ASIA PACIFIC FORUM FOR SUSTAINABLE DEVELOPMENT (APFSD)
INVISIBILITY IN COVID-19 TIMES, MID-TERM AND MID-CRISIS:
ARE WE GETTING EVERYONE IN THE PICTURE THROUGH CIVIL REGISTRATION?

DISRUPTION OF CIVIL REGISTRATION AND VITAL STATISTICS IN MALAYSIA DUE TO COVID-19

PRESENTED BY:
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DEPARTMENT OF STATISTICS, MALAYSIA

25 March 2021 (Thursday)
OUTLINE

1. CRVS System in Malaysia
2. CRVS Process Flows in Malaysia
3. The Malaysian Government Movement Control Order (MCO)
4. Disruption of Civil Registration and Vital Statistics
5. Way Forward

DISRUPTION OF CIVIL REGISTRATION AND VITAL STATISTICS IN MALAYSIA DUE TO COVID-19
# Governance for CRVS

## Steering Committee

Chaired by Secretary General of Ministry of Home Affairs (MOHA)

**Members**
- Consist of representatives from various related government agencies:
  1. Ministry of Home Affairs (MOHA)
  2. Ministry of Health (MOH)
  3. Ministry of Foreign Affairs
  4. Ministry of Women & Family
  5. Ministry of Education (MOE)
  6. Ministry of Economy Affairs (MEA)
  7. National Registration Department (NRD)
  8. Department of Statistics Malaysia (DOSM)
  9. Attorney General's Chambers (AGC)
  10. Malaysian Administrative Modernisation and Management Planning Unit (MAMPU)
  11. Department of Islamic Development

**Term of Reference (ToR)**
To evaluate and endorse the suggestion, planning or enhancement activities on CRVS

## Technical Committee

Chaired by Director General of National Registration Department (NRD)

**Members**
- Consist of representatives from various related government agencies:
  1. National Registration Department (NRD)
  2. Ministry of Home Affairs (MOHA)
  3. Ministry of Health (MOH)
  4. Department of Statistics Malaysia (DOSM)
  5. Immigration Department of Malaysia
  6. Royal Malaysian Police (RMP)
  7. Social Welfare
  8. Department of Islamic Development
  9. Sabah State Secretary
  10. Sarawak State Secretary

**Technical Working Group (TWG)**

- Maternal Mortality Data
- Under-5 Mortality Data
- Stillbirth Mortality Data
- Covid-19 Mortality Data
- Verbal Autopsy Data

**Term of Reference (ToR)**
To prepare suggestion, planning and execute the enhancement on CRVS

## Technical Agency Planning Group (IAPG)

Chaired by Chief Statistician, DOSM

**Members**
- All data providers & Stakeholders

**Term of Reference (ToR)**
To check and verify the data

**Inter Agency Planning Group (IAPG)**

- Vital Statistics
- Cause of Deaths Statistics
- Marriage & Divorce Statistics
- Population Statistics

**Members**
- Technical unit, MOH & DOSM

**Term of Reference (ToR)**
To validate and endorse the statistics
PROCESS FLOW OF CRVS SYSTEM

Data Provider
- National Registration Department (NRD)
- Royal Malaysia Police (RMP)
- Ministry of Health (MOH)
- Federal and States Religious Department
- National Registration Department (NRD)
- Department of Syariah Judiciary Malaysia

National Registration Department (NRD)
- Live births
- Deaths
- Fatal deaths
- Marriages
- Divorces
- Annulments
- Judicial separations
- Adoptions
- Legitimation
- Recognition
- Health services
- Certification on causes of death
- Courts
- Judicial institution

NRD is centralise agency for CR
Civil Registration, including population registers
Principles:
- Compulsory
- Universal
- Continuous
- Confidentiality

To give individual legal identity such as:
- National ID’s (MyCard/MyKid/MyPR)
- Passports
- Birth & Death Certificates

Vital Statistics
- Compilation
- Processing
- Validation
- Quality control
- Dissemination

DOSM is responsible agency to process and disseminate VS in Malaysia

Complementary/Interim sources
- Population estimation
- Census
- Surveys
- Sample registration areas

Additional administrative sources
- Coronary
- Police
- Registries

CR in Malaysia

National ID’s (MyCard/MyKid/MyPR)
PROCESS FLOW OF BIRTHS REGISTRATION
(PRIOR TO COVID-19/ AS IS PROCESS)

The Situation of Births

(Births INSIDE of health facilities)

a) Births occurring in health facilities are certified by Medical Officers

b) Medical Officer certifying births is the medical officer in Government Hospitals or private health facilities whom registered with the Malaysian Medical Council as medical practitioners.

(Births OUTSIDE of health facilities)

c) Go to any health facilities for validation of births

Outside Health Facility

Location of Births Reporting

Hospital

Public Hospital (MOH, Non-MOH)

Private Hospital

Health facilities issued births notification.

Registration Process Flow to NRD

In Ministry of Health (MOH), information on health management including birth registration using the Medical Care Information System (SMRP).

Medical Officers who are on duty will fill information about births and in SMRP and provide some documents and forms (LM01) to parents, informants to be filled.

Registration Process at NRD

Registration Procedure at NRD Counter

JPN.LM01

Parents/ informants will fill out birth documents and bring it to the National Registration Department’s office to register births within 14 days.

NOTE: NRD will send the data to DOSM once the births record has been confirmed and the births certificate issued using FTP Protocol.

DOSM

Births Certificate

monthly data

NRD

NRD will send the data to DOSM once the births record has been confirmed and the births certificate issued using FTP Protocol.

NRD
The Situation of Births

(Births INSIDE of health facilities)
- a) Births occurring in health facilities are certified by Medical Officers.
- b) Medical Officer certifying births is the medical officer in Government Hospitals or private health facilities whom registered with the Malaysian Medical Council as medical practitioners.

(Births OUTSIDE of health facilities)
- c) Go to any health facilities for validation of births.

Outside Health Facility

Location of Births Reporting

Hospital

- Public Hospital (MOH, Non-MOH)
- Private Hospital

Birth information at the hospital is recorded in the Labour Registration Book. The book is kept in the Labour Room and is filled by the medical personnel who handle the case after each birth.

Registration Process Flow to NRD

In Ministry of Health (MOH), information on health management including birth registration using the Medical Care Information System (SMRP).

Medical Officers who are on duty will fill information about births in SMRP and provide some documents and forms (LM02) to parents, informants to be filled.

Parent/Informant

Parents/informants will fill out birth documents and bring it to the National Registration Department's office to register births within 90 days.

Register Process at NRD

JPN.LM01

Registration Procedure at NRD Counter

JPN.LM01

Births Certificate

Planning to integrate data directly to DOSM

Outside Health Facility

NRD

NOTE:
NRD will send the data to DOSM once the births record has been confirmed and the births certificate issued using FTP Protocol.

DOSM

Planned to integrate data directly to DOSM
### The Situation of Death

- **(Deaths INSIDE of health facilities)**
  - a) Inside the ward
  - b) In the Emergency Department - whether or not they have received treatment
  - 1) SMRP Information Record
     - MRO / AMRO will key into the system at health facilities
  - 2) Medical death certification
     - Medical Officer’s Report
     - Forensic
  - 3) Coding of Causes Of Death (COD)
     - MOH Hospital by AMRO
     - Private Hospital by exec/Nurses
- **(Deaths OUTSIDE of health facilities)**
  - c) On the way
    - Brought In Death (BID)
  - d) Sudden Death Report (SDR)
    - Sudden death cases (SDRs) require confirmation of death from medical personnel. There is a situation where the SDR case was handed over by the hospital to the Police after the post mortem was conducted to register the death and issuance of a burial permit.

### Location of Death Reporting

1. **Hospital**
   - Public Hospital (MOH, Non-MOH)
   - Private Hospital

2. **RMP**
   - Home
   - Public areas
   - Others

### Registration Process Flow to NRD

1. **In Ministry of Health (MOH), information on health management including death registration using the Medical Care Information System (SMRP).**
2. **Medical Officers who are on duty will fill information about deaths in SMRP and provide some documents and forms (LM02) to parents, informants to be filled**
3. **Heir**
   - The heir will also report the death to the NRD for the purpose of obtaining the Death Certificate within 7 days of the death

### Registration Process at NRD

1. **JPN.LM02**
2. **JPN.LM02 PRS system**
3. **JPN.LM02**

- Registration Procedure at NRD Counter
- Death Certificate
- **DOSM**
  - **NOTE:** NRD will send the data to DOSM once the death record has been confirmed and the death certificate issued using FTP Protocol
The Situation of Death

(Deaths **INSIDE** of health facilities)

a) Inside the ward

b) In the Emergency Department - whether or not they have received treatment

1) SMRP Information Record
   - MRO / AMRO will key into the system at health facilities
2) Medical death certification
   • Medical Officer’s Report
   • Forensic
3) Coding of Causes Of Death (COD)
   • MOH Hospital by AMRO
   • Private Hospital by exec/Nurses

(Deaths **OUTSIDE** of health facilities)

c) On the way
   - Brought In Death (BID)

d) Sudden Death Report (SDR)
   - Sudden death cases (SDRs) require confirmation of death from medical personnel. There is a situation where the SDR case was handed over by the hospital to the Police after the post mortem was conducted to register the death and issuance of a burial permit.

Location of Death Reporting

1) Hospital
   - Public Hospital
     - (MOH, Non-MOH)
   - Private Hospital

2) RMP
   - Home
     - Public areas
     - Others

Registration Process Flow to NRD

- In Ministry of Health (MOH), information on health management including death registration using the Medical Care Information System (SMRP).
- Medical Officers who are on duty will fill information about deaths in SMRP and provide some documents and forms (LM01) to parents, informants to be filled

Registration Process at NRD

1) Burial Permit
   - RMP will issue permission to bury (JPN.LM02)
2) Death Information
   - The Police Station will key in the information into the PRS system and the beneficiaries will bring it to NRD
   - The PRS’s inactive police station, boring JPN.LM02 will be brought by the heirs to NRD to get the Death Certificate

NOTE: NRD will send the data to DOSM once the death record has been confirmed and the death certificate issued using FTP Protocol

Planning to integrate data directly to DOSM

Registration Procedure at NRD Counter

- Heir
- JPN.LM02
- JPN.LM02

Death Certificate

- monthly data

DOSM

7.1.2020
PROCESS FLOW OF MARRIAGE REGISTRATION

Muslim

Marriage Application (State Islamic Religious Department)

Marriage Process in State Islamic Religious Department

Solemnization and Wedding Ceremony

Groom and Bride are required to register the marriage with the Registrar of Marriages, Divorces and Ruju’ at a State Islamic Religious Department office.

Compilation of records thru State Islamic Religious Department or Department of Islamic Development Malaysia (JAKIM)

DOSM

Non-Muslim

Marriage Application Display application for at least 21 days (National Registration Department)

Process in National Registration Department

Solemnization and Wedding Ceremony

The marriage is registered with National Registration Department
PROCESS FLOW OF DIVORCE REGISTRATION

DIVORCE

Muslim

Divorce Application
(Department of Syariah Judiciary Malaysia)

Divorce Process in Department of Syariah Judiciary Malaysia

Certificate of Decree Nisi Made Absolute issued by the Department of Syariah Judiciary Malaysia

Applicants/Divorcees are required to register the divorce with the Registrar of Marriages, Divorces and Ruju' at a State Islamic Religious Department office in order to update the Marriage Record

DOSM

Non-Muslim

Divorce Petition Application
marriage must have lapsed 2 years
(Civil High Court)

Divorce Process in Civil High Court

Certificate of Decree Nisi Made Absolute issued by the Civil High Court

Produce Declaration Order from the High Court of Malaysia to National Registration Department in order to update the Marriage Record
WORK FLOW OF VITAL STATISTICS COMPILATION

Disruption on Vital Statistics Compilation

- Work flow remained unchanged prior and during pandemic covid-19
- Working from home during MCO
- Working at office with 30% capacity (priority task)
- Online IAPG & TWG meeting to verify the data
- 2nd Quarterly Demography Publication is not published on time
- Late registration data during MCO
## THE MALAYSIAN GOVERNMENT MOVEMENT CONTROL ORDER (MCO)

<table>
<thead>
<tr>
<th>PHASE 1</th>
<th>PHASE 2</th>
<th>PHASE 3</th>
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</thead>
<tbody>
<tr>
<td>MCO</td>
<td>MCO</td>
<td>MCO</td>
</tr>
<tr>
<td>18 MARCH – 2 APRIL 2020</td>
<td>3 APRIL – 14 APRIL 2020</td>
<td>15 APRIL – 28 APRIL 2020</td>
</tr>
</tbody>
</table>

- Only an essential services are allowed to run the business during MCO
- Malaysians are not allowed to travel more than 10 kilometers away from home except for banking and financial services, to buy everyday necessities, to obtain health services and so on

<table>
<thead>
<tr>
<th>PHASE 4</th>
<th>PHASE 5</th>
<th>PHASE 6</th>
<th>PHASE 7</th>
<th>PHASE 8</th>
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<td>MCO</td>
<td>MCO</td>
<td>MCO</td>
<td>MCO</td>
<td>MCO</td>
</tr>
<tr>
<td>(CONDITIONAL)</td>
<td>(CONDITIONAL)</td>
<td>(RECOVERY)</td>
<td>(RECOVERY)</td>
<td>(RESTRICTION)</td>
</tr>
</tbody>
</table>

- MCO 2.0 that was in place since 13th January will be replaced with the **CMCO (Conditional Movement Control Order)** in some state due to some increase of cases.
- **Inter-district travel is now allowed** in all states in Malaysia
- Registration for births and deaths only by [appointment or online](#)
Essential services as stipulated in the Federal Constitution of Malaysia does not include, births and deaths registration.

2. NRD counters for birth and death registration were closed from mid-March to mid-May 2020, and later only available by appointment.

3. Extension of up to 90 days for registration of births and deaths.

4. DOSM has access to the consolidated and verified records at NRD but not raw records at MOH and RMP.
DISRUPTION TO CIVIL REGISTRATION AND VITAL STATISTICS

The closure of registrations during MCO led to ‘underreporting data’. Underreporting of events happened only after 18 March 2020;

- **Prior to Covid-19**, Average monthly data for Birth (35,000), Death (14,000), Non-Muslim Marriage (4,000) and Divorce (1,000).
  - However, **During Covid-19**, the average shows a declining trend due to late registration.

- **Muslim Marriage and Divorce data are not effected** since DOSM only receive data annually from State Religious Department.
  - However, these events are not allowed during certain periods of MCO. Marriage and divorce statistics are expected to decline in 2020 as compared to previous years.

- **Registrations without issuance of birth and death certificates can be done** at Ministry of Health (MOH) and Royal Malaysian Police (RMP)
  - But DOSM do not have access to MOH and RMP systems to obtain the data directly.
## LIVE BIRTHS DATA FROM NRD (Jan-Dec 2020, 2018 & 2019)

<table>
<thead>
<tr>
<th>Month of data Receipt (2020)</th>
<th>Reference Month</th>
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<tbody>
<tr>
<td></td>
<td>Jan-20</td>
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<tr>
<td><strong>LIVE BIRTHS</strong></td>
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<tr>
<td>Years other than 2020</td>
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<td>Jan.</td>
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<td>Feb.</td>
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<td>March</td>
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<td>April</td>
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<td>May</td>
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<td>June</td>
<td>483</td>
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<tr>
<td>July</td>
<td>562</td>
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<tr>
<td>Aug.</td>
<td>441</td>
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<tr>
<td>Sept</td>
<td>343</td>
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<tr>
<td>Oct.</td>
<td>251</td>
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<tr>
<td>Nov.</td>
<td>228</td>
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<td>Dis.</td>
<td>445</td>
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<td><strong>TOTAL</strong></td>
<td>20,362</td>
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<td>2018</td>
<td>42,725</td>
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<tr>
<td>2019</td>
<td>40,816</td>
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## DEATHS DATA FROM NRD (Jan-Dec 2020, 2018 & 2019)

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<td>DEATHS</td>
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<td>14,685</td>
<td>15,599</td>
<td>173,746</td>
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</tr>
</tbody>
</table>

*NRD*: National Registration Department
2. DISRUPTION TO CIVIL REGISTRATION AND VITAL STATISTICS

DOSM continued to produce the Vital Statistics report in 2020 (Quarterly VS & Annually Report). In the absence of complete and timely data, DOSM estimates the data by:

- Using **10 years time series data**.
- Considering current situation:
  - The **rate of road accidents** has **dropped by nearly 70 per cent**;
  - **4 or 5 deaths daily** caused by road accidents **VERSUS** Average rate of death March 2010-2019 - **380 deaths per month and 12 deaths per day**.

- In practical, we have to estimate the **third month of every quarter**, but because of the pandemic and late registration data, the estimation was also applied for the **second month**.
- At this point of time, **quarterly data are not revised** and considered as preliminary data, but the annual data will be revised later.
WAY FORWARD

• Improve cooperation with data provider to strengthen the process as well as data access and data sharing;

• At NRD, the mobile registration counter services are actively implemented in rural areas. 22,260 out of 23,256 cases in 2018 have been settled through this service.

• Considering the importance of accurate and real-time data, DOSM will review its capacity to produce Causes of Death (COD) quarterly or monthly instead of annually.

• DOSM will conduct the MICS survey for the first time this year and will include the questions on underreporting rate of births and deaths.
THANK YOU