

**“Support to Civil Registration System Reform in Tajikistan”**

**ANNUAL PROJECT REPORT**

**1 January 2017 – 31 December 2017**

|  |
| --- |
| **Project ID**:00097519  **Duration**: 4 years  **Implementing Partners/Responsible parties: (**UNDP Tajikistan, in close cooperation with the Ministry of Justice of the Republic of Tajikistan) |

# CONTENTS

[CONTENTS 2](#_Toc507063336)

[LIST OF ABBREVIATIONS 3](#_Toc507063337)

[1. CONTEXT 4](#_Toc507063338)

[2. RESULTS SUMMARY AND IMPLEMENTATION REVIEW 8](#_Toc507063339)

[3. PROJECT RESULTS AND IMPACT SUMMARY 12](#_Toc507063340)

[4. DETAILED PROJECT ACTIVITIES REVIEW (by output) 23](#_Toc507063341)

[5. MANAGEMENT AND COORDINATION 30](#_Toc507063342)

[6. IMPLEMENTATION CHALLENGES 33](#_Toc507063343)

[7. LESSONS LEARNED 34](#_Toc507063344)

[8. FINANCIAL REPORT 36](#_Toc507063345)

[9. RISK ANALYSIS TABLE 36](#_Toc507063346)

[10. ANNEXES 37](#_Toc507063347)

# LIST OF ABBREVIATIONS

|  |  |
| --- | --- |
| CR Project | ‘Support to Civil Registration System Reform’ Project |
| CRO | Civil Registration Office |
| CROIS2 | Civil Registration Office Information System (version 2) |
| CRVS | Civil Registration and Vital Statistics |
| CPD | Country Programme Document |
| DHIS | District Health Information System |
| HMIS | Health Management Information System |
| GoT | Government of Tajikistan |
| JLRP | Judicial and Legal Reform Programme |
| ILRC | International Legal Resource Centre |
| IRC | Innovations and Reforms Centre |
| MFA | Ministry of Foreign Affairs |
| MoJ | Ministry of Justice |
| MTDS | Mid-Term Development Programme |
| NDS | National Development Strategy |
| NGO | Non-governmental organization |
| PO | Public Organisation |
| RoL | Rule of Law |
| SDC | Swiss Agency for Development and Cooperation |
| ToR | Terms of Reference |
| UAGS | Main Department of Civil Registration (in Dushanbe) |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNFPA | United Nations Population Fund |
| UN Women | United Nations Entity for Gender Equality and the Empowerment of Women |
| WG | Working Group |
| ZAGS | Civil Registration Office |

# CONTEXT

Over the last decade, the Government of Tajikistan (GoT) has undertaken a number of legal reforms to establish a framework for an effective and efficient justice system. 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 only exacerbating 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.” It is universally recognized that a functional 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. 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 including building and furnishing new premises for ZAGS structures in the country, and commitment to building the staff competency by providing continuous training.

The Support to Civil Registration System Reform in Tajikistan Project (CR Project) intends to address these needs and support the Government of Tajikistan in implementing the civil registry system reforms. The project was developed to facilitate and support the implementation of the ZAGS Reform Programme (2014-2019), as part of the Government’s broader efforts in legal and judicial reform. The project supports the government to reform the civil registry system by improving its functioning nationwide and making it responsive to the needs of the population, especially the most vulnerable groups. The project was launched in January 2016 in close cooperation with the Ministry of Justice of the Republic of Tajikistan and funding from the Swiss Agency for Development and Cooperation (SDC).

*Contribution to Country Programme objectives and Action Plan:*

The CR Project is in line with the United Nations Development Assistance Framework (UNDAF, 2016-2020) and the Country Programme Document (CPD, 2016-2020). The CR Project contributes to the following outcomes of UNDAF and CPD:

* UNDAF: “People in Tajikistan have their rights protected and benefit from improved access to justice and quality services delivered by accountable, transparent, and gender responsive legislative, executive and judicial institutions at all levels”, and
* CPD: “Justice sector institutions enabled to uphold rule of law in compliance with international commitments; promote and protect Human Rights and improve access to justice and civil registration of vulnerable population groups, especially women, youth and persons with disabilities”

The Project is contributing to the ZAGS Reform Programme (2014-2019) through simplification of the ZAGS system, introducing an electronic system of civil registration, and archiving of data, harmonization of legislation and procedures streamlined to be people centred, developing instructions/by-laws introduced at all ZAGS offices, introducing the comprehensive system of training for ZAGS and jamoat staff, and conducting legal awareness for the population.

*Main outcome and output(s) expected as per the Project Document:*

The overall goal of the CR Project is *“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 Outcomes contributing to the overall goal:

*Outcome 1:* The reformed civil registry system of Tajikistan is effectively managed, 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 have their vital events timely recorded in the civil registry system.

Outcome 1 intervenes at the national, regional and local levels on the supply side, whereas Outcome 2 will intervene at the national, regional and local level on the demand side.

The Project is composed of 6 interrelated and mutually reinforcing outputs contributing to the overall project goal. Responsibilities for the outcomes are assigned to UNDP in close cooperation with the Ministry of Justice of the Republic of Tajikistan:

* *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 incentivize the population to register their vital acts;
* *Output 6:* Outreach awareness rising campaigns by selected civil society organizations complement the Ministry of Justice communication strategies.

*Specific development challenges addressed by the Project*

During the design of the main phase of the CR Project, the following major challenges were identified posing risks towards timely project implementation and meeting the set outcomes and targets:

1. Capacities of the government to implement reforms beyond commitments on paper;
2. Insufficient budgetary resources to ensure sustainable project outcomes;
3. Uneven Capacities of the Service Providers to implement the reforms;
4. Feasibility of introducing and maintaining an electronic system of registration and digital archives;
5. Interest and Commitment of other Institutions to the Reform.

These strategic challenges were first outlined in the ‘Support to Civil Registration System Reform in Tajikistan’ Project Document and remain valid during the current reporting period. The measures and approaches put in place by the Project to address the identified challenges are described in corresponding sections of the report below.

**Capacities of the government to implement reforms beyond commitments on paper:** It is clear that government does recognise the lack of capacity to implement the reforms to “effectively manage and provide quality and affordable [civil registration] services to the population.” The Ministry of Justice for example has taken time to examine carefully the recommendations and reports from various feasibility studies and the baseline survey and is considering all options laid out in these reports.

**Insufficient budgetary resources to ensure sustainable project outcomes:** Resourcing includes both financial and human capacities. For financial capacity there are steering implications for assisting government to raise the funds required to implement the reforms as recommended by cost benefit analyses in the feasibility studies. SDC made it a requirement for the Project to seek additional funding sources from the outset. However, a more concerted effort is required for government to raise the required funds bilaterally with major regional partners such as the Russian Federation, Republic of Kazakhstan who are recipients of many Tajik foreign workers requiring civil registration services. The additional funding required for the implementation of Phase 2 of the Project will need to equal that received from SDC in Phase 1. During the reporting period a donor workshop was conducted for this very purpose. In terms of human capacity, government also recognised the chronic lack of qualified staff to implement the reforms for civil registration.

**Uneven Capacities of the Service Providers to implement the reforms** Parliament has approved a bill which requires all staff administering civil registration acts to have a legal qualification. Civil Registration staff must also be Tajik citizens. Notwithstanding the requirement for legal qualifications for staff, there is also a gap in technical capacity to implement a fully electronic civil registration data management and archiving system, which government aspires to achieve. This technical role was filled by UNDP and EPOS in 2017 through the development and testing of the DHIS2 system, now known as CROIS2 (in order to differentiate it from the Health Information System), which was done at the request of the Ministry of Justice. EPOS’ was awarded a contract extension in May 2017, then through a competitive selection process, was awarded a new contract to support the Ministry of Justice until the end of 2018.

The Ministry of Justice made a commitment to hiring an ICT Specialist for Department of Civil Registration (UAGS) and in the future to establish an IT Unit within the Department of Civil Registration to manage the entire systems maintenance, software development and training requirements for the whole Department of Justice, Civil Registration ZAGS staff and Jamoats and roll out CROIS2 and archiving training across the country. Moreover should the Ministry of Justice establish such an IT section for this purpose, the problem of staff retention must be considered. Given the relatively low salaries of ZAGS and Jamoat staff, selecting high performing individuals from within the Ministry of Justice to undergo IT and systems development training is the logical way forward. Once these high-performing individual staff members are trained and gain experience, they are likely to be lured away to IT jobs in the private sector where pay is considerably higher. This eventuality has already been identified in all feasibility studies and the cost benefit analyses for staff has included 2 alternatives.

a) With a likely high turnover of IT staff being lost to the private sector, increased costs will be needed for training of more new staff every few years.

b) Should the government find a way to supplement payments of IT staff as an incentive for them to remain in public service once they have been trained, these supplements will also mean additional costs.

Both possibilities have been budgeted and costed, which is why training costs are comparatively high in the cost benefit analyses.

**Feasibility of introducing and maintaining an electronic system of registration and digital archives:** We already discussed the staffing and budgetary challenges as key elements in the feasibility of implementing an electronic civil registration and archiving system. Steering implications for an electronic system also involves investment in infrastructure in order that the CROIS2 system and archives are fully integrated and can be accessed from anywhere in Tajikistan. With improvements in 3G/4G technology and wider coverage, the reliance on fibre optic cable becomes less, but not as a full replacement. Wireless technology can be used as a backup to the cable services which, it is reported in the recent studies, is unreliable and can be down for up to 25% of the business day. 3G/4G therefore can be used as a primary source of connectivity and also as a backup for cable. However 3G/4G require licences to be purchased for all ZAGS and Jamoat offices which intend to access it, a cost which is factored into the feasibility of the system.

The most recent study of the civil registration archive revealed some significant gaps in reliability of data stored in the archive. Discrepancies between the first and second copies of the archives ranged from 32-45% depending on the regions being measured. The physical state of the archives across the country also varied depending on the state of the building which housed them. The paper used during the period between 1995-2001 was inferior and is already deteriorating. A strategy to address these shortcomings in the archive has been carefully presented in the feasibility study report options. Systematic digitisation of archives is also planned and prioritised based on the data which is in greatest demand, and in worst physical condition. It was also considered that the first copy of the archive was by and large more accurate than the second, and where discrepancies are detected a protocol should be followed to determine how the correct data is entered into the system.

**Interest and Commitment of other Institutions to the Reform:** Here the Project’s steering role will have significant implications for determining how successful the civil registration reform will be, and how data is shared and protected between Ministries. Starting at the community level, Jamoats are responsible for generating over 70% of civil registration Acts. Yet sharing data is problematic given the relationship between Jamoat secretaries and the Ministry of Justice who are mandated by law to administer Civil Registration Acts. There is no direct line of reporting or accountability from Jamoats to the Ministry of Justice, as Jamoats operate under the local Hukumats. Sharing data is done periodically but often sporadically. Civil registration data generated by consular services is also not shared regularly if at all. Of course, consular services report not to the Ministry of Justice but to the Ministry of Foreign Affairs (MFA). The President has instructed that MFA develop a population database and house this system at the consular headquarters in Dushanbe.

The MFA system is built on the successes of the electronic visa system which was recently developed by MFA’s Consular Services. The Project has been having regular meetings with MFA to propose systematic data sharing between relevant ministries, ensuring “interoperability” across the various data subsystems managed by the government e.g. Ministry of Health, Ministry of Interior, Ministry of Justice, and Agency for Statistics. It was envisaged that the MFA population register act as the hub for validating the identity of individuals, which can then be used by the other relevant Ministries in their data systems. However on 22 September 2017 Vice-Chairman of the Majlisi Namaoyandagon conferred a meeting on “Strengthening coordination between government bodies responsible for civil registration and vital statistics in the Republic of Tajikistan” hosted by Professor Takemi from The Asian Forum of Parliamentarians on Population and Development. In this forum the Ministries of Health and Justice gave presentations to parliamentarians on their respective electronic information systems. The recommendation from the forum was that the Ministry of Justice was best placed to take the lead in establishing a population register to which all other e-government systems would be linked.  Whether the Ministry of Justice will indeed take a central role in the establishment of a population register will depend on the outcomes of a World Bank funded e-governance road map which was developed in 2017. The road map will be published and presumably adopted some time in 2018. With this in mind, the Project has developed a Terms of Reference for a coordination body who would maintain oversight of the interoperability of state population data, and has shared this with the Ministry of Justice. The project has also produced a deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system. The Project has also drafted and submitted to the Ministry of Justice a new Regulation “On Unified Electronic civil registration system”.

*Key partners and beneficiaries*

1. *Key partners*

The CR Project is implemented in close cooperation with the Ministry of Justice of the Republic of Tajikistan.

The lead government counterpart for the project is the Ministry of Justice (MoJ). Moreover, in addition to MoJ, the Ministry of Foreign Affairs, Ministry of Health and Social Protection of Population, the Ministry of Interior, Agency on Statistics under the President of the Republic of Tajikistan and the Committee of Women and Family Affairs as well as the local governments (Jamoats) are the strategic partners of the Project.

1. *Beneficiaries*

The *primary beneficiaries* are (i) Ministry of Justice of Tajikistan. (ii) Civil Registration Service Providers. (iii) the Population of Tajikistan, especially in remote areas of Tajikistan and in particular marginalized people, and women who are more likely to be undocumented and may face legal problems as a result of this.

The *secondary beneficiaries* include jamoats and consular offices of Tajikistan.

The *indirect beneficiaries* include Ministry of Interior, Ministry of Health and Social Protection of population, 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 acts registration.

# RESULTS SUMMARY AND IMPLEMENTATION REVIEW

The present report covers the period of January – December 2017. This report covers the main activities carried out during the reporting period and results achieved to date, as well as highlighting challenges and lessons learnt.

The Project’s strategic contribution to civil registration reform has taken the form of:

1. Providing guidance to the Ministry of Justice on the extent to which the archiving system has been run-down over recent decades, where the current gaps in human capacity and infrastructure lie, where the most urgent need for digitising state archives are, and how to address the shortcomings which were identified;
2. Assisting the Ministry of Justice with its supply driven communications strategy on civil registration reform being careful not to overcommit the government with promises of improved civil registration services to the public which it has yet to deliver on;
3. Assisting the Ministry of Justice by providing legislative and technical support to a working group established to lead the civil registration legal reforms;
4. Assisting the Ministry of Justice and wider government to understand the functional capacities of Jamoats, ZAGS and consular offices in administering civil acts registration, providing some basis of performance management and a training schedule to help address gaps in procedure which were identified during the study;
5. Assisting the Ministry of Justice to explain the scope and intentions of the reform to the wider government actors and donor community through conducting a round table forum;
6. Investigating alternative methods of civil registration service delivery improvement such as single window / one stop shop approaches as they have been applied in other countries;
7. Assisting the Ministry of Justice by introducing One-Stop Shop Public Service Delivery Model in Civil Registration Office in Kulyob city, in the Khatlon Region.

## Archiving and Digitisation

Strategic contributions to the reform which relate to the Project’s outcome and outputs during this reporting period were aimed at assisting government to understand which archive copies (first or second) were the most reliable and therefore recommended which are to be digitised. This was done through an exhaustive comparison between first and second copy archives using spot check analysis and random sampling across the country. An analysis was also conducted over time as to how accurate the archiving system has been maintained over past decades, which gives an indication of how well current procedures are being followed and archiving protocols observed, based on previous performance of archives staff. The strategic analysis of the project revealed that none of the archives is in fact complete and identified the need for complementing the digitisation process with the second copies, where the first copies cannot be located and/or used.

• Key recommendations of the Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan were to gather Khatlon regional archive materials in one physical space;

• To carry out an inventory check of civil acts registered by the Consular Offices of the Republic of Tajikistan and transfer the second copies to the CAR Division Archive (Dushanbe);

• To carry out an inventory check of CAR archives by the civil acts registering bodies;

• To digitize the acts of those children who will reach the age of 4-6 at the time when digitisation begins, as they are the ones most in need of birth certificates in order to go to school within the next 2 years. In parallel to these priorities it would be desirable to start digitisation of acts registered from 1995 onwards;

• To digitise marriage acts registered from 1990 to 2014, which can be carried out in three stages: the 1st stage: 2005 - 2009 / 1995-1999; the second stage: 2000-2004 / 1990-1994; the third stage: 2010-2014;

• To select digitization staff who meet at least the minimum requirements of computer literacy and can conduct the number of informational and practical trainings for the selected staff prior to the launch of the process;

• To define the main principles of personal data protection and processing under the Law on state registration of civil status acts, which will regulate access to civil acts records, including access to databases and data exchange issues between government bodies. The full Report is attached in *Annex 1* to this report.

## Legislative Frameworks

The key deliverables on Legal reform for Civil Registration produced by the Expert Team included:

**Analytical report on deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system:** Aspects for an Integrated Electronic Civil Registration system as part of the legal framework included, expediting and simplifying processing of civil registration public services through electronic means, developing a rationalised general regulation to manage the government’s information systems including that of Civil registration, aligning these public services to a single integrated population register, legislating to protect personal data storage and transmission, and integrating these systems under one coordination mechanism.

A comparative analysis was conducted using 5 former Soviet states to gain an overview of how other countries have managed the issue of integrating their state’s e-governance systems.

Recommendations to improve the legislation with a view to introduction of the Integrated Electronic Civil Registration system in the Republic of Tajikistan were developed as a result of the comparative analysis conducted and the analysis of the legislation of the Republic of Tajikistan.

The report revealed that there is a need to improve legal regulation in a number of areas related to the introduction of the Integrated Electronic Civil Registration system in the Republic of Tajikistan: in the field of unification of basic concepts definitions provided in laws of the Republic of Tajikistan regulating the activities of the information society, in the sphere of provision of public services in electronic format, in the sphere of general regulations on state information systems and their institutional structure, in the sphere of general regulations on personal data protection.

The conclusion of the report was:

* For the introduction of Integrated Electronic Civil Registration system in the Republic of Tajikistan it is necessary to develop regulations on the Integrated Electronic Civil Registration system including key issues of its operation.
* In the process of preparations to civil status archives digitization in the Republic of Tajikistan it is necessary to consider possibilities for developing a special regulatory act for archives digitization - Rules for transmission of state civil status registries into the electronic format.
* In the process of establishment of the population register of the Republic of Tajikistan, it is necessary to provide technical and legal prerequisites for data exchange with state civil status registration information system.
* Prior to the introduction of interagency information interaction of state bodies, it is recommended to use interagency agreements on data use from the Integrated Electronic Civil Registration system.
* The report was guided by the formulation of the following documents and a detailed summary of Annex 2 extending to Annex 7.

In addition to the full Report attached in Annex 2 the following deliverables were produced:

* Draft of Government Regulation “On an Integrated Electronic civil registration system” (Annex 3 to this Report), a draft Instruction on conducting the registration of civil acts describing the provision of the Law o “On State Registration of Acts of Civil Status,” (Annex 4 to this Report,) draft Instruction on conducting the registration of civil acts by Consular Offices (Annex 5 to this Report,) a Draft of bilateral agreements between the Ministry of Justice and other Ministries and Agencies involved to the civil registration sphere for Inter-ministerial coordination (Annex 6 to this Report,) and finally a Draft of the New State Programme on Development of Civil Registry Bodies for 2018 – 2023 (Annex 7 to this Report).

## Communications Strategy

A Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering civil status acts of the Republic of Tajikistan was developed jointly with UNDP, UN Women and UNFPA. The Terms of Reference for developing this Communications Strategy was discussed with and agreed by the Ministry of Justice. The ToR contains 3 separate but interlinked components reflecting the activities of UNDP, UNFPA and UN Women respectively. The PO “Gender and Development” was awarded the contract for drafting and implementation of a Communication Strategy. The Ministry of Justice is also considering other communications strategies developed with the assistance of HELVETAS which represent a wide range of communications options and approaches including access to justice. Civil registration reform comprises a particular part of this wide-ranging communications strategy. The government is naturally wary of committing first to a supply side communications strategy when it has yet to implement most of the civil registration reforms necessary to deliver better services to the population especially at risk and isolated groups. The government therefore is working to avoid creating a public demand for improved services which it cannot yet deliver on, at least in the short term. A more phased demand side approach is therefore being employed by first developing public awareness on the need to engage in civil registration and how civil acts can benefit ordinary citizens who are often denied public services through lack of registration.

The CR Project studies also included a Concept Note on introducing One Stop Shop in Civil Registration Office in Kulyob city of Khatlon Region. The purpose of the study was to research, analyse, prototype and test the One Stop Shop model in Civil Registration Offices.

## Partnerships

Given the multifaceted nature of the project, establishing and maintaining sound partnerships based on UNDP’s comparative advantages, adds value and specific technical expertise to the domain of Civil Registration. This engagement is key to the successful implementation of ongoing civil registration reform. For smooth information sharing and exchange within different project partners, a monthly coordination group was formed. The meetings are attended by:

* UNDP
* UNFPA
* UN Women
* UNHCR
* EPOS Health Management GmbH.
* SDC
* UNICEF and
* HELVETAS

# PROJECT RESULTS AND IMPACT SUMMARY

Overall, the Project in on track with the work plan for January – December 2017. Given the formative stage of the activities carried out during the reporting period, it is premature to report against outcomes and outputs. The major achievements at the level of targets are provided in Table 1 – Project Results Summary below.

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| *Table 1 – Summary of Results* | | | | | | | | | |
| ***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 Indicator** | **Baseline** | | | | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** Number of ZAGS offices and Jamoats that are fully functional, able to carry out all activities required by law and regulations. | 0 (ZAGS and Jamoats) | | | | | | 3 ZAGS Offices and 18 Jamoats | The Project agreed with Ministry of Justice of RT to start reconstruction of the ZAGS office located in Kulyob city of Khatlon region. The MoJ elected to recommend only 1 pilot office instead of the 3 proposed in the Project Document. The main reason for selecting only one pilot ZAGS office was MoJ’s ownership of the land on which the reconstruction would take place. No other viable alternatives to Kulyob were presented, therefore the target figure of 3 ZAGS offices needs to be reduced to 1 and the number of Jamoats reduced to 4. The Limited Liability Company “Shahrofarin” was contracted for conducting design of the reconstruction of ZAGS office in Kulyob. The design works were completed and seven types of drawings were submitted to the MoJ.  A contract on renovation of the ZAGS office in Kulyob was signed on 8 of December 2017. The renovation work was started in December 2017.  A contract for installation of a roof in summer hall (atrium) of the building of Department of Civil Registration under the Ministry of Justice of the Republic of Tajikistan was signed on 28 December 2017.  A Concept Note on introducing a One Stop Shop in Civil Registration Office in Kulob city of Khatlon Region was developed by the Project officer on Service Delivery. | Measuring ZAGS and Jamoat functionality and ability to carry out activities as defined under the law is premature at this stage. |
| **Indicator 2:** % of users of civil registration services (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system | • 48,2% of users in rural areas and 48,5% of users in urban areas are satisfied with quality and affordability of services of civil registry system.  • 48,3% of men and 48,4% of women who used services are satisfied with quality and affordability of services of civil registry system.  • 44,7% of users of civil registration services are satisfied with quality and affordability of services on registration of birth.  • 52% of users of registration services satisfied with quality and affordability of services on registration of marriage.  • 45% of users of civil registration services are satisfied with quality and affordability of services on registration of death | | | | | | increase from baseline by 20% | A National Legal consultant was hired to conduct a functional assessment of the jamoat and ZAGS systems in Tajikistan focusing on officials’ administration of civil registration acts. A consultation report on functional assessment of the jamoat and ZAGS systems in Tajikistan was developed.  A National Legal consultant in the framework of the contract on conducting the functional assessment developed the following documents:  -A training agenda for conducting trainings for ZAGS and jamoats staff;  -A handbook (manual) on Civil Registration for ZAGS and jamoats staff;  -Minimum quality standards for ZAGS and jamoats staff;  -A M&E implementation plan, training module, pre- and post-training questionnaires.  Annual Action Research for defining service users' perceptions on the ongoing civil registration reform to guide implementation of the ongoing Civil Registration reform is in the planning stage. A Mission from the Istanbul Regional Hub is planned from 26 February to 2 March 2018 to design the methodology for this research based on a zero draft ToR. (Annex 8 to this report) | Measuring degree of satisfaction and affordability for users of the civil registration system premature at this stage. |
| **Indicator 3:** Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection | 25,176 | | | | | | 10,000 | A Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan was conducted. The study presented findings of research into the current state of CAR archives, as well as prospects and methods of digitisation of CAR archives in the Republic of Tajikistan. | Measuring discrepancy of data between MoH and civil registration system premature at this stage because the Action research exercise had not yet commenced at the time of reporting. Information from a 2017 presentation from the Agency for State Statistics indicate the discrepancy between MoJ registered birth figures and MoH issued figures are upto 50,000 per year Efforts to date to reduce this discrepancy in birth rate data have been insufficient. A more radical approach is required to track individuals from birth, which is the digitisation of birth registrations. |
| **Indicator 4:** Number of procedures (i.e., individual visits, different documents required, different authorizations needed) required for registration of civil acts | 5 and more procedures (individual visits) required for registration of civil acts, submitted supporting documents de-facto correspond to de-jure list of supporting documents (as prescribed by the Law of the RT ‘On State Registration of Acts of Civil Status. | | | | | | 3 procedures (individual visits) required for registration of civil acts submitted supporting documents de-facto correspond to de-jure list of supporting documents. | A National Legal consultant was hired to conduct a functional assessment of the jamoat and ZAGS systems in Tajikistan focusing on officials’ administration of civil registration acts. The Consultation report on functional assessment of the jamoat and ZAGS systems in Tajikistan was developed. | The consultation report on functional assessment of the jamoat and ZAGS systems in Tajikistan recommended to introduce a practice to issue birth certificate for new-born children by maternity clinic. Government is still in consultation about whether to pass this recommendation into Law. |
| *Output 1:* Legislative framework for civil registration is compliant with international best practices | | | | | | | | | |
| **Output Indicator** | | **Baseline** | | | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** The legislation on civil registration, and the regulations implementing that legislation, are revised and adopted in line with the international best practices | | 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. | | | | | Legislation is revised and adopted. Regulations to support implementation of the legislation are drafted and adopted. | A Working Group was created by the Minister of Justice by Decree №27 dated March 07, 2017 with the aim of completing the Legal analysis and the reports and Draft amendments to legislation on civil registration. The project provided substantive technical support to the WG through the team of International and National Legal and Civil Registration Experts.  The key deliverables on Legislation reform produced by the Expert Team included analysing and editing the 7 recommendation reports (listed on Page 30) in preparation to receive government’s comments. | Package of Draft of amendments to the Law on “On State Registration of Acts of Civil Status”, to the Family Code, to the Law “On Jamoats”, and to the Code on Administrative offence, was submitted to the Government in December 2017. |
| *Output 2: New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats* | | | | | | | | | |
| **Output Indicator** | | | | **Baseline** | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** Internal rules and regulations are developed and adopted consistent with national legislation | | | | No internal rules and regulations | | | Internal rules and regulations are elaborated and adopted | Instructions on state registration of civil status acts were revised and improved by the Working group (*ref #027)* under the Ministry of Justice. A report on the Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan indicated widespread lapses in procedure in creating, managing and storing archives. Instructions need to be developed to protect archived data, law need to be developed to protect personal data. | Draft of Instruction on state registration of civil status acts and Draft of Instruction on conducting the registration of civil acts by Consular Offices were finalized by the MoJ Working group. |
| **Indicator 2:** % of ZAGS and jamoats implementing the new rules and regulations | | | | 0 | | | 40% ZAGS and jamoats serving at least 30% of the population | No results achieved to date | Measuring ZAGS and Jamoats implementing new regulations is pending the completion of Outcome 1. Please refer to Outcome 1 results above (p 17) |
| **Indicator 3:** Number of people served by these ZAGS and Jamoats | | | | 0 | | | 40% ZAGS and jamoats serving at least 30% of the population | No results achieved to date | Measuring number of people served by ZAGS and Jamoats is pending the completion of Outcome 1. Please refer to Outcome 1 results above (p 17) |
| *Output 3: Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population* | | | | | | | | | |
| **Output Indicator** | | | **Baseline** | | | **Target 2019** | | **Progress to date** | **Outcome Result** |
| **Indicator 1:** % of jamoats’ staff responsible for civil registration system participated in induction course prior to provision of services and training on improvement of qualification once every 4 years. Frequency of participation of ZAGS staff in training and the coverage. | | | 0 jamoats’ staff participated in induction and improvement qualification courses.  • Absence of systematic training for ZAGS staff in the Institute of Improvement of Qualification for workers of justice system. | | | Capacity needs assessment completed; training programmes and induction course for jamoat staff who are responsible for civil registration developed. All Jamoats and ZAGS staff participate in training once every 2 years (i.e. twice until 2019). 100% of new staff of jamoat who are responsible for civil registration passed induction course. | | The project has procured IT equipment for the Institute for Advanced Legal Education, with the assistance of funds from the UN Women Civil Registration reform budget.  The Concept of Assurance of Data Quality for CRO IS was developed, which is in line with the provisions of mentioned document, 13 CRO top managers and specialists were trained in November 2017. EPOS has also trained a CRO IS Administrator, employed by UNDP, in the most important topics of MCRO IS  administration and maintenance.  A rapid Training Needs Assessment was conducted. Results of the assessment can be found on p 34.  Training of trainers was conducted in November 2017 using this equipment.  A Capacity Building Inception Report was produced the results of which can be found on p. 34. | The Concept of Assurance of Data Quality for CRO IS was developed.  Procurement of IT equipment for the ATL Institute was completed. |
| **Indicator 2:** % of ZAGS offices that show improved conditions of work (infrastructure, equipment, administration, access to rules and information, etc.) | | | 0 | | | 20% | | Project has agreed with Ministry of Justice of RT to start reconstruction of the ZAGS office located in Kulyob city of Khatlon region.  The Contract with the Construction Company was signed in December 2017. Construction works were just commencing at the end of the reporting period. Details can be found on p 32.  Similarly, the Contract for installation of Roof in the summer hall (atrium) of the building of Department of Civil Registration under the Ministry of Justice was signed in December 2017. Details can be found on p. 32. | Premature to measure at this stage of the project. |
| *Output 4: Civil registration and archiving of data is managed through an electronic system* | | | | | | | | | |
| **Output Indicator** | | | | **Baseline** | **Target 2019** | | | **Progress to date** | **Outcome Result** |
| **Indicator 1:** Electronic systems for registration and archiving are introduced and are functional across all ZAGS offices | | | | 0 | Feasibility study conducted on electronic registration of civil acts | | | The Georgian company -Innovations and Reforms Centre (IRC) conducted a Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan.  Representatives of the Ministry of Foreign Affairs of the RT, UN Women and Project Manager of UNDP Civil Registration Project attended a Conference in Singapore in May 2017 to explore the relevance of One Stop Shops in the Tajik context. | While feasibility study 2.0 provides a road map for digitisation, the planning and logistics to launch such a complex task, with such damaged and inaccurate archives will take still some considerable time. It is therefore premature to report on a result here. |
| **Indicator 2:** % of paper-based records transferred to electronic archive | | | | 0 | Feasibility study conducted on digitalization of archives | | | The outcomes of implementing a OSS model in the context of Tajikistan will only be known and understood once they have been piloted in an actual functioning ZAGS Office. It is only after the OSS performance has been analysed for any potential increase in service delivery will the results be available for reporting. |
| ***Outcome 2: The population of Tajikistan know how to have their vital events timely recorded in the civil registry system.*** | | | | | | | | | |
| **Outcome Indicator** | | | | **Baseline** | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** % of children under 2 years old with a birth certificates (disaggregated by gender) | | | | 84,3% of boys and 81,9% of girls under 2 years of age have birth certificates | | | 90% boys and girls | Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering acts of civil status of the Republic of Tajikistan was developed jointly between project partners UN Women, UNDP and UNFPA. The PO “Gender and Development” was awarded the contract for drafting and implementation of a Communication Strategy. | % of boys and girls < 2 yrs without birth certificates in 2017 unknown at the time of reporting period. DHS data still being compiled:  <https://www.dhsprogram.com/what-we-do/survey/survey-display-521.cfm>  . |
| **Indicator 2:** % of untimely birth and death registrations in ZAGS is decreasing | | | | 80% births are registered on time.  80% of deaths are registered on time | | | 85% births are registered on time.  85% of deaths are registered on time | As above.  The MoJ hosted a national workshop (coordinated by UNHCR) on progress towards universal birth registration. Progress on monitoring the % indicators were raised during the national workshop. This will in turn contribute to a regional workshop in May 2018 and global workshop in 2019. | Pending approval of the legislative amendments the project submitted to the Government in December 2017. Result will also depend on the Electronic model chosen by the Government and the outcome of the communication strategy research. |
| **Indicator 3:** % of households have all their vital events registered (disaggregated by sex of head of household and province) | | | | 82,3% of households have all their vital events registered including:  82,3% of male- and 81,9% of female-headed households have all their vital events registered.  75,6 % of households in DRS, 78,4% of households in Dushanbe, 80,6% of households in Khatlon, 88% of households in GBAO and 90,2% of household in Sogd have all their vital events registered. | | | 85,3% of households have all their vital events registered including:  85,3% of male- and 84,9% of female-headed households have all their vital events registered.  78,6 % of households in DRS, 81,4% of households in Dushanbe , 83,6% of households in Khatlon, 90% of households in GBAO and 93,2% of household in Sogd have all their vital events registered | As above. | Baseline and targets are from the baseline survey. Reporting on the indicator is at the time of reporting premature, pending the Annual Action Research results. |
| *Output 5: Ministry of Justice makes use of new communication strategies to proactively incentivise the population to register their vital acts* | | | | | | | | | |
| **Output Indicator** | | | | **Baseline** | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** A coherent, comprehensive and inclusive strategy for communication has been adopted by Ministry of Justice | | | | Lack of communication strategy | | | Communication strategy developed and adopted by MoJ; | As above | HELVATAS and NGO ‘Peshaf’ drafted a broad communications strategy for MoJ, and CR Project contractor “Gender and Development” will begin to formulate a specific communications strategy in Feb 2018, results being submitted to MoJ . |
| **Indicator 2:** % of population that are aware of the necessity of registering civil acts and of how to do so. | | | | General population awareness is low (Inception Survey). More precise information TBD as part of the baseline survey to be conducted in 2016 | | | 70% of the population are aware of the necessity of registering civil acts and of how to do so | As above | Measuring population awareness is premature at this stage, given no strategy in place or awareness campaign launched. The survey results of public perception of CR services are expected by May 2018. |
| *Output 6: Outreach awareness raising campaigns by selected civil society organisations complement the Ministry of Justice communication strategies* | | | | | | | | | |
| **Output Indicator** | | | | **Baseline** | | | **Target 2019** | **Progress to date** | **Outcome Result** |
| **Indicator 1:** % of identified population residing in districts where isolated communities can be found are assisted to obtain missing civil registration documents. | | | | to be established by CSOs upon identification of population with problems | | | **TBD** | No activities were envisaged under Output 6 during the reporting period. | Identifying population in isolated communities assisted to access civil registration services are to be covered in the Action Research March 2018. Data on at risk populations will also be captured through Communications research (UNFPA). |

## Implementation Strategy Review

The CR Project is comprehensive with both integrated and complementary sets of outcomes and outputs. The project covers both supply (Outcome 1) and demand sides (Outcome 2) with top-down protection and bottom up empowerment measures.

The key strategies applied for successful implementation of the project reform include but are not limited to:

1. ***Sound partnerships*** based on comparative advantage, value added and agency/organisation specific expertise that is relevant and can substantively contribute to the ongoing civil registration reform process;
2. Ensuring ***continuity*** by building on past achievements as is the case with project’s support to maintenance of basic parameters of health information system put in place by EU-EPOS;
3. Creating a basis for ***proactive engagement and leadership of the Government***, namely the Ministry of Justice in ‘driving’ the reform process: the project is based within the premises of the Main Department of Civil Registration Office (UAGS) that enables frequent interactions with the Senior beneficiary of the project;
4. ***Evidence based planning and decision making***: the project design is based on the findings of the inception survey and comprehensive consultation process. Nonetheless, to come up with a sound evidence base for monitoring the implementation of the reform process, the project commissioned a comprehensive feasibility study and baseline survey, the outcomes of which have informed future planning and decision making;
5. ***Coordinated approach*** in implementation of the reform: the project aims to enhance the existing platforms within the Government to ensure coherent implementation of the reform process;
6. UNDP Tajikistan is working closely with its Headquarters in New York and the Regional Hub in Istanbul to ensure that Tajikistan duly ***benefits from the regional and global knowledge and expertise*** accumulated by UNDP in other parts of the globe and specifically in Eastern Europe and CIS region.

# DETAILED PROJECT ACTIVITIES REVIEW (by output)

This Chapter introduces in detail activities implemented during the reporting period as they relate to Project Outputs in the Project Document’s logical framework. Featured activities include legislative review and support to the MoJ working group, a round-table forum held by MoJ to inform other relevant Ministries on the intended scope and strategy of civil registration reforms, a functional assessment of Jamoats, ZAGS and consular offices on administering civil registration acts, enhancing capacity to deliver quality services by upgrading civil registration facilities, design concepts for single-window / one stop shop models, training ZAGS staff, civil registration archiving and digitisation assessment, implementing DHIS2 and EPOS led training of ZAGS and Jamoat offices in using the new information management system, and developing an integrated communications strategy with access to justice.

## Output 1: Legislative framework for civil registration is compliant with international best practices

A Working Group was created by the Minister of Justice Decree №27 dated from March 07, 2017. Its aim was the completion of the legal analysis and further developing draft amendments to civil registration legislation, in order to analyse legislative reports submitted to the Ministry of Justice. Other functions of the working group are to draft amendments to civil registration legislation, develop instructions on conducting registration of civil status acts, develop a Regulation “On Integrated Electronic civil registration system, develop an Instruction on conducting registration of civil acts by Consular Offices and bilateral agreements between Ministry of Justice, Ministries and Agencies involved in the civil registration sphere for Inter-ministerial coordination mechanism. The Ministry of Justice created the Working Group by order of the Minister, headed by the Deputy Minister of Justice. It consists of heads of the relevant departments associated with civil registration issues. Working Group Representatives are from departments of the Ministry of Justice and Department of Civil Acts Registration under the MoJ, and heads of 4 sectors of ZAGS in Dushanbe City and ZAGS sectors in Gissar District.

The members of this Working group are meeting approximately twice per month. The Order of the Minister of Justice №27 dated from March 07, 2017 is attached to the present report in Annex 9.

To provide Technical Legal Expertise and Assistance to the Ministry of Justice’s Working Group, an International Legal consultant was hired in May 2017. One National Civil Registration Expert and one National Legal Expert were recruited in August 2017.

The key deliverables on Legal reform for Civil Registration produced by the Expert Team included:

**Analytical report on deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system:** The following relevant aspects for Integrated Electronic Civil Registration system introduction in the Republic of Tajikistan have been highlighted as part of the analysis of the legal framework:

• rendering public services in electronic form;

• general regulation of state information systems and their institutional structure;

• possibilities of regulating civil registry information system in the legislation of the Republic of Tajikistan;

• correlation with the population register;

• provisions on the protection of personal data;

• interagency interaction.

A comparative method was applied to deepen the analysis of the legal framework. An overview of the relevant aspects of the legislation of the Russian Federation, the Republic of Kazakhstan, the Kyrgyz Republic, the Republic of Uzbekistan and the Republic of Lithuania, as well as their comparison with the provisions of legislation of the Republic of Tajikistan was conducted. These countries were selected for comparative analysis because they have already established or are in the process of establishing a regulatory framework for the implementation and operation of the Integrated State Civil Registry Information System. All these countries used to be a part of the former USSR as well as the Republic of Tajikistan.

Recommendations to improve the legislation with a view to introducing an Integrated Electronic Civil Registration system in the Republic of Tajikistan were developed as a result of the conducted comparative analysis and the analysis of the legislation of the Republic of Tajikistan.

The report revealed that there is a need to improve legal regulation in a number of areas related to the introduction of the Integrated Electronic Civil Registration system in the Republic of Tajikistan: in the field of unification of basic concepts definitions provided in laws of the Republic of Tajikistan regulating the activities of the information society, in the sphere of provision of public services in electronic format, in the sphere of general regulations on state information systems and their institutional structure, in the sphere of general regulations on personal data protection.

The conclusion of the report was:

* For the introduction of Integrated Electronic Civil Registration system in the Republic of Tajikistan it is necessary to develop regulations on the Integrated Electronic Civil Registration system including key issues of its operation.
* In the process of preparations to civil status archives digitization in the Republic of Tajikistan it is necessary to consider possibilities for developing a special regulatory act for archives digitization - Rules for transmission of state civil status registries into the electronic format.
* In the process of establishment of the population register of the Republic of Tajikistan, it is necessary to provide technical and legal prerequisites for data exchange with state civil status registration information system.
* Prior to the introduction of interagency information interaction of state bodies, it is recommended to use interagency agreements on data use from the Integrated Electronic Civil Registration system.

The full Report is attached in Annex 2 to this report.

* **Package of Draft of amendments to the Law on “On State Registration of Acts of Civil Status”, to the Family Code, to the Law “On Jamoats”, and to the Code on Administrative offence,** was submitted to the Government in early December 2017.
* **The first Draft of** **Government Regulation of the Republic of Tajikistan “On Integrated Electronic civil registration system”** was submitted to the Ministry of Justice for further consideration by the MoJ’s Working group and approval by the Government of RT. The Instruction is attached in Annex 3 to this Report.
* **Draft of Instruction on conducting the registration of civil acts describing in detail the provision of the Law of the Republic of Tajikistan “On State Registration of Acts of Civil Status”** was improved and finalized as per received comments within the Ministry of Justice’ Working group. The Instruction is attached in Annex 4 to this Report.
* **Draft of Instruction on conducting the registration of civil acts by Consular Offices** was submitted to the Ministry of Justice and discussed within the Ministry of Justice’ Working group for further discussion with the Ministry of Foreign Affairs and approval by the both of Ministries. The Instruction is attached in Annex 5 to this Report.
* **The first Draft of** **bilateral agreements between Ministry of Justice and Ministries and Agencies involved to the civil registration sphere for Inter-ministerial coordination mechanism** was drafted and submitted to the Ministry of Justice for further discussion within the MoJ’s Working group and approval by the involved Ministries and Agencies. The first Draft of bilateral agreements are attached in Annex 6 to this Report.
* **The Draft of the New State Programme on Development of Civil Registry Bodies of the Republic of Tajikistan for 2018 – 2023** was submitted to the Ministry of Justice for further discussion within the MoJ’s Working group, agreeing with the Ministries involved to the civil registration sphere and approval by the Government of the RT. The Draft of the New State Programme is attached in Annex 7 to this Report.

**Round table forum to discuss the Results of the Baseline survey, Review of legislative frameworks, coordination mechanisms and institutional structure of Civil Registration System in Tajikistan**

A Round Table forum to discuss the Results of the Baseline survey, Review of legislative frameworks, coordination mechanisms and institutional structure of Civil Registration System in Tajikistan was held on February 24, 2017. This provided the opportunity to present and discuss the various Project reports and research results produced in 2016. The workshop was attended by high level officials from the President’s office, Ministry of Justice, Civil Registration Department of the Ministry of Justice, Ministry of Foreign Affairs of the Republic of Tajikistan, Ministry of Finance of the Republic of Tajikistan, Ministry of Interior of the Republic of Tajikistan, Ministry of Health and Social Protection of Population of the Republic of Tajikistan, Agency for Statistics under the President of the Republic of Tajikistan, Committee on Religious Affairs, streamlining of national traditions, celebrations and ceremonies under the Government of the Republic of Tajikistan, The Committee on Youth, Sport and Tourism under the Government of the Republic of Tajikistan, ZAGS sectors and representatives from the international organizations. The Agenda and the List of Participants is attached in Annexes 10 and 11 to this report.

**Results Achieved**

* An Analytical report on deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system was developed.
* A Working group was established by the Minister of Justice Decree №27 dated from March 07, 2017.
* A Round Table Forum to discuss the Results of the Baseline survey, Review of legislative frameworks, coordination mechanisms and institutional structure of Civil Registration System in Tajikistan was held on February 24, 2017.
* A Donor workshop was conducted to raise the funds required for the project.

## Output 2: New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and Jamoats.

**Functional assessment of Jamoats and ZAGS offices**

A Consultation Report on a functional assessment of the jamoat and ZAGS systems in Tajikistan was produced. The report focused on officials’ administration of civil registration acts and was developed by a local consultant. The report also identified issues in ZAGS sectors and jamoats in the process of conducting acts of civil registration and based on the impediments identified, provided recommendations to address these obstacles. The report outlined such issues as: procedures for the formation of a work plan of the ZAGS sectors, reporting procedures, storage of the blanks of certificates, providing consultation to the population by ZAGS sectors and jamoats, issues related to conducting registration of birth, death, marriage, pre-marriage health checks and others.

The Consultation Report on this functional assessment of the jamoat and ZAGS systems in Tajikistan is attached to the present report in Annex 12.

**Results Achieved**

* Consultation Report on a Functional Assessment of the Jamoat and ZAGS systems in Tajikistan was developed and approved by the Ministry of Justice.
* Training agenda for conducting trainings for ZAGS and jamoats staff;
* Handbook (manual) on Civil Registration for ZAGS and jamoats staff;
* Minimum quality standards for ZAGS and jamoats staff;
* M&E implementation plan, training module, pre- and post-training questionnaires.

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

The Project has procured of IT equipment for the Institute for Advanced Legal Education at the request of the Ministry of Justice of RT.

The Project agreed with Ministry of Justice of RT to start reconstruction of the ZAGS office located in Kulyob city of Khatlon region. The Limited Liability Company “Shahrofarin” was contracted for conducting design of the reconstruction of ZAGS office in Kulyob. The design works were completed and seven types of drawings were submitted to the Ministry of Justice of RT.

A contract on renovation of ZAGS office in Kulyob was signed on 8 of December 2017. The renovation work was started in late December 2017.

A Concept Note document on introducing a One Stop Shop in Civil Registration Office in Kulob city of Khatlon Region was developed by the Service Deliver-Project officer.

The Project agreed with Ministry of Justice of RT to install a Roof in summer hall (atrium) of the building of Department of Civil Registration as the archives, which are located in the basement of the building and often subject to leaks from above. There is an open space atrium which is located in the centre of the complex of buildings, set directly above the basement and archives. During the rainy season or when it snows, the rain water and melted snow drain down into the basement below which is causing damage to the archive documents. To solve this problem, it was decided to cover the atrium with light steel structures and a translucent roof. This solution will not only protect the archive from precipitation, but the covered atrium will also serve as a large summer seating area.

A contract for installation of the Roof in the summer hall (atrium) of the building of Department of Civil Registration under the Ministry of Justice of the Republic of Tajikistan was signed on 28 December 2017.

**Results Achieved**

* 20 units of IT equipment for the Institute for Advanced Legal Education were procured.
* A contract on renovation of the ZAGS office in Kulyob was signed on 8 of December 2017. The renovation work was initiated.
* A contract for installation of a Roof in the summer hall (atrium) of the building of Department of Civil Registration under the Ministry of Justice of the Republic of Tajikistan was signed on 28 December 2017. The renovation work was started.

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

## Feasibility study

The Georgian company -Innovations and Reforms Centre (IRC) conducted a second Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan. This second study presented findings of the study of the current state of Civil Acts Registration (CAR) archives, as well as scenarios and methods for the digitisation of CAR archives in the Republic of Tajikistan. The study identified, that the CAR archive in the Republic of Tajikistan is rather voluminous while at the same time, CAR records were characterised as having a high rate of inaccuracy between the first and the second copies of records. This, along with the principles of how civil acts records are created, led the study team to assume the superior integrity of the first copies over the second archive copies and the appropriateness of digitisation of the first copies for a higher level of precision of the electronic archive. However, the study also revealed that none of the archives is complete and identified the need of complementing the digitisation process with the second copies, where the first copies cannot be located and/or used.

The proposed digitisation process was based on the findings of the study as well as the needs of the CAR system developed in the Republic of Tajikistan. Based on this the discussed model did not propose to digitise the entire CAR archive, but rather only those years and types of acts which were deemed to be a priority because of their high demand and their role in the CAR system in general.

The study discovered that despite the existence of various legal documents on data protection and a declared commitment by the Government of the Republic of Tajikistan to develop e-governance in the Republic of Tajikistan, the report provided recommendations on certain legislative issues, which should be addressed.

The Report provided the following recommendations:

* + to gather Khatlon regional archive materials in one physical space;
  + to carry out an inventory of civil acts registered by the Consular Offices of the Republic of Tajikistan and transfer the second copies to the CAR Division Archive (Dushanbe);
  + to carry out an inventory of CAR archives by the civil acts registering bodies;
  + to digitize the acts of those children who will reach the age of 4-6 at the time when digitisation begins, as they are the ones most in need of birth certificates in order to go to school within the next 2 years. In parallel to the priorities it would be desirable to start digitisation of acts registered in the 1995s;
  + to digitise marriage acts registered from 1990 to 2014, which can be carried out in three stages: the 1st stage: 2005 - 2009 / 1995-1999; the second stage: 2000-2004 / 1990-1994; the third stage: 2010-2014;
  + to select digitization staff who meet at least the minimum requirements of computer literacy and can conduct the number of informational and practical trainings for the selected staff prior to the launch of the process;
  + that the main principles of personal data protection and processing be defined in the Law on State Registration of Civil Status acts, which will regulate access to civil acts records, including access to databases and data exchange issues between government bodies.

The Report is attached in Annex 1 to this report.

## Support maintenance of the basic parameters of the Health Information System (HMIS)

During the reporting period the project contracted EPOS Health Management GmbH until 31 December 2017 to support the information system which was put in place under the EU funded ‘Technical Assistance to Support the Strengthening of the Health Information System (HMIS)’ project implemented by EPOS.

EPOS’ key deliverables produced in the reporting period were:

* The Concept of Assurance of Data Quality for CRO IS was developed. This was is in line with the provisions of mentioned document, where 13 CRO top managers and specialists were trained. EPOS also trained the CRO IS Administrator, employed by UNDP, in the most important topics of MCRO IS administration and maintenance;
* A rapid Training Needs Assessment was conducted. Results indicated that 435 CRO specialists require training, including 80 - on basic computer skills and 355 on utilization of the CRO IS. Before the CRO IS version 2.0 could be successfully implemented nationwide, at least 75% of specialists should be trained;
* Procurement of IT equipment for the ATL Institute was completed with the assistance of funds allocated from the UN Women Civil Registration reform budget. Training of trainers was conducted in November 2017 using this equipment;
* A Capacity Building Inception Report was produced which included (i) Training needs assessment; (ii) Training plan and (iii) Training input evaluation plan;
* 181 reports in the MCRO IS were created, pre-tested and completed. The required data encryption software solution from the Russian company Cryptopro, was successfully purchased according to the requirements of the Main Directorate for Protection of State Secrets by the Government of the RT. Implementation of data encryption software and e-signatures was completed.
* CROIS 2 was officially approved by the Government of the Republic of Tajikistan, and has adjusted the CRO IS Civil Registration Acts (CRA) printing module to ensure correctness of data, grammar, and quality. CRAs are now produced based on their status (Draft, Active, Edited). The timestamp and status note are added to every printed CRA.
* EPOS fulfilled all requirements of the Main Directorate for Protection of State Secrets by the Government of the RT. The Russian company Vipnet LCC provided the software solution and procurement of data encryption software from Russian company CryptoPro, led to certification of the CRO IS system in November 2017. The full EPOS Progress Report can be found in Annex 13.

## One Stop Shops Conference in Singapore

The Representatives of the Ministry of Foreign Affairs of the RT, UN Women and Project Manager of UNDP Civil Registration project attended an OSS Conference in Singapore from 01 till 07 May, 2017. The conference was to explore the continuing relevance of One Stop Shops (OSS), the political economy dimension and technical implementation challenges, good practices and lessons learned from countries around the world. The objective of this workshop was also to strengthen developing country capacity for the design and implementation of One Stop Shops for public service delivery improvements at national and/or local levels. Greater clarity over drivers for success and failures help pave the way for public sector service transformation. The workshop was closely structured around customer centric One Stop Shops, while using global examples to illustrate the diverse approaches and local experience. The workshop was designed to convene collaborative multi-stakeholder groupings of institutions and organisations drawn from multiple contexts that share knowledge on public sector reform.

**Results Achieved**

* The Georgian company -Innovations and Reforms Centre (IRC) conducted a second Feasibility Study to define institutional capacities and technical requirements for the digitization of Archives in Tajikistan. The report was submitted to the project.
* EPOS Health Management GmbH has been contracted through an open competitive international solicitation until 31 December 2018.

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

A Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering acts of civil status of the Republic of Tajikistan was developed jointly with project partners UN Women, UNDP and UNFPA. The activities under this ToR will be implemented by the project jointly with UN Women and UNFPA in the next reporting period.

The key deliverables to be produced under this joint ToR included:

Deliverable 1: UNDP component

* One integrated Communication Strategy to "Leave No One Behind - Everyone Counts" was developed and submitted to cover the city of Kurgan-Tube - in Khatlon region, in Bobojon Gafurov district - in Sughd region, in Rudaki district - RRS and Dushanbe city. These focus districts were chosen on the advice of MoJ. A short report explaining the 4 communications approaches was submitted. The report described the use of traditional leading media, outreach and awareness raising activities, infographics, alternative musical, art, and theatrical methods;

Yet to be developed were

* One Joint Communication Action Plan for 2017-2018. This joint plan shall be agreed with by the Working Group (WG) on Communication with the Ministry of Justice, covering awareness-raising activities and a work plan for the implementation of activities for "awareness-raising campaigns to reach the most vulnerable rural groups of people from remote areas, especially women and children, people with disabilities and minorities, in order to improve their access to civil registration services "without leaving anyone behind”;
* One Terms of Reference (TOR) for the Working Group on Communications;
* A unified Joint Action Plan for Information and Communication for 2017-2018, agreed with by the Working Group (WG) on Communication with the Ministry of Justice and a work plan for the implementation of activities, was developed and presented;
* One set of innovative communication strategy tools implemented to reach the 4 focus districts with vulnerable populations from remote areas, especially women and children, young girls, persons with disabilities and minorities.

Deliverable 2: UNFPA component

* The methodology and necessary tools for the preliminary and subsequent assessment of the level of public knowledge about the registry office services is yet to be developed and submitted to UNFPA;
* The study is yet to be conducted. Preliminary and final reports submitted for the approval of UNFPA.

Deliverable 3: UN-Women component

* A plan to conduct awareness-raising campaigns, including awareness-raising activities (using media channels, community meetings, mobile consultations, information sessions of WWGs) on the need for timely registration of acts of civil status in the target areas of Kurgan-Tube, Rudaki, B Gafurov and Dushanbe (one jamoat in each district and in one district of Dushanbe) was developed and coordinated with the "UN Women";
* The contents of the media program and the infographic mock-up (2 types), billboard materials (3 types), 2 television programs, 4 newspaper articles, 2 radio programs, booklets (2 types), brochures (2 types) presented and coordinated with UN-Women;
* Report on the establishment of 7 groups in the target areas of the Project, including lists of members of the WWGs; Provision of a 2-day training module coordinated with UN-Women for WWGs members to raise their awareness of the process of reforming the civil registration system with handouts; A report on the 2-day training held in the 7 target areas of the Project; Providing a list of the 700 most vulnerable population groups, especially women and girls, who need the services of the registry office, identified by the members of WWGs, in accordance with the principle of "no one left behind,"; Report on the 14 information sessions held on the importance and procedure for registering acts of civil status, as well as on the consequences of failure to register marriages, births, deaths, failure to establish marital contracts, etc., conducted by members of WWGs;
* A methodology for conducting a comprehensive post-assessment developed and presented by UN-Women in order to assess the coverage of the population, as well as their awareness of civil registration services; As well as an evaluation report.

The Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering acts of civil status of the Republic of Tajikistan is attached in Annex 14 to this report.

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

No activities were envisaged under Output 6 during the reporting period.

# MANAGEMENT AND COORDINATION

## A. Management

## Staffing

According to the agreement reached with the Ministry of Justice during the finalisation of the Project Document, in 2017 the team was composed of:

International Project Manager (P4)

Project Officer (Outcome 1 – Policy and Institutional Frameworks)

Project Officer (Service Delivery)

Project Associate (Outcome 1 – Policy and Institutional Frameworks)

ICT/ Project Associate

Admin. Finance Associate, and

Driver.

The project is using the drivers of other UNDP programmes and projects on a cost-recovery basis. Given the limited scope of travel required for the project it is more cost effective to maintain hiring transport on a cost recovery basis, rather than investing in a dedicated vehicle and driver. Hence, no driver was recruited.

The Project Assistant resigned from the project in October 2017. This resignation was used as an opportunity to introduce changes to the project management structure. A Deputy Project Manager was recruited for this purpose. He shall start the work from February 01, 2018.

As was discussed and agreed with SDC, UNDP senior management and MoJ the project team is planning to move to other rented office accommodation. The procurement process to select appropriate office space is on-going.

## B. Coordination

**UN WOMEN**

On May 15, 2017 on the occasion of International Day of Families, UN Women in conjunction with the Committee on Women and Family Affairs and Committee on Youth Sport and Tourism hosted an event for more than 300 students from Pedagogical, Medical and National State Universities in Dushanbe.. The purpose of the event was to enhance knowledge of students/young generation on the importance of family. alsoUN Women also engaged with relevant UN agencies (UNDP, UNFPA, UNICEF, UNHCR) to promote women’s and girls’ rights in the context of civil registration reform.

UN Women also contributed to joint UN work with national partners and UN Human Rights Treaty Bodies in Tajikistan through facilitating consultations focused on enforcement of specific conventions, concluding with observations by Treaty Bodies in Tajikistan.

In September 2017 a gender consultant conducted a capacity assessment among 41 staff of ZAGS in four districts of Dushanbe city (Sino, Somoni, Shohmansur and Firdavsi), UAGS, and House of Marriage from gender perspective.

Only 2,4% of interviewed staff had some understanding on gender, related gender equality international mechanisms, national laws protecting human rights, etc.

In October-December, 2017UN Women conducted a needs analysis, mapping and concept design on establishing a One Stop Shop (OSS) model in Kulyob city.

**UNFPA**

During the reporting period UNFPA conducted an assessment of Data Flows and Development of Information Mapping for the Civil Registration System in Tajikistan. The assessment involved inquiries, observations, interviews to evaluate the efficiency, effectiveness, business processes, timeliness and quality of information flows between different actors

Evaluation findings indicated that: the CR organizational structure was suitable for registration operations, service points are well distributed,a lack of appropriate linkages with some users of the CR products, an inadequate registration infrastructure for Jamoats and other CR operational level offices, and also inadequate CRVS personnel and those who have limited education profiles.

Inefficiency and infectiveness of the CRVS operations and information flow between various actors. Some of the specific issues included:

• An absence of information flow between notaries and the registration agent

• Inadequacy of trained personnel to certify deaths in the community

• Existence of barriers to registration

• Inefficient transmission of VS information between actors

• Inadequate procedures and mechanisms for VS information sharing

• Inefficient and ineffective VS data compilation

• Inconsistencies between registration records and compiled statistics

In 2017 UNFPA with the PO “ASTI” provided technical assistance to MoJ with reviewing the recommendations received from international consultancy work in 2016. 11 out of 28 were accepted by the MoJ for further implementation.

UNFPA with the National Commission on Population and Development within the Parliament of the Republic of Tajikistan held a conference which highlighted benefits of the CRVS electronic civil registration system. The Conference was conducted on 22 September 2017 with participation of high level representatives of AFPPD Honourable Mr. Keizo Takemi.

Theatre performances were conducted in three project areas: Khujand, Rudaki and Kurgan Tube as per agreement with MoJ; During the reporting period over 2,100 people were covered with theatre based performances on various topics such as birth and marriage certificates and passport. In total 22 performances were provided against planned 9.

To ensure access to services for hard to reach rural population, UNFPA jointly with MoJ organized a mobile consultation to provide CRVS services in remote and rural places. In total 36 mobile outreach visits were conducted. In total 1,800 consultations were provided to male (1,083) and female (717) population. 569 Individual consultations were also provided.

160 children received birth certificates in the course of the campaigns. 12 radio programmes were developed and broadcasted.

## Resource mobilization

According to the Resource Mobilization Document there is a need to attract additional resources to ensure complete and timely implementation of civil registration reform process.

To mobilize additional resources, UNDP approached the following donors:

* + Canada Fund for Local Initiatives (CFLI);
  + KazAID;
  + Czech-UNDP Trust Fund;
  + Bureau for Policy and Programme Support (BPPS);
  + Russian Trust Fund;
  + Eurasian Fund for Stabilisation and Development (EFSD) which was prepared during the previous reporting period, was handed off to the Ministry of Finance in order that the Government could make the application. It is expected that MoF will prepare the application on their letterhead and submit before the next deadline for applications passes;
  + Embassy of the Republic of Korea. A follow-up meeting was held with the RoK and the Embassy advised they would be establishing in Dushanbe an office of KOICA.
  + Embassy of Japan (letter from MoJ)
  + GPB and K&I Data and Design Thinking

In addition to these 9 initiatives, a Strategic Planning (Donor) workshop of the Civil Registration System Reform in Tajikistan was conducted in September 27, 2017 in the Ministry of Justice Conference Hall for donors to outline the progress achieved and further plans for the project in order to attract the additional funds for the project.

Since the Strategic Planning Workshop several follow up initiatives have been pursued to gauge the interest of donors. These are following:

* All Embassies, Funds and Banks invited to Civil Registration Partners Coordination meeting
* Japanese Ambassador
* Indian Consulate
* French Ambassador
* UNDP Seoul Policy Centre: Republic of Korea’s Innovative Policy Tools and Experiences for Implementation of SDG 16 shared in the context of a Development Solutions Partnership (DSP) on Anti-Corruption. DSPs are facilitated by UNDP Seoul. Expression of Interest being prepared on Corruption Risk Assessment (CRA) of ACRC (implemented since 2006) for effective prevention of corruption in the public sector by identifying and removing corruption-causing factors in draft laws. 3 meetings with the Embassy of the Republic of Korea and planning to meet KOICA once the office is established.

The Table with the list of approached donors is attached as Annex 15 to the present report.

**Results Achieved**

* The Project monthly UN and partner coordination meetings have been conducted on a regular basis;
* CROIS2 tested, deployed across selected ZAGS offices;. The introduction of a fully electronic CR Information system paves the way for systematic data sharing across agencies and the introduction of a coordination mechanism as recommended by the CR Project in 2017;
* Strategic Planning (Donor) workshop of the Civil Registration System Reform in Tajikistan was conducted.

# IMPLEMENTATION CHALLENGES

While the project has strong support from the Ministry of Justice, and from other partners, several implementation challenges exist which impede the roll out of the Civil Registration Reform. These include, low staff motivation and capacity of ZAGS Offices and Jamoats, poor facilities and weak infrastructure, lack of highly-qualified specialists in accountancy (for financial reporting) and IT, incoherent service delivery approaches and business procedures on the service provider side. On service user side, low awareness of civil registration by the population, low motivation for the registration of civil acts, poverty (paying capacity), deference to using informal institutions, cultural aspects and distrust of formal institutions and procedures are the main barriers.

The project with support of partners and stakeholders will address these challenges by:

• Introducing amendments to the Law on “On State Registration of Acts of Civil Status”, Family Code, Code on Administrative Offences and other Laws and by-laws related to civil registration as per received comments from the ministries and agencies;

• Introducing instructions on conducting the registration of civil acts by Jamoats, ZAGS and Consular Services;

• Developing and implementing new by-laws, internal rules and regulations, business procedures and M&E framework;

• Developing training programmes, training materials and conducting a series of trainings: training for trainees and trainings for staff of ZAGS Offices, Jamoats and Consular Offices;

• Renovating facilities: renovation of archive building, renovation of ZAGS Office in Kulyob and two other ZAGS Offices (if agreed and approved);

• Technical upgrade of Institute of Advanced Legal Training under the Ministry of Justice for better learning conditions and innovative education;

• Introducing a new communication strategy and conducting outreach awareness raising campaigns;

Specific challenges during the reporting period were:

Annual Work Plans for 2017 and 2018 needed to be modified to accommodate aspirations of MoJ to have a fully functional electronic data management system in place by January 2018. Government expectations are insupportably high. At the first Project Steering Committee in Nov 2016 the Minister of Justice commented that the Project was actually “moving too fast” and MoJ needed time to absorb the changes proposed. In mid-2017 there was a shift in perception that the Project had slowed and there were delays in implementation. This was mainly due to the decision on which ZAGS office to upgrade. The decision to upgrade Kulyob office was only taken in the 2nd quarter of 2017, which meant the procurement process was 3 months behind from the beginning. Moreover, ZAGS Kulyob office was not a recommended site for upgrading, as it was considered by UNDP engineers to be too costly to renovate, as it would have been better and more cost effective to build a new. MoJ insisted on the Kulyob ZAGS office however, which resulted in a significant portion of the budget being allocated for construction, leaving little for other essential items such as computers and IT support. Government expectations on what can be achieved with the current level of resources needs careful explanation by Project Management.

Expectations on what can be achieved with current resources needed also to be managed for the 2018 Annual Work Plan and discussed with MoJ and SDC. Currently the Project is planning intensive IT support and hardware procurement in 2018 to meet government’s aspirations. Careful analysis of costs involved in procuring necessary hardware have been completed and will be communicated to MoJ during the normal weekly meetings.

A separate Meeting held with MoJ suggesting MoJ and UNDP review the IT Assistant performance.

EPOS were also counselled on several occasions that the staff member did not report to them (as they are UNDP Contractors) but to UNDP Project Management. EPOS’ open criticism of this staff member would therefore be considered as un-informed and inappropriate, though EPOS’ assessment of the staff member’s technical capacity is taken into consideration.

Concern was also raised about the length of time taken to purchase training computers. The Purchase Order (PO) for the computers was approved on 9 October 2017. The delivery period was within 30 days after the PO was approved. Therefore, the IT equipment was delivered by 9th November 2017. However, the contract of the EPOS staff responsible for the training came to an end on October 2017. The IT Assistant’s contract was not renewed beyond 31 December 2017. An IT specialist consultant was engaged by UNDP for 66 working days from 15 November to provide technical cover and help desk backup in the transition period when a company is selected to take on legal and IT support to MoJ.

A final challenge identified was the lack of internal capacity of UN Women to deliver on their proposed budget. This implementing partner agency has not been able to maintain their delivery rate at acceptable level for the reporting period and before, and these shortcomings need to be documented with the view of assisting the relevant staff to lift their delivery performance.

## Management and coordination challenges

Individual UN Women staff performance is however not the major issue facing this partner agency and their consistent low delivery. Indications are that there is a more systemic problem within UN Women’s management structure which requires inordinate amounts of time and resources to have even the most basic of decisions made at regional level. This, coupled with unrealistic budgeting for UN Women’s Project overall work plan has put this agency in a difficult position to maintain delivery, despite the best intentions and dedication of its local staff.

As EPOS GmbH have been the technical leader in implementing the electronic data management system since the Project’s inception. The company designed a fully compliant electronic system for civil registration services using customized open source software. Using open source code was a conscious decision, taken in order to avoid costly annual registration fees which would have been incurred by the government had the choice been to purchase an off-the –shelf product which would require costly long-term licensing. Moreover DHIS2’s predecessors had been developed by the University of Oslo, and similar versions have been installed in other countries around the world that were also looking to implement a fully electronic civil registration system.

The down side to using such a customized system is that it requires specialized training to be able to manage the system’s maintenance, trouble shoot issues and use it to its fullest potential, let alone developing new modules or add-ons. Such training needs to be provided to the Ministry of Justice designated staff who are involved in implementing this electronic system. The MoJ however does not have an IT division as such and there are significant internal MoJ capacity gaps which could impact on project sustainability if they are not managed in good time.

# LESSONS LEARNED

|  |  |
| --- | --- |
| **Issue** | **Lesson Learned** |
| **Improved interagency Coordination**  Coordination with other agencies became an issue for project management in the reporting period. Although monthly meetings continued to be conducted between UN Agencies and other stakeholders with interest in Civil Registration Reform some key inter-agency activities in relation to MoJ could have been coordinated better.  To improve inter-agency coordination the Programme Analyst (Governance):  1. Held a technical meeting with UNFPA and UN Women who have contracts with UNDP and possibly with MoJ to discuss the existing coordination gaps and follow up actions which are required.  2. Followed up on interagency meetings held at the level of Agency Heads (since this is inter-agency and goes beyond project level).  3. More closely monitored UN Women’s work in particular, in accordance with milestones agreed in advance and prepared to take action if milestones were missed. | Monthly coordination meetings continued to be held with Agencies concerned with CRVS.  Any proposed high level interagency technical meeting required UN RC’s involvement. An Interagency meeting was planned for early February 2018, when all partner agencies are back in country. This meeting will have an internal review with clear documentation of lessons learned from 2016 and 2017 for the Heads of Agencies to come up with management responses. UN Women intended to finalise the recruitment of the new National Officer, and it was intended that the selected person be present at this interagency meeting also. However, the recruitment process will take some time and there will only be one UN Women staff member in country covering the entire portfolio for some time to come in 2018. Without the early appointment of senior UN Women staff with the authority to approve key documents relating to procurement, finance, HR, and programme decisions, the low delivery rate is expected to continue. This impacts on the entire project performance. |
| **Consistent and coherent messaging**  To ensure all communications, ToRs, work plans are reviewed for consistency with Project requirements, contribution to the project objectives and overall reform process by the UNDP Project before passing through to MoJ for approval, Project management ensured all communications between UNFPA and UN Women consultants with MoJ were channelled through the UNDP Project. This policy was also at the request of MoJ.  A complaint was raised about the Project not sharing ToRs for proposed civil registration activities with UNDP. Specific reference was made to a UN Women ToR of National Consultant to analyse the opportunities, prerequisites and conditions for providing information, advisory support and civil registration services to vulnerable groups, taking into account gender approaches on the principle of a Single Window service (based on Civil Registration Office in Kulyob city). In fact this case was discussed with MoJ during a routine face to face meeting and a follow up email was sent on 23 August explaining the context of this Terms of Reference, the UN Women consultant’s role and the Project’s role.    Communications between Project Management and MoJ have always been open and productive. Regular weekly meetings are held between Project Management and MoJ though use of interpreters is often necessary.  Project staff have clearly defined ToRs depending on their designation. It is not always clear to MoJ and SDC if staff are involved in activities that are outside their TOR. Project Management will review staff TORs and ensure that all are working within their respective designated areas of responsibility, and that this is clearly communicated/agreed upon with MoJ.  If Project management detects local staff are departing from the actual tasks implemented, the required adjustments will be swiftly made. | The Lesson learned was Project local staff should be more sensitive to any subtle messaging coming from MoJ which Management needs to be aware of.  Another lesson learned that despite there being clear evidence this particular UN Women ToR was discussed and cleared with MoJ, to avoid embarrassment to the government it was decided not to publicly refute MoJs criticism of the project on this and other cases and allow senior management and Programme Unit to deal with it “off-line.”  Project Management also needs to be more sensitive to subtle messages being sent from MoJ on salient issues, which may be difficult to pick up on, especially when filtered through an interpreter, and be responsive to these issues.  The recruitment of a Deputy Project Manager will also help in this respect, including for day-to-day communication with MoJ. |

# 

# FINANCIAL REPORT

The financial report for the reporting period is attached as Annex 16 to the present report.

# RISK ANALYSIS TABLE

The updated Risk Analysis Table is attached as Annex 17to the present report.

# ANNEXES

Annex 1: The 2nd Feasibility Study to Define Institutional Capacities and Technical Requirements for the Digitization of Archives in Tajikistan

Annex 2: The Analytical report on deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system

Annex 3: Draft of Government Regulation of the Republic of Tajikistan “On Integrated Electronic civil registration system

Annex 4: Draft Instruction on conducting the registration of civil acts describing in detail the provision of the Law of the Republic of Tajikistan “On State Registration of Acts of Civil Status

Annex 5: Draft Instruction on conducting the registration of civil acts by Consular Offices

Annex 6: Draft of bilateral agreements between Ministry of Justice and Ministries and Agencies involved to the civil registration sphere for Inter-ministerial coordination mechanism

Annex 7: Draft of the New State Programme on Development of Civil Registry Bodies of the Republic of Tajikistan for 2018 – 2023

Annex 8: Zero Draft of ToR for conducting an Action Research

Annex 9: The Order of the Minister of Justice №27 dated from March 07, 2017

Annex 10: Agenda of the Round table, held on 24 February, 2017

Annex 11: List of Participants of the Round table, held on 24 February, 2017

Annex 12: Consultation report on functional assessment of the jamoat and ZAGS systems in Tajikistan

Annex 13: EPOS Progress Report

Annex 14: Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering acts of civil status of the Republic of Tajikistan

Annex 15: Table of the list of approached donors

Annex 16: Financial report

Annex 17: Risk Analysis Table

## 

## Annex 1



**The 2nd Feasibility Study to Define Institutional Capacities and Technical Requirements for the Digitization of Archives in Tajikistan**

## Annex 2

****

**The Analytical report on deep analysis of the Legal framework for introducing new practices to implement an Integrated Electronic Civil Registration system**

## Annex 3



**Draft of Government Regulation of the Republic of Tajikistan “On Integrated Electronic civil registration system**

## Annex 4

## 

**Draft Instruction on conducting the registration of civil acts describing in detail the provision of the Law of the Republic of Tajikistan “On State Registration of Acts of Civil Status**

## Annex 5



**Draft Instruction on conducting the registration of civil acts by Consular Offices**

## Annex 6

****

**Draft of bilateral agreements between Ministry of Justice and Ministries and Agencies involved to the civil registration sphere for Inter-ministerial coordination mechanism**

## Annex 7



**Draft of the New State Programme on Development of Civil Registry Bodies of the Republic of Tajikistan for 2018 – 2023**

## Annex 8



**Draft ToR for conducting an Action Research**

## Annex 9



**Order of the Minister of Justice №27 dated from March 07, 2017 to establish a working group.**

## Annex 10



**Agenda of the Round table, held on 24 February, 2017**

## Annex 11



**List of Participants of the Round table, held on 24 February, 2017**

## Annex 12



**Consultation report on functional assessment of the jamoat and ZAGS systems in Tajikistan**

## Annex 13



**EPOS Progress Report**

## Annex 14

****

**Terms of Reference for providing technical assistance to the Ministry of Justice of the Republic of Tajikistan on the development and implementation of a Communication Strategy advocating the importance of registering acts of civil status of the Republic of Tajikistan**

## Annex 15

Table of the list of approached donors

| **#** | **Donor** | **Project Idea/Proposal[[1]](#footnote-1)** | **Total amount requested** | **Status** |
| --- | --- | --- | --- | --- |
| 1 | Canada Fund for Local Initiatives (CFLI) | * [Co-funding] for conducting Baseline Survey | ­­­CAD 25,000 (equivalent to USD 20,000) | Concept Note submitted, pending review by the Embassy of Canada in Kazakhstan |
| 2 | KazAID | * Capacity building (training) for the Civil Registration Offices | USD 200,000 |  |
| 3 | Czech-UNDP Trust Fund | * Develop a comprehensive ‘change plan’ for the identified model of service provision (follow up on the outcomes of the feasibility study); | USD 10,000 | * Approved |
| 4 | Bureau for Policy and Programme Support (BPPS) | * Comprehensive review and recommendations for improvement and simplification of business processes within the civil registration system; | USD 250,000 | * Outcome announced at the end of 2016; |
| 5 | Russian Trust Fund | * Repair / building of 5 regional ZAGS Offices and their technical equipment, in accordance with international best practice; * Digitization of archives in Dushanbe, Khujand and Khorog; - Purchasing of computer equipment for ZAGS Offices and 426 jamoats; | ͌USD 3 million | One pager submitted; pending review |
| 6 | Eurasian Development Bank | * Exact areas to be agreed with MoJ (announcement came only on 14 July 2016) | ~ USD 500,000 | MoJ discussed the potential activities to be prioritized with the Executive Office of the President. MoJ then received clearance to submit, UNDP provided technical support in completion of the application[[2]](#footnote-2) |
| 7 | GPB and K&I  Data and Design Thinking | * Creation of citizen feedback mechanism to enable citizens to proactively engage in the ongoing civil registration reform; | USD 50,000 | The 2016 call for proposals requires projects to be implemented as of July 2016. Therefore, the idea will be resubmitted as part of 2017 call for project ideas. |
| 8 | Embassy of Japan | * providing "single window implementation in cities and districts of the civil registration mechanism | Non specific Letter of request for support from MoJ (drafted by UNDP) | Awaiting response |
| 9 | Eurasian Fund for Stability and Development (EFSD) | * Requesting comprehensive support in digitisation of C.R system, using Tajikistan’s export of human resources (mainly to Russia) as the entry point. | USD 5 million | Application which was prepared during the previous reporting period, was handed off to the Ministry of Finance in order that the Government could make the application. It is expected that MoF will prepare the application on their letterhead and submit before the next deadline for applications passes. |
| 10. | Embassy of the Republic of Korea | * A follow-up meeting was held with the RoK and the Embassy advised they would be establishing in Dushanbe an office of KOICA |  | A follow-up meeting was held with the RoK and the Embassy advised they would be establishing in Dushanbe an office of KOICA |
| 11. | Strategic Planning workshop of the Civil Registration System Reform in Tajikistan was conducted in September 27, 2017 in the Ministry of Justice Conference Hall for donors to outline the progress achieved and further plans for the project in order to attract the additional funds for the project | Since the Strategic Planning Workshop several follow up initiatives have been pursued to gauge the interest of donors. These are following:   * All Embassies, Funds and Banks invited to Civil Registration Partners Coordination meeting * Japanese Ambassador * Indian Consulate * French Ambassador * UNDP Seoul Policy Centre: Republic of Korea’s Innovative Policy Tools and Experiences for Implementation of SDG 16 shared in the context of a Development Solutions Partnership (DSP) on Anti-Corruption. DSPs are facilitated by UNDP Seoul. Expression of Interest being prepared on Corruption Risk Assessment (CRA) of ACRC (implemented since 2006) for effective prevention of corruption in the public sector by identifying and removing corruption-causing factors in draft laws. |  | XX |
| TOTAL: | | | USD 9,030,000 | |

Table - The table with information of the approached donors

## Annex 16

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Financial Report for the period of January - December 2017 | | | | | | | |
| Project title "Civil Registration System Reform in Tajikistan" | | | | | | | |
| Activities | | Funds from | Revised budget 2017 | Expenses for the period | Commitments as of 31 December, 2017 | Remaining Balance | Utilization level, % |
| # | Description |  | A | B | C | D = A - B - C | D = (B + C)/ A |
| 1 | Legislation on civil registration is compliant with international standards | SDC | $378,387 | $435,899 | 0 | ($57,512) | 115% |
| UNDP | $0 | $13,410 | 0 | ($13,410) |  |
| 2 | New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats | SDC | $177,883 | $93,895 | $137,928 | ($53,941) | 130% |
| UNDP | $53,227 | $38,429 | 0 | $14,798 | 72% |
| 3 | Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population | SDC | $128,265 | $47,555 | 0 | $80,710 | 37% |
| UNDP | $76,926 | $72,033 | 0 | $4,893 | 94% |
| 4 | Civil registration and archiving of data is managed through an electronic system | SDC | $251,108 | $131,972 | $53,207 | $65,929 | 74% |
| UNDP | $39,000 | $116,683 |  | ($77,683) | 299% |
| 5 | Ministry of justice makes use of new communication strategies to proactively incentivise the population to register their civil acts | SDC | $0 |  |  | $0 |  |
| UNDP | $0 |  |  | $0 |  |
| 6 | Outreach awareness raising campaigns by selected civil society organisations complement the MoJ communication strategies | SDC | $8,640 | $34,734 |  | ($26,094) | 402% |
| UNDP | $43,886 |  |  | $43,886 | 0% |
| 7 | Direct Project Costs | SDC | $38,890 | $24,270 |  | $14,620 | 62% |
| UNDP | $87,197 | $59,069 |  | $28,129 | 68% |
|  | Subtotal SDC |  | $983,172 | $768,324.76 | $191,135 | $23,712 | 98% |
|  | Subtotal UNDP |  | $300,237 | $299,623.87 | $0 | $613 | 100% |
| Total: |  |  | $1,283,409 | $1,067,948.63 | $191,135.38 | $24,325 | 98% |
| Note: Data contained in this financial report section is an extract of UNDP financial records. All financial data provided above is provisional. | | | | | | |  |

|  |
| --- |
|  |
|  |
|  |
|  |
|  |
|  |
|  |
|  |
|  |
|  |
|  |
|  |

## Annex 17

Risk Analysis Table

|  |  |  |
| --- | --- | --- |
| **Project Title:** “Support to Civil Registration System Reform in Tajikistan” | Award ID: | **Date:** January 2018 |

| **#** | **Description** | **Date Identified** | **Type** | **Impact &**  **Probability** | **Countermeasures / Management response** | **Owner** | **Submitted, updated by** | **Last Update** | **Status** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| 1 | Political destabilization, insurgency and armed conflict | January 2018 | Political | The risk occurrence could impact the effectiveness of project activity and sustainability  P = 2  I = 2 | Maintain neutrality and conflict-sensitivity in action: adapt programme to the complex context | Ms Gulbahor Nematova | Mr Tony Cameron | July 2017 | No change |
| 2 | Corruption impedes project activities and/or outputs | January 2018 | Operational | The occurrence of the risk will undermine the impact of the project  P = 2  I = 2 | Good governance, including transparency and accountability, and careful monitoring approach to project activities. Training in anti-corruption for ZAGS Officers and Notaries planned for February 2018. | Ms Gulbahor Nematova | Mr Tony Cameron | December 2017 | No change |
| 3 | Legislation, government policy and practices not implemented due to weak capacities, lack of coordination and/or low finances | January 2018 | Regulatory | The occurrence of the risk will undermine the impact of the project  P = 2  I = 2 | Close coordination with key institutions to develop alternative strategies; facilitate coordination with Ministry of Finance with respect to financial allocations for reforms. | Ms Gulbahor Nematova | Mr Tony Cameron | July 2017 | No change |
| 4 | Lack of motivation/ political will to implement reforms | January 2018 | Strategic | The occurrence of the risk will undermine the impact of the project  P = 2  I = 2 | Identify motivating factors that can be incorporated into the project. | Ms Gulbahor Nematova | Mr Tony Cameron | July 2017 | No change |
| 5 | Inability to secure on-going government funds to improve civil registration system | January 2018 | Financial | The risk occurrence will force the downscaling of certain project activities  P = 2  I = 3 | On-going dialogue with President’s Administration and Ministry of Finance, along with Ministry of Justice, to identify additional funding sources. Project advocating for high level inter parliamentary dialogue between Tajikistan and foreign worker recipient countries for bi-lateral funding opportunities. |  | Mr Tony Cameron | December 2017 | No change |
| 6 | Frequent electricity cuts in particular at jamoat offices in rural areas | January 2018 | Operational | The occurrence of the risk undermines sustainability of the project  P = 3  I = 3 | 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. |  | Mr Tony Cameron | December 2017 | No change |
| 7 | Lack of cooperation between ZAGS and jamoats | January 2018 | Organizational | The occurrence of the risk will undermine the impact of the project  P = 2  I = 2 | The project will facilitate the definition of clear roles and responsibilities, joint activity planning and clear reporting mechanisms. |  | Mr Tony Cameron | December 2017 | No change |
| 8 | Lack of cooperation between MoJ and other state institutions | January 2018 | Organizational | The occurrence of the risk will undermine the impact of the project  P = 2  I = 3 | The project will create linkages and cooperation between the relevant state institutions where possible, formalised by accepting the establishment of an interagency coordination mechanism.  22 September 2017 Vice-Chairman of the Majlisi Namaoyandagon conferred a meeting on “Strengthening coordination between government bodies responsible for civil registration and vital statistics in the Republic of Tajikistan”  The recommendation from the forum was that the Ministry of Justice was best placed to take the lead in establishing a population register to which all other e-government systems would be linked. |  | Mr Tony Cameron | December 2017 | No change |
| 9 | Deterioration in relations between UNDP and project partners | January 2018 | Strategic | The occurrence of the risk will undermine the impact of the project  P = 1  I = 3 | Maintain respectful, collaborative, participatory, organic approach and transparency. Increased dialogue with MoJ and Project Partners facilitated by planned arrival of DPM. |  | Mr Tony Cameron | December 2017 | No change |
| 10 | Decreased motivation/  ability/ willingness of civil registry service providers because of impending job cuts as a decision from government. | January 2018 | Strategic | The occurrence of the risk will undermine the impact of the project  P = 3  I = 2 | Continuous efforts to build the capacity of providers according to needs determined by them. Selective training delivered only to those who are likely to remain on staff. |  | Mr Tony Cameron | December 2017 | Change |
| 11 | Government priority for 2018 is to fully establish an electronic Civil Registration Office Information System across 68 ZAGS Offices and 64 clustered Jamoats. Large scale training required for recipient staff. No budget for training logistics however. | December 2017 | Operational | P = 3  I = 1 | Detailed discussions with trainers in EPOS point to centralized training being the most effective, probably from out of the Institute for Advanced Legal Training. Travel, DSA etc for ZAGS & jamoat staff attending centralised training not in EPOS financial proposal. UN Women approached to fund this aspect of the training logistics. |  | Mr Tony Cameron | December 2017 | Change |

1. Some of the project ideas are already reflected under Phase I of the project. In case of approval, UNDP will propose reallocation of funds for underfinanced/non-financed activities. [↑](#footnote-ref-1)
2. UNDP is not eligible for this call, but the Government of the target countries, including Tajikistan are eligible. [↑](#footnote-ref-2)