

2.3 REGISTRATION SYSTEM AND ADMINISTRATIVE STATISTICS

Population register means data collection system in which the demographic and socio-economic characteristics of all or a part of population are continuously recorded. A population register can be a universal or complete register; providing information on all major demographic variables of vital events or a partial register if it contains limited information such as social security and voter registration. Denmark, Sweden and Israel are preparing universal register whereas USA is preparing partial register. Pakistan is preparing universal population register. Detailed procedure, agency responsible for preparation of register, completeness and reliability of data bottlenecks and suggestions are presented in the ensuing paragraphs/sub-sections.

2.3.1 NATIONAL DATA BASED & REGISTRATION AUTHORITY (NADRA)

National Database Organization (NDO) was established under Ministry of Interior as an attached department to undertake the function of handling the data being collected through National Data Forms during the Population Census 1998, which was conducted from 2nd to 18th March 1998. National Data Forms (NDFs) were designed by a committee of experts encompassing maximum social and fiscal indicators as implements for future planning, documentation of economy and for creation of a comprehensive Citizens' Database. To cater for a cohesive and unified approach in both registration and social fields NADRA was created on 10 March 2000 by merging the National Database Organization (NDO) and Directorate General of Registration. NADRA is an independent corporate body with requisite autonomy to remain free of political pressure and interventions for all times to come.

Objectives

1. To develop a National Data Warehouse scalable enough to grow systematically with newly interfaced database of user/ feeder agencies
2. To develop a National Information Infrastructure for online and country-wide access to National Data Warehouse in the shape of Pakistan Intranet
3. To develop a National Spatial Data Warehouse Infrastructure to facilitate establishment of a comprehensive Geographic and Land Information System in Pakistan
4. To prepare National Identity Documents for all persons including citizens foreigners, immigrants, etc. as follows:
 - 5 a) To prepare new computerized National Identity Cards for all citizens of Pakistan
 - 6 b) To prepare National Identity Cards for all Overseas Pakistanis includes Pakistanis with Dual nationalities or Pakistan Origin Nationals living abroad
 - 7 c) To prepare card for all those Pakistanis working abroad
 - 8 d) To prepare identity cards for the employed foreigners living in, Pakistan, refugees, and Alien Registration Cards for aliens residing in a waiting decision on their legal status, under the supervision of NARA (National Alien Registration Authority)
 - 9 e) To register and issue certificate of all births and deaths at national level
 - 10 f) Register within its purview all persons and things, wherever and whatever they may be, to the extent and in the manner laid down in NADRA Ordinance 2000 ('thing' or 'things' means and include all animate or inanimate things, plants, animals, substances, items, concepts, ideas, laws, customs, qualities, signs, symbols, circumstances, affairs, events, acts, deeds, works, transactions, documents, pieces of movable or immovable property, tangible or intangible property, rights, privileges, duties, entities, living or non-living beings other than a human being and any thing that can be processed, or owned, or explained, whether known or unknown)
 - 11 g) The development and establishment of an improved and modernized system of registration in the country through appropriate means including technologically advanced, effective and efficient means like computerization, automation, creation of databases, data warehousing, networking, interfacing of databases and related facilities and services

② • Each Entity is registered independently.

2.3.2 Responsibility

2 NADRA is responsible for preparation of population register. Prior to the establishment of NADRA Directorate of Registration was responsible for this work under the National Registration Act, 1973. In 1997 an organization was established for preparation of national data base called National Database Authority (NDA) who collected first time field-based information about all individuals living in Pakistan as on 5th March 1998 that is the Census date. Later on in 2000 these two agencies were merged to form a new organization known as National Database and Registration Authority (NADRA).

NADRA is basically responsible for registering every citizen in or out of Pakistan who has attained the age of eighteen years and a parent or guardian of every citizen who has not attained of eighteen years (clause 4 of the act). It is the responsibility of individual concerned to report to the authority for immediate registration of event just after its occurrence but in case of death not later than sixty days (clause 7 of the act). For implementation of the scheme National Registration Rules were introduced and notified in 1975 wherein detailed procedures are given.

3 2.3.3 Data Collection Methodology

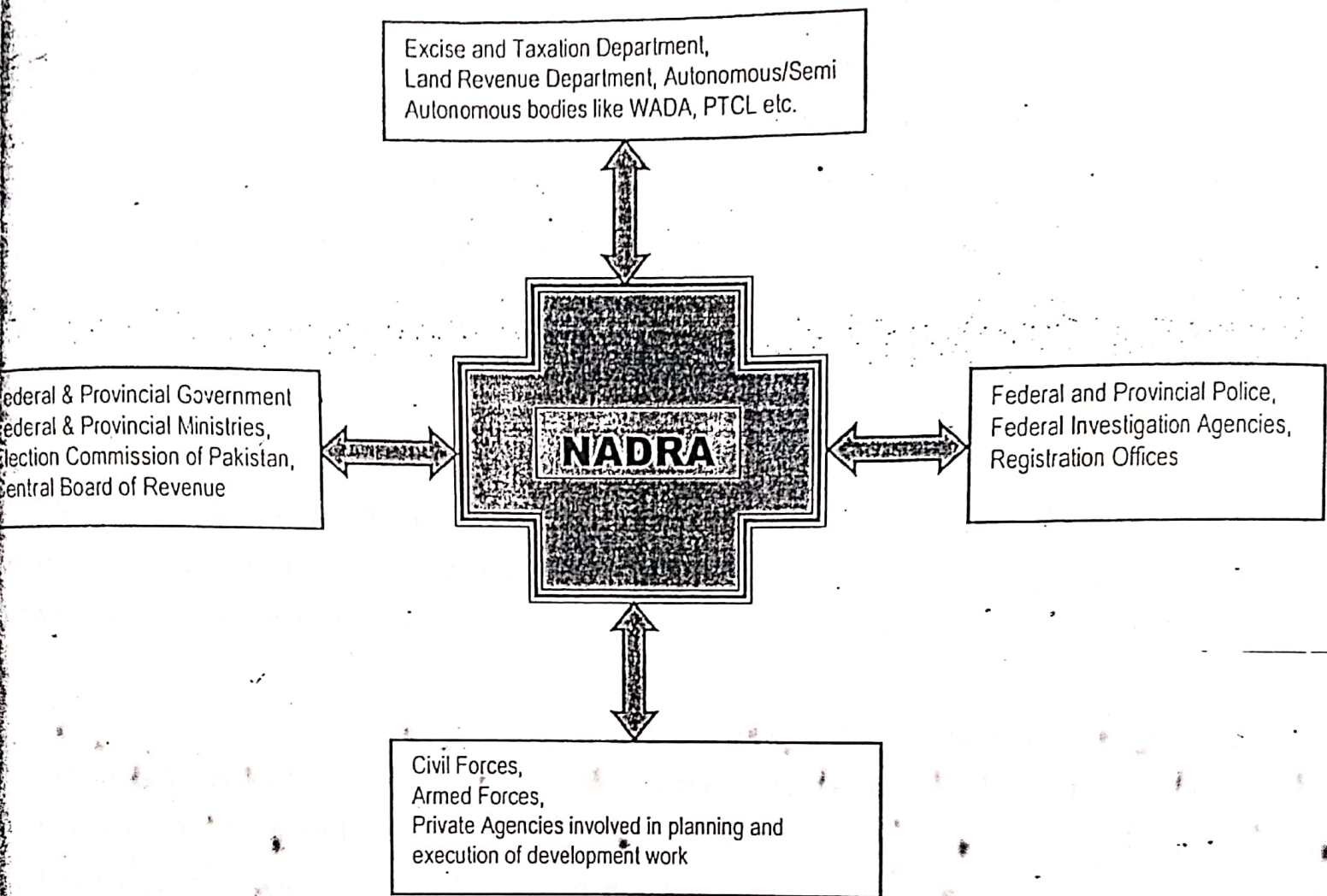
Every citizen of Pakistan who has attained the age of 18 years is required to report to the District Registration Authority for registering him/herself and get National Registration Card and below that age citizens it is the duty of his/her parent or guardian to register his/her name and get registration form. Apart from this arrangement they have mobile scads that are helping people living in remote and inaccessible areas of the country for registration.

h)

4 Legal Position

NADRA is empowered under President's Ordinance no. VIII of 2000 to establish the National Database & Registration Authority so as to facilitate the registration of all persons in establishment and maintenance of multipurpose databases, Data Warehouses, network interfacing of databases and related facilities. Under the ordinance NADRA must ensure provide for the due security, secrecy and necessary safeguard for the protection of data information and shall perform and exercise any other power as may be by entrusted to or vested in the Authority by Federal Government. NADRA is authorized to seek advice for carrying its work. It is further authorized to charge fees, and other sums for its services, to cause research studies, surveys, experiments and other investigations.

User and Feeder Agencies



Scope and Limitations of NADRA

Like HMIS National Database & Registration Authority is an integrated system of mutual data transmission among the coordinating organizations. There is symbiotic relationship between NADRA and governments, autonomous, NGO's and privatize organizations. One organization acts as source of data and is benefited from it at the same time. The data available at NADRA terminals would ensure smooth planning, and meaningful implementation of all governmental policies and projects, leading to good governance, a cherished dream of every Pakistani. Data assured developmental projects would further ensure economy and optimum utilization of funds. The major advantage of computerized data may be the elimination of bogus entries and duplication of records. Bogus and duplicate registration is one of the major causes of wide spread

corruption in both government and private transactions. The centralized issuance of Identity cards based on authentic citizen data available at a centralized database, will encounter corruption, terrorism and narcotics problems. It may also help in automated generation of authentic voters' lists, essential to conducting transparent and fair elections. Population demographics available at the National Data Warehouse may help in perspective planning and monitoring of medical and education centers, water supply, utilities, and sanitation facilities, etc., throughout the country. National Data Warehouse may be able to provide updated statistics to the Planning Commission and other provincial and federal ministries and departments, and authorized development agencies. Data on population demographics will facilitate effective resource allocation of the development budget of federal, provincial and local governments. The National Database may be helpful in controlling the illegal immigration and related social problem and will also enhance the authenticity of Pakistani passports. Illegal immigration has led to numerous social problems including those of unemployment and increased crime rate. These problems as well as illegal immigration can be effectively controlled if authenticated computerized citizen data are available.

The goals set by the NADRA seem to be more idealistic than realistic. The sophisticated integrated coordination will be at the mercy of number of factors including the infrastructures and internal managerial capabilities of all the feeder and user agencies. NADRA itself is in a stage of infancy and it is struggling for survival. From 2000 to the end of 2003 NADRA is still not able to cater for the registration of already registered population by Directorate General of Registration. NADRA has to pass through following phases of its establishment:

- Phase of population registration
- Phase of maintaining high level of coverage for utility
- Phase of coordination with user and feeder agencies
- Phase of maintenance of coordination of user and feeder agencies

To achieve the true benefits of Nation Data Warehouse will be only possible if the information based planning and management culture is established in all the user and feeder agencies. As a matter of fact presently all the user and feeder agencies are lacking far behind in information based management and administration. Many government departments and sectors are in transient phase of shifting over to devolution and from devolution to privatization therefore they are in severe managerial complication and collapses. It is difficult to predict the fate of NADRA

as an ideal integrated coordination agency for mutual data transfer at this point of time but one should not be totally pessimistic for it.

The other major factor, which influences the data coverage, is border security situation to prevent the cross border migrations. Pakistan has severe threat of demographic instability due to number of contributing factors that include:

- Long borders, which are difficult rather impossible to secure for, cross border migrations
- The continuous war and instability in Afghanistan and Kashmir leads to undocumented in-migration to Pakistan and there is fluctuating load of refugees in areas near to Afghanistan borders.
- A large number of un-registered Afghans are permanently settled in all big cities of Pakistan including Karachi and Lahore.
- The unemployment and financial pressure leads to illegal out-migration and human smuggling via Iran and Turkey to many other countries.
- In spite of all measures Pakistan security and Intelligence agencies fail to control the illegal migration through bogus document.

In spite of all above threats if NADRA is able to establish effective coordination with user and feeder agencies the data from National Data Warehouse can be utilized both for demographic and administrative purposes in many departments. For demographic point of view the data can be retrieved at any time between the inter-censal periods. The data can serve dual-purpose, stock data and flow data for establishing the demographic rates and ratios. For administrative point of view the data can be used by federal / provincial ministries, Revenue department, Election Commission, Education, Police, Armed Forces, WAPDA and many other sectors of economy.

2.4 Vital Statistics

2.4.1 Concepts By James Stark — 1854 Scotland.

In this sub-section we shall introduce vital events, agencies responsible for collection of vital statistics, data collection procedure, reliability of data being collected, some important bottle necks and recommendations for improvement of the statistics. Vital events may be defined as births, ^{live births} deaths, ^{still births} still births, ^{during pregnancy} fetal deaths, marriages, adoptions, ^{legitimate} legitimations, recognitions, annulments, divorces and ~~separations~~. In short all the events which have to do with an individual's entrance into or departure from life, together with change in civil status are known as vital events (Multilingual Demographic Dictionary). In its narrow sense it deals with births, deaths and marriages only. For legal reasons such events have, in many countries including

Pakistan, been recorded in registers of which the most common are the register of births, the

⇒ All the events which have to do with an individual's entrance into or departure from life together with change in civil status are known as vital events.

register of deaths and the registers of marriages and divorces. Vital statistics are prepared from these registers, generally by transcription and compilation.

2.4.2 Responsibility

At federal level National Data Base and Registration Authority (NADRA) Interior Division for national registration, Statistics Division for collection of all types of statistics including vital events, Population Welfare Division for demographic and population statistics, Directorate of Military Lands Record (DMLR for cantonment areas only) for vital events and Health Division are responsible for collection of vital events statistics. Health Division has changed its responsibility in the recent past from collection of vital events to collection of vital health statistics. At provincial level Local Governments and Rural Development Department (LG&RD), Health Department and (Provincial Bureau of Statistics or (PBS) of Planning and Development (P & D) Department are responsible for collection of statistics on vital health, vital events and coordination of provincial statistics respectively. In Islamabad Federal Capital Territory Capital Development Authority is responsible for collection of vital events statistics.

2.4.3 Present System

The registration and collection of births and deaths was the provincial subject. After creation of Pakistan the system continued to be carried out under the various pre-partition provincial acts and rules till promulgation of the Basic Democratic Order, 1959 and the Municipal Administration Ordinance 1960. These acts/ ordinance were replaced in 1970 by the West Pakistan Local Government Ordinance, 1970 which was later replaced in 1979 and 1980 by the Local Government Laws/ Ordinances in each province after dissolution of the one unit. At Federal level Statistics Division, NADRA and DMLR and at Provincial level Health Department, Local Government and PBS are directly collecting such statistics. Whereas Population Welfare Division and Health Division at federal level and PBS and P & D are just compiling these statistics and passing on to all concerned agencies for further action.

MCH → Maternal & Child Health

BH → Behavioral Health

FW → Fort Worth

I) Administrative Control

⇒ In rural areas Chowkidars, Imam Mosque, Nikah registrars, Councilors, School teachers, Caretakers of grave yards, barbers, Dais, MCH Centers, B.H. Centers, and other Influentials are the contact sources for occurrence of vital events. In urban areas Private Maternity Homes, Hospitals F.W. Centers are also the contact sources for reporting of vital events. The rural contact persons report to the Registration Desk at Union Council and the urban contact persons report to the Registration Desk at Town Committee/ Municipal Committee. Registration Desk report to Assistant Director of Local Government Department at district level who further report to the Secretary Local Government Department through his Deputy Director and directly to PBS and FBS for information of Provincial and federal governments respectively.

① for person's concerned

② Registrar

③ District for secretary

④ Provincial authority → FBS

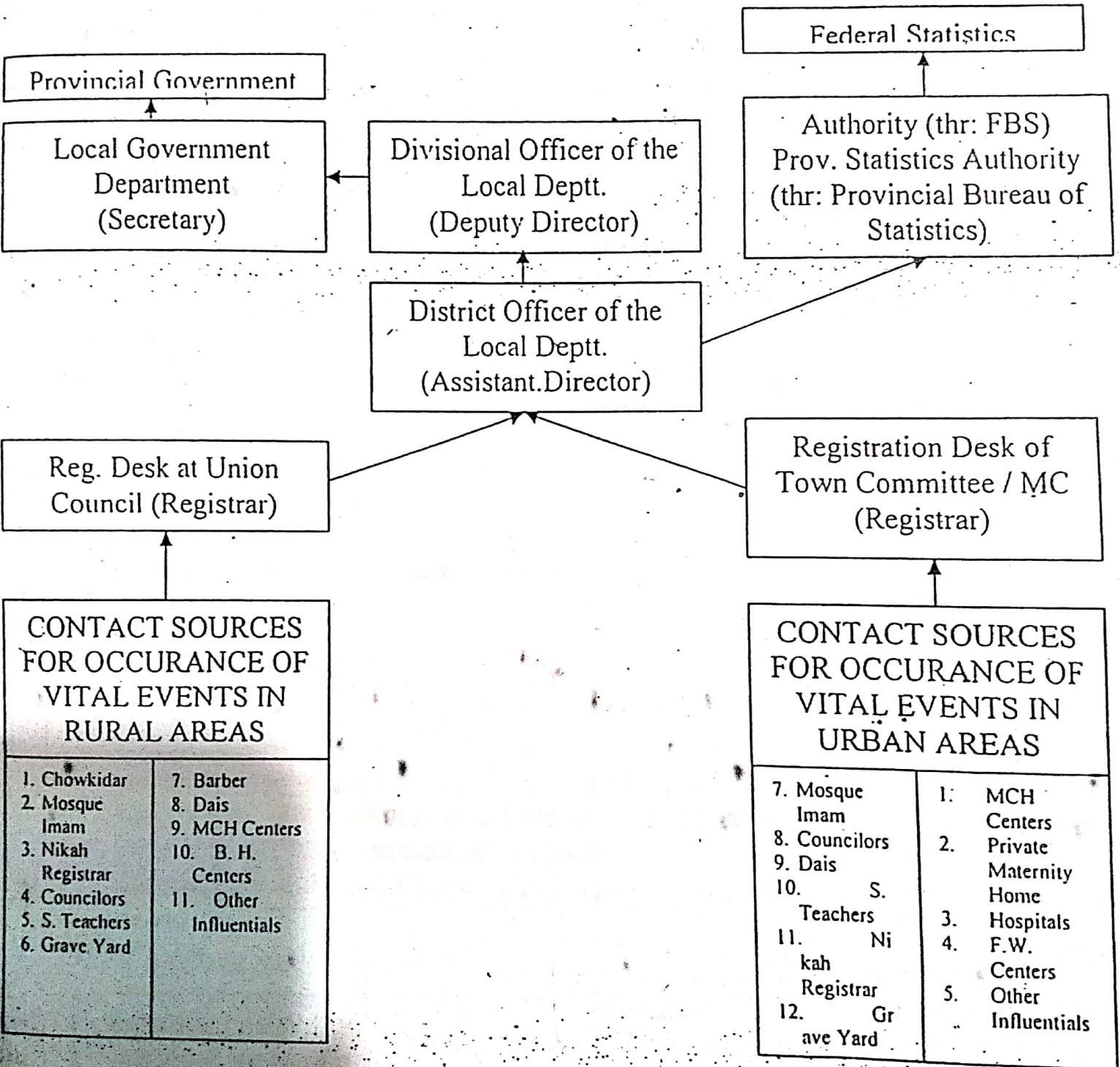
II) Monitoring of the System

Registration clerk at Local Council prepares four copies each of birth and death reported to him and five copies of marriage and divorce taken place in his area of jurisdiction, one copy for the person/s concerned, and one copy each for himself, District Office of Local Government Department and FBS. After retaining one copy he passes remaining two copies, one copy each to the District Office for the Secretary Local Government Department and to provincial authority for analysis and publication of the data and circulation of report to other relevant provincial departments/organizations. This copy then dispatched finally to FBS for overall consolidation at national level.

III) Deficiencies of Present System

- Vital events are a provincial subject and the Local Government Laws of the province provide for it but the concerned departments have failed to establish the system properly. The problems of resources have occasionally been expressed by them. It appears that they have lost the required enthusiasm in implementing it.
- The Local Government Departments have been assigned several responsibilities some of which happen to be of immediate and pressing in nature leaving hardly any time to direct and supervise the work at local council level.

ORGANIZATIONAL CHART SHOWING ADMINISTRATIVE CONTROL OF VITAL REGISTRATION SYSTEM OF THE COUNTRY



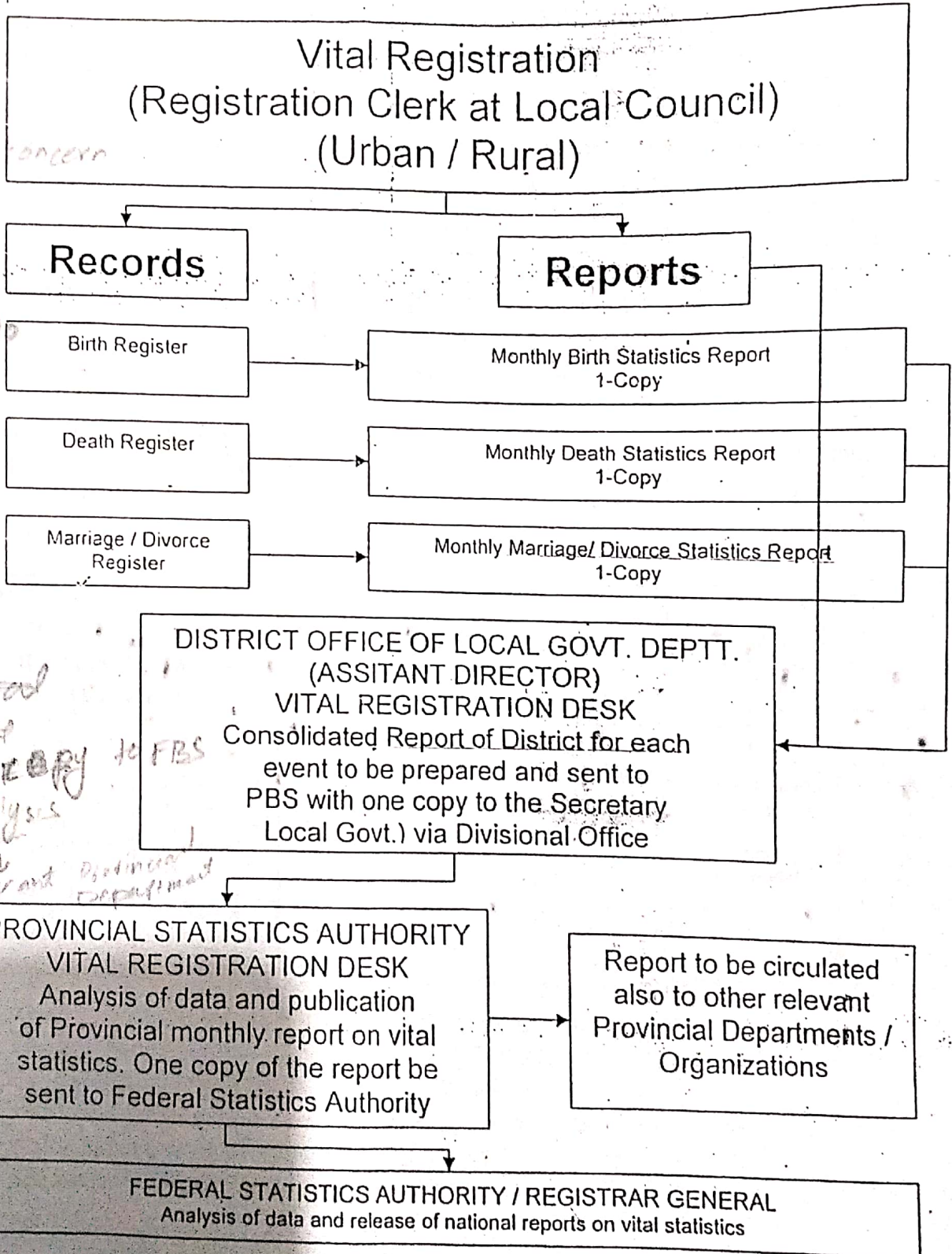
CONTACT SOURCES FOR OCCURANCE OF VITAL EVENTS IN RURAL AREAS

- | | |
|--------------------|------------------------|
| 1. Chowkidar | 7. Barber |
| 2. Mosque Imam | 8. Dais |
| 3. Nikah Registrar | 9. MCH Centers |
| 4. Councilors | 10. B. H. Centers |
| 5. S. Teachers | 11. Other Influentials |
| 6. Grave Yard | |

CONTACT SOURCES FOR OCCURANCE OF VITAL EVENTS IN URBAN AREAS

- | | |
|---------------------|---------------------------|
| 7. Mosque Imam | 1. MCH Centers |
| 8. Councilors | 2. Private Maternity Home |
| 9. Dais | 3. Hospitals |
| 10. S. Teachers | 4. F.W. Centers |
| 11. Nikah Registrar | 5. Other Influentials |
| 12. Grave Yard | |

A FLOW CHART OF THE MONITORING SYSTEM FOR VITAL REGISTRATION



④ copies
↓
① Person's concern
② take for himself
then the remaining 3 copies sent to District office for secretary and to provincial authority

make final report
sent this copy to FBS after analysis

↓
submit Provincial Department

- The staff entrusted with the job are not statistical minded, therefore, they do not know importance of collecting and compiling data on vital events thus they are little motivated to discharge their duty.

- Other duties assigned to the staff bear high nuisance value in the general public whereas vital events are at the bottom as far its nuisance values are concerned. Naturally they give least importance to collection of vital events.
- Vital events are required to be regulated by the some rules but there is no evident that such rules have been framed in pursuance of Local Government Laws promulgated by the respective provincial governments. In some places the rules framed under Basic Democracies Ordinance 1959 and Municipal Administration Ordinance, 1960 are being followed, which might not suit to the changed administrative structure.
- The rules of business are also silent about agency responsible for compilation of statistics except Punjab where Health Department is responsible for compilation of vital events statistics.
- The present system is also deficient due to divided responsibilities, duplication of efforts, under-reporting of events, low geographic coverage, lack of coordination between various agencies responsible for collection and compilation of vital statistics and poor documentation and compilation mechanism.

III) Suggestions for Improvement of the System

- At present the vital registration system is not properly organized to yield reliable statistics. The occurrence of vital events is a regular phenomenon which demands their regular registration proper documentation and tabulation and release of data on regular basis.
- Registration of vital events is already the exclusive responsibility of respective provincial government. The concerned department may organize it by employing qualified statisticians at provincial, divisional and district levels for checking the completeness of information received from Registration Desks, compilation, tabulation and release of the data and regular flow of information to other concerned departments.
- A set of model rules for registration of vital events may be prepared and followed everywhere in the country. These rules may cover detailed procedure of registering the events, agency and individuals responsibilities, mechanism for checking of completeness of incoming and continuous flow of information, issue of certificates, penal provision for not reporting and/or late reporting of happening of events, tabulation process and release of data etc.
- A publicity campaign may be launched by the provincial governments through modern media of information to elicit cooperation of public and create deterrence for not reporting of the any event happen in their house.
- The certificates issued on vital events by the Local Government office at district level may be considered as valid and lawful document for all legal and official business. /