

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

**SEMI-ANNUAL PROJECT REPORT**

**1 January 2016 – 30 June 2016**

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| **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) |

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# LIST OF ABBREVIATIONS

|  |  |
| --- | --- |
| CR Project | ‘Support to Civil Registration System Reform’ Project |
| CRVS | Civil registration and vital statistics |
| CPAP | Country Programme Action Plan |
| HMIS | Strengthening of the Health Information System |
| GoT | Government of Tajikistan |
| JLRP | Judicial and Legal Reform Programme |
| ILRC | International Legal Resource Centre |
| IRC | Innovations and Reforms Center |
| MFA | Ministry of Foreign Affairs |
| MoJ | Ministry of Justice |
| MTDS | Mid-Term Development Strategy |
| 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 |
| 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 will support the government in reforming the civil registry system by improving its functioning nationwide and making it responsive to the needs of the population, especially the most vulnerable groups. 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). The stated overall goal of the 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”*.

*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 and timely have their vital events 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:

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

These challenges were stipulated 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.

*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 – June 2016. The report covers the main activities carried out during the reporting period and results achieved to date, as well as challenges and lessons learnt. The project work plan is developed in such a way that the first 6 months of the project are focused on preparatory work and the tangible work begins during the 2nd half of 2016. The preparatory work mostly included recruitment of project team, conducting tenders, drawing up agreements etc.

The following was accomplished during the reporting period:

According to the agreement reached with the Ministry of Justice during the finalisation of the Project Document, in 2016 the team will be composed of:

* International Project Manager (P4)
* Project Officer (Outcome 1 – Policy and Institutional Frameworks)
* Project Associate (Outcome 1 – Policy and Institutional Frameworks)
* Admin. Finance Associate, and
* Driver.

During the reporting period, the project team was formed. The Local team came on board between April – May 2016, while the International Project Manager commenced his duties outside the reporting period, on 22 July 2016. The project is using the drivers of other UNDP programmes and projects on cost-recovery basis. Hence, no driver was recruited for this project.

As was discussed and agreed during the design of the project, the project team is to be located in the premises of the Main Department of Civil Registration under the Ministry of Justice (MoJ) which is based on a signed Memorandum of Agreement between MoJ and UNDP. The project is now based in the Government premises, free of charge. Prior to commencement of project operations, the office was renovated and equipped with furniture and IT equipment.

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. The Project Document clearly outlines the partnerships with UN agencies, including but not limited to UNFPA and UN Women as well as other actors such as EPOS Health Management. The project on the one hand views these partnerships as a means to ensure concerted, coordinated reform. On the other hand, the project builds on past achievements and the effective use of available resources. During the reporting period, UNDP has entered into partnership with:

* UNFPA to provide technical support in strengthening the national data and statistics related to civil registration. Part of this partnership includes capacity building support to the State Statistics Agency under the President of the Republic of Tajikistan and targeting Jamoats to produce accurate civil registration data.
* UN Women for enhancing gender responsiveness of civil registration policy, institutions and service delivery through provision of gender expertise through legal review and capacity building efforts, and to support civic awareness activities.
* EPOS Health Management GmbH to provide one-year support to maintain basic parameters of the health information system put in place with EU funding under ‘Technical Assistance to Support the Strengthening of the Health Information System (HMIS)’ project implemented by EPOS.

For smooth information sharing and exchange within different project partners, a bi-weekly coordination group was formed. The meetings are attended by:

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

During the design of the project, UNICEF and UNHCR expressed interest to provide their civil registration related agency specific technical expertise in project implementation. Therefore, UNHCR and UNICEF are engaged at a consultative level as part of the analysis of legislative and institutional frameworks, conducting the feasibility study, and baseline survey.

1. ***Project Results and Impact Summary***

Overall, the Project in on track with the work plan for January – June 2016. Given the preparatory nature of the activities carried out during the reporting period, it is somewhat early to report against outcomes and outputs. The major achievements at the level of targets are provided in *Table 1 – Project Results Summary* below.

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| *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** |
| **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 | No results achieved to date |
| **Indicator 2:** % of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system | TBD during the baseline survey in 2016 | increase from baseline by 20% | No results achieved to date |
| **Indicator 3:** Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection | 40,000 | 30,000 | No results achieved to date |
| **Indicator 4:** Number of procedures (i.e., individual visits, different documents required, different authorizations needed) required for registration of civil acts | TBD | TBD | No results achieved to date |

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| *Output 1:* Legislative framework for civil registration is compliant with international best practices | | | |
| **Output Indicator** | **Baseline** | **Target 2019** | **Progress to date** |
| **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 team of 5 experts has been formed to conduct legal analysis. |

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| *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** |
| **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 | The Project consultant team for legislative frameworks for civil registration was formed. The first mission of the International Legal expert to Tajikistan is planned outside the reporting period on the 1st week of July 2016. |
| **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 |
| **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 |

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| *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** |
| **Indicator 1:** Frequency and coverage of trainings provided by the Institute for Advanced Legal Education | Jamoats’s staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage TBD by the baseline survey in 2016; | Capacity needs assessment completed; training programmes developed. All Jamoats and ZAGS staff participate in training once every 2 years (i.e. twice until 2019) | No results achieved to date |
| **Indicator 2:** % of ZAGS offices that show improved conditions of work (infrastructure, equipment, administration, access to rules and information, etc.) | 0 | 20% |

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| *Output 4:* Civil registration and archiving of data is managed through an electronic system | | | |
| **Output Indicator** | **Baseline** | **Target 2019** | **Progress to date** |
| **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 Center (IRC) was contracted by the project to conduct feasibility study to define institutional capacities of Civil Registration Offices in Tajikistan. |
| **Indicator 2:** % of paper-based records transferred to electronic archive | 0 | Feasibility study conducted on digitalization of archives |

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| ***Outcome 2: The population of Tajikistan know how to and timely have their vital events recorded in the civil registry system.*** | | | |
| **Outcome Indicator** | **Baseline** | **Target 2019** | **Progress to date** |
| **Indicator 1:** % of children under 2 years old with a birth certificates (disaggregated by gender) | 73% (2012) | 78% | No activities were planned under Output 4 during the reporting period |
| **Indicator 2:** Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth | TBD during the baseline survey in 2016 | 78% of births and 40% of deaths; | No activities were planned under Output 4 during the reporting period |
| **Indicator 3:** % of population who have all their vital events registered (disaggregated by gender, and rural/urban) | TBD as part of the baseline survey to be carried out in 2016 | TBD | No activities were planned under Output 4 during the reporting period |

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| *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** |
| **Indicator 1:** 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; | No activities were planned under Output 5 during the reporting period |
| **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 population are aware of the necessity of registering civil acts and of how to do so | No activities were planned under the Output 5 during the reporting period |

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| *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** |
| **Indicator 1:** Number of isolated communities (not reached by MoJ campaigns) reached by CSO-based awareness raising | TBD as part of the baseline survey in 2016 | **TBD** | No activities were planned under the Output 6 during the reporting period |
| **Indicator 2:** % of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so. | TBD as part of the baseline survey in 2016 | **TBD** |

1. ***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 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 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 has commissioned a comprehensive feasibility study and baseline survey, the outcomes of which will guide 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

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

To conduct a comprehensive legal analysis, a team of experts was formed. The team is composed of:

1. International Team Leader/Legal Expert (UNDP);
2. National Civil Registration Expert (UNDP);
3. National Legal Expert (UNDP);
4. National Gender Expert (UN Women);
5. International Expert on Information Flows (UNFPA);

The experts will commence their work during the 1st week of July[[1]](#footnote-1). The duration of the assignment is initially set for 5 months (80 days per expert in average). The key deliverables to be produced by the Experts Team include:

* + An analytical report on the comprehensive review of legislation regulating civil registration issues in Tajikistan for potential duplications and/or gaps in delivering the functions and reporting lines with key findings and recommendations developing a package of Draft of amendments to legislation;
  + A Comparative Analysis of at least 3 countries in the region which are advanced in Civil registration reforms;
  + An analytical report reviewing the organizational structure of civil registration system/offices;
  + Developing Draft Instructions on state registration of civil status acts;
  + Developing a concept note on establishing and strengthening the Coordination mechanisms regulating civil registration issues and Terms of References reflecting the structure, duties and responsibilities, management arrangements and etc., as well as the Work Plan;
  + A comprehensive review of the ongoing State Programme on development of Civil Registration Offices with key findings and recommendations for Phase II of the programme.

For more details, please see Annex 1 – Terms of Reference of the International Legal Expert.

To facilitate the work of the Experts Team, UNDP has worked closely with the International Legal Resource Centre (ILRC) to conduct a desk review of existing legislative frameworks. Although the reports are not yet finalized, the initial findings are already in use and were found useful by the Experts contracted to conduct legal analysis and the feasibility study. During the reported period, the International Legal Resource Center had prepared the following Draft reports:

* Best Practices in Civil Registration Legislation in Moldova and Russia (please see *Annex 2*)*;*
* Review of Family Code of the Republic of Tajikistan (please see *Annex 3);*
* Analysis of the Law of the Republic of Tajikistan on State Registration of the Civil Status Acts (please see *Annex 4).*

The project team provided comments to the above-mentioned Draft reports which are now under revision. The final version of the reports will be provided during the next reporting period.

**Results Achieved**

* A team of 5 Experts was formed to conduct the legal analysis.

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

The work under Output 2 will depend on the outcomes of the ongoing work under Output 1 (legislative analysis) and Output 4 (feasibility study).

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

No results achieved to date.

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

**Feasibility study**

The Georgian company - Innovations and Reforms Center (IRC) was contracted to conduct the feasibility study to define institutional capacities of Civil Registration Offices in Tajikistan. The Project envisages conducting feasibility studies on existing potential and challenges (technical, financial and human potential) for introducing an electronic system of civil registration. The initial mission of IRC is expected during the 1st week of July 2016.

According to the Terms of References, the key deliverables to be produced by IRC include:

* + An Inception report with comprehensive methodology (covering Feasibility Studies 1.1 and 1.2, and including all questionnaires to be used in the course of the study) and detailed work plan;
  + Feasibility study reports 1 (paper based or electronic service provision) & 2 (most optimal business model for service provision);
  + Stakeholder consultations in Tajikistan and identification of existing business models applied by development partners in Tajikistan;
  + A cost benefit analysis of each business model with (a) detailed list and consideration of political, organizational, financial, security and other related risks; and (b) potential cost implications of each business model.

The total duration of assignment is 5 months starting 20 June 2016. It is expected that the Feasibility Study team will work closely with the Experts Team undertaking legislative analysis and also with EPOS team.

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

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

According to the Terms of Reference, EPOS has to produce the following key deliverables:

* + Ensured non-interruptible operation of the Information System (Statistical report of entry of civil registration acts into DHIS2);
  + Developed training curriculum on the use of the Information System of the MCRO in consultation with the Ministry of Justice and handed over to the Institute of Advance Training of Lawyers (staff of justice institutions);
  + Adapted DHIS2 information system to the needs of Civil Registration Offices and Ministry of Justice to the reporting system of the State Statistics Agency under the President of the RT and the Ministry of Health and Social Protection of Population of the Republic of Tajikistan, according to the specification of key intervention 3 (Report on technical solutions and acceptance of modifications by the MCRO);
  + Adjusted, bug-free/tested and tuned DHIS2 information system to CRO users’ needs and stakeholders (MoJ, including the Civil Registration Officers and related partners)’ recommendations, according to the specification of key intervention 4 (Reports on requests and changes made);
  + Built required technical capacities for MCRO specialists to independently maintain the system upon completion of the project (Report on training, capacity transfer and monitoring of specialists assigned by the MoJ/MCRO);
  + Improved knowledge and technical capacity of main users to operate the system, including the new/revised features of the system (Training materials in written and video format; Report on on-job training of specialists from MCRO, AS under the President of the RT, and RCMSI).

The system will be supported by the project until the end of April 2017. To date, the following results have been produced by EPOS:

* Technical Working Group for promotion and improvement of the electronic system of the Civil Status Registration Acts was created;
* Technical Working Group for development and improvement of the educational guidelines on dealing with the recording system of the Civil Status was created.

The Guidelines of the Technical Working Groups No. 1 and № 2 approved by order of the Minister of Justice № 105, from June 29, 2016 is attached in the Annex 5 of this report.

**Results Achieved**

* 2 Technical Working Groups for promotion and improvement of the electronic system of the Civil Status Registration Acts and for development and improvement of the educational guidelines on dealing with the recording system of the Civil Status has been established.

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

The Project Leaflet was developed for distribution among government agencies and donors. The awareness leaflet is attached as Annex 6 to the present report.

The video roll devoted to children’s day “on importance of having the birth Certificate” has been developed and posted on UNDP’s facebook page.

**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

According to the agreement reached with the Ministry of Justice during the finalisation of the Project Document, in 2016 the team will be composed of:

* International Project Manager (P4)
* Project Officer (Outcome 1 – Policy and Institutional Frameworks)
* Project Associate (Outcome 1 – Policy and Institutional Frameworks)
* Admin. Finance Associate, and
* Driver.

During the reporting period, the project team has been formed. The Local team is on board as of April – May 2016, while the International Project Manager commenced his duties outside the reporting period as of 22 July 2016. The project is using the drivers of other UNDP programmes and projects on a cost-recovery basis. Hence, no driver was recruited.

As was discussed and agreed during the design of the project, the project team should be located in the premises of the Main Department of Civil Registration under the Ministry of Justice (MoJ) based on a signed Memorandum of Agreement between MoJ and UNDP. The project is based in the Government premises, free of charge. Prior to commencement of project operations, the office was renovated and equipped with furniture and IT equipment.

**Project coordination group**

The project has formed the Project coordination group, which holds bi-weekly meetings to coordinate project activities with the following project partners:

* UN Women
* UNHCR
* UNFPA and EPOS Health Management GmbH.

**Baseline survey for “Support to Civil Registration System Reform project”**

To conduct the baseline survey UNDP has contracted the local research company “Zerkalo”. According to the ToR, the Company is expected to produce the following deliverables:

* + Inception report with comprehensive baseline survey methodology outlining and reasoning/justifying the sample size of the survey (number of districts to be covered, number of households per district, stakeholder interviews, etc.), and detailed work plan;
  + Stakeholder interviews to feed the corresponding project indicators conducted and the missing information collected;
  + Household questionnaire building on the population questionnaire used during the inception survey;
  + Local team of data collectors, compilers, verifiers and processors created and trained; Database is created and ready for use;
  + The agreed questionnaire translated into locally spoken languages (Tajik, Uzbek, Russian), tested for the clarity of the language and required revisions introduced;
  + Baseline survey conducted, collected data entered and processed;
  + Data entry and processing is completed to feed the baseline survey report;
  + Final baseline survey report outlining methodology applied, key findings and recommendations to guide planning and decision making, including a revised Logical Framework with complete data resulting from the baseline survey.

The baseline survey was delayed since the initial tender did not result in technically and financially viable proposals. Zerkalo was considered the winning contractor as a result of the 2nd call for tenders. Therefore, the baseline survey commenced during the 3rd quarter instead of 2nd quarter of 2016 as initially planned.

**Resource mobilization**

According to the Resource Mobilization Document (attached in the Annex 7 to this report), there is a need to attract additional resources to ensure complete and timely implementation of civil registration reform process. The main target is to attract at least USD 5 million by the end of 2019.

To mobilize additional resources, UNDP had approached to following donors:

* + Canada Fund for Local Initiatives (CFLI);
  + KazAID;
  + Czech-UNDP Trust Fund;
  + Bureau for Policy and Programme Support (BPPS);
  + Russian Trust Fund.

The Table with the list of approached donors is attached as Annex 8 to the present report.

**Results Achieved**

* The Project bi-weekly coordination meeting introduced;
* Local Research Company ‘Zerkalo’ was identified as the most technically qualified applicant to conduct baseline survey.

# IMPLEMENTATION CHALLENGES

* As mentioned above the tender for the baseline survey was delayed since the initial tender did not result in technically sound and financially viable proposals. The research company “Zerkalo” was awarded the contract based on results of the 2nd call for tenders. Therefore, the baseline survey commenced during the 3rd quarter instead of 2nd quarter as initially planned.
* The project also had to re-announce tenders for both local experts’ positions (Legal expert and Civil Registration expert) due to receiving only three applications for each position.

# LESSONS LEARNED

It is considered too early to report on lessons learned at the level of the CR Project’s outcomes.

# FINANCIAL REPORT

The financial report for the reporting period is attached as Annex 9 to the present report.

# RISK ANALYSIS TABLE

The updated Risk Analysis Table is attached as Annex 10 to the present report.

# ANNEXES

Annex 1: Terms of Reference of the International Legal Expert

Annex 2: Report on Best Practices in Civil Registration Legislation in Moldova and Russia (draft)

Annex 3: Report on Review of Family Code of the Republic of Tajikistan (draft)

Annex 4: Report on Analysis of the Law of the Republic of Tajikistan on State Registration of the Civil Status Acts (draft)

Annex 5: Guidelines on the Technical Working Groups No. 1 and № 2 approved by order of the Minister of Justice № 105, from June 29, 2016

Annex 6: Project Leaflet

Annex 7: Resource Mobilization Document

Annex 8: Table of the list of approached donors

Annex 9: Financial report

Annex 10: Risk Analysis Table

# ANNEX 1

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**TERMS OF REFERENCES (TOR)**

**UNITED NATIONS DEVELOPMENT PROGRAMME - International Legal Expert**

# ANNEX 2



**Best Practices in Civil Registration Legislation in Moldova and Russia**

# ANNEX 3



**Review of Family Code of the Republic of Tajikistan**

# ANNEX 4



**Analysis of the Draft Law of the Republic of Tajikistan on State**

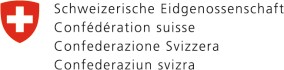
**Registration of the Civil Status Acts 2016**

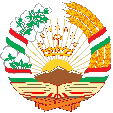
# ANNEX 5

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**Guidelines of the Technical Working Groups 1&2**

# ANNEX 6



**BRIEF OVERVIEW**

**Donor:** Swiss Agency for Development and

Cooperation (SDC)

**Implementing Agency:** UNDP

in close

cooperation with the Ministry of Justice of the Republic of Tajikistan

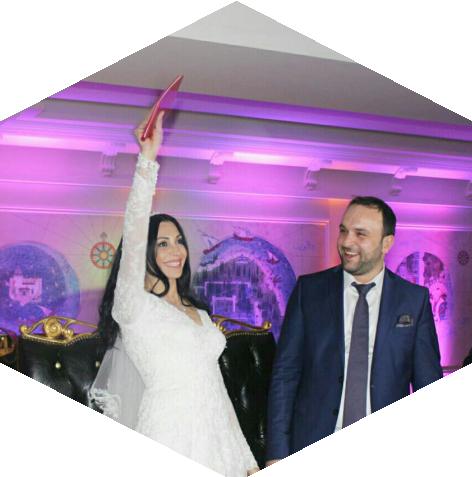
**Location:** The Republic of Tajikistan

**Implementation period:** January 2016 – December 2019

**‘Support to Civil Registration**

**System Reform in Tajikistan’ Project**

**Implementing partners:**



џ The Ministry of Justice of the Republic of

Tajikistan;

џ The Ministry of Foreign Affairs of the

Republic of Tajikistan;

џ The Ministry of Health and Social

Protection of the Republic of Tajikistan;

џ Ministry of Interior of RT;

џ Agency on Statistics under the President of the RT;

џ Jamoats;

џ UNFPA;

џ UN Women;

џ UNICEF;

џ UNHCR;

џ EPOS Health Management GmbH.

**RATIONALE:**



Civil registry offices in the Republic of Tajikistan are part of the national mechanism of people’s rights protection. However, civil registry services are frequently difficult because of necessity of providing a large number of required documents and duration of some of the state registration procedures. There is still extremely low awareness among the population, especially in rural areas, about the importance of civil registration, as well as about the procedures and processes. According to the data obtained during the survey: **“The main reasons due to which the respondents have not received the necessary documents from the civil registry offices and jamoats, are low awareness of the importance of timely receipt of the d o c u m e n t s a n d c o m p l e x i t y o f procedures.**

*(Analytical report “Planning for sustainable socio-economic development in the Republic of Tajikistan: public opinion in the regional context”, UNDP, May, 2016).*

Civil registration is a prerequisite for being able to enjoy rights, including to education and health care. In addition, registration of marriage is an important element of the protection of the property rights of women

**PROJECT GOAL:**

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

**EXPECTED RESULTS OF PROJECT:**

**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:**

џ *Legislative framework for civil registration is compliant with international best practices: analysis, amending and harmonizing the existing legislation relating to civil registration in Tajikistan in the line with international standards;*

џ *Civil registry offices apply new internal regulations defining roles, responsibilities and processes: simplification and standardization of working process of civil registry offices and jamoats;*

џ *The capacity of civil registry offices and jamoat staff have been enhanced in providing quality services to the population: strengthening training programme for*

*ZAGS and jamoats through undertaking a capacity needs assessment, training of trainers, designing an appropriate training programme (based on the assessment), developing and distributing manuals etc.;*

џ *Civil registration and archiving of data is managed through an electronic system: The activities under this output will be contingent upon the undertaking of a comprehensive feasibility study to assess the feasibility of introducing an electronic system of registration and digitalized archives in Tajikistan.*

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

џ *Ministry of Justice makes use of new communication strategies to proactively incentivize the population to register their vital acts : increase the knowledge of the population and encourage them to register their civil acts. The Ministry of Justice will develop a coherent, comprehensive and inclusive strategy for communication. The project will provide technical assistance to support the Ministry of Justice’s work in*

*this direction;*

џ *Outreach awareness rising campaigns by selected civil society organizations complement the Ministry of Justice communication strategies.*

# ANNEX 7



**Resource Mobilization Document**

# ANNEX 8

Table 1 - The table with information of the approached donors

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Donor** | **Project Idea/Proposal**[[2]](#footnote-2) | **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 will be announced by 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 is discussing the potential activities to be prioritized with the Executive Office of the President. If MoJ has clearance, UNDP will provide technical support in completion of the application[[3]](#footnote-3) |
| 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 2017call for project ideas. |
| **TOTAL:** | | | **USD 4,030,000** | |

# ANNEX 9

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Financial Action Plan for utilization of funds for FY 2016** | | | | |  |  |  |
|  |  |  |  |  |  |  |  |
| **Programme / Project Title and ID: 00097519 - Civil Registration System Reform** | | | | |  |  |  |
|  |  |  |  |  |  |  |  |
| **TABLE 1. SUMMARY ON PROJECT/PROGRAMME** | |  |  |  |  |  |  |
| **Activities** | | **Annual target 2016** | **Actual expenses by end of Q2 2016 (30 June 2016):** | **Commitments by end of Q2 2016 (30 June 2016):** | **Planned expenses (FAP)** | **Remaining Balance** | **% implemented** |
| **#** | **Description** | **A** | **B** | **C** | **F** | **G = A - B - C - F** | **H = (B + D + F)/ A** |
| **1** | **Legislation on civil registration is compliant with international standards** | $ 315,748 | $ 3,379 | $ 130,934 | $ 126,359 | $ 55,075 | **83%** |
| **2** | **New internal regulations defining roles, responsibilities and processes are applied by civil registry offices and jamoats** | $ 160,532 | $ 64 | $ - |  | $ 160,468 | **0%** |
| **3** | **Civil registry offices and jamoat staff have enhanced capacities to provide quality services to the population** | $ 90,999 | $ - | $ - | $ 12,999 | $ 78,000 | **14%** |
| **4** | **Civil registration and archiving of data is managed through an electronic system** | $ 243,160 | $ 30 | $ 242,385 | $ - | $ 745 | **100%** |
| **5** | **Ministry of justice makes use of new communication strategies to proactively incentivise the population to register their civil acts** | $ - | $ - | $ - | $ - | $ - |  |
| **6** | **Outreach awareness raising campaigns by selected civil society organisations complement the MoJ communication strategies** | $ - | $ - | $ - | $ - | $ - |  |
| **7** | **Direct Project Costs** | $ 281,511 | $ 26,860 | $ 80,058 | $ 64,131 | $ 110,462 | **61%** |
| **Total:** |  | **$ 1,091,949** | **$ 30,333** | **$ 453,377** | **$ 203,489** | **$ 404,750** | **63%** |

# ANNEX 10

**Draft of Risk Analysis Table**

|  |  |  |
| --- | --- | --- |
| **Project Title:** “Support to Civil Registration System Reform in Tajikistan” | **Award ID:** | **Date:** July 2016 |

| **#** | **Description** | **Date Identified** | **Type** | **Impact &**  **Probability** | **Countermeasures / Management response** | **Owner** | **Submitted, updated by** | **Last Update** | **Status** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| 1 | Political destabilization, insurgency and armed conflict | July 2016 | 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 | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 2 | Corruption impedes project activities and/or outputs | July 2016 | 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. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 3 | Legislation, government policy and practices not implemented due to weak capacities, lack of coordination and/or low finances | July 2016 | 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 | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 4 | Lack of motivation/ political will to implement reforms | July 2016 | 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 | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 5 | Inability to secure on-going government funds to improve civil registration system | July 2016 | 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 funds. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 6 | Frequent electricity cuts in particular at jamoat offices in rural areas | July 2016 | 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. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 7 | Lack of cooperation between ZAGS and jamoats | July 2016 | 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. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 8 | Lack of cooperation between MoJ and other state institutions | July 2016 | 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. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 9 | Deterioration in relations between UNDP and project partners | July 2016 | 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. | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |
| 10 | Decreased motivation/  ability/ willingness of civil registry service providers | July 2016 | Strategic | The occurrence of the risk will undermine the impact of the project  P = 2  I = 2 | Continuous efforts to build the capacity of providers according to needs determined by them | Ms Gulbahor Nematova | Ms Gulbahor Nematova, Ms Lola Latypova | July 2016 | No change |

1. UN Women and UNFPA experts are expected to commence his/her work as of 15th July. [↑](#footnote-ref-1)
2. 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-2)
3. UNDP is not eligible for this call, but the Government of the target countries, including Tajikistan are eligible. [↑](#footnote-ref-3)