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Project Document
Tajikistan

Project Title: 'Civil Registry System Reform Project in Tajikistan – Phase II'

Project Number: 00085270

Implementing Partner: UNDP Tajikistan

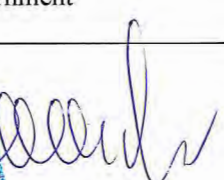
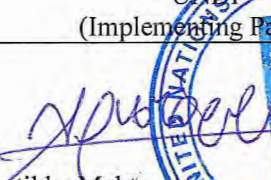
Start Date: 1 January 2020

End Date: 31 December 2023

PAC Meeting date: 17.01.2020

Brief Description		
<p>The 'Civil Registry System Reform Project in Tajikistan – Phase II' project builds on the results and lessons learned from the 'Civil Registry System Reform Project in Tajikistan – Phase I' implemented by UNDP Tajikistan with the support of the Swiss Agency for Development and Cooperation (SDC) in close cooperation with the Ministry of Justice (MoJ) of the Republic of Tajikistan. The second phase of the Project is based on extensive consultations with the state institutions at the national and local levels, UN Agencies, international and local NGOs, as well as the population. Further, it contributes to the Sustainable Development Goals (SDGs) and in particular SDG 16 (strong institutions, justice and rule of law), SDG 10 (inequalities), SDG 5 (gender) contributing to targets 16.9 (legal identity for all) and 17.19 (proportion of countries that have achieved 100 per cent birth registration and 80 per cent death registration). The second phase of the project aims to complete the reform of the civil registry system in Tajikistan. The project will continue to work with different actors at different levels to make civil registry institutions and mechanisms more responsive to the populations' needs and more functional, by developing capacities among the relevant institutions and stakeholders and by simplifying and standardizing processes. The focus of the second phase will be on accessibility, affordability and quality of services. This will include more refined capacity development approaches and creating strategic partnerships with other institutions, such as the Agency on Statistics under the President of the Republic of Tajikistan, the Agency on Social Insurance and Pensions, the Ministry of Foreign Affairs and the Ministry of Interior. The project will adopt a human rights-based approach and will work on both the supply and demand side of civil registration service provision enabling each side to substantively contribute to implementation of the civil registration reform process.</p>		
<p>Contributing Outcome (UNDAF/CPD): Outcome 1. 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. Indicative Output(s) with gender marker:</p> <p>CPD Output 1.2. 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. Indicative Output(s) with gender marker: GEN 2</p>	Total resources required:	8,000,000 USD
	Total resources allocated:	
	UNDP TRAC:	1,000,000 USD
	Donor:	4,000,000 USD
	Government:	
	In-Kind:	3,000,000 USD
	Unfunded:	

Agreed by (signatures):

Government	UNDP (Implementing Partner)
 Mr. Rustam Shohmurod, Minister of Justice of the Republic of Tajikistan Date:	 Ms. Pratibha Mehta, UNDP Resident Representative in Tajikistan Date: 17.01.2020



I. DEVELOPMENT CHALLENGE

1.1 Background and Context

One of the prominent challenges in Tajikistan relates to governance and public administration reform. The Civil Registration System (CRS) is a core government structure assigned to record the vital events of citizens such as births, marriages, and deaths. The service provision is complicated by many different factors including a lack of connectivity and interoperability between Civil Registration Offices (ZAGS) and other state institutions; a lack of a digitalized archive and insufficient human resource capacities. Recognizing these and other challenges and their impact on the most vulnerable and at-risk populations, especially women, children and persons with disabilities and rural communities, in 2014 the Government of Tajikistan initiated an ambitious reform of the ZAGS. Subsequently a new ZAGS Development Strategy for 2020-2030 was developed and will be adopted during 2019.

To support the Government in implementing reforms, UNDP, with the support of SDC, launched the '*Civil Registry System Reform Project in Tajikistan*' project in 2015. The project is aimed at making the Civil Registration system modern, effective and responsive through simplifying, standardizing and automating registration procedures and processes. Since its launch, the project supported the Ministry of Justice with a comprehensive legislative review, strengthened the existing information system for Civil Registration, piloted a One-Stop-Shop (OSS) service delivery mechanism in Kulob city, and built the capacity of CR staff to address their immediate training needs, improve interaction with users and the efficiency of service delivery. In November 2018, at the Consultative Council on Improvement of Investment Climate under the President of the Republic of Tajikistan, the President of RT has assigned the Minister of Justice to ensure full transition of the current paper-based services to electronic service provision to the end of 2019.

Importance of CRS reform in Tajikistan

A CRS is used to record statistics on vital events, such as births, deaths, marriages, divorces. Civil registration sits at the core of a true and stable identity and allows the state to properly plan and allocate resources and improve rule of law and governance. It assists in maintaining peace and security through acting as a source of legal information where proof of identity is required and in the better securing of borders. However, a significant number of people in Tajikistan lack these documents, in particular those living in rural and remote areas. This prevents them from securing their fundamental rights, including the ability to pursue economic prosperity through the right to economic participation, such as property ownership, formal employment, inheritance and the use of banking and financial services. In addition, people without such documentation face barriers in exercising their fundamental social, economic, cultural, political and human rights, in particular: the right to social protection – for example, against child labour or marriage – by having proof of age; the right to access services, such as health care, education, social security and cash transfers for the poor; the right to participate in political processes such as voting and standing for electoral office; and the right to recourse to justice. Moreover, CRS, if adequately funded and scaled up nationwide, is expected to become an important accelerator for attaining several SDG targets, in particular 3.8 (universal health coverage), 8.5 (employment), 8.6 (NEET), 8.7 (child labour), 10.3 (income inequality) and multiple targets of SDG 16 (rule of law, peace and justice) - target 16.9, provide legal identity for all, including birth registration, and target 17.19, the indicator for which is the proportion of countries that have achieved 100 per cent birth registration and 80 per cent death registration.

Civil registration is critical for protecting the fundamental rights and freedoms of women, girls, and other vulnerable groups. Legal identity, proof of age, and civil status facilitate access to key rights and services, including social protection, voting rights, health, education, and financial services. In Tajikistan, women and other vulnerable groups still face many cultural, financial, and legal barriers to experiencing the full benefits and protections of civil registration. Proof of age and identity ensure that women, girls, and other vulnerable groups can access social services, seek employment, open bank accounts, access credit and loans, own businesses, and exercise their right to vote. Having a birth certificate has a positive effect on early childhood growth and development outcomes. Marriage and death registration are effective tools for women's empowerment and for facilitating access to social benefits and protections. These are needed to access property rights, pension benefits, child support, or inheritance when a marriage ends or a spouse or parent dies.

In Tajikistan, women and other vulnerable groups still face many financial, cultural, and legal barriers to experiencing the benefits and protections of civil registration, including the cost of registration, requirements of a husband's presence for a child's birth registration or a marriage registration, the system's failure to recognize customary marriages, burial practices, and inheritance laws.

1.2 Situation Analysis

Civil registration services in Tajikistan are provided either by civil registry offices (ZAGS) or jamoats; outside the country this is done by consular services. The civil registry offices are able to register 7 categories of civil acts registration - birth, death, marriage, divorce, adoption, paternity and change of name, surname or patronymic, while the jamoats are able to register 4 categories of registration - births, deaths, marriages and paternity. According to the Law of the Republic of Tajikistan "*On State Registration of Acts of Civil Status*" the consular services, like ZAGS, also provide registration of 7 categories of civil acts.

In 2012 the ZAGS became a part of the Ministry of Justice with a Department of Civil Registration in charge of the district level ZAGS offices, while jamoats fall under the authority of the local executive body. There are three levels of hierarchical organisation structure for civil registration: local, regional, and central. Local registration services are provided by the jamoats and ZAGS. Secretaries of jamoats, who provide the civil registry services, are appointed by the local executive bodies and therefore, are funded by the local government. Employees of ZAGS offices are appointed by the Ministry of Justice and receive guidelines and supervision directly from the Ministry.¹ As jamoats are not subordinated to the Ministry of Justice, civil registration is a delegated function to them. The lack of coordination between the ZAGS and jamoats is one of the main problems facing the system.²

The results of the first phase of the project as reflected in the Final Project Evaluation (undertaken 1 year before the end of the first phase) and annual project reports, show that there is a continued need to assist the government in introducing a modern, effective, electronic civil registry system in Tajikistan. The most important challenges identified in the 2018 Annual Report for the project are:

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 challenges are even more prominent in remote and hard to access areas of Tajikistan where the service provision is complicated by different accessibility factors, such as distance to the district centre, poor capacity of (Jamoat and) ZAGS officers to provide high quality services and lack of awareness among the population. This further makes the service inaccessible and/or unaffordable, in particular for women and other vulnerable and marginalised people.

1.2.1 Policy and Legislative Framework Level

The registration of civil acts is based on the Constitution of the Republic of Tajikistan and regulated by the Family Code of the Republic of Tajikistan, the Law of the Republic of Tajikistan "*On State Registration of Acts of Civil Status*" (hereinafter "the ZAGS Law") and other normative-legal acts of the Republic of Tajikistan, as well as international legal acts recognised by the Republic of Tajikistan.

¹ The regional structure of ZAGS comprises the ZAGS of Soghd and Khatlon oblast, GBAO, Dushanbe, 68 departments in the regions and 2 "Marriage Centres" in Dushanbe and Khujand. There are approximately 440 jamoat offices, operating at the local level in Tajikistan.

² Meeting with Deputy Minister of Justice of the Republic of Tajikistan, Wednesday 22nd May 2015.

The National ZAGS Reform Programme 2014-2019 defined the main directions of development of the civil registration system as well as the goals, objectives and paths to reform. However, the Programme was overly ambitious with expectations that within a 5 year period the system of civil registration will be electronic, the archives will be digitalized, all ZAGS offices will be located in standalone, renovated and “designed for purpose” buildings, a dedicated jamoat officer in charge of civil registration will be appointed at each jamoat office, the system will have been simplified, legislation harmonized and procedures streamlined. Further, it envisaged that a comprehensive system of training will have been introduced, legal awareness for the population undertaken, oversight mechanisms introduced, the legal framework enhanced, instructions/by-laws introduced and a “single-window” mechanism introduced at all ZAGS offices. These ambitious reforms will not be fully realised by the end of 2019. However, a new draft National ZAGS Reform Programme has been developed, with support of the project, which will cover the period 2020 – 2025. It is anticipated that this will be adopted by the end of 2019.

The draft ZAGS Reform Programme 2020-2025³ determines another 5 years goals and the most important directions for solving the priority tasks of further developing civil registration in the Republic of Tajikistan. The main need to develop a strategy is to achieve full coverage of the registration of all life events of the population and citizens of the Republic of Tajikistan living abroad, as well as a significant increase in the accessibility and affordability of civil registration for service recipients. The Strategy involves the introduction into the sector of new information and communication technologies, improvement of the quality of civil registration, as well as the strengthening of inter-agency cooperation and monitoring strategies for achieving results.

During the first phase of the project implementation, steps have been made towards advancing the policy and legislative framework for civil registry reform in Tajikistan. In particular, the project has provided assistance to the MoJ on advocating for the endorsement of amendments to the Law on State Registration of Civil Status Acts. In addition, the project provided substantive technical advice to the Working Group tasked with completing the legal analysis and reports and draft amendments to legislation on civil registration. This resulted in a package of draft amendments to the Law on “On State Registration of Acts of Civil Status” adopted on 19 July 2019.

In addition, the MoJ Working group is being finalized a Draft of Instruction on State Registration of Civil Status Acts and Draft of Instruction on Conducting the Registration of Civil Acts by Consular Offices. It is anticipated that 100% of ZAGS offices will start to use the new instructions by the end of 2019, once they have been introduced, following the adoption of the package of legislative amendments details above.

Electronic system and coordination, partnership and interoperability among different E-Systems

At present there are many different information systems in place within various institutions that use and rely on vital statistics. The Ministry of Foreign Affairs (MoFA) is responsible for issuing passports (both internal and external) at age 16. Internal passports are issued by the Ministry of Internal Affairs (MoIA), which is sharing a system and certain types of data with the MoFA. At this point, the person applying for a passport also receives a Unique Identification Number (UIN). However, if a person does not apply for a passport, they do not receive a UIN. The MoFA is in a position to issue UINs from birth, but will need reliable and up-to-date data, which it is able to instantly access. At present, this is not the case. Key legislation will be required on the introduction of UINs from birth and on access of the MoFA to the electronic civil registry system. The MoFA is also responsible for the consular services, which provide civil registry services to Tajik citizens abroad. Coordination between the consular services and the Civil Registry Offices is still weak, although the draft Instructions, anticipated to be introduced after the adoption of the package of legislative amendments detailed above, will go some way in addressing this weakness.

The organisational structure of civil registration is inadequate, resulting in a lack of coordination between ZAGS and jamoats and also between other state institutions such as the Ministry of Health and Social Protection, the Ministry of Education, the Ministry of Interior, the Agency on Statistics under the President of the Republic of Tajikistan (Agency on Statistics), the National Centre for Statistics and Medical Information and the Ministry of Foreign Affairs. As detailed above, in addition to the lack of a governing

³ To be adopted by the end of 2019

legislative and normative framework, there are no effective tools for information exchange among the registration bodies and relevant state agencies, as well as performance monitoring and evaluation systems. State bodies are not functioning in a coordinated manner. This has caused an absence of a real demographic picture, thorough statistics of the citizenship status of the population, as well as poor civil registry services to the population. The lack of coordinated data exchange within the system is a key factor contributing to its inefficiency. The paper-based registration system did not allow for verification of recorded data outside specific administrative boundaries. It was possible to register the same civil act several times and to get married twice in different regions (oblasts). It was impossible to retrieve information, such as copies of certificates, if not applying to the civil registry office where the act was originally registered and/or a record on this act is stored.

The Ministry of Health (MoH) collects data relating to births and deaths, which it shares with the civil registry system and Agency on Statistics. However, this data does not have legal force and is not disaggregated, even by gender. The MoH has an electronic information system, with which the project has closely cooperated to ensure interoperability of the systems, and which was a precursor to the development of the electronic civil registry system. The MoH does not currently have capacity to issue a UIN from birth.

The Agency on Social Insurance and Pensions (Pensions Agency) is also creating its own management information system, which it is currently piloting. It receives some information from the civil registry system relating to deaths, however this is on paper and is often out-dated. It also relies on citizens to report family members' deaths directly to them, although in reality this often does not happen. The Agency faces difficulties because people are often not registered or there are inconsistencies with names and other information on their civil registry documents. It is assessed by the project implementers that there is very little capacity within the Agency to take this system forward.

The Agency on Statistics under the President of the Republic of Tajikistan receives data from all institutions related to vital statistics, from which it provides regular reports. This is still done manually, however during the first phase of the project, a Working Group was established between the Ministry of Justice, the Agency on Statistics and the project, to pilot the Agency having access to the electronic civil registry system. This would enable them to be able to generate up to 180 different types of reports, which the system is able to produce.

A real demographic picture, or thorough statistics of the citizenship status of the population of the country is not available also due to conflicting data obtained by different organisations such as the Ministry of Justice, Ministry of Health, the Agency on Statistics under the President of the Republic of Tajikistan and the National Centre for Statistics and Medical Information. There is no reliability in the data produced by the system. For example, in 2019 the difference in birth records between the Ministry of Health and Social Protection and the Ministry of Justice comprised almost 50,000 individuals.⁴ The MoFA system was built on the successes of the electronic visa system, which was developed by MoFA's Consular Services. The Project has been having regular meetings with MoFA 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, Social Insurance and Pensions Agency under the Government of the Republic of Tajikistan. It was envisaged that the MoFA 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. The project has produced and improved, within the framework of the MoJ Working Group, a new Regulation "On Unified Electronic civil registration system" and the Inter Agencies Agreements between the MoJ and the MoFA, the MoH, the Statistics Agency and the Social Insurance and Pensions Agency, in close technical consultation with EPOS.

Further, an Inter-Agency Working Group has been established under the Executive Office of the President (EoP), to discuss the creation of a population registry and the interoperability and integration of the various systems that exist. This will require undertaking different studies and analyses to identify how to connect the systems and maximise their interoperability. This is in line with the draft Government Mid-Term

⁴ Source: Meeting with the Ministry of Justice, Deputy Minister. (Dushanbe, 30 April, 2019).

Development Programme 2021 – 2024, wherein the government details its ambitions to develop the concept of a digital economy.

1.2.2 Institutional Level

There are currently 68 regional, municipal and district ZAGS offices, many of which require extensive reconstruction. Out of 727 ZAGS employees, only 175 are civil servants, with the remainder being 177 budget staff and 375 contractual workers, who are paid out of the revenue generated by the ZAGS offices. Since 1991, there has been a dynamic, year on year growth in the number of applications for registration services, as the population has increased and become more aware of the need for civil registration documents.⁵ The low numbers of civil registry staff, coupled with the inadequate legislative framework and poor infrastructure (including IT infrastructure) results in poor services for the people.

The additional challenges facing the civil registration system as identified in the draft ZAGS Reform Programme 2020 – 2025, include the following:

- Incomplete coverage of state registration of civil status acts life events for the population of Tajikistan and citizens of Tajikistan living abroad;
- Paper form of state registration of acts of civil status is ineffective for applicants and for the registration authorities themselves;
- Insufficient involvement of consular institutions of the Republic of Tajikistan in the registration of acts of civil status of citizens of the Republic of Tajikistan living abroad;
- Inconsistency of the activities of the archives of the civil registration bodies with the current standards and instructions, the quantitative shortage of professional specialists, the lack of modern equipment, equipment and materials in the industry, the lack of work on the use of physical and chemical means for storing documents that extremely complicate the work on preventive processing and restoration of documents;
- Low level of legal knowledge of the population, lack of a focused and comprehensive strategy for informing the public about civil registration;
- The lack of a “single window” mechanism for receiving, registering, recording and timely delivering the necessary documents to applicants;
- Unavailability of convenient forms of payment for services on registration of acts of civil status through bank terminals and via the Internet;
- The lack of approved quality standards for the provision of public services for the registration of acts of civil status;
- Low level of material and technical support of the registry office;
- The lack of individual buildings and the corresponding working conditions in some departments and sectors of the registry office of cities and regions of the republic;
- Low qualification level of the civil registry offices and Jamoat, lack of system learning mechanism.
- Lack of dedicated professional within jamoats for registering civil registry acts.
- Fragmented approach to provision of digitalised services among government institutions dealing with population data.

During the first phase of the project, the electronic system of registration of civil acts was piloted and during 2019, is in the process of being rolled-out nationwide. It is anticipated that all civil registry acts from 2018 onwards will be included in the electronic system and that from the end of 2019, all civil registry acts registered by the ZAGS will be carried out electronically. Over 300 ZAGS officers have received training on the electronic system, provided by the Institute for Advanced Legal Education (IALE), which reported an incremental increase in knowledge of participants, pre-and post-training of 90-95 per cent.⁶ However, capacities still remain low and with the high staff turnover a continued programme of capacity development is required, integrating both basic and advanced courses.

⁵ Data taken from the Programme for Development of the Civil Registry Bodies of the Republic of Tajikistan, 2014-2019, Endorsed by Resolution №21 of Government of the Republic of Tajikistan, as of January 3rd 2014

⁶ Institute for Advanced Legal Education, meeting with Director and Deputy Director, Dushanbe, 2nd May, 2019).

The situation in the archives of the civil acts registration has improved during the first phase of the project, within conditions needed for the protection of acts being introduced and a more systematic approach to maintaining the archives being developed. According to the Ministry of Justice, there are approximately 30 million records in the archives, although many were destroyed during the period of the civil war (1992 – 1997) and require restoration. This causes many difficulties for people when they need to apply to register a civil act or to apply for a passport as they do not have the requisite documentation and are unable to obtain it, without considerable time and money. During the first phase of the project, a pilot for the digitalisation of the archives has been developed, which will include 168,000 first copies of civil registry acts and 10,000 second copies of civil registry acts. There are frequent discrepancies between first copies (registered at the district level) and second copies (registered at the district and oblast level). The pilot will assess both the cost and time required for full digitalisation of the archives.

1.2.3 Delivery of Services

Despite improvements during the first phase of the project through developing capacities of staff, the civil registry offices face many problems related to variable staff capacity, which impinges their ability to provide quality services to the population. The number of civil servants working on civil registration is still very low, with usually 2 staff members per civil registry office (paid for from the budget) and additional staff being recruited as contractors and paid from the revenues collected for extra civil registration services. Very often the contractors have little or no knowledge and experience of civil registration. They are poorly remunerated, increasing the susceptibility for corruption. Further, they are not subject to the performance evaluation system that is currently in place for civil registry officers. The officers – both staff and contractors – are usually responsible only for one type of civil registry act registration, resulting in huge discrepancies between workload and uneven provision of services to the people. While there are 7 types of civil registry acts, there are 22 separate forms that can be used as part of the application process, resulting in a lack of clarity among both the population and the civil registry officers themselves. There are continued discrepancies between civil registry acts first copies (registered at the district level) and second copies (archived at the regional/national level). Apart from the pilot One-Stop-Shop (OSS) Public Service Delivery Model in Kulyab, there is no division between front and back office services within the ZAGS. This causes long wait times for finalisation of the civil act registration process.

There are a lack of business processes and client orientation overall among the civil registry offices. For example, while the amended legislation and Instructions related to the information system provide the normative framework and overall guidance, there is still a need for Guidelines on specific procedures and processes linked to the information system. There is also a need to develop a business and finance model, which would ensure the efficiency of the finances that are generated through the civil registry system. According to the Ministry of Justice, this is approximately 13 million TJS (US\$1,378,000). Currently, 70 per cent of these monies is received by the Ministry of Justice and used for renovation of existing ZAGS and building new ZAGS offices, as well as financing for the contractors. The remaining 30 per cent is retained by the jamoats and used to cover their costs of providing civil registry services. Further, the system still lacks a modern human resources (HR) system with incentives and career progression to enhance staff retention.

During the first phase of the project, improvements have been made to the working conditions in the ZAGS offices, and all 68 offices are now fully equipped to provide electronic civil registry services. The full roll-out of the electronic system is expected by the end of 2019, however the system will, for a period of time, remain dual (both paper and electronic). At present, this is because of the requirement for citizens to sign the civil act, which necessitates a copy of the act being printed and filed. During the second phase of the project, the Government Decree regarding civil registration will be revisited with a view to amending it so that there is no requirement for the citizen to sign their act, and thus for the act to be printed. The act will be verified purely electronically, saving time and resources. The new system will allow for the verification of the newest data, but the old archives will remain unavailable yet. However, physical infrastructure remains poor in many offices and issues with Internet connectivity remain, in particular in rural areas, where electricity cuts between October – March are also an issue. In the forthcoming period, the MoJ plans to build 20 Houses of Justice, which will include ZAGS, Free Legal Aid Centres, notaries and the

Department of Corrections, in one, purpose built building. From 2019, by Order of the President, all new Civil Registry Offices will be built according to the OSS principles.

1.2.4 Access by the Population

The strata of the population suffering the most from the deficiency of the civil registry system include vulnerable people, such as left behind and poor women, single mothers, and individuals outside of Tajikistan, including labour migrants and students who face difficulties in obtaining copies of the civil registry documents from Tajikistan, as well as women, children and persons with disabilities in general. The effectiveness of civil registry services is crucial for protecting the social and economic rights of these individuals.

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

In particular, the current judicial practice does not allow to efficiently protect the rights of:

- Women who are married through the religious marriage and have not registered their marriage officially;
- Women, residing with their husbands in the houses/apartments registered under the name of one of the parents. In such cases the women and their children have practically no property rights and are treated like “the third degree” relatives;
- Rural women, who are not able to demand their land rights, due to both complicated procedures as well as when their marriages are not registered officially.
- Children, born within unregistered marriages, whose rights and opportunities are limited compared to those who were born in registered marriages.

Soviet passports are still held, in particular by elderly people who do not travel outside their areas of residence, and invalid certificates⁷ issued during the civil war still exist, in particular in the areas that were most affected by the war, such as Rasht and Vakhsh, especially for those people who were internally displaced. Because these invalid certificates do not have a serial number and because the archives in places such as Vakhsh were destroyed during the civil war, it is extremely complex for people to obtain new copies of their documents. The unregistered and undocumented population are unable to access any of their other legal rights, health and social care, education, voting and are unable to apply for a passport. The state is unable to adequately plan and provide these services or develop suitable strategies/response measures when it is unaware of the real statistics. Early marriage is common, with almost 15 per cent of women in Tajikistan being married before the age of 18⁸ and it is far more frequent among women with lesser education (28 per cent for women having just primary education against five per cent of women with higher education) and women from the poorest households. Lack of documentation is a common challenge for the majority of rural women and it can result in worsening a women’s status in the family and society, making women very vulnerable with regards to ensuring rights and entitlements in social and economic fields (including their rights in marriage and divorce; property rights and access to economic resources; actual political participation; etc.).

Traditions play a role in the reasons why people do not register their civil acts. This is particularly true for early marriages where girls under the age of 18 are married through a religious ceremony and are then unable to register the marriage. It is also true for second (polygamous) marriages where the second

⁷ The certificates that were issued during the civil war were issued on blank papers, without containing a serial number, because the State did not have the correct forms. These certificates are viewed as invalid by the State now and people in possession of these are required to apply for new certificates, which are issued on the correct forms.

⁸ Tajikistan State Committee on Statistics. Findings from Tajikistan Monitoring the Situation of Children and Women Multiple Indicator Cluster Survey (MICS) 2005. Preliminary Report. Dushanbe: 2006.

marriage is unable to be registered. In these cases, children born out of second marriages are either registered solely in the name of the Mother or the applicants have to initiate an application for proof of paternity to include the Father's name. The lack of civil registration can cause problems if the second marriage breaks down. The woman experiences additional difficulties to claim alimony or child support without civil registration documents. Although it is required to have a civil marriage certificate before having a religious marriage ceremony, in practice this often does not happen, and two people are married without obtaining the civil marriage registration first. Anecdotally, often men who go to Russia to work want to keep a "clean" passport, without a marriage stamp in it, so they opt for a religious ceremony so that when they leave for Russia, they can find a Russian bride and obtain Russian citizenship. Divorce is expensive and time consuming; so many people opt for a religious divorce without registering the civil act. Also often families attach registration process with the necessity to travel. They believe the internal passport/ID card is important for young men since they usually leave for labour migration. Women and girls are unlikely to leave their communities and hence do not consider having civil registration documents as important.

There are many cases of labour migrants who are required to change their Tajik surname to the more Russian surname ending of "ov" or "ev" so that they are more easily able to obtain work in Russia. This is seen by the population as "big business" for the ZAGS offices, with many unnecessary documents being required in support of the application⁹ and additional "fees" being charged to ensure the process is completed. The process to change a surname is very complicated, time consuming and expensive for the population.

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

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

During the first phase of the project, the Ministry of Justice developed a Communications Strategy for 2019 -2020, and selected UN Agencies and NGOs have conducted awareness raising campaigns on certain targeted messages. In addition, the civil registry officers as part of their regular work cooperate with the local mahallas and build their knowledge and capacities as a way of increasing the knowledge of the people. The mahallas in turn, share their newly acquired knowledge with the population residing in their communities.

1.3 Drivers of Change

The drivers of change for reform of the civil registry system are assessed as:

- a) **Political Commitment** – the political will for reform of the civil registry system is at a high level, with the President stating in 2018 that the civil registry system must move to an electronic information system in 2019. The President has ordered that all new civil registry offices will be built in accordance with the one-stop-shop principle, indicating the commitment to reform.

⁹ These include letters in support of place of residence from the mahalla and the jamoat, letters in support of education level, letters from the court to confirm that there are no convictions, letters from the police to confirm there are no on-going investigations, letters from the army to prove completion of national service.

- b) **Ministry of Justice Commitment** - the commitment of the Ministry of Justice for reform is assessed as high. This is evidenced by the development of a new National Strategy on Civil Registry Reform for 2020 – 2030 and frequent statements from the Minister of Justice regarding the importance of reform to the civil registry system.
- c) **Interest and Commitment of Service Providers** – During the first phase of project implementation the interest and commitment of service providers to champion the reforms has increased. There are champions and individuals among the service providers who are very committed to improving the civil registry services provided to the population in Tajikistan. Experience shows that the availability of local champions/pioneers is a prerequisite for the success of development interventions. It will be important for the project, when identifying additional suitable pilot locations to consider this factor to enhance the quality of the outputs delivered and the possible scale up of the work in other parts of the country.
- d) **Interest of other Institutions** - There is an interest among many institutions, such as the Agency on Statistics under the President of the Republic of Tajikistan, the Ministry of Foreign Affairs, the Ministry of Internal Affairs and the Ministry of Health, to align information systems and processes for consistency of data. This should be pursued during the second phase of the project implementation.
- e) **Population Awareness** - There is also slowly growing awareness among the population about accessing their rights and the importance of civil registration in this context. This is partly due to the initial implementation of the ZAGS Reform Programme and also due to efforts of international organisations in the area, including EU, UNDP, UNFPA, UNHCR, UNICEF and UN Women, as well as INGO/NGOs working on raising legal awareness such as Helvetas and the Bureau for Human Rights.

1.4 Restrainers to change - Possible challenges to the Project Implementation

Possible challenges to the project implementation (see further in the risk-log presented below) include:

- a) **Capacities of the government to implement reforms beyond commitments on paper** - experience of development partners supporting reform implementation in Tajikistan shows that it is one thing to develop laws and regulations, but a larger challenge to implement the laws, which takes considerable time, resources and capacities. This calls for practical and phased implementation strategies linked to resource availability and the recognition that reform is a long-term process of change. The project seeks to build capacities that will translate reform commitment from paper to realise actual implementation on the ground.
- b) **Budgetary resources** – Government austerity has resulted in budget cutbacks, and uncertainty over future funding or continuing operations has been raised. The focus of the financial resources allocated for civil registry reforms from the State are more on physical infrastructure, such as constructing suitable buildings. The soft interventions pursued by this project will complement the hard interventions of the government in its reform efforts. UNDP will lobby to facilitate that both institutional and financial sustainability of the project activities will be ensured at the end of the project period.
- c) **Internet Connectivity** – Internet provision is not constant throughout Tajikistan, and in particular in rural areas the provision of Internet can be challenging. The government is trying to address this through improvements to the digital infrastructure and will commence a new project with the support of the World Bank aimed at introducing digital basics and to connect Central and South Asia by a single fibre optic line. The project is expected to increase access to more affordable Internet services and improve the government’s capacity to deliver digital public services, however its implications for the civil registry system are not yet clear.
- d) **Capacities of the Service Providers to implement the reforms** – Capacities of service providers are uneven at both the national and local levels. Through targeted capacity building coupled with the commitment of the Ministry of Justice, UNDP will offer opportunities for balanced capacity development of target groups.
- e) **Feasibility of a fully electronic system of registration and digital archives** – While the electronic system of civil registration has been introduced in the civil registry offices, civil registration at the jamoat level, which provides 70 per cent of services, is still paper-based. The digitalisation of the archives is in the very preliminary stages, with 178,000 Acts anticipated to

have been electronically archived by the end of 2019. The feasibility of a fully electronic registration system and digitalised archive will constantly be reviewed, based on thorough feasibility assessments, cost-benefit analyses and continuous dialogue with relevant stakeholders. If the necessary conditions do not exist then the systems will not be introduced and the project will re-orientate these activities towards improving existing conditions and processes.

- f) **Commitment of other Institutions to the Reform** – It is difficult to assess the actual commitment (beyond their interest) of other relevant institutions to the civil registry reform process. The project should actively continue dialogue with such institutions to galvanise their interest and translate this into a genuine commitment.
- g) **Complexity of the Project and Multi-Stakeholder Involvement** – the complexity of the project, and the inter-sectoral issues of the civil registry reforms (MoJ, MoH, EoP, MoFA, Gossecret, Parliament etc.) and multi-lateral aspects, together with multi-stakeholder involvement (public authorities, inter/national experts, UN Agencies, EPOS and other providers) can lead to differences in visions, expectations, approaches, overlaps and tensions regarding the project interventions.

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

II. STRATEGY

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

The intervention strategy of the project foresees a systemic and integrated approach that combines two (bottom up and top down, or support from supply-side and demand-side) processes of civil registry reform that are horizontally, i.e. between MoJ and other State Institutions benefiting from the CR system and vertically interlinked between community, i.e. where society will be empowered by information to claim their rights and provide feedback on the system both on local and national levels. Each of these processes will be supported by the project through specific interventions. Applying a systematic approach, the project will work with the different actors at different levels, supporting their specific roles in the civil registration set up.

The project strategy seeks to make civil registry institutions and mechanisms more responsive to the populations' needs, and more functional, accessible and affordable by developing capacities among the relevant institutions and stakeholders and by simplifying and standardising the processes. This will include more refined capacity development approaches and creating strategic partnerships with other institutions, such as the Agency on Statistics under the President of the Republic of Tajikistan, the Agency on Social Insurance and Pensions, the Ministry of Foreign Affairs, Ministry of Health and Social Protection, and the Ministry of Interior.

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

The vision of the project has been slightly modified for the second phase to reflect the evolving context and to allow for the provision of quality, affordable and accessible services and seeks *the establishment of a civil acts registration system in Tajikistan, in which every person will be registered and documented, and the state will have an exact demographic picture and precise statistics on the civil status of its population. At the same time, the project seeks to establish quality civil acts registration services, which will be equally accessible and affordable to the urban, as well as the rural population, to the poor as well as the rich, and to women as well as to men.* To achieve this, a strategic intervention and complex action at the legislative and policy, institutional and service level is vital.

Thus, the **theory of change** reads as follows:

If the reformed civil registry system is effectively managed and provides quality, affordable and accessible services to the population and vital statistics for the state, and contributes to the development of enhanced partnerships and coordination among relevant agencies on providing e-services; and if the population of Tajikistan know how to and timely have their vital events recorded in the civil registry system and provide feedback to improve the quality of services; then women's, men's and children's human rights are better protected by strengthened provision of civil registration services and by increased public access to the system.

Crosscutting each of the focus areas will be the issues of governance and gender and ensuring that men and women benefit equally from the interventions.

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

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

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

Governance: The significance of civil registration and vital statistics as a foundational tool to facilitate good governance, economic prosperity and the fulfilment of human rights, is being recognized both regionally and internationally. Civil registration is intrinsically linked to the principles of good governance, namely equity, participation, transparency, accountability and the rule of law. A country's inability to count, and account to, its population holds back its development, as civil registration is the foundation for building an efficient public administration in a country as well as laying the foundation for good governance, economic prosperity and the fulfilment of human rights. Comprehensive civil registration and vital statistics are crucial for the formulation of successful policies across multiple sectors and a key requisite for sustainable development, efficient resource allocation and accurate monitoring and evaluation.

By supporting a rights-aligned civil registration system in Tajikistan, the project will promote an inclusive and strong system of accountability, creating interoperability with reliable data to adopt appropriate policies and monitor international goals including the Sustainable Development Goals. The project will support the government of Tajikistan in making the system of civil registration more efficient, through strengthening the legal and policy framework, developing capacities and raising awareness. The improvements in the system of civil registration will lead to more reliable data on the population of Tajikistan, which in turn will lead to improved service delivery and increased protection of human rights, key components of good governance.

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

Conflict Sensitive Project Management: A conflict sensitive approach will be applied, which is especially relevant in bordering regions and in the North, where there are a larger number of people marrying citizens of neighbouring countries. A conflict sensitive approach will be applied in monitoring of all activities, in order to understand the context in which the project is working, and in particular to understand any inter-group tensions and divisive issues with a potential for conflict. For example, in the northern part of Tajikistan which is bordering with Uzbekistan and Kyrgyzstan the project will ensure that Civil Registry office shall act impartially mainstreaming Human Rights Based Approach and gender sensitivity to ensure diversity is equally respected in civil registration service provision and recruitment of local staff from local minorities. Through such an input, the project will act to avoid unintentionally feeding into further division and to maximise the potential contribution to strengthen social cohesion and peace.

Gender: Today's legislative framework in Tajikistan includes but is not limited to the Law of the Republic of Tajikistan on Prevention of Violence in Family (2013), the National Strategy on the Empowerment of Women for 2010-2020 and its Action Plan; the State Programme for the Prevention of Violence in the Family 2014-2023; and the respective National Action Plans on the implementation of CEDAW and UPR recommendations. Despite the improvements in the legislative framework, Tajik women, more than men, find themselves in need to protect their rights and therefore to dispose of essential legal documents. The project will ensure that women and men, and especially most vulnerable groups, have equal opportunities to access civil registration related information and services and that they both benefit from the project interventions. Maximum coordination will be facilitated between civil registration and gender issues and synergies will be identified, to ensure that the project adopts the most effective and holistic approach to its programming. Since the collapse of the Soviet Union, women in Tajikistan have faced both increasing rates of unemployment and the re-assertion and adoption of conservative social norms in regard to acceptable gender roles. As a result, in rural areas in particular, women's employment options outside the home and / or family agriculture plot have been drastically reduced, while the control of husbands and in-laws over women has increased. In this context, promoting protection from domestic violence, non-discrimination and gender equality can be seen as attacks on traditional Tajik society. As stated earlier in the project document, Tajik women, more than men are adversely affected by their lack of civil registry documentation. Women are **less aware of their rights** and face **additional barriers in accessing justice** that men. A detailed survey of 1,300 women and girls, conducted under an Asian Development Bank pilot project in four districts of the Rasht Valley, revealed that 38 per cent did not know the meaning of "joint marital property," and 62 per cent believed that the religious practice of the husband pronouncing "*talaq*" three times constitutes a legal divorce.¹⁰ The Committee on the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) notes that women rarely seek justice when they face gender-based violence and discrimination, specifically in rural areas partly due to the fact they are dissuaded by their relatives or law-enforcement officials and partly due to social stigma and persistent discriminatory gender stereotypes. The Committee remains concerned at the **persistent discriminatory gender stereotypes** regarding the roles and responsibilities of women and men in the family and in society. It makes a number of recommendations to Tajikistan, including developing targeted outreach activities,

¹⁰ Tajikistan Country Gender Assessment, Asian Development Bank, 2016 available at <http://www.wecf.eu/download/2016/August/tajikistan-cgagenderassessment.pdf>

making accessible free legal aid and counselling, to strengthen measures to prepare boys and men for family life and responsibilities, and to train girls and women for public life, in particular through targeted courses at all levels of education, work-place training, awareness-raising and advocacy activities.¹¹

In order to address these issues, the project will mainstream gender into the project cycle and adopt practices that promote gender equity both with its primary and secondary stakeholders and partners, as well as, within the team. All activities will be developed and conducted in-line with the UNDP Gender Equality Strategy 2018-2021 and UNDP Gender Mainstreaming Tools. The project will take specific measures to stimulate their active participation leading to gender responsive civil registry services. Women will be encouraged to participate in all stages of project implementation if necessary with affirmative measures such as training close to home, assisting in organizing childcare facilities among women. Equally men will be in focus to ensure that they have sufficient and correct understanding of legal provisions and rights of both men and women. The project will set quotas for women to ensure that at least 40 per cent of beneficiaries are female. The project will have no authority on selecting the trainees for the training programme, so is unable to set gender related training targets. However, in reality, the ZAGS officers are predominantly female. Thus, it is anticipated that at least 40 per cent of the trainees will be female. With regards to the awareness raising activities under output 4, the project will ensure that women benefit and that the messages being promoted take consideration of their views. The project will also ensure that any processes supported through the project, for example the customer feedback mechanism, annual surveys and end of project survey duly take into account both men's and women's interests and needs.

Human Rights Based Approach: The project will be people-centred and will adopt a *human rights based approach* to programming. By combining the supply side dynamics through institutional reform of the civil registry system, with the demand side for civil registry reform, the project will work on both up-stream and down-stream activities. Through building up awareness and demand for improved civil registry services, the project will be more effective and will address the real needs of the end users, i.e. the population of Tajikistan. During the first phase of the project, the focus was more on the supply side and strengthening the legislative framework and capacities of duty bearers. In the second phase, a more equal focus will be applied, through increased activities on the demand side and raising the knowledge and awareness levels of rights holders.

III. RESULTS AND PARTNERSHIPS

3.1 Project Objectives and Expected Results

The project has been developed based on the explicit invitation of the Ministry of Justice for support in the implementation of its continued reform of the civil registry system in Tajikistan. The project will support the government in implementation of the draft National Strategy on Civil Registry Reform 2020 – 2030, which is anticipated to be adopted by the end of 2019, and in bringing the system in line with international standards.

The **overall goal** of the second phase of the project remains the same and is that:

Women's, men's and children's human rights are better protected by strengthened provision of civil registration services and by increased public access to the system.

The Project has 2 identified Outcomes that together will produce the goal, the first of which has been amended since the first phase:

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

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

¹¹ <https://www.ohchr.org/en/countries/enacaregion/pages/tjindex.aspx>

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

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

Output 1. Newly adopted civil registry legislation is implemented and interagency coordination is effectively ensured.

The project will adopt a consolidated approach and will continue to support the change in the state approach/policy in respect to the civil status registration system according to which the system shall be enhanced and the provided services shall be accessible to everybody; the law shall respond to and resolve all the issues and problems faced/arising in practice; and bylaws/instructions shall be developed in order to support the proper implementation of the basic law and establish a common practice in the field. It is necessary to change the role of the state from passive registrar to active implementer – the state shall use all means for timely identification and registration of civil acts and shall not depend on the will of an applicant; this is particularly so with regards to birth and death registration.

In this context, the project will facilitate the development of secondary legislation and by-laws required to fully implement the new package of legislative and regulatory civil registration amendments developed during Phase I, as well as lobby and advocate the MoJ for full support to implementation of the new legislative amendments developed and adopted in Phase I. For example, the Decree of the Government #77 regarding civil registration will be revisited with a view to amending it so that there is no requirement for the citizen to sign their act, and thus for the act to be printed. The act will be verified purely electronically, saving time and resources. The project will monitor the implementation of these legislative and regulatory amendments and intervene when appropriate. In addition, the project will support the development of monitoring and evaluation capacities within the Ministry of Justice, so that it can assume this role itself.

In addition, it is vital to amend the law on Consular departments of the Ministry of Foreign Affairs which is authorised to conduct civil registration of Tajik citizens abroad. It is necessary to incorporate Civil Registration Office Information System v.2 (CROIS2) system and free of charge birth registration into this bill. The revision shall be followed by separate instruction for consular departments to conduct civil registration abroad.

The new ZAGS Reform Programme 2020 – 2030 is anticipated to be adopted by the end of 2019. The project will build on and support the Ministry of Justice in the implementation of the Programme. In particular, the project will continue raising the capacity of Civil Registration Officers to provide quality services, improve their computer literacy, enhance the capacity of IT unit to be able to maintain the electronic system and other planned activities.

During Phase I of the project implementation, challenges were identified in developing the civil registration system further, due to the lack of coordination within the government institutions regarding a national system of e-governance, and the lack of inter-operable information systems. Existing approaches are fragmented and need to be harmonised so that all stakeholders are working towards a common vision. In this context, the project will go further in its provision of support to the MoJ and will provide technical

advice and assistance in the strengthening of the enabling environment required for the development of inter-agency agreements between relevant stakeholders.

The MoJ's coordination role in developing the system of civil registration in Tajikistan needs to be further strengthened so that it can coordinate the activities of not just the ZAGS, but also the jamoats at the local level, and consular services operating outside of Tajikistan. Thus, the project will provide capacity building and institutional support to the MoJ to assume the lead role in advancing the reform of the civil registry system. The project will continue closely liaising with Executive Office of the President (EoP) and Parliament to keep these key institutions involved in coordination processes. In addition, the Project will support the coordination working group on informational technologies under the EoP established in 2019.

Output 2. New quality business processes are developed and effectively applied in the civil registry.

The second phase of the project will continue to focus on the development of the civil registry offices, through strengthening service provision and continuously providing support to ZAGS. This will include the development of new business processes to further streamline the provision of civil registry services and the development of new instructions for ZAGS to create a more client-orientated focus in service provision.

During the first phase of project implementation steps have been made towards introducing a new organisational structure for the civil registry system, which corresponds to the new and amended primary and secondary legislation and policy framework. While developing the new organizational structure, special attention will be paid to strengthening the MoJ Civil Registration Department and administering its performance. It is important for the Department to have all the operational tools for the proper management of the civil registration bodies. Hence, the project will conduct functional review of the entire Civil Registration Department to fully understand what the key deficiencies and areas are to improve. This shall cover the business process, HR policies, monitoring and evaluation, etc. As a result, it shall propose more innovative and most effective management tool for the entire Civil Registry system which is still operates on old traditional paper-based workflow.

As part of the efforts of improving service delivery, the project will support the Ministry of Justice in establishing a Working Group on the development of Multi-Functional Centres (MFCs). These centres would include a number of different institutions, which would provide services to the population from a single-window. Feasibility studies will be conducted to ascertain which institutions could be included as part of the MFCs, as well as a cost-benefit analysis to gauge the costs of establishing such centres.

A new human resources (HR) policy will be defined as well as an upgraded system of performance evaluation to encourage both the quality of service provision and staff retention. In the context of the goal and objectives of the civil registration reform and of the project, human resource reform is one of the key components to achieve the desired outcome. HR reform is comprised of developing a new approach towards recruitment, training, appraisal, improvement in qualifications, internships to attract new resources and to create a human resource reserve, a motivation system and a new remuneration policy. The project will provide research, recommendations and introduction of innovative methods to incentivize ZAGS to provide enhanced services as well as research, recommendations and support to the implementation of a new HR policy overall.

The project will continue to support the development of a systematic training programme for all ZAGS, who will receive comprehensive pre-service training, complemented by regular, incremental in-service basic and advanced training to fully develop their capacities and skills. This will include training on the new provisions in the legislation, regulations and instructions; on application of the CROIS2 and digitalized archives and the introduction and reinforcement of gender aspects in civil registration through training. Training will also be provided on the OSS model. However, in addition to the practical training, skills-focused training will also be provided in order to raise the client-orientation of the service provision. Training on the amended legislative framework and regulations and instructions will systematically be provided. In addition to specific training projects for the ZAGS, joint trainings will be organised at the local level so that participants will have opportunity to discuss particular issues facing that region and so

that the training can be tailored accordingly. Training will be conducted in Dushanbe and in regional centres as well as mobile training, which will be provided in the more remote areas of Tajikistan. Regular pre-and post training assessments will be conducted to monitor knowledge increase. All training will be provided through the MoJ's Institute for Advanced Legal Education.

It is essential, that consular services are informed in a timely manner about the planned and realized changes in the civil registration system (as consular services are delegated with the civil registration outside the country); for this, it is important to organise for them at least once a year, a joint meeting with the representatives of the civil registration department, and on the other side to establish an effective coordination mechanism for information and document sharing between the consular service and civil acts registration offices. It is expected that during the second phase joint planning of activities, as well as active cooperation will be possible, based on the newly adopted Instructions for Consular Services.

Output 3. Electronic civil registry system and digitalized archives are handed over and effectively managed by MoJ.

In line with the ZAGS Reform Programme 2020 – 2030 and the priorities of the Ministry of Justice, the project will continue to support the introduction of a fully electronic system of civil registration, together with expansion of the digitalised archives. The project will complement the MoJ's efforts in fully equipping and capacitating all ZAGS offices.

During the first phase of the project, the one-stop-shop (OSS) model was piloted in the ZAGS office in Kulob. During the second phase, the project will introduce and pilot the OSS model in an additional three ZAGS offices, based on the lessons learned and experiences of the Kulob ZAGS office. The selection of the additional pilot offices will be based on an assessment, which the project will undertake, of how many, and which, ZAGS offices are suitable for the introduction of the OSS model.

Based on the cost analysis, and on the lessons learned during phase I, digitalisation of the archives will be progressively scaled up during the second half of the second phase. Amendments and refinements will be made based on experiences and lessons learned. If the feasibility studies and other analyses indicate that conditions do not exist then the digital archive will not be further expanded by the project, and the project will re-orientate these activities towards improving existing conditions and processes.

In order to make civil registry services even more accessible to the people of Tajikistan, a cost-benefit analysis will be undertaken of the development of a mobile ZAGS application, which the public could use to apply for civil registry certificates via an online portal. Depending upon the outcome of the cost-benefit analysis, the project may or may not support the development of such an application, but in any event will research options to bring the civil registry services closer and more accessible to the people.

There are still shortcomings in the MoJ's IT Unit's material, technological and human resource capacities, required to provide IT support for the full integration of the CROIS2 platform. In this context, the project will undertake an assessment to identify what capacities are required and will then develop a roadmap on how best to address these needs. Continual and systematic capacity development of the IT Unit's staff to use and provide support for the CROIS2 platform will be provided. Further, the project will consider the introduction of a mentor for the IT Unit (from Moldova, Georgia or similar country) who will support the Unit in fulfilling its obligations with regards to supporting the electronic civil registry system and digitalised archives.

Under this output interventions will be carefully designed to support flows of information both within the process and also between different entities and information systems that comprise the civil registration system architecture. Mapping out and aligning the business relationships between different stakeholders and entities require defining the norms of the inter-linkages between these entities, process owners, what are source(s) and destination(s) of different processes, thus emphasizing inter-linkages right at the design stage. Such thinking provides guidelines on how should data be shared, what are mutual benefits, how to resolve conflicts and other such processes.

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

Output 4. Population is aware of timely registration benefits through MoJ communication strategy and supported by selected CSO to bolster civil registration, and the public contributes to improving the quality of the system through enhanced feedback mechanisms.

The fourth output will focus on raising the awareness of the population, which is assessed as still being low and is one of the key obstacles in increasing the level of civil registration of the population. During the first phase, the MoJ developed a Communications Strategy 2019 - 2021 setting out its approach to tackling this issue. In the second phase, the communications strategy will be updated, based on the impact of the awareness raising activities conducted in Phase I and reflecting the current level of knowledge of the population. This will include civil registration awareness campaigns to be conducted through mass and social media at the national level with specific outreach to the project areas. Innovative solutions and tools will be developed to promote increased civil registration among the population, using already existing structures such as the mahalla committees, Legal Aid Centres, maternity hospitals etc. The project will also support the MoJ in developing a Communications Strategy for the period 2022 – 2030.

To complement the MoJ's approaches, selected CSOs will be supported to further raise awareness of the population at the grassroots levels in line with the government's communication strategy, with a focus on women, youth and persons with disabilities, and focusing on those areas where the least numbers of people register their vital events. This will include in-depth community work in the project implementation areas, to raise awareness not only of the rights of people in terms of civil registration, but also of why civil registration is important in their day-to-day lives and how it can have a positive impact on them and their children as individuals. The in-depth community work will also focus on women, youth, PWDs and other vulnerable groups. Impact studies on the awareness campaigns and in-depth community work will be conducted regularly to constantly refine approaches and ensure that they are targeted and focused on those most in need, as well as to assess the increased level of knowledge and awareness among the population. In this regard, the project will coordinate with the UNDP implemented and SDC supported "Access to Justice Project," which has consolidated data and information on who the most hard to reach people are, and where they are located.

In addition, the project will support the MoJ in sending out mobile teams into remote and rural areas, where registering civil acts is more challenging. Although the mobile teams will not be able to immediately register the civil acts for the population in these areas, the teams will be able to collect documents and take them back to the ZAGS for processing. The mobile teams will have multiple functions in that they will also be used to raise awareness and to speak with the population about the challenges they face in registering their civil acts. The mobile teams will also be used as a feedback loop in order to constantly improve services and make them more accessible to the population.

As part of the efforts to monitor and evaluate the impact of the civil registry reforms and the project activities, a customer feedback collection mechanism will be elaborated and implemented. The mechanism will be implemented in all ZAGS offices and will produce data that can be analysed to see the effects of the reform in terms of improvements in services for the population. The data will also be used as a means of continual improvement to the system. An effective monitoring and evaluation system will overtime ensure that the civil registry offices continuously reach the standards of best practice and that services and constantly improved and updated as necessary. In order to continuously improve the quality, affordability and accessibility of the Civil Registry System, the MoJ will initially pilot innovative solutions to obtain feedback from the public on service provision. Different feedback loops will be introduced and tested to see which are the most effective, with a view to their subsequent rollout in Phase III. This may include piloting SMS notification of when a civil registration certificate is ready for collection, paying an additional fee to have the certificate posted, electronic immediate feedback mechanisms etc.

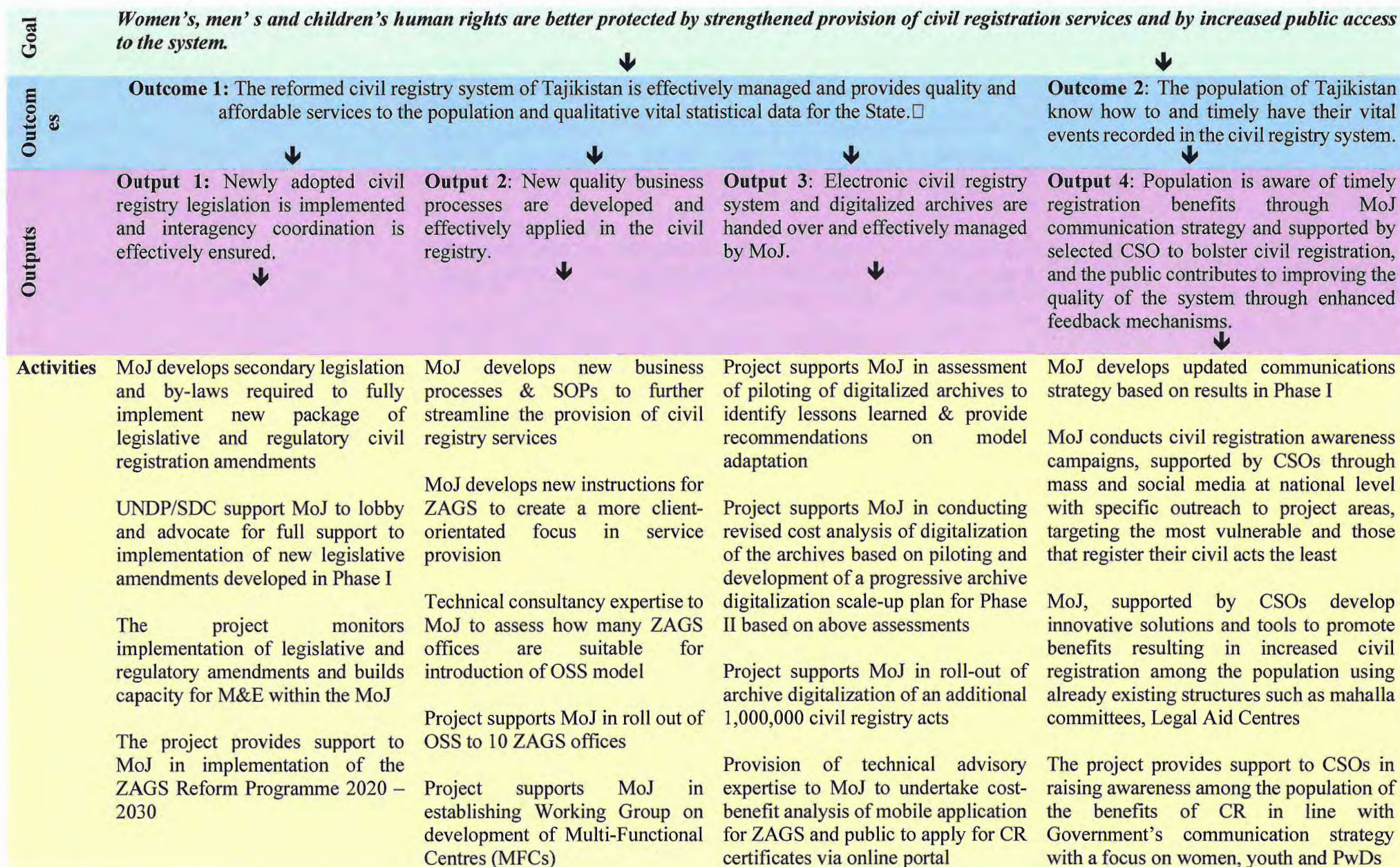
CSOs and NGOs will also be supported in strengthening their capacities to advocate and lobby for civil registry reforms and to monitor and evaluate the civil registry reforms being implemented.

All activities under this output will be calibrated with the development of a National Strategy for the Legal Education of the Population, currently being developed by a Working Group under the Ministry of Justice, with which the project will close align.

Annual Action Research will be conducted to regularly check the validity of the project assumption and measure the social impact of the reform. The Action Research will be conducted by an independent organisation within the framework of the project, to regularly check the validity of the project assumption. The Research will also provide an opportunity to measure the social impact of the reform implementation to date. The Research will be conducted at the end of each project implementation year and will be informed by the Baseline Survey conducted at the start of the project implementation period, which will provide baseline data and indicators against which progress can be measured.

In addition, in Phase II of the project innovative solutions for gathering client satisfaction feedback will be introduced and tested, as a means of the population feeding back into the improvement of the system. The feedback loops will contribute to the development of a quality, affordable and accessible system of civil registration for all in Tajikistan.

The table below illustrates the inter-relationship between the goal, the outcomes, outputs and activities.



The project provides support to GoT and MoJ in developing an enabling environment for the provision of digital services in Tajikistan

The project supports the MoJ in the establishment of a different working groups to support the provision of digital services in Tajikistan

The project provides capacity building and institutional support to the MoJ to enhance their lead role in reforming the civil registry system

Technical consultancy expertise to MoJ to research, and provide recommendations on and introduction of innovative methods to incentivize ZAGS to provide enhanced services

Technical consultancy expertise to MoJ to research and provide recommendations on new HR policy to include upgraded system of performance evaluation to encourage quality service provision

IALE provides training to all ZAGS on the new provisions in the legislation, regulations and instructions & on OSS model

IALE provides continued capacity building to ZAGS on application of the CROIS2 and digitalized archives

IALE introduces and reinforces gender aspects in civil registration through training ZAGS

IALE conducts pre-and post training assessments to monitor knowledge increase

Conduct cost-benefit analysis on introduction of ZAGS learning portal

Provision of technical advisory services to MoJ to undertake an assessment of MoJ IT Unit's required material, technological and human resource requirements to provide IT support for full integration of the CROIS2 platform

Recommendations developed on organisational structure for IT Unit and best practices on internet safety standards

Provision of technical expertise for capacity development of IT Unit staff to use and provide support for CROIS2 platform

Introduction of a mentor for IT Unit

Feasibility study on interoperability between other electronic systems of state institutions

Recommendations on introducing interoperability between other electronic systems of state institutions

MoJ pilots innovative solutions to obtain feedback from public on service provision to enhance quality, affordability and accessibility

CSOs conduct in-depth community work in project areas to raise awareness of benefits of civil registration, in particular for women, youth, PWDs and other vulnerable groups

Mobile teams of ZAGS and CSOs initiate civil registration in remote areas and areas where there is less civil registration, and generate a feedback loop from the population, which can be used to M&E activities

Project develops and introduces quarterly monitoring tool to gauge the attitude of the population to CRR in different contexts

Project conducts impact study on awareness campaigns and in-depth community work conducted

Resources Required to Achieve the Expected Results

A project team will be recruited to implement the project, which will have substantive knowledge and practical experience of the civil registry system and other knowledge and skills as required by the terms of reference, which are provided at Annex 4. Where appropriate, the project team members engaged in the implementation of Phase I of the project, will be recruited to implement Phase II. The project team will implement the project in close consultation with the UNDP Country Office (CO) Team Leader and Programme Associate. The project assets procured under Phase I will also continue to be used during Phase II, which will ensure both cost efficiency and will maximise resource potential. Please see Section IV Project Management below for full details on the cost efficiency and effectiveness, as well as Section VIII Governance and Management Arrangements for a detailed project structure and description of the roles and responsibilities of the project team.

Partnerships

UNDP Tajikistan has long successful strategic partnership history with Swiss Agency for Development and Cooperation (SDC) Office which is built on unique comparative advantages and led to the number of supported projects by SDC in the area of Governance implemented by UNDP. As the main donors of this project, SDC will be a member of the Project Steering Committee. All in all, collaboration between the UNDP and SDC continues to be promising and warrants greater synergies. UNDP expects to continue strong ties with SDC within this project and beyond promoting effective reform actions that has a lasting effect and helps to achieve development goals in Tajikistan.

The driving force behind the Civil Registry System reforms in Tajikistan remains the Ministry of Justice. It has demonstrated a large degree of commitment to reforming the civil registry system in the first phase of the project. Its commitment remains strong, as evidenced by the development of the draft National ZAGS Strategy 2020- 2030 and in all meetings and consultations conducted. The key role of the Ministry of Justice will be to ensure the institutionalization and sustainability of results and maintain necessary policy coordination with other relevant stakeholders. The Ministry of Justice will continue to be the main partner to the project together with the Department of Civil Registration and local civil registry offices responsible for the registration of civil status acts.

UNDP is the project implementing partner, as a partner with strong and recognized positioning is needed to act as counterpart and advisor to high governmental levels. In Tajikistan, UNDP has been a partner of choice by the Government in supporting reforms, advancing transformative policies and capacitating institutions to address rule of law and access to justice issues for many years. During the implementation of the on-going Access to Justice Project, UNDP established a good partnership with the Ministry of Justice, which has been further strengthened through implementation of the first phase of the Civil Registry System Reform project. Further, UNDP disposes of regional experience and expertise in implementing other civil registration related projects in Georgia, Azerbaijan and Armenia. For the implementation of the project at the local level, UNDP will acquire local/international expertise, for example local NGOs already providing services at the grassroots level. Also, synergies with other SDC funded projects in the Rule of Law and Health sectors will be used for achieving the planned objectives.

There is no general population registry in Tajikistan. Although initial discussions have taken place regarding the creation of a population registry and the introduction of Unique Identification Numbers, there is currently no coordinated approach reflected in the reform strategies of the Government of Tajikistan. Population related data originates from the civil registry system or the health sector, which collects data on births and deaths. The reform of the civil registry system is envisaged as being the first step in strengthening systems of generating population related data. During the first phase of the project, secondary partnerships have been created with relevant state institutions, including the Agency on Statistics under the President of the Republic of Tajikistan and the Ministry of Health and Social Protection, both of whom show continued interest in cooperating with the project, for the harmonisation of civil registration and vital statistics data and improved coordination and information sharing. Fledgling partnerships have been developed with the Ministry of Foreign Affairs and the Ministry of Interior, which will continue to be strengthened during the second phase of the project, with a view to creating a consolidated population registry. A continued partnership with the Committee of Women and Family Affairs and its subordinated structures is anticipated, in implementation of interventions specifically focusing on women.

While the project has established a dialogue with the Ministry of Finance during the first phase of the project, this will be elevated during the second phase, to ensure the financial support and commitment from the Government of Tajikistan in maintaining the civil registry reforms introduced through the project at the end of the second and final phase of the project. The project will continue to nourish its relationship with both the Executive Office of the President and the Parliament, in view of their roles in promoting the adoption of legislation.

A strong partnership with the Institute for Advanced Legal Education has been developed during the first phase of project implementation, as the main provider of training for ZAGS and jamoats and strong interest and commitment to continuing this in the second phase has been demonstrated. The capacities of the Institute are limited in terms of human and financial resources and support will be provided in this regard through train the trainers, curricula development and production of supporting course materials. However, discussions will be held on ensuring the financial sustainability of the interventions at the end of the project implementation period.

In addition to the project partners, partnerships will be sought beyond the level of the project with development partners, at a more strategic and development level. This will include, but not be limited to UN Agencies, INGOs and NGOs that are active in civil registration, based on their comparative advantages and strengths and the contribution they can make towards furthering the goals of the project, in the context of their on-going work related to civil registration and how these can be linked to the project and furthering the project goals. Attention will be paid to avoid duplication and to provide complementarities where possible. **However, all partnerships created with development partners will be based on a cost-benefit effectiveness assessment and will be created only where there is an identified need for specific expertise that UNDP is unable to provide, based on that partner's comparative advantage.**

The project will continue to foster partnerships with civil society organisations in particular through creating participatory processes for legislative and policy reforms and in raising the awareness of the population at the local level. Additional attention will be paid during the second phase of the project to strengthening partnerships with CSOs.

Risks and Assumptions

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

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

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

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

Change in staff within both the Ministry of Justice and the UAGS/ZAGS and UNDP project team

The current staffing of the Ministry of Justice and UAGS/ZAGS includes many champions of the civil registry reform process. If there is a high turnover of staff or turnover of staff in key positions, then this could adversely affect the project implementation. At the least, it may well delay project implementation due to new staff requiring time to get up to speed and full on-board with project activities and the overall aim and direction of the project. It is assessed that there is a strong likelihood of changes within the staffing structure of the Ministry of Justice during the second phase of project implementation.

In the Phase 2, UNDP Project team will be strengthened. The current gaps in monitoring and evaluation, gender and public awareness positions shall be fulfilled and directly implemented by the project staff. This is necessary to enable the project to keep records of ongoing progress and adjust any deviations in the project implementation immediately. Therefore, UNDP is intending to expand the project team and fill in those vacant posts. Also, often project staff turnover may create a risk in smooth project implementation. However, such a risk is moderate, and UNDP can respond to such a situation adequately.

Lack of motivation/political will to implement reforms – the actions and activities envisaged within the reform framework, such as the introduction of legal changes, simplification of procedures, establishment of a new model of service delivery, etc. implies the involvement of various public institutions. Hence, for the comprehensive implementation of the reforms, the Ministry of Justice needs to coordinate and cooperate with respective public agencies to ensure timely and mutually agreed actions, since the envisaged activities fall beyond the competencies of the Ministry. The motivation and political will of the Ministry is high, however as mentioned before for the fulfilment of the set activities, readiness and also respective institutional and infrastructural capabilities of other public institutions should be taken into consideration. Lack of motivation can also be caused by unequal development of operational capabilities of the involved institutions, as mentioned above almost every action; in particular in case of service delivery is cross cutting competencies of various bodies. Subsequently, efficient communication and coordination among all stakeholders must be ensured, explicitly showing that implementation of the reform is a good chance for all involved sides to enhance their capabilities and institutional capacity. An efficient communication strategy is one such motivating instrument that will be incorporated into the project.

Inability to secure on-going government funds to maintain the civil registration system – one of the major goals of the reform is to support the government of the Republic of Tajikistan in the development of the civil registration system and to ensure its institutional development so that the MoJ will be able to maintain the system and act independently, without external resources. To this end, to ensure the sustainability of the system and its development, the availability of financial resources is crucial. In order to prevent this identified risk, the project will support an on-going dialogue with the President's Administration and the Ministry of Finance, along with the Ministry of Justice, to attract respective funds. This includes all elements of the civil registration system, including quality service provision, capacity development and the development of the IT Unit within the MoJ.

Challenges in Internet connectivity – in some ZAGS offices there are challenges with Internet connectivity, which can hamper and slow down use of the electronic system of civil registration. During the first phase of project implementation, the project has tried to address this through the purchase of fibre optic cables, which are more stable than traditional Internet connection. Despite this, it is feasible that there could be issues with Internet connectivity during the second phase of project implementation.

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

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

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

Identified risks	Likelihood					Impact					Risk Mitigation
	1 - Not likely	2 - Low likelihood	3 - Moderately likely	4 - Highly likely	5 - Expected	1 - Negligible	2 - Minor	3 - Intermediate	4 - Extensive	5 - Extreme	
The action identifies both internal (I) and external (E) risks inherent to the project design:											The action foresees the following measures to reduce the probability of the identified risks occurring, or to reduce the severity of the impact of a risk on the outcome of the project:
(E) Political destabilization, insurgency and armed conflict											Maintain neutrality and conflict-sensitivity in action: adapt programme to the complex context.
(E) Corruption impedes project activities and/or outputs											Good governance, including transparency and accountability, and careful monitoring approach to project activities.
(E) Legislation, government policy and practices not implemented due to weak capacities, lack of											Close coordination with key institutions to develop alternative strategies; facilitate coordination with Ministry of Finance with respect to

coordination and/or low finances										financial allocations for reforms.
(E) Change in key Ministerial and UAGS/ZAGS staff										The project will try to develop strong partnerships with all new staff and secure support for project implementation
(E) Lack of motivation/political will to implement reforms										Identify motivating factors that can be incorporated into the project.
(E) Inability to secure on-going government funds to improve civil registration system										On-going dialogue with President's Administration and Ministry of Finance, along with Ministry of Justice, to identify funds.
(E) Challenges in internet connectivity										Project will promote use of fibre optic internet.
(I) Lack of cooperation between MoJ and other state institutions										The project will create linkages and cooperation between the relevant state institutions where possible.
(I) Deterioration in relations between UNDP and project partners										Maintain respectful, collaborative, participatory, organic approach and transparency.
(I) Decreased motivation/ability/ willingness of civil registry service providers										Continuous efforts to build the capacity of providers according to needs determined by them

Stakeholder Engagement

The **primary beneficiaries** of this project are:

- **Ministry of Justice of Tajikistan** – the MoJ is the authority responsible for defining and implementing state policy in the field of civil registration. As a result of the reforms, the civil registration system will become stronger and well structured, the legal framework will be comprehensive and tailor-made to available practice, and the practice will be in full compliance with the legal framework. A functioning and accurate civil registry system is the foundation for a modern public administration and will enable the state to have an up to date and accurate voter's list, prevent identity theft crimes, prevent misallocations in the state budget due to unreliable statistics and will enhance the evidence base to influence policy level planning and decision making, including in the resource allocation process.
- **Civil Registration Service Providers** - All 175 ZAGS working in 68 ZAGS offices will be targeted. Through building up their capacities, the service providers of civil registration will be able to provide a more efficient service to the population and will be oriented on the problems solution of the population.
- **The population of Tajikistan**, especially in remote areas of Tajikistan and in particular women and other vulnerable and marginalized people, who are more likely to be undocumented and to face legal problems. Women, especially in remote areas do not have access to legal education or information and often enter into legal arrangements (e.g. marriage, property) without sufficient understanding of the ramifications of these actions. It is expected that the knowledge of rights of women in particular, but of the population in general will increase and that in turn, their ability to resolve their civil registration issues and thus their wider legal issues will be improved. The reforms to the civil registry system, combined with increased public access to the system will contribute to the better protection of the population's human rights (civil, social, political and economic).

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

CSOs will also be beneficiaries of the project and will bolster knowledge and awareness of the population.

The indirect beneficiaries of the project will be the Ministry of Interior, Ministry of Health, 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.

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

South-South and Triangular Cooperation (SSC/TrC)

Several instances of South South and Triangular cooperation occurred during Phase I of the project. With the support of the Swiss Government, the project sent a delegation from Tajikistan consisting of high-level government officials, staff of the Ministry of Justice and staff of CR Offices on study tours to Singapore, Moldova and Russian Federation to learn experience of these countries in reforming public administration and public services, specifically in the area of CRS.

It is anticipated that this level of cooperation will continue or increase. Study tours to other developing countries – particularly transition countries – have proven useful, if they are properly structured, and may be included in Phase II. The project can initiate regular coordination with similar projects in neighbouring countries both developing and developed, such as Kyrgyzstan, Uzbekistan, Kazakhstan, Georgia, Russian Federation, South Korea and many others. Project activities/efforts on SSC/TrC will not be limited to knowledge (and experience) sharing only (or study tours) but potentially may cover other types of technical cooperation within SSC/TrC such as technology transfer, exchange of resources to take place on a bilateral, regional, intraregional or interregional basis.

Knowledge

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

On Public awareness and outreach activities, the project will support the Ministry of Justice and the Department of Civil Registration in developing a proactive stance, whereby it reaches out to the population to incentivise them to register their vital acts. This will include, but will not be limited to, the development of a second communication strategy covering the years 2021 – 2023, and the development of innovative communication tools. In particular, television, as the primary source of information for the Tajik population will be used. In addition, analysis of the awareness raising activities conducted during phase I, including through the Endline Survey and Ethnographic and Behavioral Insight Research (Action Research) for Civil Registration, will be used to inform the impact of conducted activities and the most effective approaches to reach the population and raise their knowledge and awareness.

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

The Project's mass media campaign is expected to have nationwide coverage through mediums such as television,¹² radio, social media including mobile telephones and newspapers. The project will also work at the local or micro level in the pilot locations and extended areas. Innovative tools and solutions will be developed in order to promote further the civil registration of the population. With greater access to vulnerable and marginalised people and communities, NGOs and CSOs will be supported to develop their own outreach campaigns, which will be aligned with the key messages of the Government's communication strategy.

Sustainability and Outphase

The second phase of the project has been designed in close coordination with the Ministry of Justice and other stakeholders with all findings and recommendations validated during the project formulation and drafting phases. The second phase has been designed, according to a best-researched, evidence-based approach, within the context of the National ZAGS Reform Programme and is in line with national development priorities. Further, it has been designed based on the lessons learned and experiences gained during the first phase of the project implementation and has been informed by the findings and recommendations included in the Evaluation Report of the Civil Registry System Reform Project – Phase I.

The government support to the project and political will in terms of its continued success and sustainability is assessed as high. Not only the Ministry of Justice, but also the President, including his Executive Office, the legislative as represented by the Parliament and the Ministry of Finance have all showed will and commitment in furthering the aims of the project. In this context, in terms of the sustainability after the Phase II completion measured through ownership on the part of the partners, there is reason to believe that the Project's interventions will be sustainable afterwards.

The development of the electronic system of registration was based on thorough feasibility studies, cost-benefit analyses, financial forecasting and piloting to ensure that it was developed in accordance with, and responds to, the needs of the system and system providers. The system will be rolled out nationwide by the end of the first phase of the project. During the second phase, support will be provided in the refinement of the system and its maintenance through the MoJ's IT Unit, which will ensure its sustainability. Further, the electronic system is already certified, and all civil registry acts will be registered in the system from 2019 onwards with certificates at the ZAGS level being provided electronically. The CROIS2 system shall be handed over to MoJ asset for ownership once all capacities are built and knowledge transfer is ensured with the entitled MoJ IT Unit.

With regards to the digitalisation of the archives, the system will only be introduced based on the findings and experiences of the piloting being conducted during the first phase of the project, and once a thorough cost analyses has been undertaken, enabling an informed and evidence-based decision on whether, and to what extent, to continue with digitalisation of the archives. A solid evidence-base, informing sound decision-making processes with all relevant stakeholders, will help ensure the sustainability of the project's intervention. The knowledge and all lessons learnt on the pilot exercise will also be handed over to the MoJ to ensure, it can solicit additional financial resource for such big task independently as well.

The initial legislative reform process has been completed during the first phase of the project, with legislative amendments being adopted on 19 July 2019, which provided for completely free birth registration as well as all future registration of civil acts being performed electronically. Thus, the policy sustainability has been secured with the amendments becoming part of the normative framework, and are mandatory for an undefined period of time.

In terms of institutional sustainability and out phase, the CR project was geared towards: capacity development of the ZAGS staff; infrastructural/reconstruction support in the ZAGS of Kulob city; CR electronic system development; digitalization of CR Archive, development of the OSS model; enabling environment by provision of the IT/office equipment to ZAGS and to Institute for Advanced Legal Education (IALE) and developing the training curricula of IALE. Thus, infrastructural/reconstruction support, electronic system,

¹² The Access to Justice Project Survey showed that television is the primary source of information for the Tajik population.

digitalized archive, OSS Model the IT and office equipment and training curricula of IALE are going to have a long lasting sustainability prospects, while the capacity development effects in terms of knowledge acquired or skills developed, usually are sustainable, but are depending on the extent to which the capacitated human resources will remain in the CR system. Specifically, on the capacity building component which is related to IALE, the project is ensuring the revision of the curriculum of trainings for CR officers, adoption by MoJ and IALE of specific targeted training programme based on real needs of CR officers. All materials are being prepared to be fully handed over to the IALE, so the existing trainers can continue the delivery of such individual capacity development sessions.

In terms of developing the capacities of ZAGS, during the first phase of the project, a network of trainers was identified and trained, context specific curricula and training materials developed, IT and other equipment provided to enable the delivery of training (both in Dushanbe and through mobile sessions) and training provided to over 300 ZAGS. During the second phase of the project, during the out-phase UNDP will lobby the MoJ to include the developed training programme in the state budget, thus ensuring its sustainability. The curricula, materials and network of trainers can be used after the project ceases, to continue delivering targeted and relevant trainings, contributing to the sustainability of the project's interventions. The project has developed pre and post training assessments to assess the increase in the level of knowledge in the participant's knowledge. Through transferring knowledge and building the capacities of the ZAGS to provide quality services to the people, the sustainability of the project will be increased.

The project will also build capacities of the Ministry of Justice itself, not just through establishing and strengthening its IT Unit, but also through developing the Ministry's monitoring and evaluation capacities, to monitor implementation of the new civil registry legislation, regulations and instructions.

On the demand side, under output 4, the Project will work to generate robust public demand for sustainable civil registry services. Successful reform results will be publicized to further raise awareness of the population and to increase their demand for improved civil registry services. In making the Project demand-driven as well as responsive to the local context, the Project will capitalise and build on systems and mechanisms that already function, such as the mahalla committees, and legal aid centres, which will increase potential sustainability. Activities will be calibrated, taking into account national capabilities for policy and project implementation to create conditions for context-specific innovations and solutions to emerge, which can be shared and scaled up, all increasing to the sustainability of the project interventions. Raising awareness of the population about their rights and responsibilities and the needs and benefits of civil registration will help to reinforce the activities of the project and of the civil registration reform process, thus leading to greater sustainability of the project interventions.

Exit Strategy

The final two years of the project implementation (2022 – 2023) are viewed as the exit phase, during which all outputs and the responsibility for activities will be handed over to the national authorities. Prior to this, the project has already started working with the Ministry of Justice on post-project costing and financial forecasting of the essential activities. Concurrently, the project has started negotiations with the Ministry of Finance for inclusion of the essential activities in to the Ministry of Justice's budget. By the end of the project period, it is envisaged that the outputs of the project will be fully institutionalised in the civil registry system, absorbed into the state budget and under the responsibility of the Ministry of Justice/Department of Civil Registration, thus guaranteeing full sustainability of the project activities.

The project was designed initially with elements of an exit strategy already in mind and many elements are already sustainable, as detailed above. Already certain aspects of the project have been assumed into the state budget and this approach will be continued throughout the second phase. For example, the IT Unit within the Ministry of Justice, which will maintain the electronic information system of civil registration and ultimately the digitalised archives is already included in the Ministry's budget. The package of legislative amendments and Instructions for Civil Registry Offices and Consular Offices was adopted on 19 July 2019, thus securing the legislative and policy sustainability, through becoming part of the normative framework, which will be mandatory for an undefined period of time. The project has facilitated the enabling environment for capacity building of the ZAGS through the provision of IT equipment to all ZAGS offices and to the Institute for Advanced Legal Education. As the final evaluation found "Thus, infrastructural/reconstruction support, electronic system, digitalized archive, OSS model, IT and office equipment and training curricula of IALE are going to have a long lasting sustainability prospects, while the capacity development effects in terms of

knowledge acquired or skills developed, usually are sustainable, but are depending on the extent to which the capacitated human resources will remain in the CR system of the country, especially in the ZAGS offices. In other words, the sustainability of the capacity development effects is depending pretty much on the staff turnover, if the capacitated people leave the CR system, the sustainability is affected, if they continue their activity in the system, the sustainability is augmented.“ The project will address this by providing the support to the MoJ in developing an HR system, which addresses the issue of staff retention through a proper system of incentives and career advancement.

The project will continue its efforts in strengthening the sustainability of all interventions and in handing all project activities and results over to the national partners. This will include post-project costing and financial forecasting with the MoJ for sustainability of the project interventions and continued dialogue and lobbying with the Ministry of Finance to secure adequate state funding to ensure the continuation of the system post-project implementation. By the end of the project period, it is envisaged that the outputs of the project will be fully institutionalised in the respective institutions, absorbed into the state budget and under the responsibility of the Ministry of Justice, thus guaranteeing full sustainability of the project activities. A large focus will be made on providing the skills and capacities to the MoJ and UAGS/ZAGS to maintain the reformed civil registration system.

Specifically, the exit strategy, which will be further refined during the initial implementation period of Phase II, per output is as follows:

Output 1. Newly adopted civil registry legislation is implemented and interagency coordination is effectively ensured.

As mentioned above, the project has already successfully secured the adoption of the initial package of legislative reforms, which are now embedded in the normative framework of Tajikistan. During the second Phase, additional legislative amendments will be proposed and the project will lobby for their adoption. This will include revisiting the Regulation requiring citizens to sign their civil registry acts. Once this requirement is no longer necessary, there will be no need for the civil registry certificates to be printed, since all information must be verified by the staff of Civil Registry office, whereas under paper based registration system the CR staff prints the civil act to get applicant’s signature to confirm the correctness of data . Thus, the ZAGS will require less expenditures on printers, paper, ink and other resources, thereby decreasing both the time and cost required for registering civil acts, as well as having a positive impact on the environment. Increased inter-agency coordination will be refined, which will lead to greater efficiency of the civil registry services.

Output 2. New quality business processes are developed and effectively applied in the civil registry.

The project will assist the MoJ in developing day to day business practices and procedures for all ZAGS that will improve the efficiency and quality of the services provided, through a greater client-orientation. A stronger HR Policy will allow the civil registry system to attract and retain the best quality staff for the provision of services. All of these aspects will be firmly entrenched in the civil registry system by the end of the project, with the MoJ and UAGS/ZAGS being responsible for the implementation and adherence to the new business processes, and with tools being available to motivate and encourage staff in the provision of quality services. The One-Stop-Shop Model has already been recognized as a best practice model, with the President decreeing that all future civil registry offices will be built in accordance with the OSS model. The MoJ is already responsible for ensuring this and this will continue beyond the lifespan of the project. Capacity development aspects are fully sustainable and have already being handed over to the respective institutions – MoJ and IALE – and again this will continue beyond the lifespan of the project, with the MoJ assuming full financial responsibility for the delivery of training by the end of Year 3.

Output 3. Electronic civil registry system and digitalized archives are handed over and effectively managed by MoJ.

During the first phase of the project 178,000 archived civil registry acts were digitalised. Based on the lessons learned and experiences gained, during the second phase, an additional 1,000,000 will be digitalised. These 678,000 digital copies will be permanently accessible by ZAGS, even after the close of the project. If additional resources are mobilised further copies maybe included. The digitalised archive system will be under the MoJ who will assume full responsibility for its maintenance and upkeep. During the second phase of the project, the IT Unit within the MoJ will be fully capacitated so that by the end of the project it is able to

maintain the CROIS2 electronic civil registry system and deal with any queries in a prompt and efficient manner. This will include provision of equipment, training of staff, development of business processes and procedures, and the introduction of customer satisfaction feedback mechanisms to allow for constant improvement and ensure quality service provision to the ZAGS offices. In terms of the interoperability of vital statistics data, depending on the feasibility studies conducted, links will be made between the civil registry system and the Agency on Statistics, Pensions Agency and MoFA. By the end of the project it is foreseen that the MoJ will have signed agreements with these 3 institutions and mechanisms will be in place to allow for the sharing of electronic data with these institutions, which will continue after the end of the project implementation period.

Output 4: Population is aware of timely registration benefits through MoJ communication strategy and supported by selected CSO to bolster civil registration, and the public contributes to improving the quality of the system through enhanced feedback mechanisms.

With regards to the awareness of the population, the project will ensure that affordable tools are in place to systematically raise the awareness of the population regarding the importance of civil registration, which can be adequately maintained by the state. This will include innovation solutions to introducing client feedback mechanisms into the system to enable the people to impact the quality of the services provided as well as their affordability. The MoJ will support the continuation of mobile teams of ZAGS going to the most rural and hard to reach people to raise awareness of civil registration and to facilitate the registration of their civil acts.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

Project Duration and budget

The second and final phase of the project will be implemented from 1 January 2020 – 31 December 2023.

SDC has signed a cost-sharing agreement with UNDP and began its contribution in 2015. The budget allocation for the second phase remains the same at CHF 4 (four) million, **dependent on UNDP securing 50 per cent of co-funding**. The proposed budget is included into the current Rule of Law domain financial planning of the Swiss Cooperation Office in Tajikistan.

UNDP will invest own funding of approximately **US\$ 1 (one) million** for the second phase and commits to work on leveraging additional funding.

In addition, the Ministry of Justice has committed US\$3 (three) million, which it will invest into reforming the civil registry system during the duration of the second phase of the project.

For a detailed budget breakdown, please see enclosed Annex III.

For an analysis of the costs efficient and cost effectiveness of the project, please see the Cost-Benefit Analysis at Annex VI.

Project Management

The Project will be embedded in the National ZAGS Reform Programme 2020 - 2030, which is part of the Government of Tajikistan's wider reform efforts. In order to further the goals of the project, the project will create partnerships, synergies and linkages with other stakeholders, including relevant government institutions, international organisations and UN Agencies, donors and INGOs and NGOs/CSOs, as described above under 3.2.

Geographical scope: The project will be implemented throughout Tajikistan, including in the GBAO region of the country. In each region of the country, UNDP already has a long-term presence and partnerships with the ZAGS and other justice sector and local level institutions, including the legal aid centres, women's watch groups, mahallas and jamoats, and local grassroots level NGOs. With regards to the locations for roll-out of

the one-stop-shop model, these will be decided by the Ministry of Justice, in coordination with UNDP and based on pre-defined criteria such as the level of service delivery, physical space available, geographical location and pre-existing capacities. The main project office will be located in Dushanbe, for ease of coordination with the main government stakeholders. The overall project administration will be carried out at the UNDP Tajikistan Country Office.

Financial Arrangements. The Project will be implemented in accordance with UNDP's Direct Implementation Modality (DIM), meaning that funding will flow through UNDP and UNDP will be responsible for the overall management, backstopping and monitoring of the Project in line with UNDP's Programme and Operational Policies and Procedures. The project will be subject to GMS equivalent to 8% of the total project cost. The project is subject to audit according to UNDP rules and procedures. Direct Project Costs will apply for project and development effectiveness activities. The project will submit financial reports once a year (January, along with annual reports) to the donor. As was the case with Phase I, UNDP will provide quarterly narrative progress reports to the donor.

Operational capacity. UNDP has unrivalled operational capacity and can deliver administratively complex, multi-component programmes and projects at regional and national levels. UNDP's financial and procurement management systems and controls ensure the highest-levels of transparency and accountability, and adherence to all internally recognized standards. UNDP in Tajikistan employs over 200 development professionals specialized in the fields of governance, rule of law, human rights, border management, health, poverty, energy and environment, and disaster risk reduction.

UNDP has managed to establish strong and effective project team for Civil Registry system reform project which was able to achieve visible results for the short period of time. The Results Based Management which is utilised throughout of all UNDP projects will be also ensured in this project by the Programme Unit.

V. RESULTS FRAMEWORK¹³

¹³ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

Intended Outcome as stated in the Country Programme Results and Resource Framework: 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.											
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: CPD Indicator 1.2.1: Number of strengthened operational institutions supporting the fulfillment of nationally and internationally ratified human rights obligations											
Applicable Output(s) from the UNDP Strategic Plan: Citizen expectations for voice, development, rule of law and accountability are met by stronger institutions of democratic governance; Countries have stronger institutions to progressively deliver universal access to basic services;											
Project title and Atlas Project Number: Civil Registry System Reform Project in Tajikistan – <i>Phase II'</i> , Atlas No: TBC											
Project goal: Women's, men's and children's human rights (civil, social, political and economic) are better protected through the strengthened provision of civil registration services and increased public access to the system											
EXPECTED OUTCOMES/ OUTPUTS	OUTCOME/OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)						DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1 2020	Year 2 2021	Year 3 2022	Year 4 2023	Year ...	FINAL	
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.	1.1 No. of ZAGS offices with One-Stop-Shop (Front and Back offices) model in Tajikistan	MoJ reports/ Project data	2 ZAGS Offices	2019	+2 ZAGS Offices	+2 ZAGS Offices	+2 ZAGS Offices	+2 ZAGS Offices		10 ZAGS offices in total	Project operational and monitoring reports. / Lack of financial means and political will to continue/finalize the reform initiative
	1.2 No. & quality of reports produced with use of CR electronic data	Agency on Statistics and Pensions Agency reports	0 reports	2019	1 report	3 reports	5 types of reports	7 reports (1 per type of civil act)		7 reports generated using CR electronic data	Agency on Statistics and Pensions Agency reports Ability and willingness of institutions to use CR electronic data

	1.3: % of population satisfied with delivery of civil registration services, (disaggregated by gender) (→SDG 16.6.2/16.9.1)	Project Baseline Survey	48% (M/F)	2016		Target 2021: 64% (M/F);		Target 2023: 70% (M/F)			M&E reports, mid-term and final evaluation surveys; Capacities of service providers are sufficient,
Outcome 2: The population of Tajikistan know how to and timely have their vital events recorded in the civil registry system.	2.1 % of children under 5 years old with birth certificates (disaggregated by gender)	Demographic and Health Survey; Official Government statistics (MoHSP, MoJ, NGO reports);	91% of children under 5 years of age have birth certificates ¹⁴	2019	92% (M/F)	93% (M/F)	94% (M/F)	95% (M/F)		95% of children have birth certificates (disaggregated by gender)	Demographic and Health Survey; Vulnerable and marginalised individuals timely access the civil registry services
	2.2 % of timely birth registrations in ZAGS (disaggregated by gender)	Health statistics and CR office reports on free of charge registrations	85%* births are registered on time. (M/F)	2019	87% births are registered on time. (M/F)	90% births are registered on time. (M/F)	93% births are registered on time. (M/F)	95% births are registered on time. (M/F)		95% births are registered on time. (M/F)	CR system data, Demographic and Health Survey Free of charge birth registration stimulates people interest to register on time.

¹⁴ Democratic and Health Survey Tajikistan 2017, available at <https://dhsprogram.com/pubs/pdf/FR341/FR341.pdf>

Output 1: Newly adopted civil registry legislation is implemented and interagency coordination is effectively ensured.	1.1 Status of implementation of the new CR Law, the Government decree #77 and the law on consular departments of MFA.	Legal expert report on the compliance of legislation	Relevant legislation still needs to be harmonized in line with the new CR law..	2019				Implementation of legislation and regulations on civil registration is regularly monitored	All laws and by-laws are in compliance with the new CR law.	National gazette, project reports, HR Treaty reports Government is committed to continuing with the reforms
	1.2 Status and number of agencies connected to the data exchange with CR electronic system	MoJ agreements	0						At least 5 agencies exchange data with CR system	Monitoring reports. CR information reports
Output 2: New quality business processes are developed and effectively applied in the civil registry.	2.1: Status of internal rules, regulations and SOPs adopted and implemented (guiding day-to-day working procedures and practices of the civil registry offices in line with the relevant national legislation).	Decrees of the Ministry of Justice	Internal rules and regulation are to be developed	2019				The implementation of internal rules regularly monitored	All internal rules and SoP are adopted and applied regularly	Decrees of the Ministry of Justice ZAGS assessments in 2019 and 2023 Monitoring reports
	2.2 Number of visits to CR Office by citizens required for the registration of civil acts	MoJ reports, project reports, M&E	Up to 5 visits	2019	3-4 visits	2-3 visits	2 visits		2 visits	Mid-term and final evaluation reports, customer satisfaction surveys, project M&E

Output 3: Electronic civil registry system and digitalized archives are handed over and effectively managed by MoJ.	3.1: % of the civil registry records timely entered into the electronic system (with further break down by type of registrations and office geographic location)	CROIS2 Data	60% of all offices register data on time.		80%	90%	100%	100%		100% of records are timely entered into the system.	CROIS system information analysis
	3.1. Number of paper-based archive records digitalized into an electronic format.	Feasibility studies on electronic registration and archiving of civil acts Project monitoring and evaluation reports	178,000 records transferred to electronic archive	2019	350,000 records	350,000 records	300,000 records			In total 1,178.00 civil registry acts ¹⁵ are digitalized.	Government decree on adoption of new registration and archiving systems Annual records from ZAGS;
	3.2: Number of queries dealt by the MoJ IT Unit (*precise technical parameters will be developed during initial project imp. period- e.g. length of time to resolve queries, successful resolution, customer service etc.)	MoJ documents, project reports, customer (ZAGS) satisfaction reports	No. of queries dealt with effectively by IT Unit = 0	2019	50% of queries dealt with in a timely and effective manner	70% of queries dealt with in a timely and effective manner	90% of queries dealt with in a timely and effective manner	100% of queries dealt with in a timely and effective manner			MoJ IT Unit is fully staffed and functioning to fulfil its mandate

¹⁵ Subject to outcomes of the feasibility study, 2020 will mark the beginning of digital archives of all new registration acts. Digitalisation of archives from 1991 – to 2001 is an estimate from the current project resources. If more resources are mobilized, it may be possible to close the gap from 2001 to 2019.

<p>Output 4: Population is aware of timely registration benefits through MoJ communication strategy and supported by selected CSO to bolster civil registration, and the public contributes to improving the quality of the system through enhanced feedback mechanisms.</p>	<p>4.1: Number and quality of campaigns carried out to cover various groups of people and the most vulnerable. (disaggregated by gender)¹⁶</p>	<p>MoJ Reports Baseline survey, annual impact assessments, project evaluation reports</p>	<p>Communication strategy 2019 - 2021 developed and adopted by MoJ;</p>	<p>2019</p>	<p>##*¹⁷ (M/F)</p>	<p>Communication strategy is revised</p>	<p>## (M/F)</p>	<p>## (M/F)</p>	<p>## (M/F)</p>	<p>Communication strategy 2019 - 2021 is fully implemented; Communications Strategy 2022 - 2030 is developed & adopted</p>	<p>MoJ Reports, annual impact assessments, project evaluation reports</p> <p>Capacity and interest of government in using new communication strategies and tools;</p>
	<p>4.2: % of adult population of Tajikistan (16 years old and above) that are aware of the benefits of free of charge timely birth registration and reduced waiting time.</p>	<p>2019</p>	<p>XX %*¹⁸ of population are aware of the benefits of registering civil acts (disaggregated by type of civil act)</p>	<p>2019</p>	<p>TBC</p>	<p>TBC</p>	<p>TBC</p>	<p>TBC</p>	<p>TBC</p>	<p>YY% of population aware of the benefits of registering civil acts (disaggregated by type of civil act)</p>	<p>MoJ Reports, annual impact assessments, project evaluation reports</p> <p>Responsiveness of population to media campaigns and awareness raising activities</p>

¹⁶ For awareness raising on timely birth registration reproductive health centers will be used as additional platform for information dissemination. This will ensure that women and young mothers receive important information on birth registration

¹⁷ * Data will be updated as a result of the Ethnographic and Behavioral Insight Research (Action Research) for Civil Registration to be completed by April 2020.

¹⁸ * Data will be updated as a result of the Ethnographic and Behavioral Insight Research (Action Research) for Civil Registration to be completed by April 2020.

	<p>4.3: % of adult population (16 years old and above) that know how/where to obtain information in selected 4 big areas (Rudaki district, B. Gafurov, Bokhtar city and Dushanbe city) how registering their civil acts (disaggregated by type of civil act)</p>		59 %	2019	70%	80%	90%	100%		100%	<p>MoJ Reports, annual impact assessments, project evaluation reports</p> <p>Responsiveness of population to media campaigns and awareness raising activities</p>
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VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: *[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Bi-annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output	Semi-annual and annual reporting			

	level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.				
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Semi-annual and annual meetings	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

Evaluation Plan¹⁹

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	N/A	Output 1.2. 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 person	Outcome 1: 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.	20 December 2021	Ministry of Justice/UAGS	USD 40,000 UNDP funds
Final Evaluation	N/A	Output 1.2. 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 person	Outcome 1: 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.	20 December 2023	Ministry of Justice/UAGS	USD 40,000 UNDP funds

¹⁹ Optional, if needed

VII. MULTI-YEAR WORK PLAN ²⁰²¹

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4		Funding Source	Budget Description	Amount
Output 1: Newly adopted civil registry legislation is implemented and interagency coordination is effectively ensured. <i>Gender marker: GEN 2</i>	1.1 MoJ develops secondary legislation and by-laws required to fully implement new package of legislative and regulatory civil registration amendments	6,600	6,600	-	-	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	13,200
	1.2 MoJ supported to implementation of new legislative amendments developed in Phase I	6,600	6,600	-	-	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	13,200

²⁰ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

²¹ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

	1.3 The project monitors implementation of legislative and regulatory amendments and builds capacity for M&E within the MoJ	3,000	3,000	3,000	3,000	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	12,000
	1.4 Support to MoJ in implementation of the ZAGS Reform Programme 2020 – 2030	3,360	5,040	5,040	3,360	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	16,800
	1.5 Support to GoT and MoJ in developing an enabling environment for the provision of digital services in Tajikistan	7,680	11,520	11,520	7,680	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	38,400

	1.6 The project supports the MoJ in the establishment of a different working groups to support the provision of digital services in Tajikistan	8,000	8,000	8,000	8,000	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	32,000
	1.7 capacity building and institutional support to the MoJ to assume the lead role in reforming the civil registry system	60,000	-	60,000	-	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	120,000
	Monitoring & Evaluation Officer (1/4 or 25%)	6,906	6,906	6,906	6,906	UNDP	SDC, UNDP	71400 Contractual services Individual 71600 – Travel	27,624
	Sub-Total for Output 1								273,224
Output 2: New quality business processes are developed and effectively applied in the civil registry. <i>Gender marker: GEN 2</i>	2.1 MoJ develops new business processes & SOPs to further streamline the provision of civil registry services,	4,000	4,000	4,000	-	MoJ	SDC, UNDP	72100 – Contractual Services - Companies	12,000

	2.2 MoJ develops new instructions for ZAGS to create a more client-orientated focus in service provision	4,000	4,000	4,000	-	MoJ	SDC, UNDP	72100 – Contractual Services - Companies	12,000
	2.3 Technical consultancy expertise to MoJ assess how many ZAGS offices are suitable for introduction of OSS model	12,500	12,500	-	-	UNDP	SDC, UNDP	71300 – Local Consultants 72100 – Contractual Services - Companies	25,000
	2.4 Project supports MoJ in roll out of OSS to number of ZAGS offices	102,000	102,000	102,000	102,000	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	408,000
	2.5 Project supports MoJ in establishing Working Group on development of Multi-Functional Centres (MFCs)	10,250	10,250	10,250	10,250	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	41,000
	2.6 Technical consultancy expertise to MoJ to research and provide recommendations on and introduction of innovative methods to incentivize ZAGS to provide enhanced services	20,000	20,000	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	40,000

2.7 Technical consultancy expertise to MoJ to research and provide recommendations on new HR policy to include upgraded system of performance evaluation to encourage quality service provision	20,000	20,000	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	40,000
2.8 IALE Capacity development of ZAGS	110,000	110,000	110,000	110,000	UNDP, IALE	SDC, UNDP	72100 – Contractual Services - Companies	440,000
2.9 Cost-benefit analysis on Learning Portal for ZAGS	10,000	30,000	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	40,000
Project Officer – Capacity development & Information Technologies (1/2 or 50%)	13,812	13,812	13,812	13,812	UNDP	SDC, UNDP	71400 Contractual services Individual	55,248
Project Associate – Capacity development & Information Technologies (1/2 or 50%)	11,537	11,537	11,537	11,537	UNDP	SDC, UNDP	71400 Contractual services Individual	46,146
Monitoring & Evaluation Officer (1/4 or 25%)	6,906	6,906	6,906	6,906	UNDP	SDC, UNDP	71400 Contractual services Individual 71600 – Travel	27,624
Sub-Total for Output 2								1,187,018

Output 3: Electronic civil registry system and digitalized archives are handed over and effectively managed by MoJ. <i>Gender marker: GEN 2</i>	3.1 Project supports MoJ in assessment of piloting of digitalized archives to identify lessons learned & provide recommendations on model adaptation	50,000	-	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	50,000
	3.2 Project supports MoJ in conducting revised cost analysis of digitalization of the archives based on piloting and development of a progressive archive digitalization scale-up plan for Phase II based on above assessments	50,000	-	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	50,000
	3.3 Project supports MoJ in roll-out of archive digitalization to an additional number of ZAGS records	-	432,799	432,799	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	865,597
	3.4 Provision of technical advisory expertise to MoJ to undertake cost-benefit analysis of mobile application for ZAGS and public to apply for CR certificates via online portal	-	15,000	15,000	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	30,000

	3.5 Support to IT Unit under MoJ in provision of technical advisory services to MoJ to undertake an assessment of MoJ IT Unit's required material, technological and human resource requirements to provide IT support for full integration of the CROIS2 platform	16,000	16,000	16,000	16,000	UNDP, MoJ	SDC, UNDP	72100 – Contractual Services - Companies	64,000
	3.6 Support to IT Unit under MoJ in recommendations developed on organisational structure for IT Unit and best practices on internet safety standards	16,000	16,000	16,000	16,000	UNDP, MoJ	SDC, UNDP	72100 – Contractual Services - Companies	64,000
	3.7 Support to IT Unit under MoJ in provision of technical expertise for capacity development of IT Unit staff to use and provide support for CROIS2 platform	18,000	18,000	18,000	18,000	UNDP, MoJ	SDC, UNDP	72100 – Contractual Services - Companies	72,000
	3.8 Introduction of a mentor for IT Unit	10,000	10,000	10,000	10,000	UNDP	SDC, UNDP	71200 – International Consultants 71300 – Local consultant 72100 – Contractual Services - Companies	40,000

3.9 Feasibility study on interoperability between other electronic systems of state institutions (Enhancing inter-operability between electronic systems of state institutions)	50,000	-	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	50,000
3.10 Recommendations on introducing interoperability between other electronic systems of state institutions	50,000	50,000	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	100,000
3.11 MoJ pilots innovative solutions to obtain feedback from public on service provision to enhance quality, affordability and accessibility	25,000	40,000	35,000	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	100,000
Project Officer – Capacity development & Information Technologies (1/2 or 50%)	13,812	13,812	13,812	13,812	UNDP	SDC, UNDP	71400 Contractual services Individual s	55,248
Project Associate – Capacity development & Information Technologies (1/2 or 50%)	11,537	11,537	11,537	11,537	UNDP	SDC, UNDP	71400 Contractual services Individual s	46,146
Monitoring & Evaluation Officer (1/4 or 25%)	6,906	6,906	6,906	6,906	UNDP	SDC, UNDP	71400 Contractual services Individual s 71600 – Travel	27,624
Sub-Total for Output 3								1,614,615

<p>Output 4: Population is aware of timely registration benefits through MoJ communication strategy and supported by selected CSO to bolster civil registration, and the public contributes to improving the quality of the system through enhanced feedback mechanisms. <i>Gender marker: GEN 2</i></p>	4.1 MoJ develops updated communications strategy based on results in Phase I	15,000	-	-	-	MoJ	SDC, UNDP	72100 – Contractual Services - Companies	15,000
	4.2 MoJ conducts civil registration awareness campaigns, supported by CSOs through mass and social media at national level with specific outreach to project areas, targeting the most vulnerable and those that register their civil acts the least	15,000	15,000	15,000	15,000	MoJ	SDC, UNDP	72100 – Contractual Services - Companies	60,000
	4.3 MoJ, supported by CSOs develop innovative solutions and tools to promote benefits resulting in increased civil registration among the population using already existing structures such as mahalla committees, Legal Aid Centres	-	22,500	22,500	-	CSOs	SDC, UNDP	72100 – Contractual Services - Companies	45,000
	4.4 The project provides support to CSOs in raising awareness among the population of the benefits of CR in line with Government's communication strategy with a focus on women, youth and PwDs	48,000	48,000	48,000	48,000	CSOs	SDC, UNDP	72100 – Contractual Services - Companies	192,000

4.5 CSOs conduct in-depth community work in project areas to raise awareness of benefits of civil registration, in particular for women, youth, PWDs and other vulnerable groups	48,000	48,000	48,000	48,000	CSOs	SDC, UNDP	72100 – Contractual Services - Companies	192,000
4.6 Mobile teams of ZAGS and CSOs initiate civil registration in remote areas and areas where there is less civil registration, and generate a feedback loop from the population, which can be used to M&E activities	19,500	19,500	19,500	19,500	CSOs	SDC, UNDP	72100 – Contractual Services - Companies	78,000
4.7 Project develops and introduces quarterly monitoring tool to gauge the attitude of the population to CRR in different contexts	12,000	-	-	-	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	12,000
4.8 Project conducts impact study on awareness campaigns and in-depth community work conducted	-	25,000	-	25,000	UNDP	SDC, UNDP	72100 – Contractual Services - Companies	50,000
Project Officer – Communications, Outreach and Gender	27,624	27,624	27,624	27,624	UNDP	SDC, UNDP	71400 - Contractual services Individual s	110,496
Monitoring & Evaluation Officer (1/4 or 25%)	6,906	6,906	6,906	6,906	UNDP	SDC, UNDP	71400 Contractual services Individual s 71600 – Travel	27,624

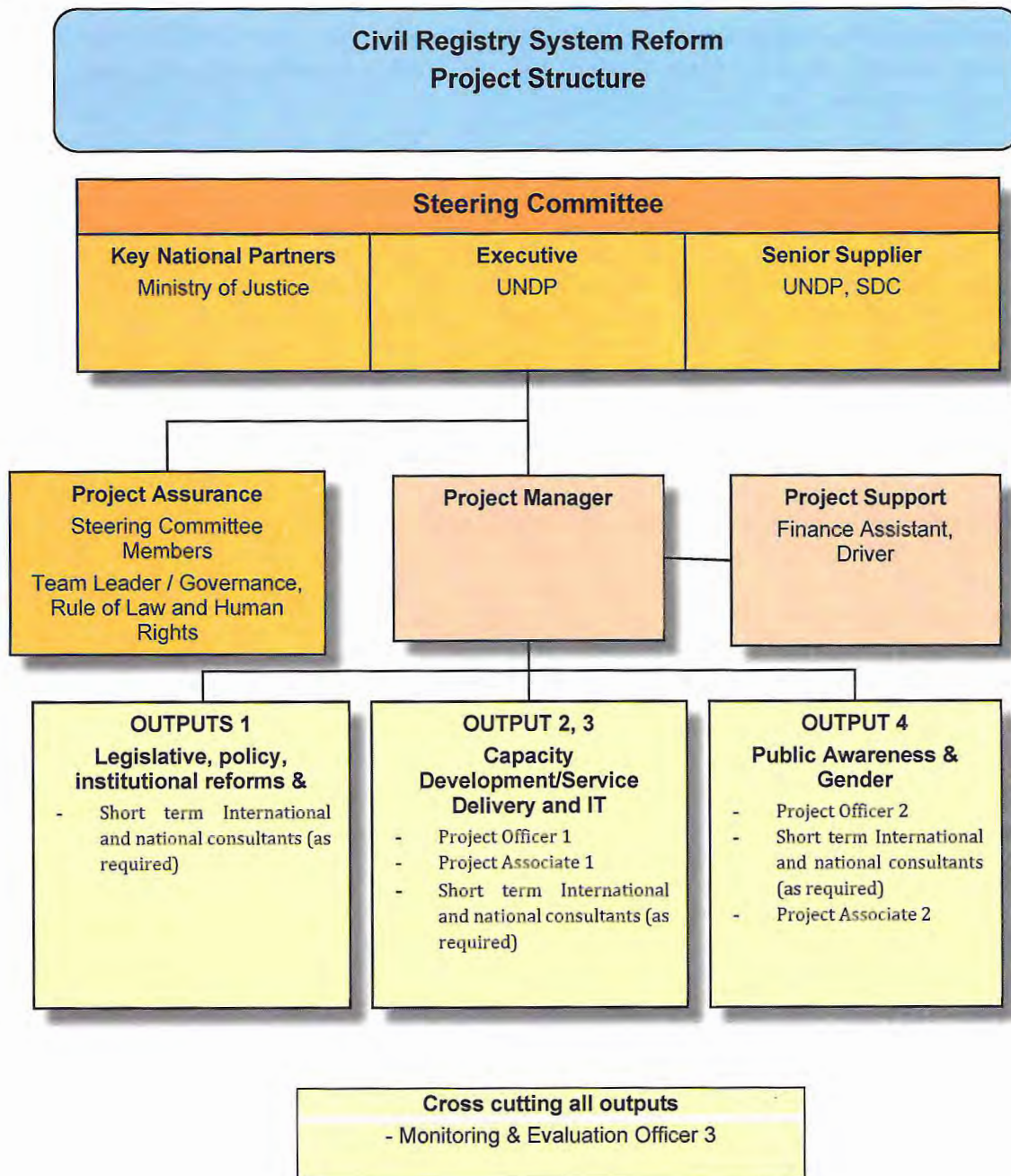
			Sub-Total for Output 4							782,120	
Project Management Cost including office running cost	Project management personnel	75,458.36	75,458.36	75,458.36	75,458.36			UNDP	SDC, UNDP	71400 - Contractual services Individuals	301,833.40

	DPC	20,000.00	20,000.00	20,000.00	20,000.00	UNDP	SDC, UNDP	61300 - Salary & Post Adj Cst-IP Staff	80,000.00
	Local Travel	18,000.00	18,000.00	18,000.00	18,000.00	UNDP	SDC, UNDP	71600 - Travel	72,000.00

	Maint, Oper of Transport Equip	6,000.0 0	6,000.0 0	6,000.0 0	6,000.0 0	UNDP	SDC, UNDP	73400 - Maint, Oper of Transport Equip	24,000.00
	Office rent maintenance, utilities, cleaners	30,000.00	30,000.00	32,500.00	32,500.00	UNDP	SDC, UNDP	73100 - Office rent maintena nce, utilities, cleaners	125,000.00
	Supplies	4,800.00	4,800.00	4,800.00	4,800.00	UNDP	SDC, UNDP	72500 - Supplies	19,200.00
	IT and Communication	12,000.00	12,000.00	12,000.00	12,000.00	UNDP	SDC, UNDP	72400 - Communi cation	48,000.00
	Miscellaneous (UPL fees, bank charges etc.)	4,008.80	4,008.80	4,008.80	4,667.20	UNDP	SDC, UNDP	74500 - Miscella neous	16,693.60
Evaluation (as relevant)	EVALUATION		40,000	-	40,000	UNDP	SDC, UNDP	72100 - Contractu al Services - Companie s	80,000
General Management Support (8%)		71,111	88,889	80,000	56,296	UNDP	SDC	75100 - GMS	296,296
TOTAL									5,000,000

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

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



The Project Steering Committee (PSC/Project Board). The PSC will be responsible for making consensus-based management decisions for a project when guidance is required by the Project Manager, including recommendation for UNDP (as an Implementing Partner) approval of project plans and revisions. In order to ensure UNDP's ultimate accountability, the PSC's decisions should be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and

effective international competition. In case a consensus cannot be reached within the PSC, final decision shall rest with the UNDP Tajikistan Resident Representative.

The PSC will include UNDP senior management, and SDC Senior Management, the Ministry of Justice, and UAGS.

The PSC will:

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

The Project will be managed by a **National Project Manager**, who has the authority to run the project at the strategic level. The Project Manager is responsible for the overall management and decision-making for the Project. The Project Manager's primary responsibility is to ensure that the project delivers the results (outputs) specified in the Project document for the population of Tajikistan, to the required standard of quality and within the specified timelines and cost. The Project Manager will be responsible for the overall management and oversight as well as for providing substantive advice to the project (see below).

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

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

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

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

4.2 Key Project Staff

The project team will be located in suitable premises within close proximity to the Ministry of Justice/Department of Civil Registration, in line with UNDP procedures. New staff will be recruited through an open competition with the observation role of the Ministry of Justice/Department of Civil Registration. The team will be responsible for the development and implementation of work plans, organising trainings and the appointment of experts as required. The key project staff includes:

National Project Manager

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

Project Officer – Capacity Development and Information and communication technologies and business processes

The national Project Officer – under output II, the Officer will be responsible for providing substantive knowledge and practical assistance on the capacity development of civil registry officers who are responsible for civil registration, in order to strengthen capacities. S/he will provide a structured capacity development programme for the institutional strengthening of civil registry officers (ZAGS) and jamoats. The Officer will work closely with the Institute for Advanced Legal Education on institutionalising the training activities included in the project. In addition, the analyst will be an expert on streamlining business processes and client-orientated approaches. As a part of Electronic Civil Registration responsibilities, he/she will provide expertise on strengthening the system of electronic civil registration and the continuing development of the digitalised archives. The Officer will be responsible for providing support, advice and assistance to the IT Unit under the Ministry of Justice, regarding its required material, financial and human resource requirements. The Officer will provide expertise regarding the IT infrastructure, which is required to fully support the electronic civil registry system and digitalised archives. The Officer will work on activities **falling under outcome 1 and incorporating output 3**. The Officer is knowledgeable about civil registration and is an expert on IT solutions that bring services closer to the people as well as coordination and strategic planning. The Officer has a role in creating value propositions for their work and in developing tools and resources for effective knowledge management within the Project. The Officer is a specialist with extensive knowledge regarding IT infrastructure and solutions in Tajikistan and comparative national practice on digitalised service provision. S/he will ensure that a human rights-based approach, gender empowerment, conflict-sensitive programme and results-based management are mainstreamed into the project development. The Project Officer will be assisted by a **Project Associate – Information and Communication Technologies and business processes**.

Project Officer – Communications, Outreach and Gender

The Project Officer – Communications, Outreach and Gender is responsible for identifying gender-based interventions into all project areas as well as for raising awareness of the people about the importance of civil registration. Given the gender dimensions of civil registration the Officer will explore the baseline data on the gender dynamics and status of women and other marginalised groups in the context of the project. The Officer will assess and recommend to the project activities that can be incorporated into planning and implementation to ensure improvement of conditions for women and vulnerable groups in general and more specifically as it related to civil registration. Further the Officer will provide necessary orientation and advise to all project partners on gender issues and policies. The Officer will build capacities of the MoJ and CSOs to plan and implement awareness raising activities from a gender perspective. The Officer will collaborate with the

Monitoring and Evaluation Officer to make sure that the impact measurements focus on women and other vulnerable groups. The Project Officer – Public Access and Gender will work across both **Outcome 1 and Outcome 2, ensuring the gender dynamics of all outputs**. The Officer will have expertise in mainstreaming gender into policies, strategies, project design and implementation. The Officer will be familiar with the civil registration reforms and more broadly justice and legal reforms from a gender perspective. The Officer will have abilities in M&E and reporting on gender issues. The Project Officer will be assisted by a **Project Associate – Communications, Outreach and Gender**.

Monitoring and Evaluation Officer

The Monitoring and Evaluation Officer is responsible for the monitoring and ensuring high quality and timely inputs, and for ensuring that the project maintains its strategic vision and that its activities result in the achievement of the intended outputs in a cost effective and timely manner. The M&E Officer will be responsible for designing and implementing the M&E activities of the Project; assisting the Project Manager in preparing quarterly/annual reports on project progress and will monitor the project activities on a regular basis, and will be responsible for the collection and analysis of different data related to the project activities. THE M&E Officer works in close collaboration with the project team and CO programme and operations clusters, government officials and NGOs/CSOs. The M&E Officer will work across both **Outcome 1 and Outcome 2**. The Officer will have experience in the design and implementation of M&E development projects as well as experience in designing tools and strategies for disaggregated data collection, analysis and production of reports. S/he will have proven ICT skills and expertise in analysing data using statistical software. The M&E Officer will provide extensive inputs into the Action Research and Endline Survey.

National Administrative and Support Staff

The Project will be underpinned by a number of support staff including one Project finance assistant (FA) as well as a project driver. The project FA will be responsible for providing services on finance, management, procurement and logistics etc. and will facilitate budgeting and expenditure tracking, prepare financial reports, assist recruitment and payment of UNDP staff and manage the procurement.

International/National Experts/Consultants

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

Administrative Arrangements

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

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Tajikistan and UNDP, signed in 1993. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by UNDP ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the project funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse (“SEA”) and sexual harassment (“SH”) allegations in accordance with its regulations, rules, policies and procedures.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
7. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP’s property in such responsible party’s, subcontractor’s and sub-recipient’s custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party’s, subcontractor’s and sub-recipient’s security, and the full implementation of the security plan.
 - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party’s, subcontractor’s and sub-recipient’s obligations under this Project Document.
 - c. In the performance of the activities under this Project, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.
 - d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
 - e. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a)

UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

- f. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management

Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

XI. ANNEXES

- 1. Project Quality Assurance Report**
- 2. Social and Environmental Screening Template** [English][French][Spanish], including additional Social and Environmental Assessments or Management Plans as relevant. *(NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities). (to be filled later)*
See annex 2
- 3. Risk Analysis.** Use the standard Risk Log template. Please refer to the Deliverable Description of the Risk Log for instructions (see annex 3 below)
- 4. Capacity Assessment:** Results of capacity assessments of Implementing Partner (including HACT Micro Assessment) (not relevant)
- 5. Project Board Terms of Reference and TORs of key management positions (see annex 5 below)**
- 6. Cost-Benefit Analysis (see annex 6 below)**
- 7. Stakeholder Analysis (see annex 7 below)**

Annex 2. Social and Environmental Screening Template

The completed template, which constitutes the Social and Environmental Screening Report, must be included as an annex to the Project Document. Please refer to the Social and Environmental Screening Procedure and Toolkit for guidance on how to answer the 6 questions.

Project Information

<i>Project Information</i>	
1. Project Title	Civil Registry System Reform Project in Tajikistan – Phase II (2020 - 2023)
2. Project Number	00085270
3. Location (Global/Region/Country)	Tajikistan

Part A. Integrating Overarching Principles to Strengthen Social and Environmental Sustainability

QUESTION 1: How Does the Project Integrate the Overarching Principles in order to Strengthen Social and Environmental Sustainability?
<i>Briefly describe in the space below how the Project mainstreams the human-rights based approach</i>
<p>The project will be people-centred and will adopt a human rights based approach in all cycles of project implementation. Civil registration is critical for protecting the fundamental rights and freedoms of women, girls, and other vulnerable groups. Legal identity, proof of age, and civil status facilitate access to key rights and services, including social protection, voting rights, health, education, and financial services. In Tajikistan, women and other vulnerable groups still face many cultural, financial, and legal barriers to experiencing the full benefits and protections of civil registration. Thus, the project will be underpinned by the key fundamental human rights principles such as participation - to ensure that everyone, including vulnerable group of people are entitled to active participation in decision-making processes, accountability - to secure that duty-bearers are held accountable for failing to fulfil their obligations towards rights-holders (effective remedies), non-discrimination and equality - to assure that all individuals are entitled to their rights without discrimination of any kind, empowerment - to secure that everyone is entitled to claim and exercise their rights, and legality - to guarantee that all approaches are in line with the legal rights set out in national and international laws, which all leads to the SDG 2030 goal leaving no one behind.</p> <p>By combining the supply side dynamics through institutional reform of the civil registry system, with the demand side for civil registry reform, the project will work on both up-stream and down-stream activities. Through building up awareness and demand for improved civil registry services, the project will be more effective and will address the real needs of the end users, i.e. the population of Tajikistan. During the first phase of the project, the focus was more on the supply side and strengthening the legislative framework and capacities of duty bearers. In the second phase, a more equal focus will be applied, through increased activities on the demand side and raising the knowledge and awareness levels of rights holders by considering human rights-based principles.</p>
<i>Briefly describe in the space below how the Project is likely to improve gender equality and women’s empowerment</i>

Women's participation and meaningful contribution to the policy formulation, implementation and monitoring and decision making for the public service delivery in the area of civil registration are critical in achieving improved services and holding service providers accountable. Tajik women more than men are adversely affected by their lack of civil registry documentation. Women are **less aware of their rights** and face additional barriers in accessing justice that men. There is a **persistent discriminatory gender stereotypes** regarding the roles and responsibilities of women and men in the family and in society also exist.

In order to address these issues, the project will mainstream gender into the project cycle and adopt practices that promote gender equity both with its primary and secondary stakeholders and partners, as well as, within the team. All activities will be developed and conducted in-line with the UNDP Gender Equality Strategy 2018-2021 and UNDP Gender Mainstreaming Tools. The project will take specific measures to stimulate their active participation leading to gender responsive civil registry services. Women will be encouraged to participate in all stages of project implementation if necessary with affirmative measures such as training close to home, assisting in organizing childcare facilities among women. Equally men will be in focus to ensure that they have sufficient and correct understanding of legal provisions and rights of both men and women.

Briefly describe in the space below how the Project mainstreams environmental sustainability

The project aims to enhance national policy and legislative frameworks on civil registration system reform through application of rule of law and human rights-based approaches and 'do no harm' principles, with elements of public outreach, advocacy and policy and legal reforms. The project doesn't have direct impact on environmental sustainability. Indirect impact consists of digital transformation by moving from paper-based to electronic system of CRVS thus reducing the use of paper. Social and environmental sustainability will be assessed and enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>)

Part B. Identifying and Managing Social and Environmental Risks

<p>QUESTION 2: What are the Potential Social and Environmental Risks? <i>Note: Describe briefly potential social and environmental risks identified in Attachment 1 – Risk Screening Checklist (based on any “Yes” responses). If no risks have been identified in Attachment 1 then note “No Risks Identified” and skip to Question 4 and Select “Low Risk”. Questions 5 and 6 not required for Low Risk Projects.</i></p>		<p>QUESTION 3: What is the level of significance of the potential social and environmental risks? <i>Note: Respond to Questions 4 and 5 below before proceeding to Question 6</i></p>		<p>QUESTION 6: What social and environmental assessment and management measures have been conducted and/or are required to address potential risks (for Risks with Moderate and High Significance)?</p>
<i>Risk Description</i>	<i>Impact and Probability (1-5)</i>	<i>Significance (Low, Moderate, High)</i>	<i>Comments</i>	<i>Description of assessment and management measures as reflected in the Project design. If ESIA or SESA is required note that the assessment should consider all potential impacts and risks.</i>
Risk 1. The duty-bearers do not have capacity to meet their obligation	I = 2 P = 2	Low	Duty-bearers include both institutions and staff of Civil registration system including legislative framework, business and IT architecture they’re operating in, level of capacity etc.	Outcome 1 consisting of Outputs 1, 2 and 3 of the project focus on institutional strengthening and capacity building of duty-bearers by addressing gaps levels such as policy (Output 1), institutional and service delivery (Output 2) and service delivery & digitalization (Output 3).
Risk 2. Right holders may not have the capacity to claim their rights.	I = 2 P = 2	Low	Rights holders include people from rural Tajikistan, including women, youth and vulnerable, all of whom have traditionally had limited access to services	The project includes a major outreach / public information component to inform the public about importance of conducting timely civil registration. Monitoring and evaluation conducted under CR Project Phase I revealed that the outreach is one of the effective ways in in reaching the target groups, so it must be strengthened and enhanced.

		(civil registration, legal aid, social) and limited knowledge of their rights.	
QUESTION 4: What is the overall Project risk categorization?			
Select one (see SESP for guidance)		Comments	
<i>Low Risk</i>	<input checked="" type="checkbox"/>	The project is not likely to involve significant social or environmental risks. Based on lessons learnt from Phase I of the project UNDP will be capable to address and mitigate the potential human rights risk related to insufficient capacity of duty-bearers and right-holders. The risk will be assessed regularly, addressed at the earliest stage of the project to ensure effective support and engagement of both groups.	
<i>Moderate Risk</i>	<input type="checkbox"/>		
<i>High Risk</i>	<input type="checkbox"/>		
QUESTION 5: Based on the identified risks and risk categorization, what requirements of the SES are relevant?			
Check all that apply		Comments	
<i>Principle 1: Human Rights</i>	<input checked="" type="checkbox"/>	The project will ensure human rights based approach both at the institutional and local levels. The project will enhance national policy and legislative frameworks on civil registration, strengthen capacity of institutions and individuals within the system, digitally transform the system to benefit from ICT/technologies, outreach vulnerable and marginalized groups by awareness raising campaigns, promote advocacy and policy dialogue among all state agencies involved in CRVS with application of human rights-based approaches.	
<i>Principle 2: Gender Equality and Women's Empowerment</i>	<input checked="" type="checkbox"/>	The project has a strong gender component (see above)	
<i>1. Biodiversity Conservation and Natural Resource Management</i>	<input type="checkbox"/>	n/a	

	2. Climate Change Mitigation and Adaptation	<input type="checkbox"/>	n/a
	3. Community Health, Safety and Working Conditions	<input type="checkbox"/>	n/a
	4. Cultural Heritage	<input type="checkbox"/>	n/a
	5. Displacement and Resettlement	<input type="checkbox"/>	n/a
	6. Indigenous Peoples	<input type="checkbox"/>	n/a
	7. Pollution Prevention and Resource Efficiency	<input type="checkbox"/>	n/a

Final Sign Off

Signature	Date	Description
QA Assessor Alisher Karimov, Programme Team Leader		UNDP staff member responsible for the Project, typically a UNDP Programme Officer. Final signature confirms they have “checked” to ensure that the SESP is adequately conducted.
QA Approver Mubin Rustamov, ARR Programme		UNDP senior manager, typically the UNDP Deputy Country Director (DCD), Country Director (CD), Deputy Resident Representative (DRR), or Resident Representative (RR). The QA Approver cannot also be the QA Assessor. Final signature confirms they have “cleared” the SESP prior to submittal to the PAC.
PAC Chair Christophoros Politis, DRR		UNDP chair of the PAC. In some cases PAC Chair may also be the QA Approver. Final signature confirms that the SESP was considered as part of the project appraisal and considered in recommendations of the PAC.

Annex III – Risk Analysis Table

Project Title: “Civil Registry System Reform Project in Tajikistan – Phase II”	Project: 00085270	Date: 1 November 2019
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#	Description / Event	Causes	Primary Category	Secondary category	Impacts and Risk level (Risk Level = Impact & Likelihood)	Risk Treatment / Management Measures	Risk Owner	Risk valid from/to
1	Political destabilization, insurgency and armed conflict	Political and geopolitical environment, socio-economic situation in the country	5. Political	5.3. Political instability	The risk occurrence could impact the effectiveness of project activity and sustainability L = 2 I = 2	Maintain neutrality and conflict-sensitivity in action: adapt programme to the complex context	Team Leader/Governance, Rule of Law and Human Rights	January 2020 – December 2023
2	Corruption impedes project activities and/or outputs	Low level of wages and funding, lack of incentives for CR staff	2. Financial	2.3. Corruption and fraud	The occurrence of the risk will undermine the impact of the project L = 3 I = 3	Good governance, including transparency and accountability, and careful monitoring approach to project activities.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
3	Legislation, government policy and practices not implemented due to weak capacities, lack of coordination and/or low finances	Budget constraints, low capacity	5. Political	5.1. Government commitment	The occurrence of the risk will undermine the impact of the project L = 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.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
4	Change in key Ministerial and	Planned rotation of senior management of	5. Political	5.4. Change/ turnover in government	The occurrence of the risk will undermine the impact of the project L = 3	The project will try to develop strong partnerships with all new staff and secure support for project implementation	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023

#	Description / Event	Causes	Primary Category	Secondary category	Impacts and Risk level (Risk Level = Impact & Likelihood)	Risk Treatment / Management Measures	Risk Owner	Risk valid from/to
	UAGS/ZAGS staff	MoJ/UAGS and ZAGS staff			I = 2			
5	Lack of motivation/ political will to implement reforms	Low wages of civil servants, dependency from central budget	5. Political	5.4. Change/ turnover in government	The occurrence of the risk will undermine the impact of the project L = 2 I = 2	Identify motivating factors that can be incorporated into the project.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
6	Inability to secure on-going government funds to improve civil registration system	Budget constraints and economic situation in the country affecting fiscal area	5. Political	5.1. Government commitment	The risk occurrence will force the downscaling of certain project activities L = 2 I = 3	On-going dialogue with President's Administration and Ministry of Finance, along with Ministry of Justice, to identify funds.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
7	Challenges in Internet connectivity	Poor internet infrastructure particularly in remote areas, challenges and issues on Internet regulatory level	7. Strategic	7.3. Capacities of the partners	The risk occurrence will force the downscaling of certain project activities L = 2 I = 3	On-going dialogue with Communication Service under the Government of the Republic of Tajikistan, regular monitoring of issues related to connectivity. Project will promote use of fibre optic internet	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
8	Lack of cooperation between MoJ and other state institutions	Different vision and strategy on CRVS, lack of understanding of importance of	7. Strategic	7.3. Capacities of the partners	The occurrence of the risk will undermine the impact of the project L = 2 I = 3	The project will create linkages and cooperation between the relevant state institutions where possible.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023

#	Description / Event	Causes	Primary Category	Secondary category	Impacts and Risk level (Risk Level = Impact & Likelihood)	Risk Treatment / Management Measures	Risk Owner	Risk valid from/to
		inter-agency cooperation						
9	Deterioration in relations between UNDP and project partners	Lack of communication and networking, lack of one vision on project goals and reform	3. Operational	3.7. Partnership	The occurrence of the risk will undermine the impact of the project L = 1 I = 3	Maintain respectful, collaborative, participatory, organic approach and transparency.	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023
10	Decreased motivation/ability/willingness of civil registry service providers	Low wages of civil servants, dependency from central budget, lack of incentives for CR staff	5. Political	5.4. Change/ turnover in government	The occurrence of the risk will undermine the impact of the project L = 2 I = 2	Continuous efforts to build the capacity of providers according to needs determined by them	Team Leader/Governance, Rule of Law and Human Rights	January 2020 - December 2023



'Civil Registry System Reform Project in Tajikistan – Phase II'

PROJECT BOARD

TERMS OF REFERENCE

The Project Steering Committee (PSC/Project Board). The PSC will be responsible for making consensus-based management decisions for a project when guidance is required by the Project Manager, including recommendations for UNDP (as an Implementing Partner) approval of project plans and revisions. In order to ensure UNDP's ultimate accountability, the PSC's decisions should be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the PSC, final decision shall rest with the UNDP Tajikistan Resident Representative. The PSC will include UNDP senior management, and representatives of SDC, the Ministry of Justice, and UAGS.

Overall Responsibilities: The Project Board is ultimately responsible for making sure that the project remains on course to deliver the results. It is responsible for making by-consensus management decisions for the project:

- At designated decision points during the implementation of the project;
- When guidance is required by the project manager; and
- When project tolerances (normally in terms of time and budget) have been exceeded

The Project Board reviews and approves the Annual Work Plans (AWP) and authorises any major deviation from these plans. It ensures that the required resources are available, arbitrates on any conflicts within the project and negotiates a solution to any problems between the project and external bodies. In addition, it approves the appointment and responsibilities of the Project Manager. It may also decide to delegate its project assurances responsibilities to a staff member from UNDP or to an implementing partner.

Composition and Organisation

1. The Executive chairs the group and is ultimately responsible for the project S/he has to ensure that the project remains focused on achieving its objectives and is cost-effective.
2. The Senior Supplier represents the interests of the parties providing funding and/or technical expertise to the project. Their primary function is to provide guidance on the technical feasibility of the project. They are accountable for the quality of the resources provided by the suppliers. Therefore they must have authority to commit or acquire the fund required.
3. The Senior Beneficiaries represent those who will ultimately benefit from the project. They monitor the accomplishments and outputs of the project against the agreed requirements.

(Potential members of the Project Board are usually reviewed and recommended for approval during the LPAC meeting. It is recommended that the Project Board composition does not contain more participants that absolutely necessary to carry out the above-mentioned 3 functions.)

Specific Responsibilities

1. When the project is initiated

- Agree on the project manager's responsibilities as well as those of other project team members
- Delegate any project assurance function as appropriate
- Review and appraise detailed project plans and AWP's including the risk log, monitoring and communications plan

2. During the implementation of the project

- Provide overall guidance and direction to the project
- Provide guidance and agree on possible management actions to address specific risks
- Agree on project manager's tolerances within the AWP

- Conduct regular meetings to review the Project Quarterly Progress Reports and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans
- Review Combined Delivery Reports (CDR) prior to certification by the implementing partner
- Appraise the Project Annual Review Report, make recommendations for the next AWP and inform the Outcome Board about the results of the review
- Provide ad-hoc direction and advice for exceptional situations when the project manager's tolerances are exceeded
- Assess and decide on project changes through revisions

3. When the project is being closed

- Assure that all project deliverables have been produced satisfactorily
- Review and approve the Final Project Review Report including lessons learned
- Make recommendations for follow-on actions to be submitted to the Outcome Board
- Commission project evaluation
- Notify operational completion of the project to the Outcome Board

Meetings: The Project Board (Steering Committee) meets

- On a semi-annual basis (twice a year) to review and approve the regular project reports
- At any other time when a meeting is requested by one of its members, the project manager or the project assurance because guidance is required, tolerances have been exceeded or a particular risk has been identified

Project Assurance

Project assurance is the responsibility of each Project Board member, however it can be delegated by the Project Board. When this happens, the project assurance person supports the Project Board by carrying out objective and independent project oversight and monitoring functions. The project assurance function has to be independent of the Project Manager therefore the Project Board cannot delegate any of its project assurance responsibilities to the Project Manager. A UNDP Programme Officer typically holds the project assurance role given UNDP's ultimate fiduciary responsibility for the project.

The following list includes key elements that need to be checked for assurance purposes throughout the implementation of the project:

- Maintenance of thorough liaison throughout the project between members of the Board
- Beneficiary needs and expectations are being met or managed
- Risks are being managed
- Adherence to the project justification (business case)
- Project fits with the overall Country Programme
- The right people are being involved
- An acceptable solution is being developed
- The project remains viable
- The scope of the project is not being exceeded
- Internal and external communications are working
- Applicable UNDP rules and regulations are being adhered to
- Any legislative constraints are being observed
- Adherence to monitoring and reporting requirements and standards

Specific Responsibilities of the Assurance function

1. During the implementation of the project

- Ensure that funds are made available to the project
- Ensure that project outputs definition and activity definitions including description and quality criteria have been properly recorded in the ATLAS Project Management Module to facilitate monitoring and reporting
- Ensure that risks and issues are properly managed and that the logs in ATLAS are regularly updated

- Ensure that critical project information is regularly monitored and updated in ATLAS using the Activity Quality Log in particular
- Ensure that the Project Quarterly Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality
- Ensure that CDRs and FACE are prepared and submitted to the Project Board and Outcome Board
- Perform oversight activities, such as periodic monitoring and spot checks
- Ensure that the Project Data Quality Dashboard remains green

2. When the project is being closed

- Ensure that the project is operationally closed in ATLAS
- Ensure that all financial transactions are in ATLAS based on final accounting of expenses
- Ensure that the project accounts are closed and status set in ATLAS accordingly

ANNEX VI

Cost benefit analysis of the Civil Registration System Reform Project in Tajikistan, 2020 - 2023²²

Introduction

In December 2015, UNDP Tajikistan launched Phase I of the *Support to Civil Registration Reform in Tajikistan* project, supported by the Swiss Agency for Development and Cooperation (SDC) in the amount to 4,214,963 USD, together with UNDP TRAC of 1,024,826 USD and in-kind government contributions. The first phase of the project will be implemented until December 2019. Building on the results and lessons learned from Phase I, UNDP will launch Phase II of the project from 1 January 2020 – 31 December 2023. The second phase of the project will continue to be supported by SDC, together with UNDP TRAC and in-kind government contributions. Continuous efforts are being made to mobilise additional resources from other development partners. A third and final phase of the project is anticipated for 2024 – 2027. This Note presents a brief cost-benefit analysis (CBA) of the project.

1. The CRR Project in brief

Tajikistan inherited a functional civil registry system from the USSR. However, the system suffered from neglect and underfunding and is currently not fully serving the needs of the people or government of Tajikistan. There are significant problems with the relevant legislation and the legal regulations. There are also multiple problems with civil registry offices (ZAGS), including coverage, capacity, organizational structure, and internal administration. The situation is further complicated by a division of responsibilities between ZAGS and the jamoats, who are responsible for registering four of the seven types of civil registration acts.²³

The declared objective of the CRR Project is to strengthen the provision of civil registration services in Tajikistan and increase public access to the system, thereby contributing to the better protection of men's, women's and children's legal rights. It is anticipated that this will bring a wide range of benefits to the population of Tajikistan.

2. Cost Benefit Analysis applied to the CRR

The CBA is applied in line with the practice of SDC (SDC How-to-Note, Financial and Economic Analysis of Projects with a focus on Cost Benefit Analysis (CBA) and Cost Effectiveness Analysis (CEA), SDC 2014). The discount rate used is 6%.

Table 1 shows the 5 steps of the CBA and introduces the main parameters of the analysis. After the table, additional information is provided concerning the costs and the benefits considered in this study, and how they were calculated.

²² Revised and updated from the previous Cost-Benefit Analysis 2015 - 2022

²³ The civil registry system includes the jamoats as well as ZAGS. The project is currently only working at the level of ZAGS.

Table 1 The 5 steps of CBA applied to the CRR Project

Steps	In the Civil Registry System Reform Project ...
1. Define the boundaries	The system is Tajikistan, as civil registry systems touch and affect the entire population.
2. Impact hypotheses	A more effective Civil Registry System will bring improved benefits in terms of (1) increased inclusion of citizens, especially children, in social, legal and economic rights; (2) better health outcomes, especially for children; (3) a decrease in polygamy and underage marriage; (4) sharply reduced actual costs for individuals; (5) a reduction in corruption; (6) improved law enforcement; (7) a small decrease in statelessness, and (8) better data for government planning and development.
3. Analysis of project costs and benefits	
3a. COSTS	SDC funds: project costs totalling US\$8,430,000 million over eight years Costs borne by other actors (UNDP, the Tajik government, etc.) are not included in this analysis.
3b. BENEFITS	Quantifiable or partly quantifiable benefits <ul style="list-style-type: none"> • Value of increased health among the population, especially children • Reduced burden on the judicial system • Lower rates of adolescent births • Sharply reduced actual costs of registration to individuals • Easier and cheaper access to vital documents for the population • Reduction in corruption • Fewer stateless persons Nonquantifiable benefits <ul style="list-style-type: none"> • Increased school enrolment for children • Better statistics • Value of better planning
4. Data availability, data collection	No additional data collection was done; the CBA is based on existing data. Where no data exist, assumptions are formulated and explained.
5. Set up CBA model	The CBA model is established using the information from steps 1 to 4. It is an economic and social CBA, with the aim to assess the impact of the project on Tajikistan's welfare.

2.1 Current state of civil registration in Tajikistan

While there have been improvements in the system of civil registration during the first phase of project implementation, there are still challenges related to the following:

- Incomplete coverage of state registration of civil status acts life events for the population of Tajikistan and citizens of Tajikistan living abroad;
- Paper form of state registration of acts of civil status is ineffective for applicants and for the registration authorities themselves;

- Insufficient involvement of consular institutions of the Republic of Tajikistan in the registration of acts of civil status of citizens of the Republic of Tajikistan living abroad;
- Inconsistency of the activities of the archives of the civil registration bodies with the current standards and instructions, the quantitative shortage of professional specialists, the lack of modern equipment, equipment and materials in the industry, the lack of work on the use of physical and chemical means for storing documents that extremely complicate the work on preventive processing and restoration of documents;
- Low level of legal knowledge of the population, lack of a focused and comprehensive strategy for informing the public about civil registration;
- The lack of a “single window” mechanism for receiving, registering, recording and timely delivering the necessary documents to applicants;
- Unavailability of convenient forms of payment for services on registration of acts of civil status through bank terminals and via the Internet;
- The lack of approved quality standards for the provision of public services for the registration of acts of civil status;
- Low level of material and technical support of the registry office;
- The lack of individual buildings and the corresponding working conditions in some departments and sectors of the registry office of cities and regions of the republic;
- Low qualification level of the civil registry offices and Jamoat, lack of system learning mechanism.
- Lack of dedicated professional within jamoats for registering civil registry acts.
- Fragmented approach to provision of digitalised services among government institutions dealing with population data.

An estimated 30% of marriages and 60% of deaths are not registered. About 24% of children are not registered at birth, and approximately 12% of children are never registered.²⁴ Tens of thousands of Tajik citizens, especially children, are unable to access social services, including health, education, and social welfare benefits. Anecdotal evidence suggests that this is leading to significant negative outcomes in terms of access to education and health benefits and in reduced net income for childbearing women and families. Non-registration of marriages has helped enable a rise in polygamy and underage marriages. A significant number of stateless persons in Tajikistan²⁵ are stateless because of issues relating to civil registration, such as ownership of Soviet passports and false certificates that were issued during the period of the civil war. State statistics that rely on registry numbers are necessarily vague; as a result, government planning (i.e., when and where to build schools, roads, and hospitals) cannot be based on precise information.

2.2 Detailed information about the costs

The only costs calculated here are to SDC. Based on the preliminary budget for the second phase of the project, it is assumed that costs will accrue smoothly across the lifespan of the project.

A discount rate of 6% is applied to both costs and benefits.

2.3 Detailed information about the benefits

All of the listed benefits accrue to citizens of the Republic of Tajikistan.

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

2.3.1. Better health outcomes, especially for children.

²⁴ Precise data will be included following completion of the Endline Survey to be conducted in the final quarter of 2019.

²⁵ Discussion with UNHCR Tajikistan 19/06/2019. There are about 35,000 stateless persons in Tajikistan; an estimated 10%-15% are stateless because of civil registration issues in Tajikistan.

Tajikistan's child health statistics have improved steadily over the last decade. However, many shortcomings still remain. In particular, significant numbers of Tajik mothers, approximately 1 in 12, which is higher in rural areas, do not receive adequate prenatal or postnatal care.²⁶ This appears to be at least in part an issue of registration, particularly for younger mothers and for women in rural areas; many of these women, and their children, are simply not in the system. Similarly, inoculation and vaccination projects for children often have rates that are below regional averages. This, too, appears to be in part a registration issue.

Outreach to women will in the second phase of the project. It seems reasonable to assume that significant numbers of additional mothers per year will get improved health care as a result. This is modelled by assuming that there is no effect in the first two years, but that beginning in Year Three 1,000 extra women will gain enhanced access to maternal and child health care, and that this figure will rise steadily to 6,000 by Year Eight. It is assumed that better maternal care will save an average of \$50 per child per year.²⁷

2.3.2. Polygamy, underage marriage, and adolescent births.

Polygamy and underage marriage are both relatively common in Tajikistan,²⁸ and the rates of both practices appear to have increased in recent years. The costs of these practices are primarily social, but there are measurable economic costs as well. Women who participate in polygamous and underage marriages tend to have fewer years of schooling, and they show significantly reduced earning power throughout their lives. Children born out of second marriages are often unregistered, or registered in the mother's name only.²⁹ Wives who attempt to divorce or separate out of polygamous marriages cannot easily claim child support or alimony. Rates of infant mortality, maternal mortality, and childbirth complications rise rapidly for "adolescent" births (to mothers under 18 years of age).³⁰

Unfortunately, there is an almost complete lack of firm, non-anecdotal information about rates of polygamy and underage marriage in Tajikistan. However, it is clear that the lack of a high-functioning civil registry system with broad coverage has been a significant enabling factor in the rise of these practices. It is therefore reasonable to assume that the CRR Project's success will lead to at least a modest decrease in the number of polygamous and underage marriages. Reducing or delaying adolescent births in particular would generate broad economic and social benefits, in addition to improving the health of adolescent women and their children.

For modelling purposes, it is assumed that beginning in Year Three of the CRR Project, the project's activities result in 200 fewer adolescent births per year, up to a maximum of 1000 per year in Years Seven and Eight. This will be verified through the endline survey and other national level surveys such as the 2020 census, Demographic and Health Survey, and data provided by state institutions. It is further assumed that each such birth costs an average of US\$500 in additional health care costs (whether to child or mother).³¹

2.3.3. Greater inclusion of citizens, especially children, in social, legal and economic rights.

Failure or inability to register is clearly having a significant impact on many Tajik citizens, particularly children. An estimated 25% of Tajik children are not registered at birth. Many children are registered later in life, especially when they are old enough for school, but an estimated 12% are never registered at all. Failure to register brings a number of disadvantages:

²⁶ The 2017 Demographic and Health survey gives the figures at 8% without qualified prenatal care or qualified postnatal care, 2017 DHS available at <https://dhsprogram.com/publications/publication-fr341-dhs-final-reports.cfm>

²⁷ These are conservative assumptions. Investments in child and maternal health regularly show very high ROIs.

²⁸ An estimated 14% of women in Tajikistan are married by the age of 18, and about 10% of all births take place to mothers under 18. Tajikistan State Committee on Statistics. Findings from Tajikistan Monitoring the Situation of Children and Women Multiple Indicator Cluster Survey (MICS) 2005. Preliminary Report. Dushanbe: 2006.

²⁹ ZAGS is not currently able to give a cross-tab correlation between late registrations (of children aged 4 and older) and registrations of children without paternity, but anecdotal evidence suggests the correlation is quite high. The default assumption at ZAGS is that children without registered paternity are children of a second or later marriage.

³⁰ According to WHO statistics, "adolescent" births – to women 18 or younger – account for 11% of births worldwide but 23% of complications and 19% of infant mortality. The mortality rate for children of adolescent mothers is about 50% higher than for older mothers, while the mortality rate for the mothers is about 40% higher.

³¹ This average reflects a sharply skewed distribution. The majority of adolescent births are healthy. However, a small minority will have significant complications that will impose dramatic costs on the family.

- Children are not eligible for school³²
- Unregistered adults and children cannot claim health benefits
- Unregistered adults cannot register marriages or possession of property in the cadastre
- Unregistered adults cannot obtain passports and may not be able to vote
- Unregistered adults cannot be formally employed

The social benefits of improved registration will be real and significant. However, most of the economic benefits in this category are either difficult to quantify or will not accrue until beyond the lifespan of the project. For instance, a conservative estimate is that improved registration will result in over 5,000 more children attending primary school per year across Tajikistan.³³ Statistically speaking, these children will have significantly enhanced productivity and incomes for the rest of their lives. However, almost all of this effect will be felt after the conclusion of the project.

Some measurable benefits may accrue from increased access to social services, especially health and pension services, and to formal employment. We model this by assuming that, beginning in Year Five of the project, a cumulative 1,000 adults per year will gain access to an additional \$50 per year worth of benefits.

2.3.4. Reduced costs to individuals.

ZAGS have official prices for various services, but these bear little relation to the actual cost to the population. On one hand, some procedures are comparatively affordable and easy. For instance, new amendments to legislation is passed in July 2019 made birth registration within the first three months of a child's life completely free of charge. On the other, more complex transactions – a name change, a foreign marriage, or the creation of a duplicate to replace a lost document – can take weeks or months, and may require multiple visits.

During the period of the project's activities, ZAGS will deal with approximately 800,000 transactions per year.³⁴ Anecdotal evidence suggests that about 10-15% of all transactions are complex or problematic, requiring burdensome documentation, multiple visits, and large amounts of time on the part of the applicant. For example, about 12,000 to 15,000 Tajik men per year wish to change their names.³⁵ In theory this should be a relatively simple process. In practice it often takes months and can cost hundreds of dollars. Similarly, requests for documents by labour migrants while abroad – i.e. if they need to prove their marital status, or obtain a copy of a birth or marriage certificate to present to Russian authorities – are often quite expensive, sometimes requiring a return trip home to Tajikistan to complete. For modelling purposes, it is assumed that there would be about 80,000 of these “problem” transactions per year and that they would cost an average additional \$75 in transaction costs.³⁶ It is further assumed that the pilot offices will cut these costs by 10% in Years Two through Four, rising to a cumulative 20% per year reduction starting in Year Five.

2.3.5. Corruption.

Corruption is also a significant cost for the population, although highly complex to quantify. For instance, in theory birth registration is currently free, with the applicant only having to pay for the cost of the certificate (as stated above this cost will be removed once the new legislation is adopted, expected by the

³² Although there is no data in Tajikistan on the correlation between failure to register and failure to enter primary school, anecdotal evidence suggests that there is a correlation and it is significant. It is noteworthy that the figure for the proportion of school age children without a birth certificate (12%) is almost identical to the figure for the proportion of school age children who are not attending school (13%).

³³ This assumes that (1) the success of the project will cut the non-registration rate by 50%, and (2) there is a 0.4 correlation rate between registration and school entry – i.e., if 10,000 more children are registered, then 4,000 of them will go to school.

³⁴ This is a broad estimate. The most recent ZAGS figures, for 2012, show about 480,000 registrations. However, this figure does not include non-registration transactions (i.e., requests for copies, document searches, corrections, and so forth). Assuming that non-registration transactions are about 20% of all transactions, and then assuming 4% average annual growth, the figures for all transactions in 2015-2023 would be expected to range from about 670,000 to about 920,000. For simplicity we assume a constant figure of 800,000 per annum.

³⁵ This is one of the few figures that can be firmly attested, since only ZAGS can process name changes and the interested stakeholders – particularly the Ministry of Justice – have encouraged careful tracking. Name changes are usually undertaken by labor migrants who want to take a more Russian-sounding name before traveling to Russia. There is a perception that this makes it easier to find work and reduces potential harassment by Russian bureaucracy.

³⁶ Note that many ZAGS offices have neither e-mail nor official telephone access. The Tajik postal system is neither reliable nor widely used. Therefore, physical visits are required. It is quite common for Tajiks who have moved to different districts or who have left the country to make lengthy trips to acquire some documentation.

end of 2019). In practice, many ZAGS charge a “fee” of 5 to 10 somonis for registration. Anecdotal evidence suggests this is the case with more than half of all births. 150,000 births per year at 5 somonis each is about US\$120,000 per year. It is widely acknowledged that similar “fees” are charged on a range of transactions, including death, divorce, and marriage certificates. It is also believed that charges for “speed money” are so common as to be nearly universal. While it is of course difficult to estimate the total burden of corruption on the registration system, a tentative estimate of \$2 per transaction seems reasonable. This would result in a corruption burden of \$1.6 million per year.

The project’s proposed reforms should have a dramatic impact on corruption; across the lifespan of the project, ZAGS should become significantly more responsive and more transparent. For modelling purposes, it is therefore assumed that the project will reduce the corruption burden by a cumulative 5% per year starting in Year Two and rising to a maximum reduction of 30% in Years Seven and Eight.

2.3.6. Improved law enforcement and justice.

Tajik law enforcement makes heavy use of ZAGS registrations, particularly when dealing with cases or issues that cross-district or international borders. Incomplete and inaccurate information in registries is a continuing problem for law enforcement at all levels. This has been one driver of the government’s ZAGS Reform Programme for 2014-2019. One Ministry of Justice official estimated that law enforcement in an average district spends “at least a couple of hundred” man-hours per year on registry-related issues.

This figure does not include time spent by the court system, which also appears to be significant.³⁷ For example, less than half of all deaths in Tajikistan are properly registered.³⁸ As noted above, this causes problems with health statistics and planning, but it also very frequently leads to legal problems, particularly when inheritance issues – especially involving the inheritance of land – must be resolved in court. Further, without accurate death registration, the Pensions Agency continues to pay pension benefits to a person already deceased, losing the system hundreds of thousands of somonis per year. Court cases are also regularly complicated by parties or witnesses having to get documentation of death, marriage, paternity and so forth from ZAGS offices.

For modelling purposes it is assumed that more efficient registration will save law enforcement a flat \$10,000 per year starting in Year Two, and that reduction of court cases will save families and the court system a cumulative \$20,000 per year starting in Year Three. In year 5, it is estimated that increased death registration will save the pensions system an estimated \$15,000 per year. This of course does not reference social benefits such as an increased ability to locate criminals, more efficient administration of justice, and so forth.

2.3.7. Statelessness.

Statelessness imposes measurable costs on the stateless. A 2011 study by the US State Department³⁹ shows that stateless households have their income depressed by about 34%. Stateless children lose an average of three years of schooling and stateless people have life expectancies that are shortened by nearly a decade. It is known that unemployment among stateless persons in Tajikistan is very high.

A conservative assumption is that about 10% of Tajikistan’s 35,000 stateless people have that status because of paperwork issues that could be resolved by a successful project – lost or destroyed documents, issues relating to the citizenship of a parent, and the like.⁴⁰ It is assumed that these average one household per two cases, so that about 2100 households could be helped. For modelling purposes we assume that a cumulative 100 stateless cases per year will be resolved starting in Year Three, and further that the average ex-stateless household will gain a cumulative \$100 per year in income.

2.3.8. Better statistics and better planning.

³⁷ In 2014, Dushanbe alone saw over a thousand cases involving registry-related issues, most typically divorces and property disputes.

³⁸ An estimate. ZAGS and the jamoats combined registered about 50,000 deaths in 2012. The estimated number of deaths in Tajikistan in that year was about 120,000.

³⁹ *Measuring the Cost of Statelessness: A Livelihoods Study* Brad Blitz et. al., Edward Elgar Publishing, 2014. A summary can be found online at <http://www.kingston.ac.uk/news/article/931/03-oct-2011-the-cost-of-statelessness/>.

⁴⁰ There is a popular stereotype that most stateless in Tajikistan are Afghans. In fact Afghans make up only a small minority (less than 20%) of the stateless. The majority are former Soviet citizens and their children who are trapped in the stateless status for bureaucratic or political reasons.

Tajik statistics, particularly population statistics, are based on information from ZAGS. Since this information is incomplete, the statistics are inaccurate. Tajikistan's statistics are aggregated by the Statistical Agency within the Office of the President, but the Agency collects its data on a monthly basis from ZAGS.⁴¹

The economic benefit of vital statistics is not easily quantified. At a minimum, good numbers are needed for medium- and long-term planning. Tajikistan has a growing population, but the government cannot easily determine where to build new schools, clinics, hospitals and other infrastructure without good, reliable statistics. Additionally, health care spending will be affected by the determination of patterns of mortality. The majority of deaths in Tajikistan are not registered, and many deaths that are registered do not include a cause of death. This makes it very difficult for the Ministry (and donors) to determine what factors might be affecting morbidity and mortality, and to allocate resources accordingly. Although these benefits are difficult to quantify, they will undoubtedly be significant.

2.4 Economic Cost-Benefit Analysis

The following table gives the anticipated economic costs (to SDC) and benefits (to the population of Tajikistan) over the eight-year lifespan of the project.

Table 2. Value-Flow Table: costs and benefits of the project

Year	1	2	3	4	5	6	7	8
Cost to SDC	1,050,000	1,050,000	1,050,000	1,050,000	1,050,000	1,050,000	1,050,000	1,050,000
Benefits: Better health outcomes for children			50,000	150,000	300,000	500,000	750,000	1,050,000
Fewer adolescent births			100,000	200,000	300,000	400,000	500,000	500,000
Increased access to health care, pensions, and other social services					50,000	100,000	150,000	200,000
Reduced transaction costs for individuals		60,000	60,000	60,000	120,000	240,000	360,000	480,000
Reduced corruption		80,000	160,000	240,000	320,000	400,000	480,000	560,000
Justice and law enforcement		10,000	30,000	50,000	85,000	105,000	125,000	145,000

⁴¹ There are also censuses, but the last Tajik census was in 2010. A parallel system of medical statistics is created and overseen by the Statistical and Information System of the Ministry of Health. Discrepancies between MOH figures and numbers from the Statistical Agency are common. Many Tajik statistics are either estimates or are from the "Measure DHS" Demographic and Health survey conducted in 2012 with the assistance of USAID (available online at <https://dhsprogram.com/pubs/pdf/FR279/FR279.pdf>.)

Resolution of statelessness			10,000	30,000	60,000	100,000	150,000	210,000
Net benefit	1,050,000	900,000	640,000	320,000	185,000	795,000	1,465,000	2,095,000

Although significant benefits will continue to accrue beyond the end of the project, for the purposes of this analysis only project years are considered.

If a discount rate of 6% is used⁴², the project shows a positive Net Present Value (NPV) of \$579,945. This is a positive figure, indicating that the project's projected benefits are greater than its costs. The Benefit-Cost Ratio is 1.15⁴³. The Economic Rate of Return (the discount rate at which costs equal benefits, adjusted for time value of money) is 8.8%. These figures are summarized in Table 3.

Table 3. Cost-Benefit Analysis Statistics

Discount Rate	6%
NPV	\$579,945
BCR	1.15
ECR	8.8%

2.5 Interpretation of the CBA

The results of the CBA are moderately positive. A sensitivity analysis shows that the results are moderately robust. Reducing the attribution of benefits still gives a positive outcome at 90% attribution, shifting to a negative NPV if attribution is dropped to 85% or lower. Moderate changes in timing (i.e., delaying changes in health outcomes by a year) do not reduce the BCR below 1.0. Because the project's effects are spread across multiple sectors, it is not heavily reliant on positive outcomes in a particular sector. While some are more important than others, no single output or result is critical to the project's BCR.

While the project could be justified on economic grounds alone, the positive CBA results are only one aspect of the reality. The project will confer significant political, legal, medical and above all social benefits to the population of Tajikistan. There are also economic benefits (i.e., increased school enrolment, improved access to health care) that will tend increase productivity and income over time, yielding measurable economic benefits, but that are not captured within the lifespan of the project.

3. Conclusion

The analysis shows that the project is justifiable on economic grounds alone, even before the social benefits are considered.

⁴² The current refinancing rate at the National Bank of Tajikistan is 8%, while the annual rate of inflation is 2.7%. This suggests a real interest rate of around 5.3%. As an alternate method, a local real interest rate is usually above the rate for the national bank's securities, but below the average mortgage rate. In the case of Tajikistan, these figures were 3.7% and 9.6%, respectively, in August 2015. (Source: Tajik National Bank data, <http://www.nbt.tj/en/>). A discount rate of 6% thus seems like a reasonable estimate.

⁴³ The discounted net costs are about \$3,889,000 while the discounted net benefits are about \$4,660,000. Subtracting discounted costs from discounted benefits gives the NPV; dividing benefits by costs gives the BCR.

Annex VII Stakeholder Analysis

Detailed stakeholder assessment

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
Government Institutions			
Ministry of Justice (MoJ)	<p>Is major stakeholder with political responsibility for implementation of the reform and civil acts registration system is a part of its portfolio. Subsequently MoJ has high interest towards successful implementation of the reform project. In addition MoJ is owner of project products/results; hence it is in its interest to improve existing status quo. High interest and commitment in civil registration reform and in project. MoJ is pushing for reforms evidenced by drafting new national civil registry reform programme. Committed to SDC projects and grateful to results achieved in the past – e.g. A2J project and CRR project Phase I.</p>	<p>Justice sector reform projects are a long-term undertaking and it may take time to show results. Regular changes in key positions undermine capacity to carry forward reform. The management of the Ministry is ready and has a will to implement changes in civil acts registration system. The management of the Ministry has capacity to significantly contribute to the implementation of the project, put forward issues important for project implementation and ensure their introduction in governments’ agenda as demonstrated during Phase I. The change of staff in the civil acts registration system is a negative factor for the reform; however, taking into consideration project scale this factor cannot affect project results.</p>	<p>The project gives direct policy and strategy support to the MoJ and its department of civil registration through provision of technical advice and assistance, supporting policy and legislative reform and finding the space for policy dialogues. The reform will provide the Ministry with the support in expertise, related to the changes in policy strategy, as well as in implementation of these changes. This is comprehensive, complex set of assistance, comprising all those necessary elements that are essential for delivering reform’s results and their further evaluation.</p>
Ministry of Finance (MoF)	<p>Justice sector reforms and more specifically civil registration reforms are not a priority for the MoF. MoF is often reluctant to support policies and reforms due to the financial implications they bring. That said, some elements of Phase I have already been included into state budget and MoF stands ready for further discussions. Interest is rated as higher than during Phase I. The Ministry of Finance, as a part of the Government of Tajikistan is interesting in timely and successful implementation of the decisions made by the government. Although the civil acts registration system reform is not direct objective of MoF’s</p>	<p>MoF has already committed state funds to support the implementation of the national civil registration reform programme. The decisions of MoF substantially influence decision-making on such political and legal changes that are related to the additional funding to be provided from the state budget or other budget changes. In relation to the reform, decisions of MoF are substantial since they can affect those activities that cannot be implemented only within the project budget.</p>	<p>In order to contribute to the implementation of the project, the documents elaborated to this end, such as Cost Benefit Analysis, financial forecasting etc. will be shared with the MoF. Also in the process of implementation of the reform project, the work of the MoJ and MoF is planned to proceed in coordinated fashion to prevent overlaps between the project and MoJ budget; and achieve maximum efficiency in usage of both funds for reform results. Given the importance of fund</p>

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
	interest it should assist the reform within its competencies.		allocation and the key role MoF has to play here, MoF has to be kept regularly updated on the Project. MoF should be included in policy discussions. The project will also need to make sure that emerging experiences are well documented and disseminated to the MoF.
Ministry of Interior (MoI)	MoI has interest in reform of civil registration in terms of its mandate to provide civil registration services through the consular offices abroad. It has shown some interest and commitment to reform, which should be capitalised on during Phase II. MoI conducts population registration and issues identification documents (internal passport, passport for travelling abroad, residence). For receiving/change of identification documents the applicant should submit documents confirming civil acts registration, which MoI is using for issuing of identification documents. Consequently, the accuracy of data of civil acts registration documents is very important, while exchange of information with other bodies should be substantially simplified, etc. In addition, on the basis of MoI data the voter list is formed by respective competent body. The results of the civil acts registration reform will direct affect identification system of the country.	Main mandate and functions do not relate to civil registration reform per se and thus limited capacity and interest to carry forward the reform. But their power to prevent the reforms is also limited. There is increased interest from MoI to coordinate with CRS.	The project should establish a partnership with the MoI, invite it to participate in relevant policy discussions and keep the MoI informed of emerging experiences. In the second half of the project the MoI should play a more active role through involving the staff of the consular offices in the project activities. The project should include MoI in all discussions relating to inter-agency agreements and inter-operability of the various systems
Ministry of Foreign Affairs (MFA)	The consulates of MFA conduct civil acts registration outside Tajikistan. During registration of civil acts they are guided by the same legislation as ZAGS, while methodological guidance is provided from the MoJ side.	The support of the reform from MFA side is quite substantial for the reform implementation in the sense of legal changes and realization of concrete decisions.	Inclusion of MFA in decision-making process and implementation of concrete activities foreseen by the project is essential, since realization of planned changes outside Tajikistan is depending on

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
	MFA should have high interest in reforms' results, since improving the system will have direct impact on simplification of consulates activities, improvement of services and entail raised satisfaction of the customers.		consular offices and will affect their activities. The project should include MoFA in all discussions relating to inter-agency agreements and interoperability of the various systems
Ministry of Health & Social Protection	MoHSP has already shown strong interest and commitment in the reform, for the harmonisation of civil registration and vital statistics data and improved coordination and information sharing The activities of medical institutions are directly connected with the birth and death registration issues, since on the basis of medical certificates; respective legal facts registration is carried out. Subsequently the changes in the field of civil acts registration system will affect MoHSP activities as well as a logical outcome.	MoHSP as a member of the government has a possibility to support MoJ initiatives; thus contribute to the respective decision-making of the government. In addition, MoHSP within its competencies can contribute to the implementation of decisions made in the field of civil registration field and introduce them in practice. Limited capacities to push forward reform as civil registration not its main mandate but does not have interest in restraining reform.	The project will create a partnership with the MoHSP. Regular information exchange and data exchanges mechanisms will be strengthened. Project will support the alignment of data and target is to have no data discrepancies. Additionally, to improve public awareness raising on timely birth registration reproductive health centers will be used as a platform for information dissemination. This will ensure that women and young mothers receive important information on birth registration
Agency on Statistics under the President of the Republic of Tajikistan	The Agency has already shown strong interest and commitment in the reform, for the harmonisation of civil registration and vital statistics data and improved coordination and information sharing. Piloting of data exchange in Phase I will be conducted, based on which closer cooperation can be explored.	Limited capacities to push forward reform as civil registration not its main mandate but does not have interest in restraining reform.	The project will create a partnership with the Agency. Regular information exchange and data exchanges mechanisms will be strengthened. Project will support the to alignment of data and target is to have no data discrepancies
The Main Department for the Protection of State Secrets under the Government of the Republic of Tajikistan	Responsible for regulation of information security and certification for compliance with information security requirements. Regulatory body in information security in the country.	Plays key role in the area of information security and protection of personal data. The only regulatory body for certification of hardware and software for compliance with information security requirements. Has some power to affect reform process positively or negatively.	The project will cooperate and partner with the agency to ensure that the whole IT architecture and infrastructure of CR information system is compliant with information security requirement and ensure protection of personal data.

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
Institute of Advanced Legal Education	As the main provider of training for civil registry officers and jamoats the Institute has a strong interest in supporting the reform of the civil registry system. Has already demonstrated strong interest and commitment in Phase I.	Limited capacities in terms of human and financial resources. Educational institution without significant political influence. Plays a supporting role to the reform process.	Project will support the Institute through train the trainers, curricula development and production of supporting course materials.
State Unitary Enterprise "Koninuyat"	SUE "Koninuyat" is assigned responsible for coordination of IT Unit under MoJ and information system CROIS2.	Limited capacities in terms of human and financial resources. Has some power to affect reform process positively or negatively. Plays a supporting role to the reform process.	Project will support the SUE through engagement of IT Unit specialists, provision of financial support, policy and technical advice
Public Organization Human Rights Center	The organization's mission is to assist Tajikistan in building a rule of law by enhancing legal awareness and legal protection of the population, guided by national laws and international human rights standards.	Limited capacities in terms of human and financial resources. Plays a supporting role to the reform process specifically in legal aid and awareness raising.	Project will support the capacity building, provision of financial support, policy and technical advice
Beneficiaries			
Civil Registry Officers	Interest and commitment among civil registry officers to the reform process is mixed. There are many champions who are pushing for reform and are supportive of the reform process. There are also spoilers who would prefer to maintain the status quo. During Phase I, there has been an increase in the number of champions as initial results and successes have been witnessed.	Civil registry officers are under the authority of the MoJ and have to follow directives and new policies and legislation. Could be obstructive to reforms if seen as not in their interest.	As prime beneficiaries of the Project, there are a number of interventions strengthening the role of civil registry officers. It is important to train and educate the civil registry officers on the new policies and legislation so that they can understand the benefits to them and to the population of improved civil registry services. Incentives should be introduced to support the introduction of the reforms. Sharing of international best practices and standards can also assist in this process.

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
Jamoats	The secretaries of the jamoats who perform civil registration functions have expressed some interest and commitment to the reform of the civil registry system.	Jamoats fall under the authority of the Executive so the MoJ currently has limited authority over them. Capacities of the jamoats are limited.	Through the project interventions, the jamoats will be trained and educated on improved civil registration practices. Through witnessing improvements to the system and how this positively impacts on the work of the jamoat secretaries, the reform process will be strengthened.
CBOs, CSO and (WWGs) and activists	This group is interested in promoting civil registration at grass roots level	Limited capacity to influence the national level	The Project can consolidate partners and stakeholders' efforts given their wide presence in regions
Population of Tajikistan	In general there is low awareness among the population of Tajikistan about the current system of civil registration or about the civil registration reform process. There is strong interest in making the registration process simpler and most cost efficient.	N/A	The project will support both the government and civil society is their outreach efforts to inform the population of Tajikistan about the civil registration reform and the positive impact it will have on the process of civil registration.
Selected partners and other donors			
UN Agencies	UN Agencies have some interest and commitment in the reform of the civil registry system, e.g. WHO Civil Registration and Vital Statistic Assessment Survey, UNFPA who has existing partnership with Agency on Statistics and access to jamoats. UN Women has experience of programming in this area and intends to further contribute by reinforcing gender dimension of the civil registration reforms.	Strong capacity in terms of knowledge and experience exchange. This can be a big driver for change.	The project will partner with UN Agencies, based on their comparative advantages and strengths and the contribution they can make towards furthering the goals of the project, in the context of their on-going work related to civil registration and how these can be linked to the project and furthering the project goals. Partnerships will only be made where other Agencies provide expertise

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
			not already internally found within UNDP.
European Union	EU is providing support to the MoHSP through EPOS to improve its health statistics, including the introduction of a database of vital statistics, which covers the partial introduction of the electronic registration system in to the civil registry offices	Main focus of the EU project is to provide support to the health system, not the civil registration system, thus interest in collaboration may be limited.	Project will seek regularly communication with EU in Tajikistan so to align approaches to key aspects of relevant data management. Linkages and synergies will be created wherever possible to avoid overlap. The project will also support the EU database for 12 months during a gap in the EU project implementation.
INGO/CSOs	CSOs that work in the field of human rights, children rights, documenting, provide population with legal assistance and help in realization of their rights should be highly interested in successful implementation of the reform project. Otherwise such CSOs will be unable to provide comprehensive assistance to their beneficiaries if the latter's documentation is not in order. As a rule, undocumented persons bear a risk to become the victims of illegal actions.	CSOs cannot directly affect implementation of the reform; however, they can have supporting role in realization of the tasks foreseen by the reform project. They can positively influence with the support if the reform those state agencies with which they cooperate in the framework of their activities. CSOs accessibility to the population is high; hence this resource on one hand can be efficiently used for awareness raising purposes of the population on the tangible results of proposed reform; while on the other, use CSOs capacity for advocating important issues before state agencies.	It is important to include CSOs in implementation of the activities foreseen by the reform project, enabling them to contribute to the process as the representatives of civil society sector. On the other hand, their inclusion will ensure their timely and efficient informing on government's decision and forthcoming changes
Institute of Advanced Legal Education	As the main provider of training for civil registry officers and jamoats the Institute has a strong interest in supporting the reform of the civil registry system. Has already demonstrated strong interest and commitment in Phase I.	Limited capacities in terms of human and financial resources. Educational institution without significant political influence. Plays a supporting role to the reform process. s	Project will support the Institute through train the trainers, curricula development and production of supporting course materials.

Stakeholders	Interest in and commitment to success of reform of the civil registration system OR to status quo	Capacity and resources to push forward OR restrain civil registration reform (Drivers and restrainers of change)	Elements of project that strengthen OR weaken stakeholder
State Unitary Enterprise "Koninuyat"	SUE "Koninuyat" is assigned responsible for coordination of IT Unit under MoJ and information system CROIS2.	Limited capacities in terms of human and financial resources. Has some power to affect reform process positively or negatively. Plays a supporting role to the reform process.	Project will support the SUE through engagement of IT Unit specialists, provision of financial support, policy and technical advice
Public Organization Human Rights Center	The organization's mission is to assist Tajikistan in building a rule of law by enhancing legal awareness and legal protection of the population, guided by national laws and international human rights standards.	Limited capacities in terms of human and financial resources. Plays a supporting role to the reform process specifically in legal aid and awareness raising.	Project will support the capacity building, provision of financial support, policy and technical advice

Strategic Partner	Activity/nature of partnership	Power/interest
Ministry of Justice/Department of Civil Registration	Lead ministry Member of Project Steering Committee Approves all project concepts and publications Approves capacity building activities regarding the ZAGS and Jamoats Joint monitoring activities	P = High I = High
Ministry of Health and Social Protection	Compilation of data on health statistics (births, deaths), awareness raising	P = Medium I = High
State Agency on Statistics	Compilation of vital statistics data for the State	P = Medium I = High
Republican Centre of Medical Statistics and Information	Compilation of medical statistics data for the State	P = Medium I = High
Ministry of Interior	Responsible of issuing of passports based on civil registry system data	P = Medium/High I = Low
Ministry of Foreign Affairs	Responsible for civil registry services provided by consular offices	P = Medium/High I = Low
Ministry of Finance	Responsible for financing civil registry system reforms	P = High I = Low/Medium
Committee of Women and Family Affairs	Responsible for development, coordination and implementation of the gender equality policy. As well, it leads the on-going campaigns devoted to Family Year.	P = High I = Low/Medium
The Main Department for the Protection of State Secrets under the Government of the Republic of Tajikistan	Responsible for regulation of information security and certification for compliance with information security requirements. Regulatory body in information security in the country.	P = High I = Low/Medium
Institute for Advanced Legal Education	Provides capacity building assistance regarding the offices of ZAGS and jamoats	P = Medium/low I – High
State Unitary Enterprise “Koninuyat”	Responsible for coordination of IT Unit under MoJ and information system CROIS2.	P = Medium/low I – High
NGOs/CSOs (Human Rights Centre, Bureau of Human Rights, INIS)	Coordination, knowledge sharing, advocacy activities, Capacity building activities	P = Low I = High
Media bodies	Partner for media campaigns, knowledge sharing	P = High/Medium I = Medium/High
Donor Coordination Council	Coordination and cooperation	P = Low I = High
UN Agencies – UN Women, UNICEF, UNFPA, UNHCR, WHO	Coordination and Cooperation, potential partners	P = Medium/Low I = High
European Union	Coordination and Cooperation	P = Medium/Low I = High