'Support to Civil Registration System Reform in Tajikistan' Project

Table of Contents

Acronyms

CSPM	Conflict Sensitive Project Management
CRVS	Civil Registration Vital Statistics
CSO	Civil Society Organisation
CWFA	Committee of Women and Family Affairs
FGD	Focus Group Discussion
GDP	Gross domestic product
GDI	Gender development index
HDI	Human development index
INGO	International Non-Governmental Organisation
MoF	Ministry of Finance
MFA	Ministry of Foreign Affairs
MoI	Ministry of Interior
MoJ	Ministry of justice
MDPI	Multi-dimensional poverty index
INGO	International Non-Governmental Organisation
NGO	Non-Governmental Organisation
PR	Public Relations
PIU	Project implementation Unit
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UNDP IRH	United Nations Development Programme Istanbul Regional Hub
UNHCR	United Nations High Commissioner for Refugees
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UNICEF	United Nations Children Fund
UNFPA	United Nations Population Fund
WHO	World Health Organisation
ZAGS	Civil Registry Offices/Officers

1. Introduction

1.1 Background and Context

Tajikistan is a landlocked, mountainous country in Central Asia. According to the 2010 census the population of Tajikistan was 7.5 million, but 2013 estimates place it at 8.2m. The GDP per capita is $2,247, making it a low-income country.[1] Tajikistan's Human Development Index (HDI) value for 2013 is 0.607, which is in the medium human development category and lowest in the Eastern Europe and CIS region, positioning the country at 133 out of 187 countries and territories. Tajikistan's HDI value for 2013 is 0.607, which is still below its pre-independence value of 0.610 in 1990.[2] Tajikistan has a Gender Inequality Index (GII) value of 0.383, ranking it 75 out of 149 countries in the 2013 index. In Tajikistan, women hold 17.5 per cent of parliamentary seats, and 89.9 per cent of adult women have reached at least a secondary level of education compared to 95.0 per cent of their male counterparts. For every 100,000 live births, 65 women die from pregnancy related causes; and the adolescent birth rate is 42.8 births per 1000 live births. Female participation in the labour market is 58.7 per cent compared to 76.9 for men.

On the Gender Development Index (GDI)[3] Tajikistan has a GDI value of 0.952. The Multidimensional Poverty Index (MPI) identifies multiple deprivations in the same households in education, health and living standards. The education and health dimensions are each based on two indicators, while the standard of living dimension is based on six indicators.[4] The most recent survey data that were publically available for the Tajikistan MPI estimation refer to 2012. In Tajikistan 7.9 per cent of the population are multi-dimensionally poor while an additional 23.4 per cent are near multidimensional poverty. The breadth of deprivation (intensity) in Tajikistan, which is the average of deprivation scores experienced by people in multidimensional poverty, is 39.0 per cent. The MPI, which is the share of the population that is multi-dimensionally poor, adjusted by the intensity of the deprivations, is 0.031. Kyrgyzstan and Uzbekistan have MPIs of 0.013.[5]

During the last twenty years Tajikistan has been in transition from the old Soviet system towards an open democracy, with guaranteed freedoms and free economic development. Reforms have been started in multiple sectors. Despite the progress in the legislative sphere and the commitment by the Government to the reforms, key challenges remain in relation to their implementation, in particular lack of financial means, weak institutional and professional capacities and poor coordination.

Rule of law and access to justice issues remain a high priority for the country, serving as root causes of vulnerability, social exclusion and inequalities. A weak civil registry system is part of these problems.

The United Nations defines civil registration as "*the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events...provided through decree or regulation in accordance with the legal requirements of each country.*"[6] It is universally recognised that a functional

---

[1] http://data.worldbank.org/country/tajikistan

[2] UNDP Human Development Report for Tajikistan 2014 http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf

[3] The GDI measures gender inequalities in achievement in three basic dimensions of human development—health (measured by female and male life expectancy at birth), education (measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older); and command over economic resources (measured by female and male estimated GNI per capita). http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf

[4] All of the indicators needed to construct the MPI for a household are taken from the same household survey. The indicators are weighted to create a deprivation score, and the deprivation scores are computed for each household in the survey. A deprivation score of 33.3 per cent (one-third of the weighted indicators), is used to distinguish between the poor and non poor. If the household deprivation score is 33.3 per cent or greater, the household (and everyone in it) is classed as multi-dimensionally poor. Households with a deprivation score greater than or equal to 20 per cent but less than 33.3 per cent are near multidimensional poverty. UNDP Human Development Report for Tajikistan 2014 http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf

[5] UNDP Human Development Report for Tajikistan 2014 http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf

[6] Principles and Recommendations for a Vital Statistics System Revision 2, United Nations, New York, 2001: 50.

and reliable civil registration and vital statistics (CRVS) system is necessary for every country. A functional CRVS system forms the foundation for a modern public administration system that documents judicial facts, which are crucial for exercising human (legal, economic, social and political) rights. Reliable statistics are needed to identify problems, monitor progress and evaluate the impact of development projects. Civil registration and vital statistics will play a key role in the Sustainable Development Goals (SDGs), being used not only to monitor progress of the SDGs but will almost certainly form one of the goals themselves.[7] The SDGs include the target of "by 2030 provide legal identity for all including birth registration", as part of SDG 16.[8] The SDGs also contain several health related targets, which will rely on measurement using CRVS systems. At the same time, SDG5 suggests that empowering women and girls is essential to achieve progress across all SDG goals and targets. Gender dimension of the civil registration is key for identifying needs of most vulnerable groups of women, including women/heads of households, single women, people with disability for planning purposes, and for enabling most excluded and vulnerable groups to enjoy their economic, social and political rights, and to play role in their communities. Hence, civil registration and vital statistics are essential to produce development indicators and monitor the progress of society towards the set targets.[9] There is global recognition of the significance of civil registration and vital statistics as a tool to facilitate development, from supporting human rights to enhancing economic opportunity.

Civil registration is a prerequisite for being able to enjoy rights, including to education and health care. In addition, registration of marriage is an important element of the protection of the property rights of women and children in the family. Recognising the challenges of the current civil registration system and their impact on the most vulnerable and at-risk population, especially women, children and persons with disabilities, the Government of Tajikistan approved in 2014 the Civil Registry Offices (ZAGS)[10] Development Programme for 2014-2019. The ZAGS Reform Programme is based on the existing legislation and policy documents, namely the Law *"On state registration of acts of civil status", the National Development Strategy of the Republic of Tajikistan until 2015*' and the *"Living Standards Improvement Strategy of the Government of Tajikistan for 2013 -2015,*' the Resolution of the Government of the Republic of Tajikistan *"On results of socio-economic development of the Republic of Tajikistan in 2012 and tasks for 2013.* The Project outlines the main problems in the functioning of the ZAGS system in Tajikistan and proposes certain measures to address the existing gaps. The measures proposed include institutional development, introduction of new mechanisms to provide services to clients; simplification of the system by removing requirements for submitting certain unnecessary documents by citizens; commitment to providing additional resources and building and furnishing new premises for ZAGS structures in the country and commitment to building the staff competency by providing continuous training.

While the Government effort to improve the civil registration system is commendable, the functional review of the notary and civil registration systems[11] in Tajikistan reveals important capacity gaps in the implementation of the ZAGS Reform Programme in general and in service delivery in particular, resulting from the weak implementation of policies and laws and lack of procedures and mechanisms for evidence based planning and decision making. These problems are especially prominent in remote and hard to access areas of Tajikistan whereas the service provision is complicated by different accessibility factors, such as distance to the district centre, variable capacities of ZAGS and Jamoat officers to provide high quality services and lack of awareness among the population, further making the service unavailable and/or unaffordable, in particular for women, children, persons with disabilities, stateless persons and else vulnerable population groups.

The Civil Registry System Reform Project intends to address these needs and support the Government of Tajikistan in implementing the civil registry system reforms. It has been developed to facilitate and support the implementation of the ZAGS Reform Programme, as part of the Government's broader

---

[7] http://www.undatarevolution.org/report/
[8] https://sustainabledevelopment.un.org/focussdgs.html
[9] http://unstats.un.org/unsd/demographic/CRVS/Global_CRVS_Docs/Member_meeting/Minutes03.pdf
[10] Civil Registration Office
[11] Undertaken as part of the Access to Justice Project implemented by UNDP and Helvetas with the support of the Swiss Agency for Development and Cooperation (SDC).

efforts in legal and judicial reform. The project will support the government in reforming the civil registry system by improving its functioning nationwide and making it responsive to the needs of the population, especially the most vulnerable groups.

1.2 Situation Analysis

The situation analysis is based on a number of informative and consultative processes that were undertaken as part of the background to the project document formulation:

a) Extensive **literature review** and **legislative analysis**

b) **Stakeholder consultations** with government representatives, representatives from international organisations and UN Agencies, NGOs and INGOS

c) **Regional level workshops** with services providers from both ZAGS and jamoat offices

d) An **Inception Survey** comprised of:
   a. Capacity Mapping of the ZAGS Offices
   b. Sample Questionnaire for the Population
   c. Focus Group Discussions with service providers – ZAGS, jamoats and traditional leaders
   d. Focus Group Discussions with the population

e) A **Validation Workshop** with all key stakeholders

The information and findings detailed in the Situation Analysis will be further validated during the Baseline Survey, which will be undertaken during the first year of the Project implementation. However, most of the findings and information have already been validated (to a certain extent) during the processes described above. **The Inception Survey Report can be found at Annex VI.**

Civil registration services in Tajikistan are provided either by civil registry offices (ZAGS) or jamoats; outside the country this is done by consular services. The civil registry offices are able to register 7 categories of civil acts registration - birth, death, marriage, divorce, adoption, paternity and change of name, surname or patronymic, while the jamoats are able to register 4 categories of registration - births, deaths, marriages and paternity. According to the Law of the Republic of Tajikistan "*On State Registration of Acts of Civil Status*" the consular services, like ZAGS, also provide registration of 7 categories of civil acts. In 2012 the ZAGS became a part of the Ministry of Justice with a Department of Civil Registration in charge of the district level ZAGS offices, while jamoats fall under the authority of the local executive body. There are three levels of hierarchical organisation structure for civil registration: local, regional, and central. Local registration services are provided by the jamoats and ZAGS. Secretaries of jamoats, who provide the civil registry services, are appointed by the local executive bodies and therefore, are funded by the local government. Employees of ZAGS offices are appointed by the Ministry of Justice and receive guidelines and supervision directly from the Ministry.[12] As jamoats are not subordinated to the Ministry of Justice, civil registration is a delegated function to them. Therefore, as stakeholder consultations, regional workshops and focus group discussions confirmed, and as recognised in the ZAGS Reform Programme, the lack of coordination between the ZAGS and jamoats is one of the main problems facing the system.[13]

1.2.1 Policy and Legislative Framework Level
The National ZAGS Reform Programme defines the main directions of development of the civil registration system as well as the goals, objectives and paths to reform. While the Programme goes some

---

[12] The regional structure of ZAGS comprises the ZAGS of Soghd and Khatlon oblast, GBAO, Dushanbe, 68 departments in the regions and 2 "Marriage Centres" in Dushanbe and Khujand. There are approximately 440 jamoat offices, operating at the local level in Tajikistan.
[13] Meeting with Deputy Minister of Justice of the Republic of Tajikistan, Wednesday 22nd May 2015.

way in trying to address the shortcomings within the civil registration system, it is very general and does not as yet include an Implementation or Action Plan or an accompanying budget. The Programme is overly ambitious with expectations that within a 5 year period the system of civil registration will be electronic, the archives will be digitalized, all ZAGS offices will be located in standalone, renovated and "designed for purpose" buildings, a dedicated jamoat officer in charge of civil registration will be appointed at each jamoat office, the system will have been simplified, legislation harmonized and procedures streamlined to be people centred. Further, it envisages that a comprehensive system of training will have been introduced, legal awareness for the population undertaken, oversight mechanisms introduced, the legal framework enhanced, instructions/by-laws introduced at all ZAGS offices. It is unrealistic that these ambitious reforms will be implemented by 2019, and the Ministry of Justice has asked for support from SDC and UNDP in the creation of a realistic Action Plan and budget, (as well as support for the implementation of the Reform Programme), which must be developed as a priority to support the implementation of the National ZAGS Reform Programme.

The registration of civil acts is based on the Constitution of the Republic of Tajikistan and regulated by the Family Code of the Republic of Tajikistan, the Law of the Republic of Tajikistan "*On State Registration of Acts of Civil Status*" (hereinafter "the ZAGS Law") and other normative-legal acts of the Republic of Tajikistan, as well as international legal acts recognised by the Republic of Tajikistan. In general, the existing legislation is out-dated and does not respond either to the needs of the Government or to the needs of the population.

Legislation itself is one of the core reasons for the non-registration of civil acts. Difficult procedures, lengthy terms of registration, a long list of documents, which are not necessary for decision-making, and the absence of effective legal mechanisms, which could streamline the timely identification and registration of civil status acts are all detrimental to the system. Even when it comes to the registration of important facts like births and deaths, where the state interest is high, the registration depends on the application made by an applicant. The government is not proactive in encouraging the population to register their civil acts. Procedures related to registering a change of name, making amendments and additions to civil acts, registration of births or deaths after one year, and recovery of civil acts are very complicated. The legislation defines fees for birth, marriage and death registration. In practice, applicants are frequently asked to pay additional fees on top of the State duties, and as the regional level workshops and inception survey revealed, this is one of the substantial barriers for applicants to come forward. Copies of certificates cannot be obtained in the jamoats, thus reducing accessibility to some services.

Legislation regulating the given field contains vague, unclear and dead norms, as well as contradictory regulations. For instance while in Civil Registry Law it is stated that "birth" shall be registered within 3 months following delivery, however failure of such shall not be a reason for denial of issuing a birth certificate by civil registry bodies. In addition, there is no secondary legislation or instructions supporting the proper implementation of the ZAGS law, thus impeding the establishment of common practice.

1.2.2 Institutional Level

There are 3 regional (oblast), 2 municipal and 66 district city ZAGS offices and 2 marriage registration houses.[14] Out of these 73 offices, only 4 are located in dedicated buildings or premises. Out of 364 ZAGS employees, only 177 are civil servants, with the remainder being support staff. In 2012, 467,170 civil act registrations took place with 56.3 per cent undertaken at the jamoat level.[15] The results of the ZAGS Capacity Mapping undertaken as part of the Inception Survey indicated that approximately 70 per cent of registrations originate at the jamoat level, showing an increase in the use of jamoat services between 2012 and 2015. According to the ZAGS Reform Programme, since 1991, there has been a dynamic, year on year growth in the number of applications for registration services, as the population has increased[16] and, to some extent, become more aware of the need for civil registration documents.[17]

---

[14] Data taken from the Programme for Development of the Civil Registry Bodies of the Republic of Tajikistan, 2014-2019, Endorsed by Resolution №21 of Government of the Republic of Tajikistan, as of January 3rd 2014
[15] Data taken from the Programme for Development of the Civil Registry Bodies of the Republic of Tajikistan, 2014-2019, Endorsed by Resolution №21 of Government of the Republic of Tajikistan, as of January 3rd 2014
[16] According to the population census, in 2000 the population was 6,127,500 as compared to 2010 census data, which shows increase of the population to 7,564,502.

This puts additional pressure on the already weak system. The low numbers of civil registry staff, coupled with the inadequate legislative framework and poor infrastructure (including IT infrastructure) results in poor services for the people.

According to information provided by the Institute for Advanced Education and confirmed during the regional workshops and focus group discussions, the existing training provided by the Institute for both ZAGS and jamoats is restricted in terms of financing, resulting in limited coverage of participants, limited geographical coverage and limited depth in terms of curricula. The Institute did not provide precise data relating to the limitations.[18] This further compounds the low capacities of the ZAGS and jamoat officers.

The organisational structure of civil registration is inadequate, resulting in a lack of coordination between ZAGS and jamoats and also between other state institutions such as the Ministry of Health and Social Protection, the Ministry of Education, the Ministry of Interior, the Agency on Statistics under the President of the Republic of Tajikistan, the National Centre for Statistics and Medical Information and the Ministry of Foreign Affairs. There are no effective tools for information exchange among the registration bodies and relevant state agencies, as well as performance monitoring and evaluation systems. State bodies are not functioning in a coordinated manner. As a rule, cooperation is based on personal relationships rather than through standardised coordination mechanisms. This has caused an absence of a real demographic picture, thorough statistics of the citizenship status of the population, as well as poor civil registry services to the population. A real demographic picture, or thorough statistics of the citizenship status of the population of the country is not available also due to conflicting data obtained by different organisations such as the Ministry of Justice, Ministry of Health, the Agency on Statistics under the President of the Republic of Tajikistan and the National Centre for Statistics and Medical Information. There is no reliability in the data produced by the system. For example, in 2014 the difference in birth records between the Ministry of Health and Social Protection and the Ministry of Justice comprised almost 40,000 individuals.[19]

The lack of coordinated data exchange within the system is a key factor contributing to its inefficiency. The current paper-based registration system does not allow for verification of recorded data outside specific administrative boundaries. It is therefore possible to register the same civil act several times and to get married twice in different regions (oblasts). It is impossible to retrieve information, such as copies of certificates, if not applying to the civil registry office where the act was originally registered and/or a record on this act is stored.

There is an absence of a unified, centralised database of civil acts. This is a challenge for system integration and inter-institutional data sharing.[20] There is no IT connectivity between the elements of the system, no single, searchable database of the population and of the lifetime events registered in the ZAGS and jamoats. There are gaps, inconsistencies and overlaps in the databases that are available, such as those of the Civil Registry System and those in the health system. There is no digitalised archive of civil act registration and the paper-based system that exists is neither user friendly nor state friendly.[21]

The situation in the archives of the civil acts registration is very poor – even the minimal conditions needed for the protection of the acts are not observed. There are also problems with the archives during the period of the civil war. Reasons for this include that in some locations the archives were destroyed and in many cases secondary copies of certificates were never sent to the archives. This causes many

---

[17] Data taken from the Programme for Development of the Civil Registry Bodies of the Republic of Tajikistan, 2014-2019, Endorsed by Resolution №21 of Government of the Republic of Tajikistan, as of January 3rd 2014

[18] For example, the outcomes of the regional consultations with jamoat representatives show that the jamoat secretaries are trained on average once every four to five years and the process of nomination of trainees is not systematic but rather ad hoc.

[19] Source: Republican Centre for Medical Statistics and Information under the Ministry of Health/ Presentation on the implementation of the strategic plan on the development of health information system in Tajikistan. (Dushanbe, November 27, 2014).

[20] See also UNDP Functional Review of the Office of Civil Status Registration and Notary System in Tajikistan, 2014

[21] The introduction of an electronic system of registration and digitalisation of the archives will be piloted in the longer-term implementation of the project and only after feasibility studies have been conducted.

difficulties for people when they need to apply to register a civil act or to apply for a passport as they do not have the requisite documentation and are unable to obtain it, without considerable time and money.

1.2.3   Delivery of Services

Registration bodies, both ZAGS and jamoats are facing problems related to variable staff capacity, which impinges their ability to provide quality services to the population. The number of staff working on civil registration is very low. This is true both at the level of the ZAGS, where often contractors are hired and paid for from the cost of services, and at the jamoat level, where it is most common for the jamoat secretary to be responsible for civil registration issues in addition to his/her many other tasks. Very often the contractors have little or no knowledge and experience of civil registration. They are poorly remunerated, increasing the susceptibility for corruption. Each ZAGS office has an average of 2 staff members to serve an average population of 123,000.[22] The ZAGS Capacity Mapping carried out as part of the inception survey showed that in average ZAGS register 9 births, 3 marriages, 1 death, 1 application for change of name and 1 application for paternity per day (15 registration acts per day). The number of adoptions is far less. This causes long wait times for finalisation of the civil act registration process.

Due to the lack of investment in the system, not only are staff capacities weak but working conditions and physical infrastructure is also poor. Many offices do not have tables or chairs for applicants, there is usually only one, communal working space to provide services and buildings are dilapidated and frequently without electricity. Two out of three ZAGS offices face electricity cuts between October and March. Out of those offices, which face electricity cuts, only 1 out of 5 has access to a generator.[23] This under-resourcing in civil registration leads to the provision of poor services to the people and increases the likelihood of corruption.

The regional workshops and focus group discussions confirmed that capacities of the ZAGS staff are stretched, with staff not being aware of the legislation, rules or requirements for civil registration. This, combined with the absence of secondary legislation, has resulted in the absence of a standardised service, with practices for civil registration being developed on an office by office basis, based on individual officers interpretation and understanding of the necessary requirements. It was found during the regional workshops and focus group discussions that ZAGS officers are not clear about the number or type of supporting documents required when making an application for civil registration, causing additional burdens in terms of both time and cost for the population when they are making their applications. While participants in the focus group discussions for the population confirmed that the state fees for civil act registration are not prohibitively expensive, very frequently they stated that applicants are asked to provide additional money in support of their applications, which is unofficial. In particular this happens in cases where an applicant wants to expedite the process.

With only 177 civil servant employees, the number of permanent ZAGS officers is very low. The population are often faced with long queues when they visit the ZAGS offices and it was reported in some of the focus group discussions that it is common for the ZAGS offices to be closed during their business hours. This situation means that the population either has to wait for a considerable time to meet with the ZAGS officer and/or has to return to the ZAGS office on multiple occasions in order to submit their application and be issued with their civil act document.

Jamoats

In accordance with part 2, Article 7 of the "*Law On State Registration of Acts of Civil Status*", jamoats are able to perform state registration of births, deaths, marriage and establishment of paternity. There are around 425 jamoat bodies and out of those in 405 jamoats it is mainly the jamoat secretary who performs the registration of civil acts. This is not the secretary's only responsibility, leading to delays in service provision. Furthermore, the secretary's have no connection with the ZAGS system in terms of their recruitment, management or oversight and accountability. Jamoat clerks simply receive templates and forms from ZAGS bodies and at the end of each month submit a statistical report on the registration of

---

[22] Civil Registry System Reform Project, Consultative Processes and Inception Survey Report, UNDP, June 2015
[23] Ibid.

records related to births, deaths, marriages and establishment of paternity. The ZAGS Capacity Mapping indicated that approximately 70 per cent of applications for births, deaths and marriages originate at the jamoat level, a higher percentage than that recorded in 2012.[24]

There are frequent changes of staff at the jamoat level resulting in poor institutional knowledge and weak capacities. Jamoats receive training on civil registration once every 4-5 years, which compounds the out-dated knowledge and weak capacities. There is no mandatory requirement for the jamoats to participate in the training although they are nominated to participate. Jamoat representatives in the regional workshops said that they attended training on a voluntary basis. This was confirmed during the regional workshops and focus group discussions as well as in stakeholder consultations with the Institute for Advanced Education.

The ZAGS Reform Programme considers that the civil registration services performed at the jamoat level are the main problem in the ZAGS sector. While the findings from the informative and consultative processes do not fully support this view, it is clear that the services provided by the jamoats need to be improved and that one dedicated officer in each jamoat office needs to be appointed to deal with civil registration issues, who will fall under the responsibility of the Ministry of Justice, as envisaged in the ZAGS Reform Programme.

1.2.4 Access by the Population

The strata of the population suffering the most from the deficiency of the civil registry system include vulnerable people, such as left behind and poor women, single mothers, and individuals outside of Tajikistan, including labour migrants and students who face difficulties in obtaining copies of the civil registry documents from Tajikistan, as well as women, children and persons with disabilities in general. The effectiveness of civil registry services is crucial for protecting the social and economic rights of these individuals. For example, it is very difficult for a woman to secure child support and other rights in case of divorce, without adequate civil registry documents.

Based on the findings from the literature review, stakeholder consultations, regional workshops, focus group discussions and the Inception Survey, civil registry services are frequently not accessible to the population, particularly in villages and rural areas. There is still extremely low awareness among the population, especially in rural communities, as to the importance of civil registration, as well as the procedures and processes that are in place to enable them to register. Issues such as home births and polygamous marriages compound the situation. Although polygamy is prohibited by law, second marriage is considered as a social phenomenon when a man establishes relations with another woman. Sometimes it involves a traditional ceremony of *nikoh* but without any legal responsibilities.

Experience of UN Agencies in Tajikistan focused on women and girls' rights from the angle of civil registration status demonstrate a clear influence by the civil status to claim rights and access public services in the social and economic spheres. Lack of documents very often prevents women from accessing the justice system, including legal aid. However, women are still those who represent two thirds of the people applying for legal aid. According to UN Women, the applications related to family relations and disputes are has increased from 48,6% in 2011 to 53% in 2013. Different reports indicate the number of applications increase, among other issues, because of the labor migration, which creates new problems for families involved. Some of the issues are new to the Family legislation, hence are difficult to solve. In particular, the current judicial practice does not allow to efficiently protect the rights of:

- women who are married through the religious marriage and have not registered their marriage officially;
- women, residing with their husbands in the houses/apartments registered under the name of one of the parents. In such cases the women and their children have practically no property rights and are treated like "the third degree" relatives;
- rural women, who are not able to demand for their land rights, due to both complicated procedures as well as when their marriages are not registered officially.

---

[24] Civil Registry System Reform Project, Inception Survey Report, UNDP, June 2015

- children, born within unregistered marriages, whose rights and opportunities are limited compare to those who were born in registered marriages.

Soviet passports are still held, in particular by elderly people who do not travel outside their areas of residence, and invalid certificates[25] issued during the civil war still exist, in particular in the areas that were most affected by the war, such as Rasht and Vakhsh, especially for those people who were internally displaced. Because these invalid certificates do not have a serial number and because the archives in places such as Vakhsh were destroyed during the civil war, it is extremely complex for people to obtain new copies of their documents. The unregistered and undocumented population are unable to access any of their other legal rights, health and social care, education, voting and are unable to apply for a passport. The state is unable to adequately plan and provide these services or develop suitable strategies/response measures when it is unaware of the real statistics. Early marriage is common, with almost 15 per cent of women in Tajikistan being married before the age of 18[26] and it is far more frequent among women with lesser education (28 per cent for women having just primary education against five per cent of women with higher education) and women from the poorest households. Lack of documentation is a common challenge for the majority of rural women and it can result in worsening a women's status in the family and society, making women very vulnerable with regards to ensuring rights and entitlements in social and economic fields (including their rights in marriage and divorce; property rights and access to economic resources; actual political participation; etc.). Marriages, especially in the rural areas, are often conducted solely by a religious procedure (nikoh) and are not registered by the state civil registration office. Polygamy and the marriage of underage girls are growing phenomena and clearly these marriages are conducted outside of the formal state system.

These issues were all validated in the Inception Survey. Out of 134 respondents to the Population Questionnaire undertaken as part of the Inception Survey, of those who were not in receipt of their documentation 54 per cent stated that their documents were lost or damaged and 46 per cent stated that they had never applied for their documents. Of those whose documents were lost or damaged, only 14 per cent had tried to get replacement documents. Of the 46 per cent of respondents who stated that they had not applied for their documents, the reasons provided for not applying were as follows: I do not think I need to have this document (36 per cent), I did not know where to obtain information on the registration process (16 per cent), I did not know where to go (13 per cent), I could not afford the cost (10 per cent), I was unable to go because of difficulties accessing the location (8 per cent), I did not know how to complete the forms (6 per cent). 48 per cent of respondents were asked to produce three or more documents in support of the civil act registration application. This supports the previous finding that a large number of unnecessary documents are required to support civil act registrations. 58 per cent of respondents were required to visit the registration office three or more times in order to finalise their application. This corresponds with information received during the focus group discussions where participants complained about the number of visits required to register a civil act and the time and cost involved in conducting those visits.

Traditions play a role in the reasons why people do not register their civil acts. This is particularly true for early marriages where girls under the age of 18 are married through a religious ceremony and are then unable to register the marriage. It is also true for second (polygamous) marriages where the second marriage is unable to be registered. In these cases, children born out of second marriages are either registered solely in the name of the Mother or the applicants have to initiate an application for proof of paternity to include the Father's name. The lack of civil registration can cause problems if the second marriage breaks down. The woman experience additional difficulties to claim alimony or child support without civil registration documents. Although it is required to have a civil marriage certificate before having a religious marriage ceremony, in practice this often does not happen and two people are married without obtaining the civil marriage registration first. It was reported during the consultation and

---

[25] The certificates that were issued during the civil war were issued on blank papers, without containing a serial number, because the State did not have the correct forms. These certificates are viewed as invalid by the State now and people in possession of these are required to apply for new certificates, which are issued on the correct forms.
[26] Tajikistan State Committee on Statistics. Findings from Tajikistan Monitoring the Situation of Children and Women Multiple Indicator Cluster Survey (MICS) 2005. Preliminary Report. Dushanbe: 2006.

validation processes that often men who go to Russia to work want to keep a "clean" passport, without a marriage stamp in it, so they opt for a religious ceremony so that when they leave for Russia they can find a Russian bride and obtain Russian citizenship. Divorce is expensive and time consuming; so many people opt for a religious divorce without registering the civil act. Also often families attach registration process with the necessity to travel. They believe that ID card is important for young men since they usually leave for labour migration. Women and girls are unlikely to leave their communities and hence do not consider having civil registration documents as important.

There are many cases of labour migrants who are required to change their Tajik surname to the more Russian surname ending of "ov" or "ev" so that they are more easily able to obtain work in Russia. This is seen by the population as "big business" for the ZAGS offices, with many unnecessary documents being required in support of the application[27] and additional "fees" being charged to ensure the process is completed. The process to change a surname is very complicated, time consuming and expensive for the population.

In areas that were affected by the civil war there are many problems with documents that were issued during the period 1994-1997 and immediately thereafter up until 2002. During this time the civil registry offices and jamoats did not have the official forms to issue the certificates on. This resulted in temporary certificates being issued, which did not include serial numbers. Holders of such certificates are required to have their certificates reissued on the correct forms, however in many cases this has not happened, either because they are not aware of the requirement to do so, or because of the time and costs involved.

In border areas with Uzbekistan and Kyrgyzstan there are issues related to mixed marriages, which cannot be registered because one spouse is classed as a foreigner, which requires them to reside in Tajikistan for 12 months prior to the marriage taking place. Border areas also face issues related to birth registration, when women give birth, for example in a Kyrgyz maternity hospital, and are then unable to register the birth in Tajikistan because they have a Kyrgyz proof of birth. They are then required to obtain additional documentation to prove their residence.

Women in migrant's families have to be considered as agents for change, not just direct users of the assistance. Raising awareness of women by women will have a significant contribution to increasing number of people registering their civil acts, i.e. getting ID cards, marriage certificates and birth certificates.

1.3 Drivers of Change
The drivers of change for reform of the civil registry system are assessed as:
   a) **Government Commitment** - the commitment of the government and in particular the Ministry of Justice for reform is assessed as high. This is evidenced by the adoption of the national ZAGS Reform Programme 2014-2019 and commitments to strengthen rule of law through legal and judicial reforms in general.
   b) **Donor Commitment -** Donor commitment to the reform of the civil registry system is also assessed as high, evidenced by the establishment of a civil registry reform donor's group in 2015, under the auspices of the Ministry of Justice, which meets on a quarterly basis. Due to the inclusion of a target on birth registration in the SDGs and other targets and indicators relating to civil registration, it is assessed that donor commitment to improving the civil registry system will continue in the foreseeable future.
   c) **Interest and Commitment of Service Providers -** Although it cannot be said that the interest and commitment to reform among service providers is widespread, there are champions and individuals among the service providers both at ZAGS and jamoat levels who are very committed to improving the civil registry services provided to the population in Tajikistan. Experience shows that the availability of local champions/pioneers is a prerequisite for the success of development interventions. It will be important for the project,

---

[27] These include letters in support of place of residence from the mahalla and the jamoat, letters in support of education level, letters from the court to confirm that there are no convictions, letters from the police to confirm there are no on-going investigations, letters from the army to prove completion of national service.

when identifying suitable pilot locations to consider this factor to enhance the quality of the outputs delivered and the possible scale up of the work in other parts of the country.

d) **Interest and Commitment of other Institutions -** There is an interest and commitment among some institutions, such as the Agency on Statistics under the President of the Republic of Tajikistan, to align information systems and processes for consistency of data. This should be developed further during the project implementation.

e) **Population Awareness -** There is also slowly growing awareness among the population about accessing their rights and the importance of civil registration in this context. This is partly due to the initial implementation of the ZAGS Reform Programme and also due to efforts of international organisations in the area, including EU, UNDP, UNFPA, UNHCR, UNICEF and UN Women, as well as INGO/NGOs working on raising legal awareness such as Helvetas and the Bureau for Human Rights.

These factors should be harnessed and form the basis to work with the government on reforming the system at the legislative and policy level, the institutional level, the service delivery level and concurrently raising awareness and empowering the population to claim their rights while undertaking their responsibilities.

1.4 Constraints to change - Possible challenges to the Project Implementation
Possible challenges to the project implementation (see further in the risk-log presented below) include:

a) **Capacities of the government to implement reforms beyond commitments on paper -** experience of development partners supporting reform implementation in Tajikistan shows that it is one thing to develop laws and regulations, but a larger challenge to implement the laws, which takes considerable time, resources and capacities. This calls for practical and phased implementation strategies linked to resource availability and the recognition that reform is a long-term process of change. The project seeks to build capacities that will translate reform commitment from paper to realise actual implementation on the ground.

b) **Budgetary resources** – Government austerity has resulted in budget cutbacks, and uncertainly over future funding or continuing operations has been raised. The focus of the financial resources allocated for civil registry reforms from the State are more on physical infrastructure, such as constructing suitable buildings. The soft interventions pursued by this project will complement the hard interventions of the government in its reform efforts. UNDP will lobby to facilitate that both institutional and financial sustainability of the project activities will be ensured at the end of the project period.

c) **Capacities of the Service Providers to implement the reforms** – Capacities of service providers are uneven at both the national and local levels. Through targeted capacity building coupled with the commitment of the Ministry of Justice, UNDP will offer opportunities for balanced capacity development of target groups.

d) **Feasibility of an electronic system of registration and digital archives** – The project will undertake a thorough feasibility study before committing to the creation of an electronic system of registration and digitalisation of the archives. If the feasibility study is negative then further support will be provided to improve the paper based system of registration that currently exists and the creation of an electronic system will be postponed until the necessary conditions are in place and becomes feasible.

e) **Interest and Commitment of other Institutions to the Reform** – It is difficult to assess the interest and commitment of other relevant institutions to the reform process, such as the Ministry of Interior and Ministry of Foreign Affairs, due to their limited participation during the national level consultations. Further analysis as to their power and interest is provided in the Stakeholder Analysis annexed to this project document.

The project aims at addressing these challenges and turning them into opportunities by working with different partners (from within the government, donor, international organisations, UN Agencies and civil society sectors) to promote effective implementation of reforms. Champions among the service providers will be identified (for example the Head of the ZAGS Office in Gissar) and the project will cooperate with these people, harnessing their knowledge and experience to share with other service

providers. This will be particularly relevant when identifying suitable trainers for the training components and training of trainers and when identifying suitable pilot locations for testing models.

2. Objectives

2.1 Project Objectives and Expected Results

The project has been developed based on the explicit invitation of the Ministry of Justice for support in the implementation of its planned reform of the civil registry system in Tajikistan. The project will support the government in implementation of the National ZAGS Reform Programme 2014-2019 and in bringing the system in line with international standards. The planned reforms constitute part of the wider Legal and Judicial Reform Programme 2015-2020 of the Government of Tajikistan, in which the new intervention is embedded. For an illustration of the position of the project in the wider reform context, please see Chapter 4.

The **overall goal** of the project:

> *Women's, men's and children's human rights (civil, social, political and economic) are better protected by strengthened provision of civil registration services and by increased public access to the system.*

The Project has 2 identified **Outcomes** that together will produce the goal:

Outcome 1: The reformed civil registry system of Tajikistan is effectively managed and provides quality and affordable services to the population and qualitative vital statistical data for the State.

Outcome 2: The population of Tajikistan know how to and timely have their vital events recorded in the civil registry system.

Outcome 1 intervenes at the national, regional and local level on the supply side, whereas **Outcome 2** will intervene at the national, regional and local level on the demand side. Thus, it is anticipated that the project will result in changes both at local, regional and national levels (micro, meso, macro), which will lead to systemic changes in the provision of civil registration services in Tajikistan. The **Outputs** indicated below were developed and refined during the project document formulation stage and based on the verified findings from all informative and consultative processes undertaken as part of the process of project development, and indicate how the project will achieve the two outcomes. The project's outputs are aligned with the priorities of the government as detailed in the national ZAGS Reform Programme and focus on the harmonisation and strengthening of the legislative and policy framework, individual and institutional capacity building, improvements in the working conditions in the civil registry and jamoat offices and awareness raising among the population. The outcomes, outputs and activities will be assessed against specific indicators, which will be refined based on the data obtained during the Baseline Survey, to be conducted during the initial year of project implementation.

Output 1: Legislative framework for civil registration is compliant with international best practices
Output 1 is focused on analysing, amending and harmonising the existing legislation relating to civil registration in Tajikistan in line with international standards. Activities under this output will include legislative analysis and recommendations, support to the development of instructions (by-laws) for legislation implementation, support to the development of an Action Plan and Budget of the National ZAGS Reform Programme, facilitating Working Groups and public hearings, as well as lobbying and advocacy, through the provision of expert support.

Output 2: New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats
Output 2 is centred on the simplification and standardisation of business processes. Decisions will be made on how best to provide this support after the undertaking of an analysis of the overall needs of the

civil registry system. Various options will be analysed as part of the simplification and standardisation process. For example, support might be provided to the development of a new organisational structure for the civil registry system. The GoT would develop, with project support, internal rules and regulations consistent with national legislation. Additionally, equipment will be provided to selected offices to enhance their service provision to the population. The project will also review existing funding mechanisms of the civil registry system with a view to enhancing the efficiency of budgetary spending.

Output 3: Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population

The development of the capacities of ZAGS and jamoats is crucial for an efficient civil registry service provision to the population of Tajikistan. Under output 3, the project will support the government in strengthening its training programme for ZAGS and jamoats through undertaking a capacity needs assessment, training of trainers, designing an appropriate training programme based on the assessment, developing and distributing manuals etc. The project will also support the development of a performance monitoring and evaluation system for ZAGS and jamoats. While doing so, the project will work closely with the Institute of Advanced Legal Education.

Output 4: Civil registration and archiving of data is managed through an electronic system

The activities under this output will be contingent upon the undertaking of a comprehensive feasibility study to assess the feasibility of introducing an electronic system of registration and digitalised archives in Tajikistan. The Feasibility Study will also assess the database developed under the EU Project and will provide recommendations on how/if the system can be upgraded or is otherwise complementary. During 2016-2017, when there will be a break in implementation of the EU project, the Project will provide basic IT support to maintain the parameters of the EU system, to ensure that it is not "lost" during this period.

Output 5: Ministry of Justice makes use of new communication strategies to proactively incentivise the population to register their vital acts

Output 5 will be led by the Ministry of Justice, who will take a more proactive stance in reaching out to the population through the development of innovative communication tools and undertaking mass media campaigns to increase the knowledge of the population and encourage them to register their civil acts. The Ministry will develop a coherent, comprehensive and inclusive strategy for communication. The project will provide technical assistance to support the MoJ's work in this direction.

Output 6: Outreach awareness rising campaigns by selected civil society organisations complement the Ministry of Justice communication strategies

To complement the activities being undertaken by the government under Output 5 in incentivising the population to register their civil acts, civil society organisations will be selected to develop their own campaigns to reach the population, including certain vulnerable groups such as women and children, persons with disabilities and minorities. The project will provide support to these CSOs to conduct their campaigns , which will increase public awareness of the population of Tajikistan about the needs and benefits of civil registration. While the government will create its own communication strategy, as detailed under Output 5, civil society will complement the activities of the government, based on their ability to reach the communities and target groups in different regions of the country. The messages of the civil society outreach campaigns will align with the messages of the government's communication strategy so that all messages are coherent.

The table below illustrates the inter-relationship between the goal, the outcomes, outputs and activities. The activities are described in more detail under each thematic area in Chapter 3.

Goal	**Women's, men's and children's human rights (civil, social, political and economic) are better protected by strengthened provision of civil registration services and by increased public access to the system.**				

☐　　　　　　　　☐

Outcomes	**Outcome 1**: The reformed civil registry system of Tajikistan is effectively managed and provides quality and affordable services to the population and qualitative vital statistical data for the State.	**Outcome 2**: The population of Tajikistan know how to and timely have their vital events recorded in the civil registry system

☐　　　　　☐　　　　　☐　　　　　　　　　　☐　　　　　☐

Outputs					
Output 1: Legislative framework for civil registration is compliant with international best practices	**Output 2**: New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats	**Output 3**: Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population	**Output 4**: Civil registration and archiving of data is managed through an electronic system	**Output 5**: Ministry of Justice makes use of new communication strategies to proactively incentivise the population to register their vital acts	**Output 6**: Outreach awareness raising campaigns by selected civil society organisations complement the Ministry of Justice communication strategies

☐　　　　　☐　　　　　☐　　　　☐　　　　　　　　　☐　　　　☐

Activities					
Facilitate legislative analysis process leading to harmonisation of Laws including Registration of Acts of Civil Status", Family Code and other normative acts related	Simplification and standardisation of business processes New organizational structure of State	Capacity needs assessment undertaken Training programme developed and	Feasibility study on introduction of e-system of registration and digitalisation of the archives at both ZAGS and jamoat level Financial forecasting,	Public Relations Strategy is developed and implemented Civil registration awareness campaigns	Capacity mapping of CSOs active in civil registration area

with civil acts registration Review and advise on amendments to Law on Registration of Acts of Civil Status to bring it in line with international best practice Facilitate the creation of an Action Plan and Budget for the ZAGS Reform Programme Support the development of instructions on State Registration of Acts of Civil Status (by-laws, instructions, guidelines) Support the development and drafting of the second phase ZAGS Reform Programme 2019-2023 Provision of support to CSOs/CSOs/CBOs, WWGs in rising awareness among the population	Registration of Acts of Civil Status system is developed Support process of appointment for dedicated officer in each jamoat office Improve communication and coordination mechanisms between all elements of the civil registry system notably ZAGS and jamoats Refurbishment of at least three ZAGS offices and equipping to the new standards during first phase Provision of equipment to jamoat offices Review of existing funding mechanisms of civil registry system	implemented for system employees – both ZAGS and jamoats Training of trainers conducted Training Impact Evaluation undertaken Knowledge, best practice and experience exchange Performance monitoring and evaluation Elaboration and implementation of customer feedback collection mechanism	development, piloting and training for electronic registration and electronic archiving system Support to EU project database for 1 year to maintain the basic parameters of the system during gap in implementation Piloting of Civil acts registration in electronic format, certificate is filled in electronically and issued in a printed form at ZAGS level in pilot offices if feasible Digitalisation of birth, death and marriage civil acts (archives) Creation of information exchange system in e-format for registration bodies Full-scale development of centralised, electronic database containing already digitalized archives and all on-going services, in real time *(subject to outcomes of the feasibility study)* Support to ensure that actions carried out by the consular services are timely updated to the centralized electronic database	conducted through mass and social media at national level with outreach to project areas Innovative solutions and tools developed to promote increased civil registration among the population	Provision of support to CSOs in raising awareness among the population in line with Government's communication strategy

2.2 Impact Hypothesis

The vision of the project is to seek the establishment of a civil acts registration system in Tajikistan, in which every person will be registered and documented, the state will have an exact demographic picture and precise statistics on the civil status of its population. At the same time, the project seeks to establish civil acts registration services, which will be equally accessible to the urban, as well as the rural population, to the poor as well as the rich and to women as well as to men. To achieve this, a strategic intervention and complex action at the legislative and policy, institutional and service level is vital. Thus, the impact hypothesis reads as follows:

Impact hypothesis: If rural and urban men and women have improved access to quality and affordable civil registry services, they will be able to better protect their rights.

In the Republic of Tajikistan, like in the absolute majority of countries, the state provides its citizens with documentation and identification services, which a person can later use for identification purposes in order to benefit from other services, where identification is mandatory. Hence, a proper identification system is directly linked to realizing the citizens' rights and access to public services. The right to an identity, through proper civil registration, is a basic human right.

Besides the direct benefit which citizens experience from a properly functioning identification system, such as access to services and protection of their human rights (civil, social, political and economic), the state itself can realize its benefits in various areas, such as a correct voters' list – one person one voice; public order and crime prevention related to identity theft and crimes committed as a result; misallocation of state budget – as multiple pensions and other benefits are given to the same person as a result of forged documents.

The project will produce a complex mixture of benefits. Some of these can be measured in financial terms – reduced transaction costs, reduced health care costs. Many, however, cannot. For instance, the benefits of improved childhood enrollment in primary school, while real, are primarily social; any economic benefits will probably accrue after the lifespan of the project. Some benefits can be partially quantified; for instance, improvements to law enforcement and the functioning of the judicial system will bring both tangible economic benefits and less tangible (but still very real) social benefits such as an increase in closed cases, faster and fairer resolution of registry-related disputes, and so forth. The anticipated benefits include the following:

- Better health outcomes, especially for children
- Decreased polygamy, underage marriage, and adolescent births
- Greater inclusion of citizens, especially children, in social, legal and economic rights
- Reduced costs to individuals
- Reduced corruption
- Improved law enforcement and justice
- Decrease in the number of Stateless individuals
- Better statistics and better planning for the State

The Project will support the Ministry of Justice in its reform efforts across all 3 levels of the civil registration system - legislative and policy level, institutional level and service delivery level, including population access to the system.

Crosscutting each of the focus areas will be the transversal themes of governance, conflict sensitive project management (CSPM) and gender.

Governance: The significance of civil registration and vital statistics as a foundational tool to facilitate good governance, economic prosperity and the fulfilment of human rights, is being recognized both regionally and internationally. Civil registration is extrinsically linked to the principles of good governance, namely equity, participation, transparency, accountability and the rule of law. A country's

inability to count, and account to, its population holds backs its development, as civil registration is the foundation for building an efficient public administration in a country as well as laying the foundation for good governance, economic prosperity and the fulfilment of human rights. Comprehensive civil registration and vital statistics are crucial for the formulation of successful policies across multiple sectors and a key requisite for sustainable development, efficient resource allocation and accurate monitoring and evaluation.

Civil registration is an integrated information system that primarily generates legal, administrative and statistical information that benefits individuals, households, communities, government institutions and non-governmental, regional and international organizations engaged in various socio-economic and other human development endeavours. It is an 'information system' that generates the flow of individual and aggregate information on a continuous and permanent basis on many aspects of the population of a country. The primary beneficiaries of such a system are citizens and the government machinery – namely, the justice system, human rights organs, public administration services including health and education services, and the National Statistical System. Birth, death, marriage and divorce records are the sources of legal evidentiary documents for individuals in testifying the facts of their occurrence, exact dates and places and related circumstances that are critical in legal and public administration services of governments. In the absence of such evidences, people's rights and privileges enshrined in constitutions and international instruments are eroded, creating loopholes for abuse and exploitation especially for disadvantaged population groups, such as children and women.

By supporting a rights-aligned civil registration system in Tajikistan, the project will promote an inclusive and strong system of accountability, creating interoperability with reliable data to adopt appropriate policies and monitor international goals such as the newly adopted Sustainable Development Goals (SDGs). The interplay between these issues is a complex one, and birth registration is related to the access to and the denial of human rights in multiple ways. From the obvious, such as the fact a birth certificate is itself a human right – the right to identity - to the more complex, such as the fact the absence of a birth certificate exacerbates the invisibility and vulnerability of victims of human trafficking.

The project will support the government of Tajikistan in making the system of civil registration more efficient, through strengthening the legal and policy framework, developing capacities and raising awareness. The improvements in the system of civil registration will lead to more reliable data on the population of Tajikistan, which in turn will lead to improved service delivery and increased protection of human rights, key components of good governance.

The project will provide support to improve the performance of the civil registration system and its officers. Performing institutions, with the capacity to deliver basic public services and to design and implement policies, are critically important to countries' efforts to achieve their development goals. Institutional performance is the foundation of state capacity to function and fulfil its obligations towards its citizens.

Without good governance, human rights cannot be respected and protected in a sustainable manner. The implementation of human rights relies on a conducive and enabling environment. This includes appropriate legal frameworks and institutions as well as political, managerial and administrative processes responsible for responding to the rights and needs of the population. The project will support the government of Tajikistan in its efforts to reform the civil registry system through improvements to the legal framework and developing the capacities of the civil registry offices and officers to implement the revised legislation as well as public awareness-raising on the national and international legal

framework. The project will promote the role of civil society and will create avenues for the public to participate in policymaking through formal institutions and informal consultations. The same records registered once in a person's lifetime will serve the government administration in laying down universal identity and identification systems that will facilitate transactions among and between individuals and service-rendering institutions, including establishing unique identification numbers, processing citizenship, issuing passports, maintaining electoral rolls and managing polling processes and in keeping national security. Birth and death registration records are important sources of information for implementation of health and education programmes.

The project recognises that strengthening civil registration and vital statistics systems requires huge efforts and commitment on the part of the Tajik government and other stakeholders and will take a long time to reach the desired level of completeness and efficiency. The project will support the government in reaching its goal.

Conflict Sensitive Project Management: A conflict sensitive approach will be applied, which is especially relevant in bordering regions and in the North, where there are a larger number of people marrying citizens of neighbouring countries. A conflict sensitive approach will be applied to all activities, in order to understand the context in which the project is working, and in particular to understand any inter-group tensions and divisive issues with a potential for conflict. Through this understanding, the project will act to avoid unintentionally feeding into further division and to maximise the potential contribution to strengthen social cohesion and peace.

Gender: Today's legislative framework in Tajikistan includes but is not limited to the Law of the Republic of Tajikistan on Prevention of Violence in Family (2013), the National Strategy on the Empowerment of Women for 2010-2020 and its Action Plan; the State Programme for the Prevention of Violence in the Family 2014-2023; National Action Plan on the implementation of CEDAW recommendations 2014-2017; and the national Action Plan on implementation of UPR Recommendations 2013-2015. The Recommendations under paragraph 32 requests from the state compulsory birth registration. Despite the improvements in the legislative framework, Tajik women, more than men, find themselves in need to protect their rights and therefore to dispose of essential legal documents. The project will ensure that women and men, and especially most vulnerable groups, have equal opportunities to access civil registration related information and services and that they both benefit from the project interventions. Maximum coordination will be facilitated between civil registration and gender issues and synergies will be identified, to ensure that the project adopts the most effective and holistic approach to its programming. Since the collapse of the Soviet Union, women in Tajikistan have faced both increasing rates of unemployment and the re-assertion and adoption of conservative social norms in regard to acceptable gender roles. As a result, in rural areas in particular, women's employment options outside the home and / or family agriculture plot have been drastically reduced, while the control of husbands and in-laws over women has increased. In this context, promoting protection from domestic violence, non-discrimination and gender equality can be seen as attacks on traditional Tajik society. As stated earlier in the project document, Tajik women, more than men are adversely affected by their lack of civil registry documentation. In order to address these issues, the project will mainstream gender into the project cycle and adopt practices that promote gender equity both with its primary and secondary stakeholders and partners, as well as, within the team. All activities will be developed and conducted in-line with the UNDP Gender Equality Strategy 2014-2017. The project will take specific measures to stimulate their active participation leading to gender responsive civil registry services. Women will be encouraged to participate in all stages of project implementation if necessary with affirmative measures such as training close to home, assisting in organizing childcare facilities among women. Equally men will be in focus to ensure that they have sufficient and correct understanding of legal provisions and rights of both men and women. The project will set quotas for women to ensure that at least 40 per cent of beneficiaries are female. The project will have no authority on selecting the trainees for the training programme, so is unable to set gender related training targets. However, in reality, the ZAGS officers are predominantly female while jamoats tend to be dominated by men. Thus, it is anticipated that 40 per cent of the trainees will be female. With regards to the awareness raising activities under outputs 5 and 6, the

project will ensure that women benefit and that the messages being promoted take consideration of their views. The project will also ensure that any processes supported through the project, for example the customer feedback mechanism, baseline survey, annual surveys and end of project survey duly take into account both men's and women's interests and needs.

Human Rights Based Approach: The project will be people-centred and will adopt a *human rights based approach* to programming. By combining the supply side dynamics through institutional reform of the civil registry system, with the demand side for civil registry reform, the project will work on both up-stream and down-stream activities. Through building up awareness and demand for improved civil registry services, the project will be more effective and will address the real needs of the end users, i.e. the population of Tajikistan.

2.3 Target Groups

The **primary beneficiaries** of this project are:
- **Ministry of Justice of Tajikistan** – the MoJ is the authority responsible for defining and implementing state policy in the field of civil registration. As a result of the reforms, the civil registration system will become stronger and well structured, the legal framework will be comprehensive and tailor-made to available practice, and the practice will be in full compliance with the legal framework. A functioning and accurate civil registry system is the foundation for a modern public administration and will enable the state to have an up to date and accurate voter's list, prevent identity theft crimes, prevent misallocations in the state budget due to unreliable statistics and will enhance the evidence base to influence policy level planning and decision making, including in the resource allocation process.
- **Civil Registration Service Providers** - All 177 ZAGS working in 73 ZAGS offices will be targeted. Through building up their capacities, the service providers of civil registration will be able to provide a more efficient service to the population and will be oriented on the problems solution of the population.
- **The population of Tajikistan**, especially in remote areas of Tajikistan and in particular marginalized people,who are more likely to be undocumented and to face legal problems as a result of this than men. Women, especially in remote areas do not have access to legal education or information and often enter into legal arrangements (e.g. marriage, property) without sufficient understanding of the ramifications of these actions. It is expected that the knowledge of rights of women in particular, but of the population in general will increase and that in turn, their ability to resolve their civil registration issues and thus their wider legal issues will be improved. The reforms to the civil registry system, combined with increased public access to the system will contribute to the better protection of the population's human rights (civil, social, political and economic).

The **secondary beneficiaries** include jamoats and consular offices of Tajikistan. Through improvement of legislation and building up their capacities they will undertake the civil acts registration process in a qualified manner and will comprehensively regulate their relationship with the civil act registration agencies, thereby improving service provision to the population.

Additional beneficiaries include the heads of mahallas and mahalla committees, who will be trained to provide civil registration information and awareness to the population. CSOs will also be beneficiaries of the project and will bolster knowledge and awareness of the population.

The indirect beneficiaries of the project will be the Ministry of Interior, Ministry of Health and Social Care, Ministry of Education, the Agency on Statistics under the President of the Republic of Tajikistan and other state institutions, whose work is related to the system of civil act registration.

The overall beneficiaries of the project will be the population of Tajikistan who, through an improved and efficient system of civil registration and enhanced access to the system will be better able to access and protect their rights.

2.4 Outreach

The Project's **Outcome 1**, *the reformed civil registry system of Tajikistan is effectively managed and provides quality and affordable services to the population and qualitative vital statistical data for the State,* will operate at the national/macro level and will operate countrywide with all 177 staff of the 73 ZAGS offices. In addition, all jamoats (approximately 425) will be targeted as well as heads of mahallas and mahalla committees.

The project will operate countrywide but with a focus on rural and remote, yet populated areas, where it has been identified that the problems related to the civil registry system (both undocumented people and poor service provision) are highest. Three pilot locations will be identified, where the project will operate at the meso level. The project will identify the pilot locations, based on pre-determined criteria such as the number of the population, including the percentage of the population who are undocumented, ease of access to the system, level of service provision, area specific issues (such as the impact of the civil war, border areas, mixed marriages), remoteness, need of services and potential synergies with other UNDP and SDC funded projects. The additional data for the criteria will be gained from the Baseline Survey. Based on the criteria, suitable offices for renovation will be identified in line with modern standards and piloting of interventions, including possibly the digitalisation of the civil acts archives, and an electronic system of civil registration. The pilot locations will represent a diverse sample of geographical areas of Tajikistan and will be tested before they are scaled up nationwide. The project will support the Ministry to reform the system gradually, resulting in improved management of the new business processes efficiently working in the Tajik contextual setting.

Based on the work done during the preparation phase of the project document, including the consultative and informative processes that were undertaken, it is suggested that the pilot locations are Gissar, Rasht and Bobojan Gafurov, however the final selection will be made based on additional data obtained during the Baseline Survey and in joint consultation with the Ministry of Justice. Gissar is recommended as an example of an urban civil registry office. It is located within close proximity to Dushanbe and can be used to raise visibility of the project interventions and can easily be shown to current and prospective donors, as well as to the government for them to potentially scale up the reforms and initiatives in the future. Rasht is recommended as a rural office location, which is facing many issues due to the intensity of the civil war in this area and its proximity to the border. Bobojan Gofurov is recommended, also as a rural and remote location, which due to its proximity to the border faces specific issues in this context in relation to civil registration issues.

The Project's **Outcome 2**, *the population of Tajikistan know how to and timely have their vital events recorded in the civil registry system,* will also operate on a countrywide level. The project will support the Ministry of Justice and the Department of Civil Registration in developing a proactive stance, whereby it reaches out to the population to incentivise them to register their vital acts. This will include, but will not be limited to, the development of a communication strategy and innovative communication tools. In particular, television, as the primary source of information for the Tajik population will be used. The project will explore innovative collaboration and partnerships with media, for example, the BBC World Service Trust who produces "edutainment" features in other countries such as Bangladesh, and the Communication Initiative Network and Partnership,[28] which convenes communication and media for development, social and behavioural change and links the community to share knowledge, connect, debate relevant issues, and critically review each other's work in order to advance effective development action across and between all development priorities.

In addition, other innovative solutions will be developed, such as billboards, open public campaigns, concerts, events in maternity hospitals and dedicated special events, highlighting the simplified registration process and the benefits of timely civil registration. These solutions will be a strong tool to promote further the civil registration of the population.

---

[28] http://www.comminit.com/entertainment-education/category/sites/global/entertainment-education

The Project's mass media campaign is expected to have nationwide coverage through mediums such as television,[29] radio, social media including mobile telephones and newspapers. The project will also work at the local or micro level in the pilot locations and extended areas. Innovative tools and solutions will be developed in order to promote further the civil registration of the population. With greater access to vulnerable and marginalised people and communities, NGOs and CSOs will be supported to develop their own outreach campaigns, which will be aligned with the key messages of the Government's communication strategy.

3. Implementing Strategy

3.1 Intervention Approach
The project will be implemented by UNDP, in partnership with UN Agencies and INGOs, and will assist the Government in improving state services related to civil registration. Only the state can deliver these services. Therefore the project will work within the system and will not create any parallel structures. The main role of the project will be of facilitation and of accompanying the Government and particularly the Ministry of Justice in realising the planned reform of the Civil Registry System. In addition to the technical advisory tasks, the project will assume certain implementation tasks, mostly related to building local knowledge and skills and transferring of good international policies and practices. The project will provide information, capacity development, methodological and thematic advice, institutional development and advocacy support as needed.

The intervention strategy of the project foresees a systemic and integrated approach that combines four processes of civil registry reform that are horizontally and vertically interlinked between community, local and national levels. Each of these processes will be supported by the project through specific interventions. Applying a systematic approach, the project will work with the different actors at different levels, supporting their specific roles in the civil registration set up.

The project strategy seeks to make civil registry institutions and mechanisms more responsive to the populations needs and more functional, by developing capacities among the relevant institutions and stakeholders and by simplifying and standardisation the processes. This will include more refined capacity development approaches and creating strategic partnerships with other institutions, such as the jamoat bodies, the Ministry of Foreign Affairs, Ministry of Health and Social Protection, and the Ministry of Interior.

The project will adopt a human rights based approach and will work on both the supply and demand side of civil registration service provision for balanced capacity development and awareness raising enabling each side to substantively contribute to implementation of the civil registration reform process. Women's participation and meaningful contribution to the policy formulation, implementation and monitoring and decision making for the public service delivery in the area of civil registration are critical in achieving improved services and holding service providers accountable.

Cost-Benefit/Cost-Effectiveness Analysis
A cost-benefit analysis of the Civil Registry System Reform project was undertaken, in-line with SDC's "*How-to-Note, Financial and Economic Analysis of Projects with a focus on Cost Benefit Analysis and Cost Effectiveness Analysis*." The Analysis provides reflections on cost effectiveness and a financial and economic evaluation, including assumptions and calculations based on this Project Document and in particular the log-frame and budget. **The Cost-Benefit Analysis can be found at Annex VII.**

Legislative and Policy Level
At the outset, the project will undertake a comprehensive review of the legislative and policy framework relating to civil registration in Tajikistan, building on the activities and results undertaken as part of the project formulation phase and those conducted as part of the Access to Justice project. This review will be aimed at identifying gaps, inconsistencies and out-dated provisions in the existing legislation. The legislative analysis will cover the legislative framework regulating the Civil Registration system, as well

---

[29] The Access to Justice Project Survey showed that television is the primary source of information for the Tajik population.

as analysis of other legal acts related and/or impacting the civil registration system. As a result of the analysis the existent gaps/inaccuracies in the legislation will be revealed and the identification of those issues will take place, the resolving of which is of great importance to the correct functioning of the civil registration system. The problems faced in practice - citizens' complaints, issues submitted by the registration bodies, etc. will be identified and analysed.

Based on the Legislative Analysis, a package of recommendations will be developed, which will improve the legal base, through eradicating existing gaps and inaccuracies and bringing the legislation into compliance with best practice. The legislative framework will be harmonised and brought into line with modern, international standards and best practices. The recommendations arising from the analysis will also include legislative and practical solutions to the identified problems. The recommendations will provide a list of issues that need to be regulated by primary and secondary legal acts to provide flexible conditions for the implementation of legal changes within the framework of the reform.

The developed recommendations will be presented to the Ministry of Justice. After the recommendations are approved by the Ministry, the project will support the Ministry in the implementation of those recommendations. In the Ministry of Justice a working group will be established, which will be responsible for preparing the drafts of legal acts. In the work of this group will be involved Legal staff, and the legal expertise of the prepared products will be ensured by the project.

Once the amendments to the legislative and policy framework have been enacted, secondary legislation in the form of instruction and guidelines will be developed in order to ensure the proper implementation of the new legislation and facilitate the smooth functioning of the civil registration bodies. The secondary legislation will be made available, through the elaboration of manuals for ZAGS and Jamoats.

The ZAGS Reform Programme 2015-2019 will be analysed with a view to assisting the Ministry of Justice in developing a realistic action plan and corresponding budget. During 2019, the project will support the Ministry of Justice in evaluating the existing ZAGS Reform Programme and in developing a next phase covering the period 2019-2023. The second phase of the project will be revised accordingly so that it aligns with the priorities of the government and the national ZAGS Reform Programme.

CSOs and NGOs will also be supported in strengthening their capacities to advocate and lobby for civil registry reforms and to monitor and evaluate the civil registry reforms being implemented.

Institutional Level
A comprehensive programme of training will be developed for both ZAGS and jamoats. The training will be conducted in cooperation with the Institute for Advanced Legal Education, under the Ministry of Justice. The training will be taught according to modern, interactive pedagogical methods. The existing training programme and curricula of the Institute will be reviewed and the project will work with the Institute to enhance the quality of the current programme, curricula and training materials. "Champions" including those already trained through the on-doing Access to Justice Programme will be trained/engaged as trainers. To the extent possible, existing civil registry officers will be providing the training. This will require in the mid-long term ensuring budgetary support for the Programme with the Ministry of Finance and creating a regional pool of trainers for reducing the long-term costs. In approaching the issue in this way, the Ministry will have a resource of trainers for each region, ensuring prompt and cost-efficient (transportation, secondment, etc.) training of employees. Trainers will be selected from the existing pool of trainers at the Institute for Advanced Legal Education as well as from the central apparatus – employees of the Civil Acts Registration department, responsible for training employees from the Dushanbe and other subordinated offices. At the same time, the project will support the MoJ in initiating projects/proposals related to the sustainability of this action and negotiating with the Ministry of Finance.

Comprehensive, practical training will be provided on all new legislative and policy amendments, including secondary legislation. In addition to specific training projects for the ZAGS and jamoats, joint trainings will be organised at the local level so that participants will have opportunity to discuss

particular issues facing that region and so that the training can be tailored accordingly. Training will be conducted in Dushanbe and in regional centres as well as mobile training, which will be provided in the more remote areas of Tajikistan. It is envisaged that each of the 177 ZAGS will undertake training on an annual basis with additional trainings being provided on an as required basis, for example when new legislation is passed. Ultimately the training programme for ZAGS will include training on how to use the electronic system of civil registration and the digitalised archives, if the feasibility study is positive. This training will be very thorough and comprehensive to ensure correct usage of the electronic databases. While the most intensive training will be conducted after the passing of the legislative and policy amendments and prior to the implementation of the secondary legislation, a permanent, continuous programme of training will be introduced from the start of the project in order to start building capacities while waiting for the legislative and policy changes.

At present jamoats receive trainings approximately every 4-5 years.[30] Through the project jamoat training will be increased during the first phase to once every two years with a view to rolling out a comprehensive system of training in the second phase to provide for jamoat training on an annual basis. If jamoats are to use the electronic system of registration and/or the digitalised archives they also will be trained accordingly.

Impact evaluation questionnaires will be developed for ZAGS and jamoats to assess the impact of the training on the improvement of civil registry services to the population. In the course of this activity the Ministry and the jamoats will be encouraged to develop close cooperation and through this positively affect the current high turnover in jamoats.

During the two phases of project implementation a new organisational structure for the civil registry system will be introduced, which will correspond to the new primary and secondary legislation and policy framework. An assessment of the current organisational structure will be undertaken to identify where gaps exist and where improvements can be made, in particular in terms of communication and coordination mechanisms.

While developing a new organizational structure, special attention will be paid to strengthening the MoJ Civil Registration Department and administering its performance. It is important for the Department to have all the operational tools for the proper management of the civil registration bodies.

The Project will support the development and introduction of effective tools for the exchange of information and documents among the civil registration agencies and other state bodies and will propose relevant recommendations to the Ministry of Justice.

A new system of performance monitoring and evaluation will be created aimed at increasing the efficiency of the civil registry system. User satisfaction surveys will be introduced, which will enable constant improvements of the system based on the experiences of the population. (See further below under service delivery level).

Based on the findings of additional analyses to be undertaken as part of the standardisation and simplification process, possible solutions include pilot ZAGS offices that will be refurbished according to modern standards. This is one of the priorities of the government as detailed in the national ZAGS Reform Programme. If feasible, during the first phase three pilot offices will be refurbished. Support will be provided to the MoJ to develop and establish the most effective and relevant models to improve service delivery to citizens. The major task set is ZAGS branding - it should become a space for realization of consumers' rights in the most efficient manner.

The Pilot offices will be the first modern and different type of service centres, introducing a new standard of public service delivery defined by the MoJ in compliance with internationally recognized standards. They will serve as a specific measurement prior to scaling up in other parts of the country. The

---

[30] Data provided by the Institute for Advanced Legal Training and validated during the regional workshops and focus group discussions.

development and successful implementation of a Pilot ZAGS Office Concept Paper, describing the business processes, office design, HR issues, IT infrastructure, equipment requirements etc., will enable the MoJ to make evidence based decisions on the replication/introduction of this model in other regions country wide. Analysis of the implementation results will help to come up with ideas for the further improvement of the concept.

In addition, necessary equipment will be provided to ZAGS and partially jamoats offices to enable them to function in accordance with their requirements and to improve the efficiencies of service provision to the population. The Capacity Mapping of the ZAGS undertaken during the project formulation phase and the Jamoats Capacity Mapping undertaken as part of the EU project will be used as a basis for developing cost estimations and identifying the exact number of Jamoats to be covered during Phase I.

Creation of a unified, centralized civil acts database (hereinafter civil acts database) will be a significant step towards developing the country's identification system and protecting, as well as realising human rights, streamlining and increasing the population's access to public services. An electronic system of civil registration and an electronic archive are envisaged in the national ZAGS Reform Programme. A Civil acts database creation can be viewed as comprising of two distinct but essential components: exporting the existing paper based civil acts into electronic format (includes document scanning, as well as inserting data from documents in the electronic database) and shifting to electronic processes (including a detailed analysis of how the processes are and how they should be). Its impact can be observed at different levels: (i) Simplified and expedited services, removal of territorial restrictions, thus enabling people's access to services from their desired location, eliminated queues and reduced number of required documents; (ii) Reduced corruption; (iii) Higher trust in the state issued documents by eliminating duplications in civil acts, errors during registration and issuance of certificates, and reduction of the document forgery risks.

Such a database is a rather resource intensive task and therefore, a feasibility study and a thorough cost-benefit analysis will be carried out prior to the final decision on its implementation. The analysis will also encompass the software developed within the EU project, to assess possible collaboration for the efficiency. Further activities will depend on the outcome of the feasibility study.

If the creation of an electronic database is found unfeasible, then further improvements will be made to the paper-based system, amending the project document accordingly.

Financial forecasting will also be undertaken in respect of a digitalised archive; as a guide to possible financial costs: according to the 2013 estimates, there are approximately 35,500,000 archives in Tajikistan[31] and digitalising 13,000,000 archives in Moldova cost US$1.5m, with an additional US$8 per book (each with 200-300 entries) to restore the entries. The project envisages acquisition of some equipment.

Through the civil registration software, which shall enable further development and be compatible with the digitalisation software, the following actions become possible: filing an application, generating and printing certificates, editing a registered civil act, importing data from one civil act to another and maintaining a valid registry. As employees will have to adapt to the new software a ToT will be carried out for the resource efficiency at the initial and in the full rollout stage.

It has to be noted, that the electronic software developed within the EU project would be functional by May 2016. By then the project will end and from the information available, the EU may start a new phase only in 2017. It is unknown when the software and Datacentre transfer to the respective government body is planned. Thus, to keep the software running in 2016-2017, the Civil Registry Reform Project will ensure the system support for one year, through maintenance of basic IT parameters.

The project will also create an information exchange system in e-format for all registration bodies, including the consular services and equip them with relevant capacity.

It is essential, that consular services are informed in a timely manner about the planned and realized changes in the civil registration system (as consular services are delegated with the civil registration outside the country); for this, it is important to organise for them at least once a year, a joint meeting with the representatives of the civil registration department, and on the other side to establish an effective coordination mechanism for information and document sharing between the consular service and civil acts registration offices.

To support this, the first phase envisages the facilitation of active communication and discussion, among others on the possibility of the trainings for the consular service, between the Ministry of Justice and the Ministry of Foreign Affairs. It is expected that for the second phase joint planning of activities, as well as active cooperation will be possible.

Service Delivery Level
During the initial phase of the project implementation, a review of the business processes at the ZAGS and jamoat level will be undertaken. The review will include legislation, as provided in the legislation and policy level reform in this document to the extent that it impacts on business processes. The review will result in a set of recommendations that if adopted will lead to the simplification and standardisation of business processes. This will make the system of civil registration more efficient and more predictable for the population. In addition, it will support the introduction of a unified practice in the civil registration field.

Research and analysis will be undertaken on best practices and international standards for civil registration services based on successful experiences in the region.

For the simplification of the civil registration processes, it is significant to make the analysis of the working process and planning-implementation of relevant changes in the ZAGS offices. A new working model will be developed and it will serve as the basis for separating the function of documentary admission-issuance from the function of decision making/registration. In the administrative-territorial units where ZAGS are located in relevant buildings, the working process shall be moved from the offices to the counters. This approach will make the function of the registration body transparent, resolve the problem of queues and simplify the working process.

As part of the efforts to monitor and evaluate the impact of the civil registry reforms and the project activities, a customer feedback collection mechanism will be elaborated and implemented. The mechanism will be implemented in all ZAGS and jamoat offices and will produce data that can be analysed to see the effects of the reform in terms of improvements in services for the population. The data will also be used as a means of continual improvement to the system. An effective monitoring and evaluation system will overtime ensure that the civil registry offices and jamoats continuously reach the standards of best practice and that services and constantly improved and updated as necessary.

A system of performance monitoring and evaluation will be developed for both ZAGS and jamoats and embedded in the MoJ monitoring and evaluation system, so that the Ministry has capacity to carry out actions in this direction with the civil registration system and so that the MoJ can develop analytical skills within the civil registry system. This will measure the performance of individual officers as well as offices, districts and regions. The system will act as an incentive for civil registry employees as it will include an incentive scheme whereby the most productive officers and offices are rewarded in some way. Research will be undertaken on existing incentive schemes and a model will be developed accordingly.

As envisaged in the ZAGS Development Programme, the project will assist the process of capacity building of the newly appointed civil registry officer in each of the 440 jamoat offices. This will include through development of standardised recruitment criteria and procedures, the provision of training and other capacity building efforts as required.

Improved communication and coordination mechanisms between all elements of the civil registry system, initially ZAGS and jamoats will be created. Initially this will be through the creation of specific

tools to assist the officers in their day-to-day communication and coordination requirements. Ultimately, an information exchange system in e-format, as mentioned above, will be developed, tested, refined and implemented.

Population Access Level

The population access level will build awareness among the population of Tajikistan, on their rights and responsibilities relating to civil registration issues. It will support legal literacy, advocacy and awareness raising for the population, in particular women and children, persons with disabilities and other minorities. Generally, awareness is critical to securing access to rights. Since people can only claim their rights when they know and understand them, lack of knowledge around the legal protection of rights clearly requires attention. Legal literacy and awareness of rights is crucial to empower the population, to claim their rights in relation to civil registration. Awareness does not mean that the population must have specific knowledge of all of their rights under the law, but rather that they are able to recognise situations where they may have rights accessible through civil registration and know when and how they should seek further assistance, and from whom.

Legal learning and information dissemination campaigns on civil registration rights and procedures, including how to register civil acts and how to access their rights, and on available services will be carried out by the Ministry of Justice. Information will be shared and disseminated in ways innovatively designed to reach people across local communities. Other development partners are carrying out projects that include valuable legal awareness activities. During Project implementation, the work of partners will be taken into account and, where it is likely to enhance results, collaboration with these partners will be explored. A communications strategy will be supported, with clear targets for dissemination in writing and through other media innovations, in order to reach the population of Tajikistan. The Project will support the publication of accessible materials to be distributed, *inter alia*, through civil registry offices, jamoats, mahalla committees, women's groups, the media and other institutions and organisations as appropriate.

Civil registration awareness campaigns will be frequently conducted through mass and social media at the national level and with specific outreach to project areas. In particular, television, as the primary source of information for the Tajik population will be used.

Key messages will be identified and shared with the population through innovative means, such as those detailed above, in order to raise the population's awareness not just of the importance of civil registration, but also concerning the process of registration and the rights and services that they will have access to once in receipt of their proper documentation. The awareness campaigns will also inform the population about the on-going reforms in the civil registry system and how these will improve the civil registry service for the population making it more efficient and cost effective.

In addition, other innovative solutions will be developed, such as billboards, open public campaigns, concerts, events in maternity hospitals and dedicated special events, highlighting the simplified registration process and the benefits of timely civil registration. These solutions will be a strong tool to promote further the civil registration of the population.

Complementary to the awareness raising activities conducted by the Ministry of Justice, selected CSOs and (I)NGOs will conduct their own activities. For example, roundtables, workshops and trainings will be conducted with jamoats, heads of mahallas and mahalla committees as well as local and national NGOs and CSOs working in the area of civil registration reform. Their capacities will be raised to enable them to provide concrete information to the population on all aspects of civil registration and to encourage the population to register their civil acts.

These activities will increase the knowledge and awareness of the population on issues relating to civil registration, including their rights and responsibilities in this context, which will sensitise them to the issues and will contribute to changes in attitudes and ultimately to increasing the level of civil registration among the population, who will gain greater access to their rights.

3.2 Partners

The driving force behind the Civil Registry System reforms in Tajikistan is the Ministry of Justice. It has demonstrated a large degree of commitment to reforming the civil registry system, which is evident not just in the adoption of the National Reform Programme but also through establishing a quarterly stakeholder coordination meeting on civil registration and in all meetings and consultations held as part of the project formulation phase. This commitment was reiterated during the National Validation Workshop. Its key role will be to ensure institutionalization and sustainability of the results and maintain necessary policy coordination with other relevant stakeholders. It is envisaged that the Ministry of Justice will be the main partner to the project together with the Department of Civil Registration and local civil registry offices and jamoats responsible for the registration of civil status acts. With strong commitment from the Deputy Minister and additional capacities among the Department staff, it is anticipated that any shortcoming in capacities within the Department of Civil Registration will be overcome and will not impact on the project implementation.

UNDP is the project implementing partner, as a partner with strong and recognized positioning is needed to act as counterpart and advisor to high governmental levels. In Tajikistan, UNDP has been a partner of choice by the Government in supporting reforms, advancing transformative policies and capacitating institutions to address rule of law and access to justice issues for many years. During the implementation of the on-going Access to Justice Project, UNDP also established a good partnership with the Ministry of Justice, including the civil registry institutions, through carrying out legal trainings for the civil registry/notary officers, and conducting the Functional review of the civil registry/notary systems. The project will create linkages and synergies and will substantively build on the results, experiences and lessons learned from the Access to Justice (A2J) Project, currently being implemented by UNDP in partnership with Helvetas, with the support of SDC.[32] The Policy Dialogue Platform created through the Access to Justice Project and the Rule of Law and Access to Justice Working Group of the Donor's Coordination Council will be used as platforms for improving the legislative and policy framework related to civil registration reform. Furthermore, UNDP disposes of regional experience and expertise in implementing other civil registration related projects in Georgia, Azerbaijan and Armenia. For the implementation of the project at the local level, UNDP will acquire local/international expertise, for example local NGOs already providing services in the framework of the Access to Justice Project. Helvetas Swiss Intercooperation will also be a partner in the context of conducting the complementary awareness raising activities based on their extensive knowledge and experience of conducting awareness raising campaigns on rule of law and access to justice issues in Tajikistan. Also, synergies with the other SDC funded projects in the Rule of Law and Health sectors will be used for achieving the planned objectives.

There is no general population registry in Tajikistan. Although initial discussions have taken place regarding the creation of a population registry and the introduction of individual identification numbers, this is not envisaged in the short to medium term reform strategies of the Government of Tajikistan. Population related data originates from the civil registry system or the health sector, which collects data on births and deaths. The reform of the civil registry system is envisaged as being the first step in strengthening systems of generating population related data. In this context, secondary partnerships will be established with relevant state institutions including the Agency on Statistics under the President of the Republic of Tajikistan and the Ministry of Health and Social Protection, both of whom have already shown considerable interest in cooperating with the project, for the harmonisation of civil registration and vital statistics data and improved coordination and information sharing. The interest of the Ministry of Foreign Affairs and the Ministry of Interior is unknown due to their limited participation in the consultation process during the design of the project. However, partnerships should be established with these institutions in view of their roles in providing civil registry services through the consular system and in issuing passports respectively. Partnerships with the Committee of Women and Family Affairs

---

[32] Activities undertaken by the A2J project with respect of civil registration have included capacity building for ZAGS and jamoats, an Assessment of the Level of Provision of Legal and Information Services to the Population, especially women, by Jamoats, Registry and Notary's Offices and a Functional Review of the Office of Civil Status Registration and Notary Service. A significant proportion of the beneficiaries of the legal aid component of the project are seeking assistance with issues related to civil registration. The request from the Ministry of Justice for assistance in the implementation of the National Programme stemmed from these above activities conducted as part of the Access to Justice Project.

and its subordinated structures will also be sought in implementation of interventions specifically focusing on women.

A partnership with the Institute for Advanced Legal Education will be developed as the main provider of training for ZAGS and jamoats and strong interest and will has been demonstrated in this regard. The capacities of the Institute are limited in terms of human and financial resources and support will be provided in this regard through train the trainers, curricula development and production of supporting course materials.

In addition, the project will seek to build on the results of an EU funded initiative, designed to assist the Ministry of Health and Social Protection of the Population in improving its health statistics. The assistance provided to the Ministry of Justice as part of this project is covering the partial introduction of the electronic registration system in the civil registry, and not targeting the civil registration reform as such, however linkages and synergies will be created wherever possible. The initial analysis indicates that the database developed through the EU initiative may be useful in the early stages of the project in terms of registering civil acts electronically but in the long-term there are potential shortcomings of the database, which suggest that the database may not be suitable as a long-term solution. These include the lack of network connectivity and the absence of an option to print electronic certificates. However, the Feasibility Study of the e-system will include an analysis of the EU Database and will try to identify possible areas for collaboration as a way of avoiding duplication and maximising efficiency and cost effectiveness. The software developed in the framework of the EU Project will facilitate the establishment of the civil registration archives and enable to foresee the gaps that may arise during the electronization of the civil acts registration. If the software has sufficient capacities, it may be further developed within the framework of the project. For example, by adding the modules such as - filling the application form in the civil acts registration electronically and printing the certificate out based on the registered act. This will simplify the working process and the service itself.

Additional partnerships will be sought with development partners, including but not limited to UN Agencies, INGOs and NGOs that are active in civil registration, based on their comparative advantages and strengths and the contribution they can make towards furthering the goals of the project, in the context of their on-going work related to civil registration and how these can be linked to the project and furthering the project goals. Attention will be paid to avoid duplication and to provide complementarities where possible. For example, the project will seek to "piggyback" on other surveys that are being undertaken such as the Civil Registration and Vital Statistics Assessment Survey, which will be conducted by WHO during late 2015 or 2016. A partnership will be created with UNFPA who already have established relationships with the Agency on Statistics under the President of the Republic of Tajikistan and have access to the jamoats. Partnerships will also be created with UN Women to provide gender expertise in legal review and capacity building efforts, plus to support civic awareness activities. Based on the outcomes of the baseline survey and feasibility studies envisaged under the project, partnerships will be sought with other UN Agencies and partners, if their work on civil registration is relevant to achieving the goals of the project. These partnerships will seek to build on existing relationships thereby ensuring a most cost effective approach to the project implementation.

The project will also work closely with civil society organisations, in particular through creating participatory processes for legislative and policy reforms and in raising the awareness of the population at the local level.

3.3 Sustainability
The project has been designed in close coordination with the Ministry of Justice and other stakeholders with all findings and recommendations having been validated prior to the project formulation and drafting phase. The project has been designed, according to a best-researched, evidence-based approach, within the context of the National ZAGS Reform Programme and is in line with national development priorities. Thus the government support to the project and political will in terms of its success and sustainability is high from the outset. In this context, in terms of the sustainability of the Project as

measured through ownership on the part of the partners, there is reason to believe that the Project's interventions will be sustainable. The development of an electronic system of registration, communication, archiving, tools for monitoring and evaluation and other similar activities will be piloted and tested prior to being implemented at the national level. They will be informed by thorough feasibility studies, cost-benefit analyses, financial forecasting and other similar processes to ensure that they are developed in accordance with, and respond to, the real needs of the system and system providers. Through testing models, which will allow for the refinement and adjusting based on initial results and lessons learned, the systems will not be introduced at the national level until they are designed correctly for purpose and there is guarantee from the Government of Tajikistan on maintenance of the systems. In this way the ownership and sustainability of the intervention will be secured.

On the demand side, under outputs 5 and 6, the Project will work to generate robust public demand for sustainable civil registry services. Successful reform results will be publicized to further raise awareness of the population and to increase their demand for improved civil registry services.

In making the Project demand-driven as well as responsive to the local context, the Project will capitalise and build on systems and mechanisms that already function, such as the mahalla committees, women's watch groups (WWGs) and legal aid centres, which will increase potential sustainability. The Project has also been designed on the basis of lessons learned and experience gained through existing initiatives currently being implemented by UNDP and SDC. Activities will be calibrated, taking into account national capabilities for policy and project implementation to create conditions for context-specific innovations and solutions to emerge, which can be shared and scaled up, all increasing to the sustainability of the project interventions.

Specifically the sustainability of the activities of the project will be ensures as follows:

(i) **Legislative and Policy Level**
The project will provide support in terms of making recommendations for the legislative and policy level changes required to bring the civil registry system in Tajikistan in line with international best practices[34]. The project will lobby the government to adopt these changes and will then provide support to their implementation. By adopting and implementing the necessary changes the civil registry system in Tajikistan will be strengthened and thus able to provide improved civil registry services to the population. Through adoption and implementation of legislative and policy changes and amendments the sustainability of these activities will be ensured. UNDP and the project will work closely with the Ministry of Justice and Ministry of Finance to facilitate the gradual takeover of the essential costs of civil registration to ensure the sustainability of the project's activities.

(ii) **Institutional Level**
The project will provide considerable support to the capacity development of ZAGS and jamoats. Throughout the project duration, UNDP and SDC will lobby the government to include the developed training programme in the state budget, thus ensuring its sustainability. The activities will be further sustained by the creation of a network of trainers who will be able to deliver targeted and relevant trainings and through the development of content specific curricula and course materials, which will be used after the project ceases to support these activities.

Three pilot offices during the first phase of project implementation will be refurbished and will become model offices, equipped to modern standards. These activities correspond to the priorities of the Ministry of Justice in the National ZAGS Reform Programme, and the

---

[34] According to Article 18 part 3 of the Law of the Republic of Tajikistan "on Civil Registry" reference #188 as of 29.06.2006, amended by reference #733 as of 28.06.2011, a birth certificate confirming the birth of a child, can be issued at the Registry of Civil Status (ZAGS) when parents (or one parent) present their ID documents along with a copy of his or her birth notification (a certificate issued by medical facilities). The couple could face difficulty in registering the birth of their child if either parent would have no ID documents. The issue of statelessness could affect the next generation (UNHCR).

project will advocate for state funds to be allocated for the refurbishment of the remaining offices during both phases of project implementation, which correspond to the current and prospective phases of the ZAGS Reform Programme.

The creation of an electronic system of registration and the digitalisation of the archives will be carefully considered prior to the development of the systems. Thorough feasibility studies will be undertaken alongside cost-benefit analyses and financial forecasting. Initially pilot models of each system will be developed, which will be tested at the pilot locations. This will provide an opportunity for testing the systems and resolving any issues prior to the rollout of the systems at the national level. The systems will be developed based on the real needs of the ZAGS (and jamoats should the system be extended at this level) and will be developed in close cooperation and coordination will all stakeholders and in particular the Ministry of Justice, the Department of Civil Registration and the service providers themselves, as well as being based on examples of good practice from other similar countries, such as Moldova and Georgia, and the already existing database created through the EU project. Only when the systems have been fine tuned and suitably refined will they be rolled out at the national level during the second phase of the project. The databases will become the responsibility of the Ministry of Justice/Department of Civil Registration and all users will be adequately trained on usage of the systems as well as practical user manuals being prepared for both systems. This thorough, considered approach will ensure the sustainability of the activities. These activities also correspond to the priorities of the government as reflected in the national ZAGS Reform Programme.

(iii) Service Delivery Level

The standardisation of business processes will be introduced and implemented throughout the system with the support of the project, based on a thorough analysis of the system with a view to its simplification and standardisation. The recommendations, once absorbed into the system and implemented correctly will thus be sustainable.

Based on the outcomes of the feasibility studies envisaged under this project, the most feasible models of service delivery will be identified and piloted. Only when the pilots will prove to function efficiently and effectively, it be rolled out at the national level by the State, with support from the project.

The project will support the creation of a mechanism for performance monitoring and evaluation, which will provide incentives to civil registry offices and officers and will seek to constantly improve and upgrade the services being provided to the population. The mechanism will be used by the Department of Civil Registration under the Ministry of Justice both during the lifespan of the project and thereafter, thus ensuring the sustainability of the project. By becoming embedded in the institution of civil registry the sustainability can be ensured.

The project will support the appointment of a dedicated civil registry officer at each jamoat office, through the development of standardised recruitment criteria and procedures and the provision of training and capacity development. These criteria and procedures will be based on best practice and adopted by the Ministry of justice, thus becoming absorbed into the system and ensuring their sustainability.

Tools will be created to improve the communication and coordination mechanisms between all elements of the civil registry system, which will ultimately be transformed into an electronic information exchange system, if feasible. The system will be created in cooperation with the Ministry of Justice and ultimately handed over to it, to ensure its sustainability.

(iv) Public Access

In order to keep the public informed of the reform process, it is essential to have information desks and brochures at the registration offices, which will inform the population on the importance of civil act registration, required documents, fees, etc. on a regular base. In the rural and particularly vulnerable areas, the role of mahallas, jamoats and CSOs is important and also helps in terms of efficiency, as they have better and readily available access at the grass roots level. Therefore, civil registration bodies will actively cooperate with the grass roots leaders, CBOs and CSOs by informing them about the importance of timely registration and procedures. This cooperation will be mutually beneficial, since efficient implementation of awareness raising activities and civil registration reform in general, will enable local leaders and CSOs to pursue their activities in a comprehensive manner and at the same time preserve established traditions so respected in the region. The project will lead to the institutionalization of this cooperation and set it up as an instrument ensuring further sustainability. In addition, joint activities will be planned to foster and promote this efficient cooperation population wide.

Impact evaluations will be undertaken of the public awareness and mass media campaigns that are undertaken as part of the project to assess whether the messages are reaching the target audiences and to gauge the impact that they have had in terms of increasing the awareness of the population about the civil registry system. The results of the impact evaluations will allow for the improvement of future campaigns and development of methods to confirm that the messages are on track.

Raising awareness of the population about their rights and responsibilities and the needs and benefits of civil registration will help to reinforce the activities of the project and of the civil registration reform process, thus leading to greater sustainability of the project interventions.

Exit Strategy

As mentioned in preceding sections, the project efforts will be focused on making the existing system of civil registration more efficient and responsive to the needs of the population. This will require the project to design and deliver comprehensive capacity building packages covering (a) legislation and policy, (b) institutional and (c) service delivery levels. As such, the project focus will be on strengthening the existing systems, institutions and mechanism already in place. This will ensure ownership and leadership of the reform process by Ministry of Justice, including the Department of Civil Registration.

During the second phase of the project a more detailed exit strategy will be developed in accordance with the project results achieved and the context of Tajikistan at that time.
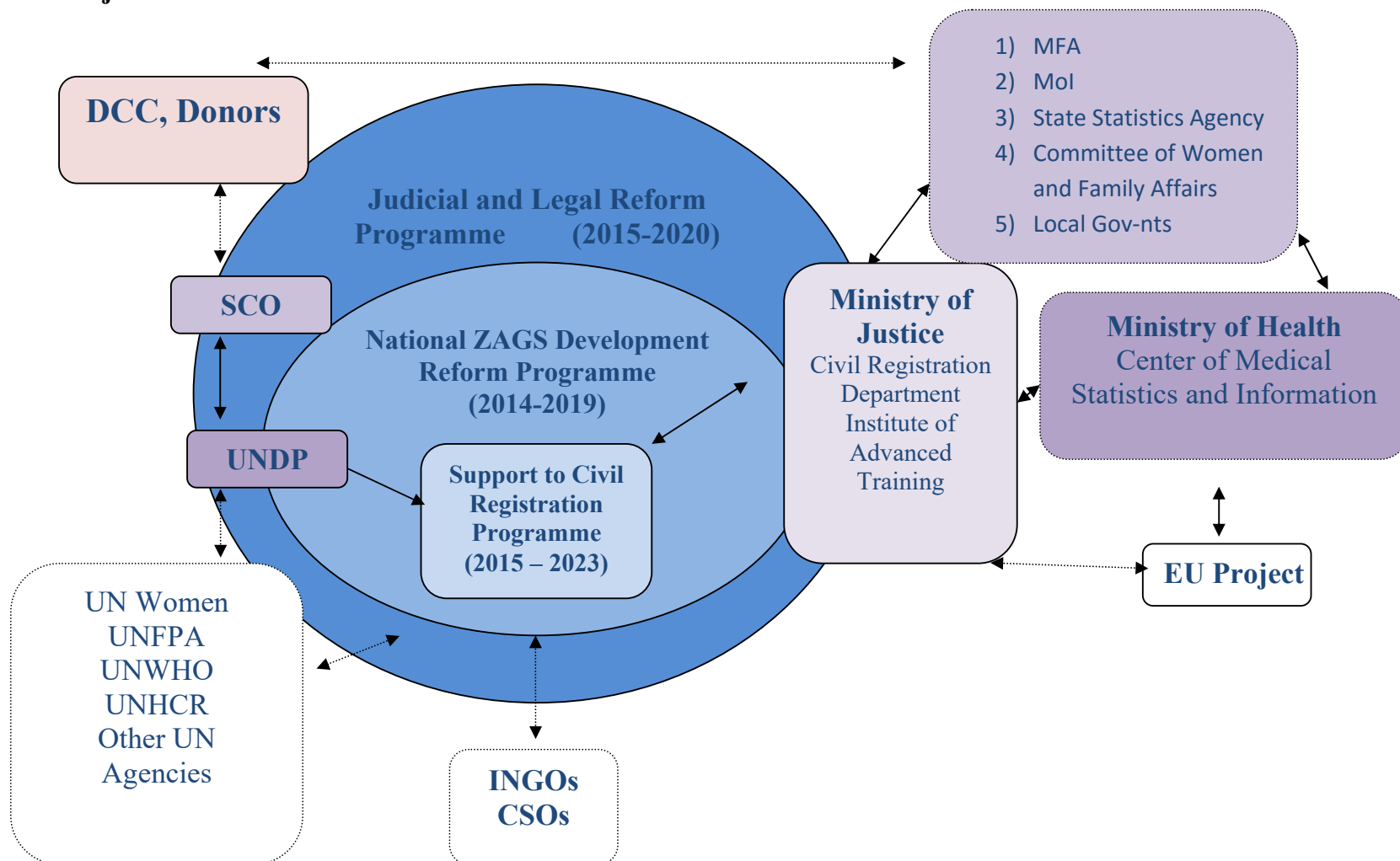
4. Organisation, Management and Administration

The Project is embedded in the National ZAGS Reform Programme 2014-2019, which is part of the Government of Tajikistan's wider reform efforts, encapsulated in the National Legal and Judicial Reform Programme 2015-2020.

In order to further the goals of the project, the project will create partnerships, synergies and linkages with other stakeholders, including relevant government institutions, international organisations and UN Agencies, donors and INGOs and NGOs/CSOs, as described above under 3.2.

Please see the diagram below, which provides an illustration of the project positioning in relation to other stakeholders and donors.

'Support to Civil Registration Reform in Tajikistan'
Project Environment

DCC, Donors

Judicial and Legal Reform
Programme   (2015-2020)

1) MFA
2) MoI
3) State Statistics Agency
4) Committee of Women
    and Family Affairs
5) Local Gov-nts

SCO

National ZAGS Development
Reform Programme
(2014-2019)

Ministry of
Justice
Civil Registration
Department
Institute of
Advanced
Training

Ministry of Health
Center of Medical
Statistics and Information

UNDP

Support to Civil
Registration
Programme
(2015 – 2023)

EU Project

UN Women
UNFPA
UNWHO
UNHCR
Other UN
Agencies

INGOs
CSOs

Project Duration and budget
The project will be implemented in 2 phases of 4 years duration each. The first phase will be implemented from January 2016 - December 2019 and the second phase from January 2019 - December 2023.

SDC is planning to sign a cost-sharing agreement with UNDP and to start its contribution in 2015. The overall planned SDC budget is of **CHF 8 (eight) million** for both phases of the project (CHF 4 million/phase). The proposed budget is included into the current Rule of Law domain financial planning of the Swiss Cooperation Office in Tajikistan.

UNDP will invest own funding of approximately **US$ 2 (two) million** for both phases and commits to work on leveraging additional funding. UNDP has already committed funds in developing the project proposal and undertaking the consultative and informative processes necessary to inform the development of the project document. As detailed in the intervention strategy, the project will include both soft and hard components; the financial size of the latter (mainly IT hardware) will be detailed upon the assessments planned in the first year of implementation.
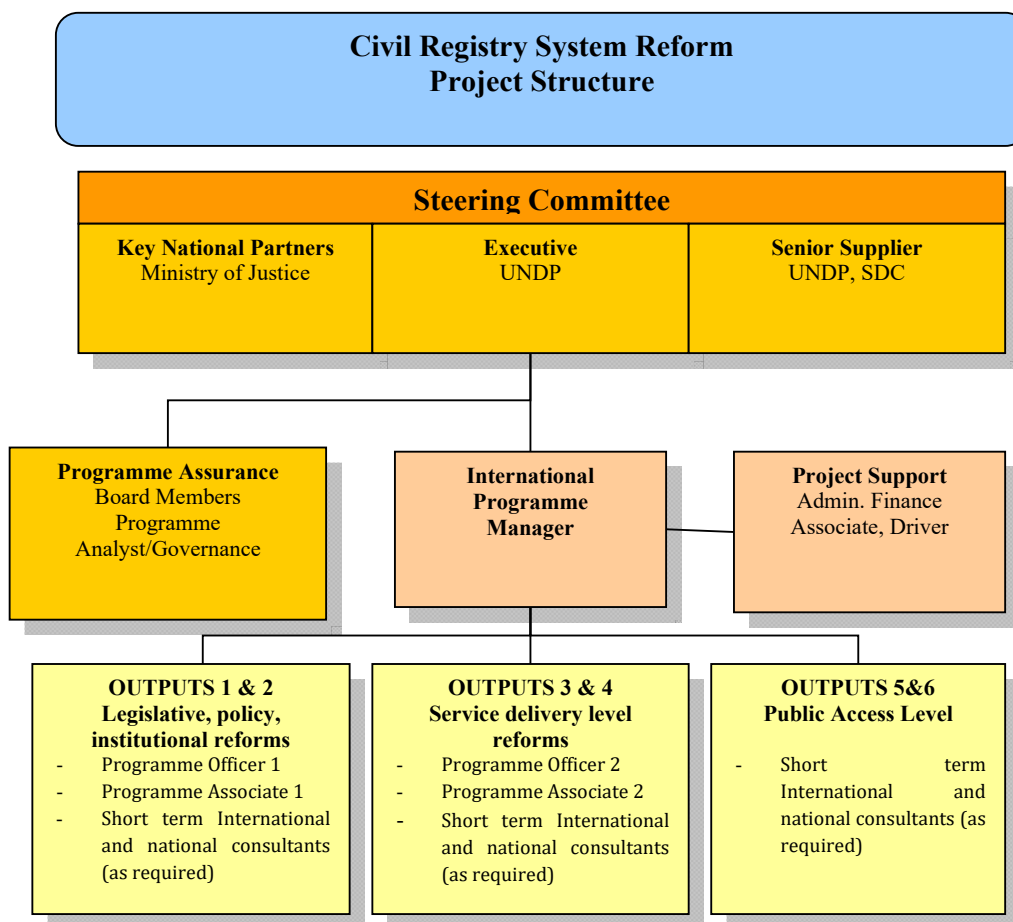
Although the Project Document covers two phases of the project, the initial allocation from SDC will cover Phase I only and will total **CHF 4 million** (US$ 4,214,963 according to UN Official Rate of Exchange as of June 2015). Accordingly, UNDP contribution will cover the same period (Phase I) and will total **US$ 1 024 826 million.** For detailed budget breakdown, please see enclosed Annex III.

Accordingly the agreements with partners will be made to meet Phase I objectives. Agreements to be signed with each partner, including UN Agencies, EU project will have a sub-logical framework reflecting clearly the contribution of the partners to specific project outcomes and outputs.

4.1 Management Arrangements
The Civil Registry System Reform Project has been designed to support the Ministry of Justice of the Republic of Tajikistan with the implementation of the National ZAGS Reform Programme. As such, the Ministry of Justice is in charge of the reforms, including its implementation, while the Project will have the role of facilitation. The project will be implemented in accordance with the Direct Implementation Modality (DIM). UNDP through the International Programme Manager will be responsible for the overall management, backstopping and monitoring of the project in line with UNDP's Programme and Operational Policies and Procedures. The project will be based at the Department of Civil Registration within the Ministry of Justice and will be implemented as per the Project Organisation Structure below.

Civil Registry System Reform Project Structure

Steering Committee

Key National Partners	Executive	Senior Supplier
Ministry of Justice	UNDP	UNDP, SDC

Programme Assurance
Board Members
Programme
Analyst/Governance

International Programme Manager

Project Support
Admin. Finance
Associate, Driver

OUTPUTS 1 & 2
Legislative, policy, institutional reforms
- Programme Officer 1
- Programme Associate 1
- Short term International and national consultants (as required)

OUTPUTS 3 & 4
Service delivery level reforms
- Programme Officer 2
- Programme Associate 2
- Short term International and national consultants (as required)

OUTPUTS 5&6
Public Access Level
- Short term International and national consultants (as required)

The Project will be directed by the Project Steering Committee. The Steering Committee for the project will be responsible for making consensus based management decisions for the project when guidance is required, including recommendations for UNDP/Implementing Partner approval of Project work plans and revisions. In order to ensure UNDP's ultimate accountability, Project Steering Committee decisions should be made in accordance with corporate UNDP standards that shall ensure best value to money, fairness, integrity, transparency and effective international competition. In case consensus cannot be reached, final decision shall rest with the UNDP Tajikistan Country Director.

The **Steering Committee** will:

- Provide overall leadership, guidance and direction in successful delivery of outputs and their contribution to outcomes under the Project;
- Be responsible for making strategic decisions by consensus, including the approval of substantive revisions of the Project, i.e., changes in the Project document;
- Approve annual work plans, annual reviews, and other reports as needed;
- Meet at least twice per year - either in person or virtually- to critically review Project implementation, management risks, and other relevant issues;
- Address any relevant programming issues as raised by the project;
- Provide guidance on new Project risks and agree on effective and feasible countermeasures and management actions to address specific risks.

The Project will be managed by an **International Programme Manager**, who has the authority to run the project at the strategic level. The Programme Manager is responsible for the overall management and

decision-making for the Project. The Programme Manager's primary responsibility is to ensure that the project delivers the results (outputs) specified in the Project document for the population of Tajikistan, to the required standard of quality and within the specified timelines and cost. The Programme Manager will be responsible for the overall management and oversight as well as for providing substantive advice to the project (see below).

Project Quality Assurance is the responsibility of each Project Steering Committee member as well as the CO and the UNDP Istanbul Regional Hub (UNDP IRH), which will also play this role to support the Steering Committee by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate Project management milestones are managed and completed.

The **Project Support** role provides project administration, management and technical support to the project as required. Project Support and Project Assurance roles will be kept separate in order to maintain the independence and thus the effectiveness of Project Assurance. The project support staff will include, but not be limited to an administrative and finance assistant and project driver.

The following are some of the items that will regularly checked by the Project Assurance throughout the Project as one means of ensuring that it remains relevant, follows approved plans and meets the planned targets with quality.

- Maintenance of engagement and collaboration throughout the Project between the members of the Project Steering Committee;
- Beneficiary needs and expectations are being met or managed;
- Risks are being controlled;
- Project continues to reinforce and add value to the United Nations Development Assistance Framework, overall CO access to justice and rule of law portfolio and initiatives of other members of the Country Team such as UNICEF, UNFPA, UN Women and UNHCR in Tajikistan;
- The right people are being involved in Project activities;
- Acceptable solutions to implementation obstacles are being developed; and
- The project remains viable;
- Internal and external communications are working;
- UNDP rules and regulations are being observed;
- Any legislative constraints regarding the running of the Project are observed;
- Adherence to UNDP corporate results-based monitoring and reporting requirements and standards;
- Quality management procedures are properly followed; and
- Project Steering Committee's decisions are followed up, and Project revisions are dealt with fully in line with required UNDP procedures.

4.2 Key Project Staff

The project team will be located in the Ministry of Justice/Department of Civil Registration in line with UNDP procedures. The staff will be recruited through an open competition in conjunction with the Ministry of Justice/Department of Civil Registration. The team will be responsible for the development and implementation of work plans, organising trainings and the appointment of experts as required. The key project staff include:

International Programme Manager

An International Programme Manager will have the dual function of being responsible for the overall management of the project as well as for providing substantive knowledge and capacity development expertise (years 1-3). S/he will be responsible for guiding the overall leadership of the Project activities, ensuring that they are consistent with the signed Project Document and approved Annual Work Plans. The Programme Manager will lead the Project Team through planning and implementing and managing the delivery of activities approved in the Project document and annual work plans. The Programme Manager will also facilitate anchoring the Project experience with policy implications within the government system to smooth the process of policy response and facilitate cooperation required with other Ministries and Government Departments for effective Project implementation. The Programme Manager will be a specialist in Project management as well as civil registry system reforms and overall management of justice reform projects and programmes, and will guide the technical assistance team in line with the expected deliverables agreed with the Ministry of Justice. The Programme Manager is the lead expert on civil registration and is a specialist on international standards and comparative experiences relating to the legal and policy framework for civil registry systems as well as the effective and efficient provision of civil registration services. The Programme Manager will maximise efforts to achieve the expected project results by providing strategic guidance, policy advice and technical assistance for the implementation of activities.

Programme Officer - Legislative, Policy, Institutional Framework

The national Programme Officer – Legislative, Policy and institutional framework (years 1-4) is responsible for the provision of expertise on the legislative and policy environment in Tajikistan and on issues relating to civil registration, in particular for vulnerable and marginalised groups. The Analyst will work on activities falling under outcome 1 and incorporating outputs 1 and 2. The Analyst is knowledgeable about civil registration and is an expert on legislative and policy formulation and processes in Tajikistan as well as coordination and strategic planning in the justice sector. The Analyst has a role in creating value propositions for their work and in developing tools and resources for effective knowledge management within the Project. The Analyst is a specialist with extensive knowledge regarding civil registration in Tajikistan and comparative national practice on law and policy making. S/he will ensure that a human rights based approach, gender empowerment, conflict-sensitive programme and results-based management are mainstreamed into the project development. The Programme Analyst will be assisted by a **Programme Associate – Civil Registry System Reform** (years 1-4).

National Programme Officer – Service Delivery
The national Programme Analyst – Service Delivery (years 2-4) is responsible for Outcome 1, outputs 3 and 4. The Analyst is responsible for providing substantive knowledge and practical assistance on the capacity development of civil registry officers and jamoats who are responsible for civil registration, in order to strengthen capacities. S/he will provide a structured capacity developed programme for the institutional strengthening of civil registry officers (ZAGS) and jamoats. The Analyst will work closely with the Institute for Advanced Legal Education on institutionalising the training activities included in the project. In addition, the analyst will be an expert on streamlining business processes and in developing electronic and digitalised systems of data collection. The Programme analyst will be assisted by a **Programme Associate – Outreach and Awareness** (years 2-4)**.**

National Administrative and Support Staff
The Project will be underpinned by a number of support staff including one Project administrative and finance staff (AFA) as well as a project driver (years 1-4). The project AFA will be responsible for providing services on finance, human resources, management, procurement and logistics etc. and will facilitate budgeting and expenditure tracking, prepare financial reports, assist recruitment and payment of UNDP staff and manage the procurement.

International/National Experts/Consultants
National and international short-term expertise will be recruited on an as required basis in order to provide expert policy and technical advice and assistance. In particular international consultants will be recruited to assist the project in their tasks. The International Consultants will be responsible for the study and analysis of legislative and policy documents; development of recommendations for the improvement of legislation in force and policy, will provide concrete solutions/proposals for practical changes on policy, as well as at the operational level; will work closely with the project team to study local legislation and bring proposed changes in compliance with established international standards and ensure that internationally recognised practices and standards are reflected.

4.3 Administrative Arrangements
Regular narrative and financial reports shall be prepared based on SDC's reporting guidelines for partners by UNDP and shared with the Project Steering Committee. In accordance with the UNDP Executive Board decision 2012/18 of June 2012, all audit reports issued by the UNDP Office of Audit and Investigations (OAI) since 1 December 2012 are publicly disclosed on this website, one month after they have been issued internally. For national execution modalities, UNDP may share the reports with donors after concurrence from the Government or NGO in question has been obtained.

5. Resources
Human resource requirements are detailed above under key project staff. Additional resources such as infrastructure, equipment and financial resources are detailed in the budget at **Annex III**, which specifies the contributions of donors and partners.

The project has been designed to be as cost-effective as possible. Through using existing networks and mechanisms established through complementary projects, including those currently being implemented by SDC and UNDP such as the Access to Justice and Rule of Law Projects, and those established by other UN agencies, the project will build on past achievements by creating synergies and linkages with other projects and other UN Agencies, based on added value and comparative advantage to ensure a most cost effective approach to the project implementation.

The project will "piggyback" on other surveys that are being undertaken by other UN agencies, such as UNFPA, UN Women, UNHCR, UNICEF and others in order to avoid repetition of activities and ensure rational use of available resources. Attention will be paid to avoid duplication and to provide complementarities where possible.

6. Risk Analysis

A number of small to medium risks, both external and internal, have been identified in carrying out the activities of this project. The following table analyses these risks and proposes relevant measures to mitigate those risks. The management strategy of the project will enable information and suggestions from partners to make adjustments to the project to better respond to local priorities, to account for changes within the macro environment while continuing to build upon its tangible achievements.

Political destabilization, insurgency and armed conflict – this might cause a shift in the priorities of the Government agenda, hence it might entail changes in the action plans of public bodies involved in the reform process. The mentioned risk might suspend the course of the reforms, in particular hampering implementation of the planned activated, suspending the decision making process of the involved public institutions and weaken coordination and cooperation among the project and respective public institutions. Taking into consideration the importance of the project goal, the likelihood of a shift in priorities that would cause suspension of the reform is minimal. However, in case of facing the risk, the project management response will be immediate and efficient through cooperation with major partner public institution; in case of necessity respective changes will be introduced and implemented within the reform framework.

Corruption impedes project activities and/or outputs – Unfortunately, corruption in the system of civil registration is still in place; thus for its prevention certain activities must be implemented, namely a complex approach should be developed – only legal changes, development of physical and IT infrastructure, ensuring transparency, improvement of personnel's skills is not enough for efficient mitigation of corruption. Consequently, it is important to introduce efficient monitoring mechanisms, ensure substantial changes in the HR policy and improve the salary scale. Although the mentioned changes are considered to be implemented at the initial stage of the reform their realization is not easy, since a decision on the introduction of such important changes is made beyond the project framework. Due to this fact there might still be room for corruption in the system however, the project will support the Ministry of Justice in its strategy to mitigate and prevent corruption practices.

Legislation, government policy and practices not implemented due to weak capacities, lack of coordination and/or low finances – one of the obstacles for the implementation of the reform is the lack of qualified staff with respective competencies in the system. The success of any reform is heavily dependent on available human resources, on persons that should comprehend the content of ongoing and planned changes, ensure their introduction in the practice and deliver it to the end users. Capacity development of service providers is foreseen from the initial stages of the project implementation, however in parallel with other activities envisaged. Moreover, for implementation of some activities (e.g. legal changes that are cross-cutting with functions of other public institutions; introduction of information exchange among different public bodies to improve the service, etc.) apart from the will and action of the Ministry of Justice, parallel decisions of respective public institutions and their introduction in practice must be provided (e.g. giving precise assignments to their territorial units, etc.). In other words, mutually agreed actions of involved public institutions and the Ministry of Justice in the process of introduction and implementation of those changes that fall beyond the competencies of the Ministry should be ensured. Scarce financial resources might also significantly affect the course of the reform, entailing revision of the project budget assigned for implementation of the reform activities. In order to prevent the identified risks the project will ensure close coordination with key institutions to develop alternative strategies and will facilitate coordination with the Ministry of Finance with respect to financial allocations for reforms.

Lack of motivation/political will to implement reforms – the actions and activities envisaged within the reform framework, such as the introduction of legal changes, simplification of procedures, establishment of a new model of service delivery, etc. implies the involvement of various public institutions. Hence, for the comprehensive implementation of the reforms, the Ministry of Justice needs to coordinate and cooperate with respective public agencies to ensure timely and mutually agreed actions, since the envisaged activities fall beyond the competencies of the Ministry. The motivation and political will of the Ministry is high, however as mentioned before for the fulfillment of the set activities,

readiness and also respective institutional and infrastructural capabilities of other public institutions should be taken into consideration. Lack of motivation can also be caused by unequal development of operational capabilities of the involved institutions, as mentioned above almost every action; in particular in case of service delivery is cross cutting competencies of various bodies. Subsequently, efficient communication and coordination among all stakeholders must be ensured, explicitly showing that implementation of the reform is a good chance for all involved sides to enhance their capabilities and institutional capacity. An efficient communication strategy is one such motivating instrument that will be incorporated into the project.

Inability to secure on-going government funds to improve civil registration system – one of the major goals of the reform is to support the government of the Republic of Tajikistan in development of the civil registration system and to ensure its institutional development so that it could act independently, without external resources. To this end, to ensure the sustainability of the system and its development, the availability of financial resources is crucial. In order to prevent this identified risk, the project will support an on-going dialogue with the President's Administration and the Ministry of Finance, along with the Ministry of Justice, to attract respective funds.

Lack of cooperation between ZAGS and jamoats – to date cooperation between ZAGS and jamoats is not systemic, but mostly depending on personal relationships between their employees. In order to ensure the fulfilment of the activities and introduce changes foreseen by the reform, it is important to encourage efficient cooperation between the ZAGS and jamoats. This cooperation includes communication, coordination and assigning of accountability and responsibility efficiently. The project will facilitate the definition of clear roles and responsibilities, joint activity planning and clear reporting mechanisms.

Lack of cooperation between MoJ and other state institutions – the existing system implies cooperation of the MoJ with respective state institutions. Moreover, the opportunity to improve and enhance operational capabilities of all relevant institutions will serve as a motivating factor and encourage cooperation of all stakeholders. The project will act as an instrument to create linkages and foster cooperation between the relevant state institutions to fulfil the goals of the reform.

Deterioration in relations between UNDP and project partners – it is unlikely that this risk could become an issue for the reform course. The Project foresees a clear definition of roles, responsibilities, expectations and constant, efficient communication among all involved stakeholders. This approach minimizes, if not excludes, the possibility to face this risk in the course of the reform. The project will maintain a respectful, collaborative, participatory, organic approach and transparency towards all stakeholders and involved parties.

Decreased motivation, ability/willingness of civil registry service providers - to date this risk exits due to the out-dated infrastructure, scarce financial resources, low salaries, and the inefficient HR policy. This is especially an issue in rural areas. The motivation at the initial stage of the reform is expected to be low - for instance staff involved in the process, overloaded by additional work due to the reform are unlikely to be motivated to be part of it on the same conditions, including the same salary, without the possibility to comprehend tangible results and feel its impact. Subsequently the project will support continuous efforts to build the capacity of service providers according to the needs determined by them and in compliance with international standards.

Identified risks	Probability			Impact			Risk Mitigation
The action identifies both internal (I) and external (E) risks inherent to the project design:	Unlikely	May occur	Likely	Minor	Notable	Substantial	The action foresees the following measures to reduce the probability of the identified risks occurring, or to reduce the severity of the impact of a risk on the outcome of the project:
(E) Political destabilization, insurgency and armed conflict		■		■			Maintain neutrality and conflict-sensitivity in action: adapt programme to the complex context.

Risk						Mitigation Measure
(E) Corruption impedes project activities and/or outputs						Good governance, including transparency and accountability, and careful monitoring approach to project activities.
(E) Legislation, government policy and practices not implemented due to weak capacities, lack of coordination and/or low finances						Close coordination with key institutions to develop alternative strategies; facilitate coordination with Ministry of Finance with respect to financial allocations for reforms.
(E) Lack of motivation/ political will to implement reforms						Identify motivating factors that can be incorporated into the project.
(E) Inability to secure on-going government funds to improve civil registration system						On-going dialogue with President's Administration and Ministry of Finance, along with Ministry of Justice, to identify funds.
(E) Frequent electricity cuts in particular at jamoat offices in rural areas						The governmental plan to extend the electronic civil registration system nationwide at the jamoats level will be carefully assessed, considering also the option of keeping a paper based system at this level.
(I) Lack of cooperation between ZAGS and jamoats						The project will facilitate the definition of clear roles and responsibilities, joint activity planning and clear reporting mechanisms.
(I) Lack of cooperation between MoJ and other state institutions						The project will create linkages and cooperation between the relevant state institutions where possible.
(I) Deterioration in relations between UNDP and project partners						Maintain respectful, collaborative, participatory, organic approach and transparency.
(I) Decreased motivation/ ability/ willingness of civil registry service providers						Continuous efforts to build the capacity of providers according to needs determined by them

7. Monitoring and Evaluation

Monitoring and evaluation (M&E) are integral parts of the project management cycle. M&E activities consist of a continuous process that is based on the logical framework and annual operational plans. They assess and analyse the observed changes and results of previous actions in view of joint learning and managerial decision-making.

The project is designed using an outcome-orientated approach. The project's achievements are differentiated for the service delivery of the project (a number of activities and results outputs), the expected change at the partners' level (outcomes) and the expected contribution to the project goal (impact). The selection of indicators (contained in the Logframe at **Annex I**) at the different levels puts a strong focus on monitoring and assessing changes in the skills, abilities, attitudes, and conditions of the partners as well as on system and policy reforms.

The project monitoring system is organized around different levels: context, impact, effectiveness and efficiency. Participatory annual project reviews shall be conducted in the fourth quarter of the implementation year, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. The annual review shall focus on the extent to which progress is being made toward outputs, and that these remain aligned to appropriate outcomes.

External mid-term and final evaluations will be conducted during each Project Phase to re-evaluate assumptions and make any necessary adjustments to the AWP and M&E framework for the following period.

Baseline Survey
One of the initial activities of the project will be to undertake a baseline survey. The primary objective of the baseline survey is to refine the project indicators and provide the missing baseline data to feed the Logical Framework for monitoring of the project progress. The Baseline Survey will focus on obtaining data which will bolster the information and data already gathered through the population questionnaire undertaken as part of the Inception Survey, through the focus group discussions and capacity mapping of ZAGS. The Baseline Survey will target approximately 2000 individuals and will be conducted at the household level. It will gather information and data related to the reasons why people are not in receipt of their documents, their experiences with registering their civil acts if they are in receipt of their documentation and their opinions and perceptions of the civil registry system, including both ZAGS and jamoats. It is important to obtain data related to the opinion of the population in order to provide an insight into the level of awareness of the population regarding civil registration and to contrast this with their perceptions. A person can be hampered in registering their civil acts not just by the dereliction of duty of responsible professionals but also by perceptions of how such officials, and the institutions they work in, behave. The data obtained through the Baseline Survey will be used to refine indicators in the project document and will be used as a means of monitoring and evaluating the project. Where possible the project will "piggyback" on other surveys and other data gathering processes, including with WHO and UNFPA and possibly other UN agencies, in relation to their on-going work related to civil registration.

The consultations and informative processes undertaken as part of the project formulation phase can be used as a basis for further surveying the service providers. The ZAGS Capacity Mapping, regional workshops, focus group discussions and validation workshop, as well as the jamoat mapping undertaken by the EU project, have elicited the considerable information and data from service providers.
This can be complemented through the Baseline Survey, which can clarify the opinions, perceptions and experiences of the civil registration service providers.

Action Research/Annual Sample Survey
The Baseline Survey will also be an important source of information for an independent organisation, which will be identified with an "action research" mandate to regularly check the validity of the project assumption through an Annual Sample Survey and measure the social impact of the reform implementation, on an annual basis throughout the project implementation period.

End of Project Survey
In addition to the annual sample surveys, an End of Project Survey will be undertaken at the end of the project in 2023. The End of Project Survey will re-assess the indicators from the initial Baseline Survey. This Survey will be undertaken separately to the final project evaluation.

Customer Feedback Collection Mechanism
In order to monitor and evaluate the impact of the civil registry reforms and the project activities, a customer feedback collection mechanism will be elaborated and implemented. The mechanism will be implemented in all ZAGS and jamoat offices and will produce data that can be analysed to see the effects of the reform in terms of improvements in services for the population. The data will also be used as a means of continual improvement to the system. An effective monitoring and evaluation system will overtime ensure that the civil registry offices and jamoats continuously reach the standards of best practice and that services and constantly improved and updated as necessary.

Case Management System and Hotline Service
The Case Management System and Hotline Service operating under the Access to Justice Project will be used as a means of M&E in terms of the number of beneficiaries requesting advice and assistance on issues relating to civil registration. As the Civil Registry Reform Project is implemented and in particular output 5, with regards to awareness raising of the population, it is envisaged that the number of

beneficiaries seeking assistance on civil registration issues will increase, but by the end of the project the numbers should have decreased as the population becomes more aware of their rights and responsibilities relating to civil registration and is more able to register their civil acts in an efficient manner being serviced by an effective institution.

Other UN Agencies
Data obtained by other UN Agencies, through their work relating to civil registration will also be used as a source for M&E. This includes links with the State Agency on Statistics and the Republican Centre of Medical Statistics and Information.

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the Project will also be monitored through the following:
Within the annual cycle
  ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
  ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
  ➢ Based on the initial risk analysis submitted (see above), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
  ➢ Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Steering Committee through Project Assurance, using the standard report format available in the Executive Snapshot.
  ➢ A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
  ➢ A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually
The Project will carry out annual small sample surveys and annual Project reviews.

  SAMPLE SURVEYS/ACTION RESEARCH
  ➢ The Sample Surveys will be conducted by an independent organisation within the framework of the project, to regularly check the validity of the project assumption. The Survey will also provide an opportunity to measure the social impact of the reform implementation to date. The Surveys will be conducted at the end of each project implementation year and will be informed by the Baseline Survey Conducted at the start of the project implementation period, which will provide baseline data and indicators against which progress can be measured.

  PROJECT REVIEWS
  ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Project Coordinator and shared with the Project Steering Committee. As a minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
  ➢ **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the Project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

For further details of monitoring and evaluation, please see the Monitoring and Evaluation Scheme at **Annex IV.**

8. Legal Context

UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations safety and security management system.

UNDP will undertake all reasonable efforts to ensure that none of the project funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

Annex I – Logical Framework

Strategy of Intervention	Key Indicators	Sources & Means of Verification	Assumptions and Risks
Impact (overall goal)	**Impact indicators**		
Women's, men's and children's human rights (civil, social, political and economic) are better protected by strengthened provision of civil registration services and by increased public access to the system.	**Indicator 1:** % of individuals (registered in the Case Management System) which cannot defend their rights (i.e to file a case, to get child allowance, etc) as they lack civil registry documents **Baseline:** TBD; CMS must be adjusted to add a new field to track civil registry related cases; Current estimate is 30-40%. **Target:** TBD after baseline survey **Indicator 2:** Number of people who are stateless due to registry related issues **Baseline:** TBD; Currently 42,000 total stateless, but not all are civil registry related. **Target:** 100% of cases caused by civil registry problems are resolved.	- LAC Case Management System - UNHCR reports	The Government continues to follow good governance principles and its path towards civil registry system reform. Political situation in Tajikistan remains stable. No major disasters/crises occurs and the current government's priorities will remain unchanged.

Outcome 1: The reformed civil registry system of Tajikistan is effectively managed and provides quality and affordable services to the population and qualitative vital statistical data for the State.	**Indicator 1:** Number of ZAGS offices and Jamoats that are fully functional, able to carry out all activities required by law and regulations. **Baseline**: 0 (ZAGS and Jamoats) **Targets 2019:** 3 ZAGS Offices and 18 Jamoats **Targets 2023:** At least 60 ZAGS offices (out of total 67) and at least 200 Jamoats (out of total 426) **Indicator 2:** % of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system **Baseline**: TBD during the baseline survey in 2016 **Targets 2019**: increase from baseline by 20% **Targets 2023**: increase from baseline by 40% **Indicator 3:** Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection **Baseline**: 40,000 **Targets 2019**: 30,000 **Targets 2023:** 5,000 **Indicator 4**: Number of procedures (i.e., individual visits, different documents required, different authorizations needed) required for registration of civil acts **Baseline**: TBD **Targets 2019**: TBD **Targets 2023:** TBD	**Sources:** - Government information (National Office of Statistics reports, MoJ reports, MoHSP reports, etc), official Gazette, civil society reports - Baseline survey, annual impact assessment, End of Project Survey, mid-term and terminal evaluation reports;	Political will to continue with the planned reform of the civil registry system, commitment of government and civil society for effective and inclusive policy change
Outcome 2: The population of Tajikistan know how to and timely have their vital events	**Indicator 1:** % of children under 2 years old with a birth certificate (disaggregated by gender) **Baseline**: 73% (2012) **Targets 2019**: 78%	**Sources:** - Demographics and Health Survey;	Vulnerable and marginalised individuals are aware of their rights and apply for civil registry services when needed.

| recorded in the civil registry system | **Targets 2023:** 88%

Indicator 2: Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth
Baseline: 73.5% of births and 30% of deaths[35]
Targets 2019: 78% of births and 40% of deaths;
Targets 2023: 88% of births and 80% of deaths are registered

Indicator 3: % of population who have all their vital events registered (disaggregated by gender, and rural/urban)
Baseline: TBD as part of the baseline survey to be carried out in 2016
Targets 2019: TBD
Targets 2023: TBD | - Baseline survey, M&E reports, mid-term and final evaluation surveys;
- Official Government statistics (Ministry of Health and Social Protection, Ministry of Justice and National Statistics Office reports);
- Survey of selected test communities | Adequate governmental funds are allocated to civil registry system, capacities of service providers are sufficient, citizens are interested to learn about their rights and understand the information made available to them. |

---

[35] Figures from 2012 USAID report.

Outputs	Output Indicators/Baselines/Targets	Sources & Means Verification	Assumptions & Risks
Outcome 1: The reformed civil registry system of Tajikistan is effectively managed and provides quality and affordable services to the population and qualitative vital statistical data for the State			
Output 1: Legislative framework for civil registration is compliant with international best practices	**Indicator:** The legislation on civil registration, and the regulations implementing that legislation, are revised and adopted in line with the international best practices **Baseline**: Legislation on Civil Registration exists, but is outdated, inconsistent with other laws, and not compliant with international best practices. There are no regulations to support implementation of existing legislation on civil registration. National ZAGS Reform Programme was adopted in 2014. **Target 2019:** Legislation is revised and adopted. Regulations to support implementation of the legislation are drafted and adopted. **Target 2023:** Implementation of the legislation on civil registration is regularly monitored and required amendments and/or other adjustments are introduced based on evidence.	**Source:** - Government decree on the adoption of the legislation - Legal expert report on compliance of legislation and regulation with international best practices	Willingness of government to continue with planned civil registry system reforms
Output 2: New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats	**Indicator 1:** Internal rules and regulations are developed and adopted consistent with national legislation **Baseline:** No internal rules and regulations **Target 2019:** Internal rules and regulations are elaborated and adopted **Target 2023:** Internal rules and regulations fully implemented **Indicator 2:** % of ZAGS and jamoats	**Sources:** - Decrees of the Ministry of Justice - ZAGS and Jamoat assessments in 2019 and 2023	Willingness of government to continue with planned civil registry system reforms, Government has the resources to implement effective and responsive civil registry services to citizens targeting in particular vulnerable and marginalized; Willingness and capacity of service providers to adapt to new methods of service provision

49

	implementing the new rules and regulations; **Indicator 3:** Number of people served by these ZAGS and Jamoats **Baseline:** 0 **Target 2019:** 40% ZAGS and jamoats serving at least 30% of the population **Target 2023:** 100% ZAGS and jamoats serving 100% of the population		
Output 3: Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population	**Indicator 1:** Frequency and coverage of trainings provided by the Institute for Advance Legal Education **Baseline:** Jamoats's staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage TBD by the baseline survey in 2016; **Target 2019:** Capacity needs assessment completed; training programmes developed. All Jamoats and ZAGS staff participate in training once every 2 years (i.e. twice until 2019) **Target 2023:** All Jamoats and ZAGS staff participate in training annually **Indicator 2:** % of ZAGS offices that show improved conditions of work (infrastructure, equipment, administration, access to rules and information, etc.) **Baseline:** 0 **Target 2019:** 20% **Target 2023:** 100%	**Source:** - Institute of Advanced Legal Education reports; Project monitoring and evaluation reports; - Monthly records from ZAGS and jamoats; Project monitoring and evaluation reports;	Willingness of government to continue with reforms, Government tracks its performance post-reform and post-training
Output 4: Civil registration and archiving of data is managed through an electronic system	**Indicator 1:** Electronic systems for registration and archiving are introduced and are functional across all ZAGS offices **Baseline:** 0 **Targets 2019:** Feasibility study conducted on	**Source:** - Feasibility studies on electronic registration and archiving of civil acts	

	electronic registration of civil acts **Targets 2023:** 90% of all new applications for civil registration at ZAGS offices are entered electronically **Indicator 2:** % of paper-based records transferred to electronic archive **Baseline:** 0 **Target 2019:** Feasibility study conducted on digitalisation of archives **Targets 2023:** 100% of archives from 1991-2000 and from 2020[36] onwards are included in the digital archive	- Government decree on adoption of new registration and archiving systems - Annual records from ZAGS and jamoats; - Project monitoring and evaluation reports	
(N.B. indicators and targets for this output are contingent upon the outcome of the feasibility studies)			

Outcome 2: The population of Tajikistan know how to and timely have their vital events recorded in the civil registry system

Outputs	Output Indicators/Baselines/Targets	Sources & Means Verification	Assumptions & Risks
Output 5: Ministry of Justice makes use of new communication strategies to proactively incentivise the population to register their vital acts	**Indicator 1:** Coherent, comprehensive and inclusive strategy for communication has been adopted by Ministry of Justice **Baseline:** Lack of communication strategy **Targets 2019:** Communication strategy developed and adopted by MoJ; **Targets 2023:** Communication strategy is fully implemented by MoJ; **Indicator 2:** % of population that are aware of the necessity of registering civil acts and of how to do so. **Baseline:** General population awareness is low (Inception Survey). More precise information TBD as part of the baseline survey to be conducted in 2016 **Targets 2019:** 70% of population are aware of the necessity of registering civil acts and of how to do so **Targets 2023:** 90% of population aware of the	**Source:** - MoJ Reports - Baseline survey, annual impact assessments, project evaluation reports	Capacity and interest of government in using new communication strategies and tools; responsiveness of population to media campaigns

---

[36] Subject to outcomes of the feasibility study, 2020 will mark the beginning of digital archivisation of all new registration acts. Digitalisation of archives from 1991 – to 2001 is an estimate from the current project resources. If more resources are mobilized, it may be possible to close the gap from 2001 to 2019.

	necessity of registering civil acts and how to do so		
Output 6: Outreach awareness raising campaigns by selected civil society organisations complement the Ministry of Justice communication strategies	**Indicator 1:** Number of isolated communities (not reached by MoJ campaigns) reached by CSO-based awareness raising **Baseline:** TBD as part of the baseline survey in 2016 **Targets 2019:** TBD **Targets 2023:** TBD **Indicator 2:** % of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so. **Baseline:** TBD as part of the baseline survey in 2016 **Targets 2019:** TBD **Targets 2023:** TBD	**Source:** - CSO reports; - Project M&E reports; - MoJ reports;	MoJ remains open to engagement of CSOs in awareness rising activities.