Civil Registration Awareness, Compliance, Purpose, and Challenges among Municipal Residents in the Philippines

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ABSTRACT. Civil registration aims to secure permanent records of people. In the Philippines, Republic Act No. 3753 or the Civil Registry Law mandates that all vital events should be registered. This study aims to assess the civil registration awareness, compliance, purpose, and challenges of municipal residents in Negros Occidental, Philippines. A descriptive-comparative and correlational study was used through a researcher-made questionnaire among 376 residents of villages identified using stratified random sampling. The study revealed that the level of awareness of the residents on civil registration is high. At the same time, the extent of compliance was high on birth and marriage but low on death registration. It also revealed a significant difference between awareness and compliance on civil registration when respondents are grouped according to sex and educational attainment, but no significant differences when grouped as to age, income, and distance to the office of the local civil registrar. There is a significant relationship between the level of awareness and extent of compliance in the civil registration of residents. Among the challenges for nonregistration or delayed registration of vital events are lack of valid identification card and high cost of transportation, among others.

1.0. Introduction

Civil registration is described as a constant, permanent, mandatory, and comprehensive recording of the existence and characteristics of vital events relative to population (Act No. 3753) as implemented through decree or regulation under the legal requirements of a country. The initial step to providing direction and aid to those in necessity is checking civil registration and vital statistics for countries in the world (Rane et al., 2020).

Civil registration in the Philippines became mandatory with the implementation of the Civil Registry Law in 1930 through Act No. 3753, compelling acts, events, legal instruments, and court decrees that concern the civil status of persons to be registered. Administrative Order No. 1 of 1993 (Implementing Rules and Regulations of RA 3753) outlines the roles, responsibilities, and authorities of the Civil Registrar General (CRG), the civil registrars, and the responsibilities of the barangay secretaries concerning civil registration. Republic Act No. 10625, known as the Philippine Statistical Act of 2013, entitled “Reorganizing and Strengthening the Philippine Statistical System and for Other Purposes” mandated the Philippine Statistics Authority (PSA) to primarily collect data for the Philippine government to serve as the central statistical authority to carry out, enforce, and administer civil functions in civil registration in the country. Republic Act 7160 (Local Government Code of the Philippines) Article IX, Section 479, mandates the appointment and functions of the Local Civil Registrar.

Several studies conducted were reviewed. Buvinic and Carey (2019) focused on civil registration as a tool for social protection and the inclusive development of children. Ye et al. (2012) examined civil registration and vital statistics system (CRVS). Abouzahr et al. (2012) examined the links between legal documentation and social protection, and human rights. The World Health Organization (WHO, 2013) studied the CRVS system in Africa and Asia. While Brooks and Reed (2015) determined the importance of a death certificate. In the Philippines, a study conducted by Carter et al. (2011) revealed significant dependence between civil registration and health reporting systems. Of the studies reviewed, none studied the level of awareness and extent of compliance of residents in the civil registration of vital events in a local government unit, thus a gap in the literature.

This study assessed the awareness and extent of implementation of the registration of vital events and determined differences when respondents are grouped according to age, sex, income, distance to the office of the Local Civil Registrar (LCR), and educational attainment. It also determined the relationship between the level of awareness and extent of compliance in the civil registration. The findings were used as the basis for the proposed enhancement program on the civil registration system.
2.0. Framework of the Study

This study is anchored in Knowledge, Attitude, and Practice Model (KAP), emphasizing that increasing personal knowledge/awareness will influence behavior change/attitudes and therefore influence the change in practice/compliance (Madrigal & Oracion, 2017). The triad of knowledge, attitudes, and practices demonstrates how the residents’ awareness translated to their attitudes and compliance with civil registration. Knowledge is the ability to obtain, preserve, practice, and discern. At the same time, attitudes refer to inclinations to react in a certain way to certain situations. Practice means applying rules and knowledge that lead to action. Appreciating the levels of awareness, attitudes, and practices will effect in a more effective awareness creation process. It will facilitate the program to be outlined suitably to the community’s demands (Lakhan & Sharma, 2010).

In this study, the KAP model provides a framework for analyzing the knowledge and behavior of the residents concerning the registration of vital events. The model posits that when awareness is heightened, their attitude tends to change, which results in the desired practices or behavior (Lakhan & Sharma, 2010). It theorizes a correlation between the level of awareness and the extent of compliance of the residents in registering birth, marriage, and death.

The study also anchored in Republic Act No. 3753 or the Civil Registry Law, which mandates that all vital events be registered. The implementing rules and regulations of RA 3753 provided for concerned agencies’ functions, duties, and powers in registering vital events. Likewise, RA 7160, otherwise known as the Local Government Code of 1991, mandates the appointment and functions of the Local Civil Registrar. Hence, exploring the level of awareness, compliance, and challenges encountered by residents on civil registration of vital events provided significant information for the proposed enhancement program on civil registration.

3.0. Methods

The study used a descriptive-comparative and correlational research design to describe, compare, and correlate the level of awareness and extent of compliance in the civil registration of vital events such as birth, marriage, and deaths of municipal residents in Negros Occidental.

Descriptive design is appropriate because the researcher observed a large mass of the target population and made a required conclusion about the outcomes based on variables (Ritchie et al., 2013).

The use of comparative method allowed the researchers to examine the differences and similarities between the different variables of the study (Spata, 2003). Respondents’ level of awareness and extent of compliance in the civil registration of vital events were compared according to sex, age, the distance of residence to the Office of the Local Registrar, educational attainment, and monthly income.

Table 1. Distribution of respondents

| Village | N   | n  | %  |
|---------|-----|----|----|
| A       | 1,997 | 44 | 11.8 |
| B       | 1,697 | 38 | 10  |
| C       | 1,381 | 30 | 8.1 |
| D       | 4,633 | 103 | 27.3 |
| E       | 1,708 | 38 | 10.1 |
| F       | 3,731 | 83 | 22.0 |
| G       | 1,805 | 40 | 10.6 |
| **Total** | **16,952** | **376** | **100.0** |
The correlational method assessed the relationship between two variables (Ary et al., 2006), the level of awareness, and the extent of compliance in civil registration.

The respondents of the study were 376 residents of legal age determined using a stratified random sampling by village. Table 1 shows the distribution of the respondents.

A researcher-made questionnaire based on R.A. 3753 of 1930 was used to gather data. The questionnaire consists of four (4) parts. Part I shows the profile of the respondents. Parts II and III contain questions on the level of awareness and extent of compliance in the civil registration using Four-Point Likert-type statements. Part IV is a checklist of challenges encountered by the respondents on awareness and compliance in civil registration.

Since the survey instrument was researcher-made, it was subjected to validity and reliability tests. Content Face Validity ensured that all the items are essential (Lewis et al., 2005; Boudreau et al., 2001) was conducted by five (5) local civil registrars. Their comments and suggestions were integrated and reflected in the final survey questionnaire. The validity score obtained was 4.356 higher than .05 (Lawshe, 1975), which means that the instrument is valid.

The instruments were pilot-tested on 30 residents who did not participate in the actual data gathering to ensure reliability. Using the Cronbach Alpha method, the reliability score was 0.929, which means that the survey instrument is reliable since the internal consistency coefficient is higher than .70 (Whitley & Ball, 2002; Robinson, 2009).

The permission of the Local Chief Executive (LCE) of the municipality was obtained before the conduct of the study. Upon approval, hired enumerators went through an orientation conducted by the researcher. The enumerators conduct their orientation with the respondents about the purpose and scope of the study, the nature, and parts of the questionnaire.

The descriptive analysis was used to interpret and analyze the data on the level of awareness, the extent of compliance, and challenges in the civil registration of vital events of the residents using mean, standard deviation, frequency count, and percentage. Comparative data analysis using Mann Whitney U was used to test the difference in the respondents’ level of awareness and extent of compliance in the civil registration of vital events because the population does not have a normal distribution (Nadarajah & Kotz, 2006). On the other hand, Kruskal Wallis was used to determining the significant difference in the level of awareness and extent of implementation in the civil registration when respondents are grouped according to educational attainment, as it finds out that two medians are different (Belachew et al., 2011). Moreover, Spearman rank correlation, a non-parametric test (Glen, 2021), was used to determine the significant relationship between awareness and compliance of residents, considering that the normality tests revealed a non-normal distribution of the population. Kolmogorov-Smirnov (Oztuna et al., 2006) and Shapiro-Wilk (Peat & Barton, 2008) were used for the normality test.

The researcher addressed the general ethical principles of respect for persons, beneficence, and justice to ensure the ethical soundness of the study. Informed consent from the respondents was obtained before they participated in the survey. It was emphasized to the respondents that their participation in this study was voluntary and that they had the right to withdraw if they felt uncomfortable during the conduct of the survey. Respondents’ anonymity was protected; hence, all information was strictly kept confidential.

4.0. Results and Discussion

Level of Awareness in the Civil Registration of Vital Events

As shown in Table 3, the level of awareness of the respondents in the civil registration of vital events (birth, marriage, and death) as a whole is “high” (M=3.01), similar to the findings of Wenz et al. (2018) that parents had high awareness of the benefits and process of registration.

The highest mean was on registration of marriage (M=3.10), interpreted as “high,” while the lowest (M=2.84), also high on death registration. Birth registration was also rated (M=3.09) interpreted “high”. High rates of registration of marriage and birth are supported by the study of Hanmer and Elefante (2016) that marriage and birth are equally important because records are needed for many reasons such as in-school registration, employment, and to claim benefits, among others. While the low rating on death, although interpreted high, is similar to findings of Fisker et al. (2019) that death registration is not important and of no use.
In terms of demographics, the highest mean was registered in educational attainment, which implies that residents’ awareness of civil registration is influenced by their level of education, supporting findings of Isara and Atimati (2015), Brito et al. (2013), Van der Straaten (2011), and Pelowski et al. (2015).

Grouped according to sex, both male (M=2.86) and female (M=3.05) respondents rated a high level of awareness. As to age, both young and old have a high level of awareness. In terms of distance, both groups registered a high level of awareness also. As to income, all groups were rated high.

**Extent of Compliance in the Civil Registration of Vital Events**

Table 4 shows the extent of compliance in civil registration. Overall, the extent of compliance in civil registration is high (M=2.76). Respondents showed high compliance in birth (M=2.96) and marriage (M=2.94) but low on death (M=2.46). Residents found that there is a great need for the registration of marriages and births. This was supported in the study of Hanmer and Elefante (2016), wherein birth and marriage registration are both equally important.

While the residents’ exhibited poor compliance in the registration of death. Like in some other countries, births are more likely to be registered than deaths (Abouzahr et al., 2015). Death registration was considered unimportant, resulting in non-registration (Fisker et al., 2019).

In terms of education, it was revealed that respondents with no formal education had a poor extent of compliance (M=1.94), elementary and high school level has a high extent of compliance with (M=2.85) and (M=3.04), respectively, college level has a high extent of compliance. This signifies that residents with no formal education are less likely to comply with vital events registration than those with higher educational attainment. This is supported by the finding that the person’s level of education influences his compliance in registering vital events (Pelowski et al., 2015; Makinde et al., 2016; Fisker et al., 2019).

In terms of age, sex, income, and distance to the office of the LCR, compliance was all high.
Difference in the level of awareness in civil registration of vital events

As shown in Table 5A, there is a significant difference in the level of awareness in the civil registration when respondents are grouped according to sex [U=10181.5, p=0.031]. The result indicates that female residents are more aware of civil registration of vital events than males. This is similar to Adedini and Odimegwu’s (2011) study, wherein more females knew about the registration of vital events than males. Van der Straaten’s (2011) study revealed that the women’s first-hand knowledge of significant family events contributes to accurate recording.

Note: *the difference is significant when p<0.05

| Variable         | Sex       | µ       | p    |
|------------------|-----------|---------|------|
|                  | Female    |         |      |
|                  |           | 3.05    | 0.58 |
|                  |           | (2.86)  | (0.64)|
|                  | Male      |         |      |
|                  |           | 2.98    | 0.62 |
|                  |           | (3.08)  | (0.59)|

Note: VL=Very Low, Lo=Low, Hi=High, VH=Very High
However, there are no significant differences in the level of awareness in the civil registration when respondents are grouped according to age \([U=16533.5, \ p=0.526]\), distance \([U=15504.5, \ p=0.141]\), and income \([U=12969.0, \ p=0.115]\) also found in the study of Adedini and Odimegwu (2011).

Kruskal Wallis was used to determining the significant difference in the level of awareness in the civil registration when respondents are grouped according to educational attainment. As shown in Table 5B, there is a significant difference in the level of awareness \([\chi^2(3) = 36.223, \ p=0.000]\) in the civil registration when respondents are grouped according to educational attainment.

**Table 5B.** Difference in the level of awareness in the civil registration by educational attainment

| Variable | No Formal Education | Elementary | High School | College | \(\chi^2\) | df | p   |
|----------|---------------------|------------|-------------|---------|----------|----|-----|
| Awareness| 1.90                | 2.87       | 3.14        | 3.27    | 36.223*  | 3  | 0.000|
|          | (0.69)              | (0.58)     | (0.53)      | (0.59)  |          |    |      |

Note: *the difference is significant when \(p<0.05\)

Post hoc tests revealed that respondents with no formal education have significantly lower awareness than other respondents. This signifies that the educational attainment of the residents in the municipality reflects their level of awareness in the civil registration of vital events. It is supported that the level of education greatly influenced the awareness in civil registration of vital events (Pelowski et al., 2015).

**Table 6A.** Difference in the extent of compliance with the civil registration

| Variable   | Sex | \(\mu\) | \(P\) |
|------------|-----|---------|-------|
|            | Female\(^{c}\) | Male |       |
| Compliance | 2.81 | 2.59 | 9475.0* | 0.003 |
|            | (0.58) | (0.59) |         |       |
| Age        | Young | 2.73 | 16037.5 | 0.266 |
|            | Old   | 2.80 |         |       |
|            | (0.56) | (0.63) |         |       |
| Distance   | Near  | 2.81 | 15774.5 | 0.226 |
|            | Far   | 2.70 |         |       |
|            | (0.57) | (0.61) |         |       |
| Income     | Low   | 2.72 | 12944.5 | 0.109 |
|            | High  | 2.86 |         |       |
|            | (0.58) | (0.60) |         |       |

Note: *the difference is significant when \(p<0.05\)
Difference in the extent of compliance in civil registration of vital events

Table 6A shows the significant difference in the extent of compliance in civil registration when respondents are grouped according to sex \([U=9475.0, p=0.003]\). Compliance in the civil registration of vital events is prevalent to females compared to male residents. In Adedini and Odimegwu’s (2011) study, females are more compliant than males, with more females registering births and deaths. There is no significant difference in the extent of compliance in the civil registration when respondents are grouped according to age \([U=16307.5, p=0.266]\), distance \([U=15774.5, p=0.226]\), and income \([U=12944.4, p=0.109]\) similar with findings of Adedini and Odimegwu (2011).

Table 6B showed the difference in the extent of compliance using Kruskal Wallis when respondents are grouped according to educational attainment. There is a significant difference in the extent of compliance \([\chi^2(3) = 45.614, p=0.000]\) in the civil registration when respondents are grouped according to educational attainment.

### Table 6B. Difference in the extent of compliance with the civil registration by educational attainment

| Variable   | No Formal Education | Elementary | High School | College | \(\chi^2\) | df | P    |
|------------|---------------------|------------|-------------|---------|-----------|----|------|
| Compliance | 1.94                | 2.63       | 2.82        | 3.21    | 45.614*   | 3  | 0.000|
|            | (0.49)              | (0.58)     | (0.55)      | (0.46)  |           |    |      |

Note: *the difference is significant when \(p<0.05\)

Post hoc tests revealed that respondents with no formal education have significantly poor compliance than other respondents, which indicates that residents’ educational attainment determines their extent of compliance, which strengthened the study of Diouf and Ndiaye (2017) and Pelowski et al. (2015) that higher schooling levels of mothers revealed higher compliance on registration of vital events.

Relationship between awareness of and compliance with civil registration of vital events

Spearman rank correlation was used to determine the significant relationship between awareness and compliance of residents in the civil registration of vital events. Table 7 shows a significant relationship between the level of awareness and the extent of compliance. The result indicates that the residents’ level of awareness influences their extent to comply with the registration of vital events (WHO, 2013).

### Table 7. Relationship between awareness of and compliance with the civil registration

| Variable          | \(\rho\) | df | P    |
|-------------------|---------|----|------|
| Awareness x Compliance | 0.582*  | 374| 0.000|

Note: *the correlation is significant when \(p\leq0.05\)

Challenges in the registration of vital events of the residents

Table 9 shows the challenges in the civil registration of vital events. No valid identification card was the major challenge in the respondents’ registration of vital events (47.1%), supporting the study of Corbacho & Rivas (2012) while the high cost of transportation follows (40.2%). Other challenges are lack of time, road access, confusion with requirements, high fees, culture, language barrier, and unapproachable office personnel.

When respondents were asked, (47.1%) mentioned that both parents’ government-issued identification cards were required. Respondents acknowledged that registration information was ‘difficult’ to understand.

Among the respondents, 132 (35.1%) had confusion with the basic requirements. The findings of this study are very similar to that of Bennouna et al. (2016), who found that complexity of application procedures, application costs, and distance from services were the three most crucial obstacles to
getting birth certificates; thus, children in rural areas of other countries without birth certificates was twofold that of children in urban regions. It was also established that those whose income is in the lowermost quartile also considerably reduced children’s probabilities of obtaining a birth certificate. Findings of this study also confirm the study of Van der Straaten (2011) that the costs of registration can be substantial because of distance to travel, repeat calls due to complexity of procedures, and sometimes registration centers cannot immediately deliver the services expected.

The road access problem also posed a challenge to the 109 respondents (29.0%) in registering vital events. The distance was a main element; poor roads and lack of public or private means of transportation act as key constraints because of people’s difficulties to proceed to registration centers (Rane et al., 2020).

Other challenges that had a negative impact on the registration of vital events were availability of vehicles (23.7%), anxiety/nervousness in going to public offices (20.5%), and issues in engaging with the government because of culture (7.2%).

Some other constraints are fear of parents of the possibility that the information concerning their child’s birth will be misused or utilized to prejudice against them and their children because of their ethnic or religious background. Presenting the necessary data attracts attention to circumstances at odds with local values or customs.

Table 8. Challenges in the civil registration of vital events

| Challenges                                      | f    | %    |
|------------------------------------------------|------|------|
| 1 No valid Identification Card                 | 177  | 47.1 |
| 2 High cost of transportation                   | 151  | 40.2 |
| 3 Unavailability of time                        | 150  | 39.9 |
| 4 Confusion with the basic requirements         | 132  | 35.1 |
| 5 Road access problem                           | 109  | 29.0 |
| 6 High fees/charges                             | 108  | 28.7 |
| 7 Availability of vehicle                       | 89   | 23.7 |
| 8 Anxious/nervous in going to public            | 77   | 20.5 |
| 9 Meticulous/strict requirements                | 61   | 16.2 |
| 10 Issues engaging in government because of culture | 27   | 7.2  |
| 11 Language barrier                             | 22   | 5.9  |
| 12 Unapproachable office personnel              | 11   | 2.9  |

Purpose of registration of vital events of residents

The respondents’ purposes of registration were analyzed separately since they expressed multiple responses. Table 8 shows that 371 (98.7%) of the respondents answered that registration was primarily for just securing a copy of the birth certificate. Meanwhile, 321 (85.4%) responded that these vital events are needed as a school requirement.

Other uses of the birth certificate are for work, travel, family relationships, elections, and almost everything. Their responses are for school and identity (71%), while 29% said it is for many other uses. Among the respondents, 189 (50.3%) said having a copy of their marriage is enough. In comparison, 161 (42.8%) use it for employment, 84 (22.3%) for claiming benefits, and 47 (12.5%) for heirship. Meanwhile, 80 (21.3%) answered that they were just advised to secure a copy of the death certificate of their deceased family member (Van der Straaten, 2011).

Across strata, most participants think that birth certificates were necessary for some particular governmental events like school registration and passport credentials for haj pilgrimage or immigration. However, parents in all aspects often did not start processing for birth certificates until they were required to have one (Bennouna et al., 2016).
Table 9. Purpose of registration of vital events of the residents

| Variable              | f   | %  |
|-----------------------|-----|----|
| 1 Birth Certificate   | 371 | 98.7|
| 2 School Requirement  | 321 | 85.4|
| 3 Marriage Certificate| 189 | 50.3|
| 4 Employment          | 161 | 42.8|
| 5 Claim Benefits      | 84  | 22.3|
| 6 Death Certificate   | 80  | 21.3|
| 7 Heirship            | 47  | 12.5|

Fisker et al.'s (2019) study unveiled that 16 percent of births and 2% of deaths had been recorded. Among mothers who had facilitated the registration of their child, 20.1% did register to support the country to tally births; 13.5% to receive numerous assistance; 73.0% so that the children could later avail free schooling; 49.9% to remember the child’s birthdate; 6.6% to go abroad. Only two mothers listed having registered the death of their child would allow the government to count deaths.

As a whole, a high level of awareness translates to a high extent of compliance which implies that knowledge revealed on awareness demonstrates positive attitudes that lead to practice, leading to higher compliance. These findings support the KAP theory which the study is anchored.

In terms of the variables, both awareness and compliance are high at birth. Awareness and compliance are also high on marriage which reflects the culture of Filipinos of considering birth as sacred and a blessing, while marriage is inviolable. Also, it implies that respect for women and women empowerment is strong even in remote places of the country.

While findings of awareness as high on death, but poor in compliance demonstrates the influence of the environment and the prevailing peace and order conditions in a particular locality. People in mourning sometimes blame the government for the unavailability of healthcare and other services, especially in the hinterlands.

The significant differences revealed on awareness when grouped according to sex and educational attainment predict the significant differences in compliance. This is interpreted that females stand by their responsibility to their children in terms of civil registration of vital events. In terms of educational attainment, the higher educated person possesses more knowledge, hence higher compliance is expected as confirmed by the results of this study.

While there were no significant differences revealed on both awareness and compliance when respondents were grouped as to age, distance to the office of the local civil registrar, and income.

Although, as a whole, awareness and compliance were high, respondents encountered challenges that deter their compliance in the civil registration of vital events. Most of the challenges, eight (8) out of eleven (11) identified by respondents were governments’ responsibilities such as means of transportation, road access, higher fees, availability of vehicle, strict requirements, issues in engaging with government, and unapproachable office personnel and unavailability of time which is an indirect result of no transportation. This means that residents will comply given the enabling environment.

Residents were able to identify several valid purposes of registration of vital events such as establishing birth, a requirement for school, marriage, employment, claiming benefits, death, and evidence of heirship, which justifies the necessity of civil registration of vital events.

This study provides baseline information for enhancing the civil registration of vital events in communities to facilitate a timely registration.

5.0. Conclusion

The high level of awareness and extent of compliance of residents in the registration of vital events (birth and marriage) is the basis for the Civil Registration and Vital Statistics System (CVRS) of accurate documentation. It is of particular importance in the measurement of progress and routine planning for the development of the national government and, most significantly, of
local governments. However, challenges were encountered by respondents in compliance that need attention by the government. While the high level of awareness but poor compliance of residents on registration of death requires a holistic approach that will include a revision and enforcement of laws, streamlining procedures, and provision of resources that will enjoin the local governments to be responsible for managing registration processes. Enhancing the CVRS by electronic systems will support the relationship with stakeholders: the Department of Health, the Commission on Elections, the church, and the offices of the local civil registrars to capture all information and eliminate duplication by running parallel processes facilitating higher compliance and accurate recording of vital events.

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