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**Evaluation of Systems for  
Registration and Identification  
of Persons in Mozambique**



## **Preface**

The field work for this report was done during a two-week visit to Mozambique in December 1994 to evaluate the quality and usefulness of the systems for population registration and identification. The work was done on behalf of the Norwegian Refugee Council, which has been supporting registration and identification activities in the Tete and Maputo provinces to assist returning refugees and internally displaced persons to reintegrate into civil society. The project was funded by SIDA and the Ministry of Foreign Affairs of Norway.

We are grateful to everybody we met for their helpful and friendly reception and their patient explanation of the Mozambican system. We are particularly grateful to Nina Berg and Margaret Vikki of the office of the Norwegian Refugee Council in Maputo, for their assistance and excellent organisation of our stay. Nina Berg has also contributed by writing appendices C and D.

A first print of this report was presented in January 1995 as a mission report. There has been considerable interest in the report since then, not only in Mozambique but also in other countries facing the needs for identification and registration of persons. The mission report was, therefore, later translated into Portuguese. The Portuguese version is available from the Norwegian Refugee Council's offices in Maputo and Oslo as well as from the authors.

It seems natural to include this report in the series of project and mission reports of common interest for a wider audience, which has recently been established by the International Consulting Office of Statistics Norway.

## **Acronyms**

CNE	Comissão Nacional de Eleições (National Election Commission)
CNP	Comissão do Nacional Plano (National Planning Commission)
DIC	Direcção de Identificação Civil (Directorate of Civil Identification)
DNE	Direcção Nacional de Estatística (National Directorate of Statistics)
NRC	Norwegian Refugee Council
RC	Registo Civil: Direcção Nacional dos Registos e Notariado (Civil Registry)
SIDA	Swedish International Development Authority
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

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## Executive summary

Mozambique is one of very few African countries with a long tradition of civil registration and identity cards. In this report we present proposals aimed at developing the system to better serve the existing, especially statistical, needs. Gradually, the system should be developed further to become more useful for local and central administration.

Registration of events is done by *Registo Civil* (RC), which registers and issues certificates of vital events like births, deaths and marriages. The identity card, *Bilhete de identidade*, is issued by *Direcção de Identificação Civil* (DIC). The most important function of RC is to provide documentation that can be used by the citizens to obtain identity cards.

Both institutions have archives with data on the persons they deal with: RC in chronological order in books at district level. DIC stores the applications at province level in chronological order and in addition keeps a card for each person in alphabetical order by name. The two institutions use different registration/identification numbers for the persons. Registration of events in RC and applications for obtaining identity cards can be handed in by the individuals at three administrative levels: province, district and administrative post.

The current use of these systems for other purposes is minimal, both for administration and for statistics, for the following reasons:

- The coverage is low, particularly in rural areas and areas that suffered during the war.
- The systems for storing the data are not suited for retrieval of large amounts of data, and often not for individual records as well.
- Internal moves and non-citizens are not registered in these systems at all, implying that the registers do not give reliable data of the resident population in an area.

It is unfortunate that the present registration system is used so little. Our opinion is that relatively small and inexpensive changes can improve the quality of the system as well as the usefulness for administrative and statistical purposes, at both local and national level. However, to really benefit from an improved register of the resident population, computerisation, requiring substantial investments, would be necessary.

Examples of administrative use of the registers include creation of lists of voters for elections; lists of children for health and education institutions, e.g. for vaccination programmes and school enrolment, and also for planning purposes; vital statistics, including birth and death rates, infant mortality rate and total fertility rate; total population and the population by age and sex for local areas.

Due to the war and low level of economic development there is a great lack of population data for Mozambique. Not even the total population size is known with any reasonable degree of certainty, not to mention regional population distribution. Basic demographic parameters are also outdated or unreliable. The last census took place in 1980 and the next is planned for 1997. Development of the civil registration system would provide the basis for both vital statistics on births and deaths, and for local and central registers of the resident population.

A lot of information on individuals is collected in Mozambique. More cooperation and exchange of information between the involved institutions should lead to a more efficient and cost-effective administration in addition to a reduction of the registration and identification burden for the citizens. An example of this is the registration of voters in 1994, which for a variety of reasons, was not combined with any other administrative procedures.

To achieve these goals we propose that a long-term programme of development is worked out by the involved institutions. Our preliminary recommendations include the following goals and actions, which are described in more detail in chapter 5:

### *I. Improving the reporting of vital events for vital statistics*

- a) Abolishment of registration fees, where such exist, at least for registration of births and deaths.
- b) Births and deaths that take place in health facilities should be registered there by a representative of RC, or the data should be sent directly to RC.
- c) Users of public services such as health and education should be asked to show their birth certificate or ID card. If they do not have such identification they should be helped to register, e.g. at a health post or school. In some cases registration could be made a requisite for receiving a public service, such as water, electricity and telephone.
- d) There should be special information and awareness campaigns about the individual and public benefits of registration, preferably combined with increased registration activities in an area, for example, mobile brigades. Schools could be visited by RC once a year for registration of the pupils and members of their families not registered before.
- e) The clients, i.e. the public, would receive a better service if the administrative posts have the authority to register births and deaths, making it easier and faster for people to register. Today the administrative posts have an intermediate role, according to the law concerning the competence of the administrative posts.
- f) Registration of vital events and issuing of identity cards should be integrated and done in the same office. Closer cooperation between RC and DIC, preferably combined into one body, would contribute to this.
- g) A system for reporting aggregate numbers of births and deaths from the district office to higher levels should be introduced.

### *II. Establishing a population register for administrative and statistical use*

- a. Conduct a special census in each district or use the population census 1997 to secure a complete base for registration of the resident population.
- b. Introduce permanent identification numbers for all persons in the registers, preferably the numbers on the existing identity cards.
- c. Introduce one card for each person in the register. When the routines are sufficiently established the card should be sent to the registration office in the area to which a person moves.
- d. Use all available sources for catching the address of people who move, including schools, health facilities, registration of voters, and users of public utilities.
- e. Introduce computers in the provincial capitals for registration of births and deaths.

### *III. Exchange of information between registers*

- a) Establish a computerised central register for Mozambique, to be updated from local registers which may still be maintained manually.
- b) Introduce the same identification number in all administrative systems.
- c) Exchange information between administrative systems to reduce the operating costs and also to reduce the burden of reporting for the individuals.

### *Final comments*

The development of the registration and identification system should be gradual and adjusted to the needs. The needs for statistics are known whereas the administrative needs are more unclear. The system should take the administrative development into consideration, such as the tax system, social security, etc.

Computerisation of the present systems would not justify the large costs required for this. Computerisation should only be done when the systems have been further developed. Computerisation would

also be useful if it would serve special purposes, such as production of population statistics. Increasing the coverage of the registration of births and deaths is the most important immediate task, however.

One implication of our recommendations is that they would lead to the establishment of a population register. Although few countries outside Europe have population registers, we believe that the Mozambican experience should make this possible. In fact, a rudimentary population register already exists, namely the birth register. Thus, it is just a question of improving a system that is there.

Our recommendations should be taken as preliminary and should be seen more as suggestions for further elaboration than as final proposals, due to the short time at our disposal and our limited knowledge of the Mozambican system.

The new National Institute of Statistics should play a central co-ordinating role for the development of a statistical programme for Mozambique, including a plan to improve and utilise the registration and identification systems.

Further development of the proposals could be done by an *ad hoc* interministerial working group including representatives of the concerned ministries and other governmental institutions. A workshop to start the project might also be useful, possibly with representatives of multilateral and bilateral donors.



# 1. Introduction

The Portuguese colonial government introduced several forms of identification documents and registration of the population in Mozambique, distinguishing between Portuguese overseas citizens and the indigenous population. After independence in 1975 there was initially some political resentment against these systems but most of the systems were kept, with some changes.

People in Mozambique need to identify themselves on many occasions in transactions with both public and private institutions. The documents used for personal identification are the birth certificate, the so-called *Cédula pessoal*, and the identity card. Moreover, people who work in the formal sector need a special card, *Cartão de trabalho*, issued by the Ministry of Labour. Until 1993 people were also obliged to have a residence card. Children have health cards for recording of vaccinations, etc.

The two major registration and identification systems in Mozambique today are:

- *Direcção Nacional dos Registos e Notariado (Registo Civil, RC)* under the Ministry of Justice, which registers and issues certificates of births, deaths, marriages, "emancipations" and the "personal history document" *Cédula pessoal*.
- *Direcção de Identificação Civil (DIC)* under the Ministry of Interior, which issues the identity card, *Bilhete de identidade*.

However, registration of events and use of identification documents are limited, especially in rural areas. Another and related problem caused by the war is the lack of statistics in almost all areas, in particular demographic statistics. This makes administration and planning to rebuild the country difficult.

No reliable estimates of the total population size exist, as the last nation-wide census was taken in 1980. Based on the 1980 census the population size in 1994 has been estimated at 16-17 mill. This is questionable, however, due to the large losses during the war. Of the approximately 1.5 mill refugees who left the country the great majority, about 1 mill, has returned. The regional population distribution is also uncertain because of the 3-4 mill persons who became internally displaced. Estimates of basic demographic parameters like population growth rate, total fertility rate, life expectancy and infant mortality are also tenuous, both at national and at regional levels.

Due to the war the 1990 census could not take place but a national demographic survey of urban areas and some districts was carried out in 1991 (DNE 1991). A family survey in the provincial capitals was conducted in 1991-1993 (*Inquérito às famílias*, DNE 1994b). The next census, which is planned for 1997, will yield much needed data at both national and local level, but the information will probably not become available before the end of the century. UNFPA is likely to be a major donor but the funding of the census has not yet been settled. The cartographic work for the census has started, however.

In the registration of voters for the election in October 1994 6.3 mill. persons over age 18 were registered, with an estimated proportion of registration varying between 75 and 90 per cent. However, the voter registration data have not been computerised and there are no specific plans to use the data for statistical or administrative purposes.

Thus, there is a great need for information both on the *composition* of the population, i.e. the number of persons by age, sex, marital status, family size and type, district, etc., and on the *components* of population change, i.e. births, deaths, in- and outmigration, marriages, divorces, etc.

Administratively, Mozambique is divided into 11 provinces<sup>1</sup>, 130 districts and approximately 800 administrative posts (*Posto administrativo*). The level below the *Posto* is called *localidade* or *povação* in

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<sup>1</sup> There are two provinces named Maputo: Maputo Cidade and Maputo Province (with Matola as capital), which surrounds the city.

most rural areas and *bairro* in urban and some rural areas. There is also a division of houses into groups of 50 or 60 in some areas. The functioning of the different administrative levels varies tremendously from region to region. In war-stricken areas many administrative posts were destroyed. However, in some rural areas the administrative post may have more knowledge about the size and composition of the population and its changes than in some urban areas (based on our visit to Motaze in Magde District).

There have been several experiments and studies of the registration systems and how they can be improved and utilised, both by Mozambican authorities, including *Registo Civil*, DIC, National Planning Commission and the Ministry of Health, and by outside consultants. Two years ago a study, funded by EU, was done on the use of the civil registration for vital statistics, see Casimiro and Moreira (1993) (in Portuguese). No decision has yet been taken on improvement of the civil registration system, nor have any donors accepted projects in this area.

Statistics are the responsibility of *Direcção Nacional de Estatística* (DNE) in the National Planning Commission, *Comissão do Nacional Plano* (CNP). There are plans to create an independent National Institute of Statistics within the next year which would give it more autonomy. This institute should play a central co-ordinating role for the development of a statistical programme. The plan for improvement and utilisation of the registration systems should be seen as part of an overall plan for the development of statistics.

Our description of the existing systems is mainly based upon information given by representatives of the administration in our meetings with them, and to a small extent on the limited written information available to us.

## 2. Principles of civil registration and its use

With civil registration we understand a system of registration of demographic life course events as specified by the law, such as births, marriages, divorces and deaths. Civil registration normally covers the whole country and is usually carried out by administrative units at a low level. In Mozambique, for example, the registration is done at district level but people can apply for registration and identity cards through the administrative posts. Copies of the registration files may be kept at a higher administrative level for safety reasons and for easier access to information for administrative or statistical purposes.

The civil registration is supposed to serve both the citizen and the administration. The citizen may use the registration to prove his/her identity with an identity card issued by the civil registration or another authority based upon data from the civil registration. The citizen may also ask for copies or printouts of the registration if the original documents are lost.

Administrative bodies may be interested in using the civil registration to secure that each citizen gets his/her rights and fulfils his/her duties without misusing the rights, e.g. by receiving double benefits. To check that the individuals' obligations are carried out the administrative authority normally needs the address of the citizen. If two or more administrations are using data from the civil registration a *population register*<sup>2</sup> may be introduced to reduce the costs of registration. This will also be beneficial for the individuals since the alternative solution would require them to report their address and other information to two or more different administrative bodies.

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<sup>2</sup> By *population register* we mean a register that covers, or is intended to cover, the total population in an area, and which is updated regularly when people are born, die and move into or out of the area. A *person register*, on the other hand, is any list of persons, such as the pupils in a school, the patients in an hospital or the employees in a company. Many person registers are not updated when persons in the register die, move or are ineligible for some other reason. In a population register it should be possible to sort the population by some criterion such as age or name, and retrieve data for a group of persons. In paper-based person registers it is usually only possible to retrieve information about one person at the time.

To transfer data reliably between registers it is necessary to use a unique and permanent identification number for each person in addition to the name. In Mozambique such numbers are already in use on the identity cards.

In a population register individual records need to be introduced to enable sorting of the information and to keep track of the resident population in an area. This can be done by introducing one card for each person in the local register. There should, preferably, also be a computerised central register.

To establish a population register a law specifying each person's duty to report his/her address<sup>3</sup> is desirable. This should not be seen as an infringement upon the freedom of residence or the liberty to move. If there is no duty to report moves to a new address, alternative sources may be used for updating of addresses, such as employers, schools, universities and health facilities.

A conclusion so far is that a population register should not be established before there are at least two potential administrative or statistical users of it, and an operating postal service for communication between local registers. We should take into consideration that a good register may help the administration in establishing reliable routines, that it may be used to produce demographic statistics, and that it can produce voters' lists for the election authority.

### 3. Description of present registration systems

#### 3.1. Civil registration

In Mozambique, as in most countries, the citizens have by law a duty to report certain events in their life to the authorities. The most essential of these are live births, marriages/divorces and deaths. Descriptions of the civil registration are given, in Portuguese, in *Direcção dos Registos, Notariado e Identificação* (1983) and *Casimiro and Moreira* (1993).

The main routine followed for registration is more or less the same for all events:

- (a) The client brings documentation of the event, if required, to the registration office.<sup>4</sup>
- (b) The officer at the registration office enters the data into a special book for each type of event.
- (c) The client receives a certificate (*bulletim*) as proof of the registration, which can be used, for example, to obtain an identity card.

A special registration book with preprinted pages exists for each type of event. The records in the books are numbered sequentially within each district. In practice the registration is done on loose pages which are bound after a calendar year is finished, with 300 pages in each book, regardless of the actual number of events.

Special books with extracts of the registrations were previously sent to neighbouring district for safety reasons. However, in 1979-80 the stock of these books was finished and no new books have been printed due to lack of funds. This is unfortunate since many registration books were destroyed in the war after 1980.

In the next sections we will give a brief description of the registration of the most important events.

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<sup>3</sup> By *address* we mean information that makes it possible to find a person, including the possibility of sending mail to him/her.

<sup>4</sup> In rural areas registration of events and applications for ID cards may be submitted through the *Posto administrativo*, which fills in a special birth registration form, signed by the parent(s), and writes letters declaring deaths. People may also apply through this office for a certificate showing that a particular event has been registered, see appendix F12. The *Posto administrativo* sends the required documents to the district registration office and keeps the returned documents for collection by the client. The whole procedure may take up to one month. If the person was registered for the first time in another district it may take several months before he/she gets the ID card.

### **3.1.1. Births**

The parents are obliged to report a birth to the nearest registration office within 30 days, i.e. the district office or the administrative post. For children born at hospitals the parents receive a birth declaration which they bring to the nearest registration office. No written documentation is required if the child is born at home. Unmarried mothers need to be accompanied to the registration office by the father of the child, which often proves difficult. *Incognito* is entered if the mother does not wish to report or does not know the name of the father. The registration book is signed by the parent(s).

The information entered into the birth registry book includes name and sex of the child, date and place of birth and the names of both parents as well as the names of the grandparents, residence, locality and district, see *Assento de nascimento*, appendix F1. The registration officer also fills in a special form (*Boletim de nascimento*, appendix F5) which the parents get and which is used as a birth certificate by the parents and the person concerned. When a person dies the death is supposed to be recorded in the same book and on the same page as the birth and with a reference to the death register.

Still births are usually registered by *Registo Civil* only if they occur in hospitals. Abortions are not registered by RC at all. The Central Hospital in Maputo has computerised data on all births (approx. 16.000 per year) and abortions, but this information is not transferred to *Registo Civil* (information from professor Staffan Bergström).

Births taking place abroad are supposed to be registered centrally in Maputo but this does not always seem to be the case, particularly for refugees.

This registration routine seems simple and reliable, but we have little information about the completeness of the registration. We were told that only 20 % of the 80 % of births in hospitals in Maputo are registered, making 16 % of all births. People, at least in urban areas, seem in general to be well aware of the need for an ID-card and the fact that it is usually necessary to show a birth certificate to obtain a card. In Matola, the provincial capital of Maputo Province, we were told by the director of *Registo Civil* that it was common to wait with the registration of a child until it was starting school. Moreover, parents are reluctant to register a child who appears to have little chance to live. Children who die soon after birth are only registered if the birth took place at an hospital.

Not only recent births but also children and adults are entered into the birth registry book when there is a need for registration, e.g. to acquire an identity card. Consequently, this book is not really a register of births but a register of *persons*. Everybody is born, of course, and it might be argued that it does not matter much when people register. The problem is, however, that people who migrate or die without having registered are not entered into the book. The fact that persons of all ages are registered complicates the use of the books to produce vital statistics on the number of births during the year of registration.

### **3.1.2. Marriages**

In Mozambique a marriage may be established in several different ways:

- a) As an official (civil) marriage, which is registered when it takes place.
- b) In a religious ceremony, which needs to be preceded by an official marriage. The official marriage certificate is then brought to the church (or mosque, temple, synagogue, etc.). Before independence the order was the opposite, as the religious marriage document was taken to the registration office after the religious ceremony.
- c) In a traditional ceremony in the family according to matrilineal or patrilineal customs. Traditional marriages are usually not registered. However, a marriage can be registered as a *de facto* marriage if the partners have lived together for three years and this is confirmed by witnesses. This is done in a special book.

When one of the spouses dies, the death is recorded in the marriage book on the same page as the marriage and with a reference to the death record. If the deceased was born in another district information is supposed to be sent there for updating.

In polygynous marriages only one marriage can be registered. This implies that the other wives are without formal legal protection if the husband dies or there is a divorce.

In a household survey of the provincial capitals in 1991-93 (*Inquérito às famílias*) only 23 per cent of the marriages had been registered, according to the respondents.

### **3.1.3. Deaths**

For deaths that occur in health facilities information about the death, including cause of death, is filled in by the health personnel. This form is taken to the registration office by relatives of the deceased, where the data are entered into the book for registration of deaths (*Assento de óbito*, appendix F4). For persons who die at home the relatives first report the death to the nearest administrative office, which writes a letter of declaration of death. This letter is taken by the relatives to the registration office where the death is registered (or sent from the administrative post to the district office).

After registration a death certificate is issued to the family or relatives (*Boletim de óbito*, appendix F7). This certificate has to be presented at the cemetery before the funeral is allowed, to claim a pension or to settle an inheritance.

As mentioned above reference to the death record is also entered into the birth and marriage books (if the person was married). If the person was born or married in another district, information about the death is sent by mail for updating of the books. We do not know how well this functions, however.

The completeness of the reporting of death is said to be high in urban areas, close to 100 per cent in Maputo, according to DNE (Directorate of statistics) but very low in rural areas due to the common practice of traditional funerals. Casimiro and Moreira (1993) state that the proportion of deaths that were registered in the City of Maputo grew from 60 % in 1980 to 85 % in 1990.

### **3.1.4. Emancipations**

Emancipation in this context means coming of age or maturity. A certificate of emancipation gives limited or full rights as an adult. A certificate of emancipation is required if a person between 16 and 21 years (legal age of majority) wants to do something that requires him/her to prove maturity, e.g. getting a driver's licence. A copy of the registration record, *Assento de emancipação* is shown in appendix F2.

The registration authorities do not seem to know how many emancipation registrations there are annually. For statistical and demographic purposes emancipations are of little interest. They may, however, provide information on change of residence.

### **3.1.5. Divorces**

Formally registered divorces are uncommon and can only be obtained by court order. (In addition a large number of *unregistered* marriages break up.) There does not seem to be any special book for registering divorces. They are supposed to be entered into the marriage register, on the same page as the marriage was recorded.

The 1993 edition of *Anuário estatístico* (DNE 1994a) gives the number of registered divorces in 1991-92 by province (a total of 1295 in 1992). These data were collected from the courts (*Tribunal Supremo*) and not *Registo Civil*.

### **3.1.6. Other events**

Acquiring of Mozambican citizenship is registered by the central register in Maputo. All events taking place abroad are also registered and filed there. This implies that persons born abroad must apply to the central register for a copy of the birth certificate, e.g.

Legal adoptions, which are said to occur infrequently, are registered by RC at district level.

There is no system for registration of migration within the country. Previously residence was registered, since residence cards were required. Information on immigration and emigration is kept by the Migration department in the Ministry of Interior.

### **3.1.7. Evaluation**

The civil registration system can *in principle* be used as a basis for:

- a) Vital statistics on births and deaths, and also of marriages and divorces.
- b) A population register, since the birth register is supposed to be updated with deaths. If the birth register has been kept and is complete for a long period, it can tell us the number of persons who is alive in Mozambique at any given point in time, by age, sex and also by marital status.

There are problems with both of these types of data, however, in particular coverage problems. The first and most serious is that many registers were destroyed during the civil war 1975-1992 (and also during the war for independence?). Another source of incompleteness is that many events are not registered, particularly in rural areas.

However, for current and future vital events, the destruction of past registers is of little importance. If the procedures described above are followed, the registers should be able to provide good statistics on the most important vital events, particularly births and deaths.

The problems with using the birth register as a population register is that it is incomplete to-day, and that it will take many years before it becomes complete - even if the procedures are followed properly and all birth and deaths are registered. In principle it would take about 100 years from the start of the birth register before it would cover the whole population (assuming that emigrations and immigrations are also registered). If, however, not only new-born children are registered but also older children and adults, as is often done to-day, the coverage of the registry would improve much faster, but it would still contain persons whose deaths have not been reported.

It should be fairly simple to get a rough estimate of the coverage of vital events in a district, by counting the number of registered events in a year and dividing by the estimated total population. This would yield demographic measures like the crude birth and death rates and also the infant mortality rate, which can be compared with other and supposedly more reliable estimates for neighbouring countries. If the estimates are significantly lower than these, we may conclude that there is substantial underregistration.

### ***Regional information and internal migration***

The birth registers are not revised when people move into or out of a district. The lack of updated information about where people live is one of the greatest weaknesses of the present registration system. Data on residence are required for both administrative and statistical purposes. One of the most clear needs in this respect is lists of electors.

This problem cannot be solved even if there were complete coverage of the population and all births and deaths were recorded. A solution would require people to register their moves, either because this was an obligation or because it would be in their own interest to do so. Registration of moves does not imply that people are not free to live wherever they want, of course.

Alternatively, other reliable sources of residence information may be used, such as:

- registration of electors,
- identification card applications,
- files in health facilities and schools,
- lists at low administrative levels, such as administrative posts.
- population censuses,
- files of users of public utilities (water, electricity, telephone).

### 3.2. Identity cards

The use of ID cards was introduced by the Portuguese colonial government and has been continued after independence. The use of identity cards is widespread in Mozambique, particularly in urban areas. The card, *Bilhete de identidade* (appendix F10), is required for a number of purposes, such as bank transactions, getting a driver's licence and a passport, becoming employed, starting secondary school, studying at the university, etc.

We have been given conflicting information whether it is compulsory or only advisable to have an ID card. All citizens of Mozambique may obtain an ID card after age 10. Non-nationals cannot get one but they can obtain a document (DIRE) from the Directorate of Immigration as proof of their residence permit.

To obtain an identity card, a citizen must bring his/her birth certificate and/or *Cédula pessoal* to an administrative post or the DIC office at district or provincial level. If these items of identity are lost or have never been issued, the civil registration process has to start from the beginning.

The ID card has to be renewed every 5 years below age 40, every 10 years between age 40 and 50, and not at all after age 50. When a card is renewed or replaced after loss, the application for a new card is compared with the previous application, and *the same identity number is used*. If the person was born in another province the application is sent there for processing and filing, before the card is returned. This process may take several months or more due to slow postal service.

To get a card the applicant has to pay approx. 6,200 Met. (approx. 0.9 USD) and provide two photographs, altogether approx. 20,000 Met.

A copy of the application form is shown in appendix F9 and a copy of the ID card in appendix F10. The card includes the following information: name, names of parents, place and date of birth, marital status, occupation, height, residence (locality but no street or mail address), photograph, finger print, signature, date of issue, date of expiry and serial number (7 digits).

Approximately 6 million ID cards have been issued since independence. The identity numbers are allocated to each province in batches of 100,000. The number does not include any other information about the individual, such as age and sex.<sup>5</sup>

The cards are issued at district or provincial level but the files are kept in the capital of the province of residence at the time of application.<sup>6</sup> The application forms are stored in chronological order, i.e. sorted by serial number. In addition an extract of this form is stored on small cards (called *Modelo cinco*, see appendix F11).

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<sup>5</sup> In some countries, e.g. Norway, date on the person's birth and sex are included in the ID number. This is not necessarily an advantage as the number has to be changed if the date of birth was wrong when the number was issued. Moreover, information about the individual may inadvertently be revealed if the ID number contains such information.

<sup>6</sup> At the beginning there was only one archive for the whole country, as the number of cards was quite small. In the 1960s three regional archives were established in Maputo (south), Beira (central) and Nampula (north). The decentralization was taken further in 1979 when provincial archives were established.

### **3.2.1. Evaluation**

The identity card archive is a person register, as it includes information on name, date of birth, marital status, etc. of persons who have been issued with an identity card in the district. There are some problems with the archive if we want to use it as a *population register*, however. (See footnote 2 for definitions.) The most serious problem is that it does not cover the total population:

- Only persons aged 10 years and over are entitled to identity cards and most children and adolescents do not apply for cards before they are much older.
- Only citizens of Mozambique are eligible for identity cards.
- In rural areas few people have identity cards.
- Only a few of the returning refugees and internally displaced persons have ID cards, because they never had any or because the cards were lost during their flight.

There are also other problems using the ID archives as a population register:

- Many ID archives were destroyed during the war.
- The archives are not "updated" when people emigrate or die. Their records remain in the files without being marked, i.e., there is no flow of persons *out* of the ID registry, there are only *additions* to the register.
- The archives give inaccurate information on residence, as this is not updated when people move into or out of the area. All applications are handled and filed in the province of birth. The records are updated only when people come to renew their cards or when they have lost it. It is difficult to use lack of renewal to update the files as this may have several different explanations, including death, move to another area in Mozambique, emigration and omitting to renew for some unknown reason (e.g. disease).
- It is relatively simple to get more than one ID card.
- Some cards are falsified. Some foreign nationals have managed to obtain ID cards to do business in Mozambique.
- Although the archives are sorted both by ID number and by name, it is often difficult to find the records. Moreover, many files are in a poor physical state, being bundled together by string and exposed to dust and light.
- The present paper-based archives are not suitable for statistical purposes, which would require computerisation.

Our conclusion is that the ID archives are currently not usable as a population register and that they are not likely to become so in the future, unless several changes are introduced. The most feasible and least costly method seems to integrate them with the birth registers, see chapter 5 below.

### **3.3. Registration of voters**

The registration of voters for the election in October 1994 was carried through according to the Electoral law of 28 December 1993 (African-European Institute 1994). The law specifies in detail the procedure for registration of the voters. All Mozambicans above 18 years had a right to vote. The registration was done by registration brigades. The voter had to show an identity card, a birth certificate or another document issued by a governmental authority, or "provide a testimonial evidence given by two citizens entitled to vote...", if the person was not known by the registration brigade. For each elector a registration form was filled in with full name, date of birth, place of birth, place of residence and name of parents. The elector received a voter's card to be shown at the polling station. A list with identification numbers and names of the electors have been prepared for each polling station.

The registration procedure seems quite reliable. Approximately 6.3 million electors were registered. The coverage varies from 75% to 95%, based upon adjusted figures from the 1980 census. The application forms and the lists are kept for possible later use, including statistics. No registration on elec-



tronic media has so far been done and there are no specific projects to use the data for statistical purposes.

The voter registration was carried out by the National Election Commission (CNE) and funded by the European Union at a cost of USD 10 mill. For practical, legal, and political reasons the registration was not combined with anything else. It would, for example, have been very useful and saved later costs if the voter registration had been combined with registration in *Registo Civil* or if the voting cards would have been recognized as valid identification cards.

For the time being no law or plans exist for the municipal elections scheduled for 1997. A new law on decentralisation of the governmental administration has passed the national assembly but has not yet been implemented. Municipalities may be province capitals, districts and other larger cities.

The role of the current voting lists in the next election(s) is unclear. They would in any case have to be updated with data on persons moving into or out of the area of registration.

### **3.4. Other administrative registration**

Limited data on individuals may be obtained from several administrative sources, including:

- schools and other educational institutions,
- health facilities,
- administration of refugees,
- demobilisation of soldiers,
- register of civil servants,
- register of civil servants pensioners,
- register of driver's licences.
- register of employers
- employer-based registers of employees

All of these registers cover only parts of the population and most of them probably for local areas only. Lists of pupils and students in schools may cover most or all of certain age groups where school attendance is high. It is unclear what kind of registers health facilities keep, if any. Refugees returning to Mozambique have been registered for repatriation and integration into society, see appendix C. The refugees are registered as families, with the name of the head of family, the number of children and adults.

The three last registers above cover primarily the urban population. In addition to these the largest cities probably have registers of users of public utilities.

Lists that cover a large part of the population may be used to update civil registration, although such endeavour is risky as it may lead to duplication of registrations.

## **4. Possible use of registration data**

### **4.1. Individual rights**

Every citizen has on certain occasions a need to be able to prove his/her identity. In Mozambique this is solved by an identity card with a photograph which is issued if the applicant has a birth certificate or *Cédula Pessoal*. The identity card has a unique and permanent identification number which in principle can be used in other registers to secure a correct identification of the person as a guarantee against being confused with other persons.

Today many people have practical problems in obtaining an identity card or a certificate due to the impractical system of books stored at the place where the registration of birth took place. Many books have been lost, which may cause repeated registrations of the same person, equivalent to a registration of a birth, before a document can be issued.

## **4.2. Administrative needs**

Data that are never or only rarely used by the administration should not be collected by the civil registration. The most important data for administrative purposes are identification number, name, address, sex and age. Data needed less frequently are marital status and the number and age of children living in the family. Information on adoptions, divorces, citizenship, emigration and immigration is only needed in rare cases.

The administration's needs to know where a person lives (the address) is particularly important concerning the citizens' *obligations*. In the case of rights and privileges the citizens themselves are more likely to contact the administration.

The need for access to the data varies from task to task. In Mozambique today the administrative needs for data on persons seem primarily to involve a few individuals at the time. However, the registration of voters in 1994 is a typical example of a task involving a large number of individuals and which could have been handled by an operating and comprehensive population register containing age, name and address of each person.

If a general income tax system is introduced, in stead of the current tax on salaries in the formal sector, access to an operative population register with addresses would simplify the tax routines substantially. The same is the case if a comprehensive social security system were established. The alternative would be to establish one register for each task, obliging the citizens to report changes of address and other data to each of them.

## **4.3. Statistical needs**

### ***4.3.1. Vital statistics***

The most immediate statistical use of registration data would be vital statistics, particularly on births and deaths. The statistical use could start gradually, as the coverage for an area becomes sufficiently high. It would be fairly simple to use *Registo Civil* to produce the annual number of births, deaths, marriages and divorces. Deaths in Maputo City, for example, are already judged to be almost completely registered and statistical use could start immediately.

One especially important area of vital statistics are infant and child mortality rates, which are often used as indicators of health and also of living conditions in general. It is important to monitor the development of these indicators, as Mozambique is believed to have the highest infant mortality rate in the world (162 per 1000 live births, according to World Bank (1994)). Register based estimates of these variables are particularly sensitive to the completeness of registration of births and deaths. A good vital statistics system is practically the only source for age-specific data on deaths for ages over 5 years. Adult mortality, in particular, can only indirectly and not very reliably, be estimated by data from censuses and sample surveys.

Other areas where vital statistics are needed are for monitoring trends in fertility and mortality, e.g. the effects of epidemics like AIDS on the number of deaths.

### ***4.3.2. Population size and composition***

The total population size of Mozambique is required for a number of purposes, for example to estimate the GNP per capita. As it would take some time before the registration system would be

sufficiently developed to give reliable estimates of the population size, the 1997 population census would probably be a better source for the immediate future. On the other hand, the population estimates based on the 1997 census may not be available until 1998 or later.

Censuses are very expensive and are usually taken only every ten years. Registers, however, can give *annual* estimates of the population size and composition.

Population data are also required for national accounts. For example, agricultural production and consumption which are usually estimated by multiplying the average yield by the number of agricultural households in an area. These estimates are sensitive to the number and size of the households.

It is also important to know the size and composition of the population, i.e. at least by age, sex and area of residence, for planning purposes, particularly planning of social services such as health and education, for example the required number of new class rooms and health facilities. Other needs for population data include planning of vaccination campaigns, estimates of local food production, needs for emergency food rations in drought stricken areas, etc. For such purposes both the current and future population by size and composition need to be estimated.

Finally, local population data are required for drawing sample populations to be used in sample surveys.

The present registration systems can hardly be used for these purposes due to complicated access to data, incomplete registration and lack of information about persons who have left or entered the area.

## **5. Possible development and use of civil registration**

The existing system for registration of events seems, in principle, to meet the requirements for data for statistical and administrative purposes, including the citizens' needs for documentation of information about themselves. However, the quality of the data is unknown, the completeness low or uneven, the district of residence not given, and the service level inadequate (access to data, distribution to users). The system may be developed step by step, with some overlapping between the steps:

- 1) Improving the registration rules.
- 2) Improving the services.
- 3) Transferring the data to a one-record system with unique and permanent identification of each person.
- 4) Reorganising and decentralising the system.
- 5) Reconstructing or renewing lost information and establishing backup routines.
- 6) Computerisation.
- 7) Communicating between different types of registers.

This development would take several years. However, a long-term plan would be of interest in a field like this where several authorities are more or less dependent on services from the civil registration system. Common use of data from a register would reduce the costs of administration, of producing statistics and also the costs for the citizen, and last but not the least, the quality of the data should greatly improve.

### 5.1. Improving registration rules

A more comprehensive study is necessary for a better understanding of the registration rules. For further consideration we suggest:

- 1) Eliminate unnecessary data from the registration, for example, the names of grandparents.
- 2) All registration should be free of charge within a reasonable time limit, at least first registration of births and deaths.
- 3) Registration should be done by *Registo Civil* at the health facilities. Alternatively these facilities should send a copy or an extract of the declaration of births and deaths, which they make anyway today, directly to the civil registration office to secure a faster and more complete registration.

### 5.2. Improving the services for the individuals

Registration of births would be easier for the parents if the civil registration co-operated with other authorities:

- 1) A clerk from the registration office could be present at the health station when children are brought for vaccination to give the parents a chance to register the child brought there and other family members not registered previously.
- 2) Registration could be done at schools once a year by mobile RC units, possibly with the help of teachers. This registration could also include family members of the pupils.
- 3) There could be information campaigns to motivate people to report to the *Registo Civil*. One information channel may be through schools encouraging parents to report younger children to the civil registration before the beginning of next school year. The school syllabus should, at the appropriate level, give information about the functioning of the civil registration system as part of civic education.

### 5.3. Improving the services for the administration

The civil registration may offer services to administrative authorities by producing lists or statistics for small geographical areas. At the administrative post Motaze in Magude district, for example, we were shown lists of households grouped by family size, with names of the heads, making a total population of 8081 persons in the administrative post. These lists were produced by eight elected and unpaid secretaries, each covering the *bairro* he/she lives in. Each *bairro* is divided into *quarteirões* of 60 houses each. The lists and the population size are updated regularly when there are changes in the population.<sup>7</sup> It is, perhaps, unlikely that such a good system could be introduced everywhere and that it would function as well as in Motaze.

The objective of these lists is to fulfil the directive from higher authorities to keep track of the population size. This shows that data for local planning, e.g. of schools and health stations, can be produced locally in a short time and at low costs. Similar services may include updating of voters' lists for elections. In connection with a population census, the population by sex and age groups for localities, districts and provinces may be produced from similar lists and published a few weeks after the census date. The same lists could be used to collect data in the census or to select a sample of households.

Today annual reports are sent from district offices to the National Planning Commission through the provinces. When the reporting of births, deaths and marriages becomes sufficiently good the information can be used for vital statistics, preferably in a standard format for reporting of individual or aggregate data to the National Institute of Statistics.

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<sup>7</sup> According to the officer in charge at Motaze, 59 births (including some adults) and 3 deaths were registered in the past two months in this *posto administrativo*. Marriages were registered in the district office only. The number of deaths seems a bit low but is not unlikely. The officer assured us that they knew about all births and deaths taking place in the area. Midwives keep lists of home births and report them to the *posto*.

#### **5.4. A one-record system**

Currently the civil registration data are kept in books. The original information, signed by an authorized person and the persons concerned, remain in the book in the same office regardless of the person's place of living. This makes it difficult for the registration office to issue documents to persons originally registered in another district. The registration of different events in separate books further complicates the use of the information.

If the existing books are replaced by one registration card for each person, all information could be collected on the same card in the registers, including the names and identification numbers of spouse and children. The cards for a family may be kept together and families may be sorted by address for easy reference (within address by name, if necessary). If a person moves from one district to another, the registration office may send his or her card by mail to the office in the district where the person settles. The advantages of this are that individuals would receive certificates at the place of residence without having to wait for slow postal communication with other district offices, and that the register would give data on the *resident* population. The registration office may obtain information about people moving into the district from schools, health stations or in connection with the creation of voters' lists, with or without direct contact with the person.

This card could also be used to enter the dates of renewal of the ID card.

In addition to the card mentioned above, a small card for each person containing name, address and identification number, sorted by name, is necessary to find a person whose address is not known. This card should *not* be transferred to the new place of residence when a person moves and should, if possible, show the new address of the person moving out and the date of death when he/she dies.

With these two cards data on every person with known name can be retrieved if the address or place of birth is known. In a central register data may be retrieved when name and date of birth are known.

Today a permanent (in principle) identification number is given to each person acquiring an identification card. It would be a great advantage if the assignment of an ID number to a person could be done when the birth is registered. Such numbers, from the same series, could be given to all children and other persons when they register for the first time.

At this stage in the development of the system Mozambique would have a population register at local level of a type similar to what the Scandinavian countries had a few decades ago. These local population registers are an essential part of the administrative infrastructure. However, several problems remain: Many persons have never been registered, others may be registered more than once in the same or in different districts, and due to missing registrations of death many persons are not marked as dead.

#### **5.5. Reorganisation and decentralisation**

Today most people in rural areas have to visit the administrative post at least twice for each registration, first to give the required information which is sent to the district office, then again about one month later to collect the resulting document. If the authority to update the registration and to issue certificates were decentralised to the administrative post, people would save time and the registration would probably be more complete. Local administration would also have more knowledge about the population and would have greater chance to discover errors, including persons and events who are not registered.

The issuing of identity cards by DIC involves the use of documents from *Registo Civil*. If these documents are lost, or have never been issued, the person applying for a card would have to go to the registration office to register. Integration of the civil registration and the issuing of identity cards

would be beneficial both for the administration and for the citizen. Apparently these two functions were closer administratively before 1982, when the issuing of ID cards was transferred from the Ministry of Justice to the Ministry of the Interior.

Civil events like births, marriages, and divorces concerning Mozambican citizens taking place abroad are registered centrally by RC in Maputo. Immigrants (and emigrants?) are registered in another central register. The local registers are not updated with this information. If a one-record system is established, information about events taking place abroad should be transferred to the local registers where the persons live.

## **5.6. Reconstruction or renewal of lost information**

In rural areas considerable parts of the registers were destroyed during the war. In principle some registers may be reconstructed by using copies stored in neighbouring districts but this does not seem to be the case after 1980 due to lack of books of extracts. Moreover, the copies may also have been destroyed. Finally, reconstruction would involve a lot of work and a risk of duplicate registration of persons who have already registered again.

Consequently, the only possible solution seems to be to build up the registers based on new collection of information in areas where the registers are destroyed or of poor quality. This would also solve the problem caused by lack of registration of death. The information could be collected through a total registration of the population in an area or a registration of all persons above a given age, if all persons below this age were registered at birth. One way of doing this, and probably the least expensive, would be to combine the registration with the population census in 1997. The existing registration procedures should, of course, continue as normal during such operations.

Renewal of the registers should be considered as an urgent need, but should not be started before a plan is worked out and the data are transferred to a one-record system. The old books should be kept for access to historical data when new certificates need to be issued.

## **5.7. Computerisation**

Computerisation is not a necessity for improving the registration system and for using it for administrative and statistical purposes. Both the registration and the identification card routines would probably be much faster and more reliable if they were computerised. We do not feel, however, that improvement of these factors alone can justify the substantial costs of computerisation and the demand for specialised personnel. For the current use manual routines seem adequate. Additional benefits, i.e. other administrative and statistical use, are required to justify the heavy investments in equipment and training that computerisation would imply. Whether DIC or RC should be computerised first is not really a relevant question in this context, as we propose a unification of the registration and identification activities.

Simple vital statistics like the total number of live births, deaths and marriages, may be obtained by manual counts of the registers. This should be quite simple as the events are entered consecutively in books that contain up to 300 registrations each, although it should be born in mind that not only new born children but also still births and older persons are registered in the books of births. However, more sophisticated statistical measures, like the number of deaths by age and sex, would require electronic entering and processing of the data.

With the present shortage of human and economic resources in this field, and the lack of electricity in many districts, the use of computers should be postponed and only be introduced gradually and slowly. Computerisation should start with the largest provincial capitals or with a central register. A central computerised register may be established while local registers are still kept on cards, as in Norway, see Appendix E.

Use of computers would secure a higher standardisation and probably a better quality of the registers. Development of a computer system for a register of this type would require thorough planning and several man-years of system analysis and programming by specialists. The register authority would be responsible for the specification of the system and the resulting routines. Such data systems would also need easily available experts when something goes wrong and for updating of programmes. The same computer programmes would have to be used in all cities and provinces to secure a system with possibilities for communication and exchange of information.

If not earlier and at least simultaneously with the first computerisation, a central register should be established. A central register would be the most efficient way of finding duplicates in the registers and for searching for "lost" persons, thus requiring efficient communication between the central and local registers. The central register would also serve as a backup of the local registers. Considerable consideration should be given to evaluating the needs for a central register.

### **5.8. Communication between different types of registers**

In a modern society there are registers of different kinds of actors (persons, enterprises, associations, authorities) and objects (real property, documents, bank accounts). Interaction between authorities and registers means that the same identification number for the units should be used for exchange of information. The permanent identification number introduced by the civil registration should be used in other registers for identification of persons when their rights or duties are considered. This integration of registers would reduce the operating costs, e.g. automatic updating of addresses in several registers, and also reduce the burden of reporting for the citizens.

### **5.9. Confidentiality issues**

The information in the application for identity cards are considered to be a "state secret", according to the law of 1958 on identity cards. The data may, however, be used by other governmental administrative bodies and for statistical purposes. Everybody is allowed access to information about him/herself. When documents containing protected information are mailed a special postage service is used. The rules for protection of data are considered acceptable for the identification authority and no misuse has been reported.

The civil registration data are considered to be sensitive information and are only released to persons and bodies that give valid reasons for needing the information, e.g. in paternity cases.

Today, with limited possibilities for distribution of data, these restrictions on use present no problems. In a computerised environment distribution of large data sets is possible. However, misuse of data on individuals is usually more difficult with a computerised system than with a paper-based system, as very few people have the qualifications and equipment to get access to computerised data.

Use of data from civil registration should be of great value for registers of voters, tax payers, social security members, pensioners, bank accounts, life insurance holders, etc. Identification number, name and address are the most frequent data asked for. Both public administration and the private sector are potential users. The rules for protection of data should not set any barriers against such legal use of data. The rules for data protection should be evaluated before computerisation is implemented.

The computer in itself may be considered as a tool for protection of data. Efficient programmes for regulating the access to data and logging of all references and extracts to data are available commercially. The computer also makes it possible to make back-up copies of the register, if required, for storage at a remote site for safety reasons.

## 5.10. Costs and benefits

An estimation of costs at this stage of the investigation has to be very rough, as the routines of work have not yet been designed and the efficiency of the clerks to do the work is unknown.

Several of the proposals presented in the previous sections should be cost-saving. The most time consuming new activities would be the collection of data to establish the register of the resident population, and entering the data into computers. These activities are rather comprehensive and the costs have to be balanced against savings and advantages over a longer period. Nevertheless, it may be useful to have a rough estimate of the costs. The estimates are limited to the manual work in the registration offices.

### *Assumptions for the calculations:*

Total population	16 million
Collection of new data	50 persons per day
Writing of "main cards"	200 cards per day
Writing of "name cards"	300 cards per day
Data entry	200 cards per day
Working days per year	220 days

### *Estimated person years:*

Collection of new data	1455 person years
Writing of cards	607 person years
Data entry	364 person years

## 5.11. Final comments

We again stress that our recommendations should be taken as preliminary. Our recommendations should be seen more as suggestions for further elaboration than as final proposals, due to the short time to our disposal and our limited knowledge of the registration system and the Mozambican society. There are surely aspects and side effects of our recommendations that we have not been aware of. A more thorough evaluation and plan is necessary before any action can be taken.

The issues discussed in this report could be further discussed and developed in a working group, possibly with representatives of the Ministry of Justice, Ministry of Internal Affairs, National Planning Commission, Ministry of the Health, Ministry of Education, Ministry of Finance, and Ministry of Agriculture. A workshop to start or finalise the project might be useful. It should be considered whether it would be useful to include independent experts, and donors such as UNFPA, UNDP, World Bank as well as bilateral donors to try to secure sufficient funding.



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## Terms of reference

Consultancy for the evaluation of ongoing projects in the Civil Registry and the Civil Identification Services of Mozambique

### I Objective

The main objective of the consultancy is to evaluate the activities of the Civil Registry and Civil Identification Services of Mozambique to give an opinion on whether the systems function as instruments to secure:

- (1) the possibility for the individual citizen to invoke their citizen rights/duties and welfare rights/duties towards the relevant authorities,
- (2) efficient economic and social planning by the governments at various levels.

Particular emphasis should be given to the situation of the returning population. The consultancy should in this respect evaluate the significance of being registered and holding an identification document for the reintegration into civil society. The usefulness of existing registries for planning purposes particularly in areas with a high level of population mobility and areas receiving a high degree of returnees should be evaluated.

The evaluation should present a step-by-step action plan where individual aims are given priority and where advantages for sector planning purposes are highlighted and costs estimated.

The consultancy will also serve the purpose of providing background information concerning the sector of civil registry and identification when elaborating proposals to be presented for the donor community for further support. Such proposals will largely depend on the outcome of the study and its recommendations.

### II Executive entity of the consultancy and cooperation partners

Executive entity is Statistisk Sentralbyrå/Statistics Norway. The consultancy will be executed in collaboration with the Norwegian Refugee Council (NRC) in Mozambique. The role of the NRC will be to assist the consultants with the logistics during their stay in Mozambique and to provide the information needed by the consultants.

NRC work out a programme covering the various entities the consultants find useful to meet or to work with such as:

- The Civil Registry at central level as well as on provincial level and the Ministry of Justice.
- The Civil Identification Entity at central level as well as on provincial level (Maputo province) and the Ministry of Interior.
- The National Directorate of Statistics (DNE).
- The National Planning Commission (DNP) and its branches at provincial level (mainly Maputo).
- Certain donor agencies.

### **III Concretisation of the objective and planned results of the evaluation**

The consultants should present a description and an evaluation of existing registers such as the population registers including birth, death, locality of living, marriage, schools, health etc.

The consultants should evaluate the efficiency of having one register to run both social and economic registers.

De facto users should be presented and potential users evaluated.

One should look into to what extent confidentiality for the users is guaranteed and how this could be improved if not found satisfactory. This should be evaluated both for the Civil Registry and the Civil Identification Services. For the latter the consultants should look into the organisation of the identification services which is organised under the police section of the Ministry of Interior.

Based on this background the evaluation should present recommendations for a priority list for improvements starting with simple first step improvements. Such recommendations should include cost-analysis.

One improvement for which the evaluation should pay particular attention, is the potential for computerisation on all levels of the registries from district level to central level.

Further the evaluation should discuss potential use of the registries belonging both to the Civil Registry and the Identification Services for planning purposes such as the advantage for the next census, advantages for voter registration, advantages for planning in the school and health sectors etc. Within this evaluation the link between the registries and DNE and DNP should be highlighted.

This section of the evaluation should conclude with a stepwise list of necessary policy and technical decisions to be undertaken.

### **IV Data for the evaluation**

The evaluation will be based on interviews and meetings with representatives from the mentioned government services and donor community (see under II) and field visits to project site in the localities and districts of Maputo province.

During this visit the consultants should also interview users of the systems. The documentation developed both by Statistics Norway and NRC before the finalisation of these terms of reference should be applied as background material for the priorities of the consultancy.

### **V The step-by-step action plan**

The action plan should present the advantages of continuing and improving paper based registries. Within such an evaluation the probability and advantages on the individual level for double registration should be discussed. The disadvantages double registration carries for planning purposes should be evaluated.

When evaluating paper based registries, priority and available resources should determine whether to continue and improve such systems instead of moving straight to computerisation.

What kind and level of improvements of paper based registries which are necessary before the stage of computerisation is being elaborated should be presented.

When evaluating computer based registration at district and provincial level the implicit improvements regarding the quality of the information should be discussed including the possibility for reduction of over time and double registration. Both technical and policy advantages should be included in the evaluation of introducing computerisation step-by-step starting at district and provincial level.

How computer based information could serve planning purposes at provincial and district level should be discussed as well as how to best test a computerised system.

When discussing computer based registries, Maputo province should be used as a case. The Provincial Directorate of the Civil Identification Services in Maputo province has already emphasised the need for computerisation and has made particular reference to the need to avoid double registration particular in relation to people who do not originate from the Maputo province.

Particular attention should be paid to what kind and what level of confidentiality of individual information are necessary when introducing computerisation. It should also be discussed whether securing confidentiality will imply particular and additional costs.

Computerisation on national level should only be briefly discussed during this evaluation since it is regarded as unrealistic to introduce at this stage.

## **V Cross-sectorial work-shop and working committee**

The evaluation should consider whether it would be of interest to plan for a work-shop and working committee to discuss the findings of the evaluation. The intention of such a work-shop would be to provide for a debate of the different sector interests and available resources to develop the plan proposed in the evaluation and what procedure is necessary to implement such a plan.

## **VI Time frame**

The field study should be undertaken after the elections in October 1994, preferably towards December 1994. The field study should be undertaken during two weeks and the report should be delivered to NRC within the end of January 1995.

## Programme of visit

Evaluation carried out on behalf of Direcção Nacional do Registo Civil e Notariado (Civil Registry) and Direcção Nacional de Identificação Civil (DIC, Directorate of Civil Identification) and Conselho Norueguês para Refugiados (Norwegian Refugee Council, NRC)

### Wednesday 30.11.94

- 11.30 Arrival Mavalane airport.
- 12.30 Hotel Kaia Kwanga.  
The rest of the day settling in and arranging practical matters.
- 19.00 Dinner at the house of the Regional Co-ordinator of NRC, Margaret Vikki.

### Thursday 1.12.94

- 09.00 Meeting with the programme staff of NRC. Presentation of programmes/projects in Mozambique. Special introduction to the project on Civil Registry and Documentation. NRC represented by Margaret Vikki, Regional Co-ordinator and Nina Berg, Legal Advisor.
- 11.00 Meeting with Ådne Cappelen Statistics Norway/NORAD
- 14.00 Working session
- 16.00 Meeting with Lars Ekman, team leader, Christopher Hill, advisor, and Lars Carlsson, advisor, at the Department of Agrarian Economics (DEA) in the Ministry of Agriculture. Theme: Agricultural statistics and the use of the Civil Registry.

### Friday 2.12.94

- 09.00 Meeting with Pamela Rebelo, Consultant, for background information on Mozambique and evaluation of the activities of the Civil Registry and the Civil Identification/ Documentation Authorities, and particularly information on education.
- 11.00 Meeting with representatives from the Civil Registry, Mr. Joaquim Salomão Manhique, National Inspector and Mr. Ernesto Guiliche Matsinhe, Provincial Director of the Civil Registry, Maputo Province.
- 14.00 Meeting with Domingo Jofane, National Deputy Director of the National Directorate for Civil Identification.
- 16.00 Meeting with Arlindo Alberto Magaia, Conservador, the 2nd department of the Conservatorio of the Civil Registry of Maputo City.

### Monday 5.12.94

- 08.00 Field visit to Maputo Province, capital of the province, Matola. Meeting with the Provincial Directors, Mr. Ernesto Guiliche Matsinhe of the Civil Registry and Mr. Efraim Issac Jonaze of the Civil Identification Authorities.
- 14.00 Working session.
- 16.00 Meeting with Irwin Tribkorn, advisor, National Planning Commission, Household surveys.

## **Tuesday 6.12.94**

- 09.00 NORAD seminar at *Associação dos Amigos das Crianças* with representatives from FAFO, Norway, the World Bank, DANIDA, DEA (the Department for Agricultural Economics, Min. of Agriculture), Swiss Cooperation, SIDA and consultants. Presenting the study and the preliminary findings.
- 14.00 Working session replacing the planned meeting with Alberto Razul from the National Electoral Commission, which was cancelled due to a funeral.
- 16.00 Meeting with Mr. Alexandre Mondlane and Mr. Manuel Gaspar Deputy National Director of statistics, the National Department for Statistics (DNE) within the National Planning Commission. Mr. Gaspar is responsible for the planning of the 1997 census.

## **Wednesday 7.12.94**

- 08.30 Meeting with Ms. Zulma Recchini de Lattes, Country Director Mozambique, UNFPA.
- 10.30 Meeting with Ms. Maiomona Assiat, CNP, the Population and Planning Unit of the National Department for Statistics (DNE) within the National Planning Commission.
- 14.00 Working session.
- 15.00 Meeting with Bruno Soares and Adamo Valy, UNDP, the Electoral Department which assisted CNE and STAE during the elections.
- 17.00 Meeting with representatives of the delegation of the European Union in Mozambique, Mr. Sven Kuhn von Burgsdorff, Economic Consultant, and Ana Maria Ribeiro, responsible for the study on social and vital statistics including the Civil Registry carried out by representatives of Instituto Nacional de Estatística (INE), Portugal.

## **Thursday 8.12.94**

- 08.30 Field visit the whole day to Magude district. Meeting with directors and representatives of Registo Civil and DIC in Magude. Meeting with the 'chefe' of the administrative post in Motaze village and administrative personnel.
- 17.00 Meeting with Rosemary Galli, Advisor, INDER, on agriculture and statistics and general information regarding the National Planning Commission and the national reconstruction plan.

## **Friday 9.12.94**

Official holiday - inauguration of the President. Working session.

## **Monday 12.12.94**

- 08.30 Meeting with Mr. Simon Bell, Senior Financial Economist, World Bank.
- 10.00 Meeting with Dr. Damasio Mabuza, Ministry of Education.
- 14.00 Visiting the archives of DIC, Maputo city, Mr. Alberto Eugénio Macumbe.
- 16.00 Meeting with Dr. Lucas Chomera Jeremias, National Deputy Director of Health.

## **Tuesday 13.12.94**

- 08.30 Meeting with Mr. Almeida, Ministry of Finance, Department of the 2nd fiscal department of Maputo City.
- 10.00 Meeting with Joaquim Durão, Director of Empresa Estatal da Farmacias (FARMAC) and Mr. Sithoi(?), Director of the Information Department, Ministry of Health.
- 12.30 Meeting with Mr. Tor Kjøsterud, Country Economist, NORAD.
- 14.00 Visiting the Central Archives of Registo Civil Ms Deodita Rodrigues, Conservadora and Mr. Vasconcelos.
- 15.00 Finalising the report

## **Wednesday 14.12.94**

- 06.30 Departure

**Translator:** Cristiano F.A. dos Santos

## Norwegian Refugee Council's registration and identification projects

by Nina Berg, Norwegian Refugee Council, Maputo.

The Norwegian Refugee Council (NRC) received in 1993 an application from the provincial state administration in Tete for support to the Civil Registry in the province. The application was forwarded to SIDA and the Norwegian Ministry of Foreign Affairs (NMFA). The budget is approximately NOK 4.5 million (SIDA 4 mill, NMFA 0.5 mill), with a time frame of 1 year and 8 months.

NRC has assisted the sector of civil registration and identification of returning refugees in other countries, such as El Salvador. The main mandate of NRC is to support activities that may increase the level of protection and legal security for refugees, internally displaced persons and returnees. It is essential that returning refugees and internally displaced obtain the same identification documents as the rest of the population to avoid political persecution due to their past as refugees or internally displaced. The political dimension related to civil registration and identification has been more visible in other countries than in Mozambique, where the refugees fled from a war which did not produce political refugees in the traditional sense but mainly caused instability and fear among the civil population. However, for the returning population to be integrated into the civil society and to be able to exercise their citizenship rights and welfare rights, they need to be registered and to receive identification documents. Interviews of refugees demonstrate the psychological need to regain their national identity both on the cultural and formal level. The civil registration and identification are, therefore, important services which should be reinforced to assist the returnees.

During the war significant parts of the population lost their documentation during attacks or during the flight. The infrastructure of the civil registry and the civil identification authority was, besides health posts and schools, one of the main targets of the warfare. This implied that major parts of the archives were destroyed during this period. Since the information contained in the archives at lower level is not duplicated at central level the restoration of the this sector is a cumbersome process.

The application from Tete contained both these aspects; the need for registration and identification of the individual, and the need for the rehabilitation of the infrastructure at local and provincial level. Since the Directorate of the Civil Registry and the Directorate of Civil Identification are divided and integrated in two ministries, the project also included assistance to the identification authorities to make sure that identification cards (*Bilhete de Identidade*) would be issued to the target group.

The perspective of the project in Tete is to register a minimum of 300,000 people and to issue 250,000 identification documents (the lower number of id-cards is due to the age requirements: only persons above 10 years of age are entitled to id-cards).

NRC has later received applications from the provinces of Maputo, Gaza, Sofala and Manica presenting similar needs. NRC forwarded the application from the Maputo province and received a positive response from SIDA with a budget of approximately NOK 4 million. The content of the project is similar to the project in Tete.

NRC is also supporting one district in Gaza, Massingir, with similar assistance. The funding for this project is provided by the Norwegian Ministry of Foreign Affairs.

NRC has also supported a minor project in the province of Maputo related to awareness raising concerning the importance of registration and to obtain individual identification documents (*Bilhete de*



*Identidade*). This project has been implemented by the national non-governmental organisation MULEIDE (*Mulher, Lei e Desenvolvimento: Women, Law and Development*). They also assist people in approaching the Civil Register and Civil Identification Services to get access to these services. They work with local groups who are trained to later continue the project in 'their' areas.

NRC has decided to apply for additional funding for this sector for 1995. This will, however, only represent a continuation of the already running projects and no new activities or projects will be initiated.

The need for support in this sector is substantial. However, NRC as an organisation mainly focusing on the very first integration period following repatriation operations, does not find it appropriate to continue such projects on a long term basis. To increase the knowledge in this field and to evaluate the system as it functions today, the National Directorate of the Civil Registry and the National Directorate for Civil Identification together with NRC considered it useful that a minor study were conducted to prepare the ground for further initiatives to be presented for the government and the donor community. The study was supposed to mainly relate to the planning advantages based on data collected from the registries of the two entities. This is the background for inviting Statistics Norway to carry out such a study.

## Legal framework for civil registration

by Nina Berg, Norwegian Refugee Council, Maputo.

The civil registry in Mozambique was introduced by law in 1930. However, only the Portuguese population was then part of the system while the indigenous population was excluded. Only in 1961 did the system open for the inclusion of the indigenous population (as Portuguese citizens) and obligatory registration for the whole province of Mozambique was established. To cover the whole country mobile brigades were created under the auspices of the Civil Registry.

The justification for the obligation to register is to secure universality and the possibility to constantly renew the registers.

According to the law, which was revised in 1976, it is obligatory to register birth, marriage, death and certain other events. The law prescribes time limits for these registrations. The Civil Registry is also obliged by law to provide the National Statistic Department with demographic information particularly related to vital social statistics justified by planning purposes.

The Directorate of the Registry, Notary and Identification was established as part of the Ministry of Justice only days before independence in June 1975. In 1982 the Identification section was separated from the Directorate and transferred to the Ministry of Interior and the previous directorate changed name to the Directorate of Registers and Notary (*Direcção dos Registos e Notariado*).

The normal organs of the civil register is according to the law divided into conservatories, delegations and posts with varying levels of jurisdiction.

The Directorate for Civil Identification (*Direcção de Identificação Civil*) issues the identification document which is obligatory from the age of 10 years. However, many does not possess these documents and no major sanction is attached to not having the identification card.

## **A brief description of population registration in Norway<sup>8</sup>**

Civil registration of vital events in Norway was started by the church in the 17th century, which kept records of baptisms, marriages and funerals in the parishes. Local population registration offices were established in some municipalities in the beginning of the 20th century, the first in Oslo in 1906. The registers were used for administrative and statistical purposes. During the second world war registers were established in all municipalities for management of food rationing. After the war the practice of maintaining population registers continued and has become regulated by law. The law states that a citizen must report the new address to the population register when moving.

For each person one "main card" contains all data concerning the person and his/her spouse and children. This card "follows" the person when he/she is moving to an other municipality, i.e. the local registration office sends it by mail to the office in the municipality that the person(s) have reported that they are moving to. The cards are grouped in families and sorted by address. A smaller "name card" are permanently kept in the municipality of birth, sorted alphabetically by name, and used to register the new address if the persons moves out of the municipality and as well as the date of death.

During the 1950s and 1960s the registration data were computerised by some municipalities and governmental bodies, for several purposes. The local population registers were still maintained on cards, for some municipalities until 1991.

In 1964 a computerised central register covering the total population was established on the basis of the population census in 1960. The register is continuously updated with data on births, deaths, marital changes, migrations, etc. When a person emigrates or dies the record is not removed from the register but the type and date of exit is recorded.

When the central register was established an 11-digit person number was introduced for all residents in Norway, regardless of citizenship. The numbers are permanent and unique for each person. The first six digits give the date of birth, the next three are a serial number which includes information about the sex of the person and the century of birth, and the last two digits are control digits to detect wrong person numbers. The numbers are only changed if there is an error in the date of birth or sex. The person number is widely used by public and private institutions, like tax authorities, social security, driver's licence register, banks, insurance companies, the army, health facilities, schools and universities.

The central person register is extensively used for administrative, statistical and research purposes. The person number plays an essential role in this, as it enables the use of matched data from different sources, e.g. from the population register, other registers, population censuses and sample surveys. This has been done in a number of cases, including projects to study the mortality by social characteristics and the analysis of fertility patterns.

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<sup>8</sup> For further information in English see US Department of Health and Human Services (1980) and Skiri (1994).

## Forms used for registration and identification in Mozambique

F1.	Assento de nascimento (Birth record) (reduced size)	36
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F1.

Assento de nascimento n.º

Assento n.º

Nome ..... Apêlido .....  
 Sexo .....  
 Hora do nascimento ..... de ano ..... dia .....  
 Lugar d .....  
 Localidade d .....  
 Distrito d .....  
 Filiação .....  
 Pai ..... estado .....  
 Mãe .....  
 Nacionalidade ..... estado .....  
 Localidade d .....  
 Distrito d .....  
 Residência habitual .....  
 Localidade d .....  
 Distrito d .....  
 Mãe ..... estado .....  
 Nacionalidade ..... estado .....  
 Localidade d .....  
 Distrito d .....  
 Residência habitual .....  
 Localidade d .....  
 Distrito d .....  
 Avonça paterna .....  
 Avonça materna .....  
 Declarante .....  
 Testemunhas .....  
 Menção especial: .....  
 Fim assinu, lavrado com base .....  
 depois de lido ..... e conferido, .....  
 val ser assinado .....  
 e por mim .....  
 de ..... horas e ..... minutos .....  
 do dia ..... de ..... de mil .....  
 novecentos e .....

AVENBAMENTOS: Miqu' n.º

Documento n.º

F2.

Assento de emancipação n.º

Assento n.º

Nome do emancipado .....  
 Data do nascimento .....  
 Nacionalidade .....  
 Residência habitual .....  
 Filiação: filho de ..... e de .....  
 Mãe e ..... minutos .....  
 do dia ..... de ..... de mil .....  
 novecentos e .....  
 perante mim .....  
 compareceu .....  
 o qual declarou que reconhece a ..... filha ..... actua identificad .....  
 a capacidade necessária .....  
 Avonça paterna .....  
 Avonça materna .....  
 por lido lta conceda .....  
 O emancipado, perante a este acto, declarou estar a emancipação consentida .....  
 Foram testemunhas: .....  
 Bize, assinu, depois de lido em voz alta perante todos e conferido, .....  
 val ser assinado .....  
 e por mim .....  
 de mil novecentos e .....  
 de .....  
 Assinado no Distrito sob o n.º .....  
 do ano de .....  
 ou .....  
 Babilim n.º ..... remido à Conservação/Disposição

AVENBAMENTOS: Migo n.º

Documento n.º

Assento de casamento n.º

At ..... horas e ..... minutos  
do dia ..... de ..... de mil  
noventa e ..... de mil

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Concelho/Circunscriçãõ d.....  
Diocese d.....  
comporem os nubentes

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de ..... natural d.....  
de ..... natural d.....  
e residentes

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filho de .....  
e da .....  
ano, no estado

de ..... natural d.....  
e residentes

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.....  
.....

filha de .....  
e da .....  
ano, no estado

de ..... natural d.....  
e residentes

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.....

Os nubentes, perante .....  
mencionado, e as testemunhas adigues nomeadas, celebraram o seu  
casamento ..... tendo declarado, publicamente, que  
o celebraram por sua livre vontade e ..... com  
vencido antenupcial

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A nubente declarou adigiar si apilida  
..... de malito.

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Assento n.º

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Declaração n.º ..... Mat. n.º .....  
AVENAMIENTOS:

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Assento de dbito n.º

Nome completo .....  
Sexo ..... idade .....  
Estado .....  
Naturalidade .....  
Freguesia/Região d.....  
Concelho/Circunscriçãõ d.....  
Última residência habitual .....  
Freguesia/Região d.....  
Concelho/Circunscriçãõ d.....  
filho de ..... e de

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Assento n.º

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Declaração n.º ..... Mat. n.º .....  
AVENAMIENTOS:

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F.5



REPÚBLICA DE MOÇAMBIQUE

**BOLETIM DE NASCIMENTO**

\_\_\_\_\_ do Registo Civil  
d \_\_\_\_\_

Posto d \_\_\_\_\_

As \_\_\_\_\_ horas e \_\_\_\_\_  
minutos do dia \_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_  
em \_\_\_\_\_

nasceu um indivíduo do sexo \_\_\_\_\_, a quem  
foi posto o nome completo de \_\_\_\_\_

filho de \_\_\_\_\_

\_\_\_\_\_ e de \_\_\_\_\_

\_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

O \_\_\_\_\_

N.º 638 (Exclusivo) I. N. 38/1-884

F6.



**BOLETIM DE CASAMENTO**

\_\_\_\_\_ do Registo Civil  
d \_\_\_\_\_

As \_\_\_\_\_ horas e \_\_\_\_\_  
minutos do dia \_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_  
em \_\_\_\_\_

\_\_\_\_\_, contraíram casamento

residente em \_\_\_\_\_

filho de \_\_\_\_\_

e de \_\_\_\_\_

com \_\_\_\_\_

residente em \_\_\_\_\_

filha de \_\_\_\_\_

e de \_\_\_\_\_

\_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

O \_\_\_\_\_

N.º 440 (Exclusivo) I. N. 145/1-883

F7.

REPÚBLICA POPULAR DE MOÇAMBIQUE

**BOLETIM DE ÓBITO**

\_\_\_\_\_ do Registo Civil  
d \_\_\_\_\_

Localidade d \_\_\_\_\_

As \_\_\_\_\_ horas e \_\_\_\_\_  
minutos do dia \_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

em \_\_\_\_\_

faleceu \_\_\_\_\_

residente em \_\_\_\_\_

filho de \_\_\_\_\_

e de \_\_\_\_\_

e vai ser sepultado no cemitério de \_\_\_\_\_

\_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

O \_\_\_\_\_

N.º 639 (Exclusivo) I. N. 240/1-889

F8.



REPÚBLICA DE MOÇAMBIQUE

**CÉDULA PESSOAL**

ANO DE 19 \_\_\_\_\_

(Série M)

**NASCIMENTO Nº 284060**

Nome \_\_\_\_\_

filho de \_\_\_\_\_

natural de \_\_\_\_\_

distrito d \_\_\_\_\_

e de \_\_\_\_\_

natural de \_\_\_\_\_

distrito d \_\_\_\_\_

nasceu em \_\_\_\_\_

distrito d \_\_\_\_\_

aos \_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

Assento n.º \_\_\_\_\_ do ano de 19\_\_\_\_

\_\_\_\_\_ de \_\_\_\_\_ de 19\_\_\_\_

O \_\_\_\_\_ do Registo Civil

N.º 4-A-P (Excl.) Imp. Nacional (Form. do papel: 248-140mm X 210mm)

**PEDIDO DE BILHETE DE IDENTIDADE**

(a) N.º IND. ....

DIRECÇÃO DE IDENTIFICAÇÃO CIVIL DE .....

Data do bilhete (a): ..... Validade (a) ..... (a)  NORMAL  URGENTE

**DECLARAÇÃO (a)**

Nome (b): ..... Sexo .....  
 Filho de ..... e de (b) .....  
 Nacionalidade (c): ..... de 19 ..... Nacionalidade: .....  
 Data do nascimento: ..... de ..... de 19 .....  
 Estado civil (d): .....

Residência (e): .....  
 Profissão (f): .....  
 Requer o seu bilhete de identidade (g) ..... de 19 ..... de 19 .....

Assinatura .....  
 Verificação dos serviços e indicação da prova apresentada, devidamente classificada e autenticada

Data: .....  
 O .....  
 Assinatura: 1ª ..... Cor dos olhos: .....  
 Sinais particulares: .....

ESTAMPILHAS FISCAIS:

1.ª Via ou Reservaço	Normal ..... 50,00 MT	Urgente ..... 80,00 MT
2.ª Via ou Averbamento	Normal ..... 50,00 MT	Urgente ..... 80,00 MT

Modelo no 1  
 Imprensa Nacional de Logótipos

Fotografia actual a preto e branco, de cabeça descoberta, sem óculos de sol e sem fio de cabelo

Impresso do .....

RECIBO DE PEDIDO DE .....  
 B. I. pela 1.ª vez  
 Rápidamente .....  
 2.ª Via .....  
 Averbamento .....  
 Nome completo .....  
 Natural de ..... Distrito de ..... B. I.  
 A preencher pelo requerente:  
 A preencher pelo serviço de recepção: .....  
 Serviço de recepção ..... Data da recepção do pedido ...../...../19.....

Observações: .....

Busca expedida: Em ..... Por .....

Verificação: Em ..... Por .....

Notado: Em ..... Por .....

Entidade que recebeu e remete o pedido: N.º .....  
 Vale ou cheque: N.º .....  
 Relação nominal n.º ..... Data: .....  
 Bilhete: NORMAL - URGENTE (riscar o que não interessar). De .....

(a) Este local destinado, conforme os casos:  
 1 - Quanto a fundação pública, a declaração feita pelo chefe da respectiva respectiva, comitente dos estatutos de identificação, autorizada pelo requerente, no pedido, devidamente autenticada com o selo branco.  
 2 - A declaração sempre em nome do titular, devidamente autenticada com o selo branco.  
 3 - A qualquer outra declaração referente a alteração de pedido.





REPÚBLICA DE MOÇAMBIQUE  
BILHETE DE IDENTIDADE N.º

Nome .....

Filho de .....

Natural de .....

Nascido em ..... de ..... de 1.....

Estado civil .....

Residência .....

Ocupação e outras indicações .....

Sinais particulares .....

O (a) ..... Director Nacional, ..... / ..... /19.....

Este bilhete é válido até .....  
ASSINATURA DO PORTADOR .....

(a) Entidade responsável pelo serviço emite.

INDICADOR DIREITO

Altura .....

F11.  
Front page of  
Modelo Cinco

Nome : .....

Filh. de .....

e de .....

Natural da Localidade d.....

e Distrito d.....

Nascido em ..... / ..... /1.....

Est.º civil .....

Nac.º .....

Modelo n.º 5 — Imprensa Nacional de Moçambique

Data do bilhete

N.º

Back page of  
Modelo Cinco

Profissão: .....

Residência: .....

Sexo .....

ARQUIVO DE IDENTIFICAÇÃO .....

Indicador direito

Observações

Bilhetes anteriores

[Empty box for identification]

[Table for observations and previous tickets]

Fórmula dactiloscópica

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