

**Baseline Study under the UNDP Project  
'Support to Civil Registration System Reform in Tajikistan'**

**REPORT**  
prepared by the Centre for Sociological  
Research 'Zerkalo'  
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This report was produced in the framework of the UNDP Project 'Support to Civil Registration System Reform in Tajikistan' funded by the Swiss Agency for Development and Cooperation (SDC). This report summarizes findings of the baseline study conducted by the Centre for Sociological Report 'Zerkalo' in September-October 2016. It is aimed at informing the Project planning and decision-making.

Study was conducted by the team of the CSR 'Zerkalo' under the overall guidance of Mr. Kahramon Bakozoda, Director. The team comprised of the following members:

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Views expressed in this report belong solely to the CSR 'Zerkalo' and in no way reflect an official opinion of the UNDP Country office in Tajikistan and SDC.

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## **ABBREVIATIONS**

CSO	Civil Society Organisation
CSR	Centre for Sociological Research
DHS	Demographic and Health Survey
DHIS	Demographic and Health Information System
DRS	Districts of Republican Subordination
EU	European Union
FGD	Focus Group Discussion
GBAO	Gorno-Badakhshan Autonomous Oblast
HH	Household
KAP	Knowledge, Attitude and Practice
MFA	Ministry of Foreign Affairs
MOJ	Ministry of Justice
NGO	Non-Governmental Organisation
PSU	Primary Sampling Unit
RT	Republic of Tajikistan
SDC	Swiss Agency for Development and Cooperation
SP	Sampling Points
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
ZAGS	Civil Registration Office

## 1. INTRODUCTION

The Project ‘Support to the Civil Registration System Reform in Tajikistan’ implemented by the United Nations Development Programme (UNDP) in Tajikistan (hereinafter, the Project) funded by the SDC was developed in response to an explicit request of the Ministry of Justice (MOJ) of the Republic of Tajikistan (RT) to assist in implementation of the reform of civil registration as established by the Programme on Reform of Civil Registration offices (hereinafter, ZAGS). The Project focuses on establishment of more effective and functional civil registration system responsive to the needs of women, men and children at different levels. The Project adopted a human rights based approach and gender approach.<sup>1</sup>

It is foreseen that at the beginning of the Project a baseline study should be conducted to establish baseline data for the indicators specified in the Project Logical Framework (hereinafter, Logframe) taking into account findings of the inception survey conducted as part of the project formulation phase. The CSR ‘*Zerkalo*’ (hereinafter, *Zerkalo*) was contracted to conduct a baseline study in accordance with requirements established by the Terms of Reference (TOR). The TORs for the baseline study are attached to this report as Annex 1. In accordance with the TOR and work plan approved by UNDP, *Zerkalo* prior to start of the baseline study, drafted an Inception report outlining a comprehensive baseline survey methodology including sampling design and detailed work plan that was approved by UNDP in August 2016. In addition, *Zerkalo* drafted the questionnaire for a household survey (HH survey) that was also shared for comments with UNDP and its partners which also received final approval in August 2016. The approved Household questionnaire is attached to this report as Annex 2.

The Baseline study was conducted in September-October 2016 and used mixed methods of data collection including desk review of Project documents, relevant studies on access of the population to justice in Tajikistan, assessments of the civil registration system in Tajikistan, legal and policy frameworks on civil registration reform, inception survey, household survey, focus group discussions, stakeholder analysis and case studies. The Household survey was conducted nationwide.<sup>2</sup> Stakeholder analysis, focus group discussions and case studies were conducted in selected target districts of Khatlon, Sough provinces, GBAO and Districts of Republican Subordination (DRS) and Dushanbe.

Findings of the baseline study were analysed and are presented in this report. The report is opened with an introduction in Chapter 1. It is followed by the description of the methodology of the baseline study in Chapter 2. Chapter 3 outlines findings of the baseline study described by findings of the baseline study by respective impact, outcome and output level indicators. The study concludes with Chapter 4 outlining main conclusions, proposed baseline and target values for indicators. The Report also has a number of Annexes outlining the TOR, sampling, data collection methods as well as some Charts.

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<sup>1</sup> UNDP Project document ‘Support to Civil Registration System Reform in Tajikistan’, 2015.

<sup>2</sup> Inception report on Baseline Study under UNDP Project ‘Support to Civil Registration System Reform in Tajikistan’, CSR ‘*Zerkalo*’, August 2016.

## **2. METHODOLOGY**

Methodology of the baseline study was drafted in direct compliance with the TOR, discussions with UNDP Project management team and UNDP partners. The proposed methodology was included in the inception report and approved by UNDP and donor in August 2016. The Methodology was developed using an analytical framework comprised of a human-rights based approach, gender approach and was based on the use of mixed methods of data collection as outlined below in the respective sections of this chapter.

### **2.1. Analytical framework**

The Human rights-based approach was applied to identify vulnerable groups of the population facing problems with access to legal aid as a result of a lack of civil registration documents. The Gender approach was used to identify existing inequalities between women and men in areas addressed by the Project. The Baseline study also used a methodology of the Knowledge, Attitude and Practice (KAP) survey to establish several variables such as demand for services, level of awareness about services, practice of receipt of services and level of satisfaction. In addition, in order to understand the situation at the institutional level a stakeholder analysis was used to understand the capacity and level of interest in the provision of services on civil registration using a multi-sectoral approach.

### **2.2. Goals and objectives of the baseline study**

#### *Goal*

The Goal was to establish the current situation on the provision of ZAGS services and identify main obstacles and opportunities in the provision of those services to the population and eventually, in the implementation of the Programme of reform of ZAGS in the RT.

#### *Objectives of the baseline study:*

1. Study findings of the inception survey conducted in 2015;
2. Review secondary data in the area of access to justice and civil registration (research, review of legal and policy frameworks, statistical data etc.);
3. Conduct a situation analysis (institutional settings for multi-sectoral provision of services) on provision of civil registration services;
4. Identify conducted or planned social-economic studies, assessments, analysis that can be used during baseline study;
5. Hold baseline sociological surveys to collect information on knowledge and perceptions of population about the quality, adequacy and satisfaction with services of civil registration.
6. Inform project planning and decision-making.

### **2.3. Target group**

The baseline study targeted several groups of respondents including the population of Tajikistan in general, groups of the population and individuals who may potentially face challenges with civil registration, representatives of relevant line ministries and agencies and their departments at the local levels, international organisations and NGOs. Specifically, the following target groups were studied during the research depending on data collection method:



Method	Target group
Household survey	Heads of households or the most informed household members from randomly selected households
Stakeholders analysis at the national level	Ministries of Justice, Health and Social Protection, Department of ZAGS under the Ministry of Justice, Agency of Statistics under the President of Tajikistan, Republican Centre of Health Statistics and Information under the Ministry of Health and Social Protection, Consular Service of the MFA, Passport and Registration Service under the Ministry of Interior, Committee on Women’s and Family Affairs, UN Women office in Tajikistan, Office of the United Nations High Commissioner for Refugees (UNHCR) in Tajikistan, NGO Rights and Prosperity, NGO INIS
Stakeholder analysis at the district level	Local ZAGS offices, local health departments, local statistics agencies, local department of women’s and family affairs, maternity hospitals, health houses, <i>jamoats</i> , NGOs.
Focus group discussions	Women and men belonging to ethnic group ‘ <i>lyuli</i> ’), stateless persons, women and men who used civil registration services during last year, women and men residing in isolated communities.
Case study	So-called ‘border’ wives, Afghan nationals married to Tajik nationals, second wives in polygamous marriages, only wife who did not register her marriage in a civil registration office, parents whose children didn’t receive birth certificates (family with both parents and single parent families), staff of <i>jamoat</i> responsible for civil registration.

## 2.4. Methods of data collection

Based on the goals and objectives of the baseline study *Zerkalo* used mixed methods of data collection. For each indicator *Zerkalo* established a number of methods to collect data to inform Project planning and decision-making. A detailed list of data collection methods distributed by indicators is attached to this report in Annex 3.

### 2.4.1. Desk review

This method was used during the baseline study to collect existing secondary data. Under the desk review relevant statistical data on civil registration acts available in the Agency of Statistics under the President of Tajikistan, ZAGS bodies, Ministry of Health and Social Protection and its respective statistical institution was collected. In addition to studying statistical data during the desk review, relevant research, study reports from international and national NGOs and international organisations were examined. Moreover the desk review was used to map procedures established by the legislation including by-laws for multi-sectoral provision of services, starting from dissemination of information about procedures of civil registration and, finally, exchange of data on civil registration both vertically and horizontally.

### 2.4.2. Stakeholder Analysis

A Stakeholder analysis was used to identify main stakeholders (direct and indirect) of the procedure of civil registration and establish current mechanisms of multi-sectoral interaction between stakeholders and current efforts of awareness raising on civil registration issues. The Stakeholder analysis was conducted at two levels:

- 1) national level;
- 2) district level.

In the framework of stakeholder analysis at the national level *Zerkalo* conducted the following interviews at the national level:

- Ministry of Justice;
- ZAGS department under the Ministry of Justice;
- Ministry of Health and Social Protection;
- Agency of Statistics under the President of Tajikistan;
- Republican Centre of Health Statistics and Information under the Ministry of Health and Social Protection;
- NGO Rights and Prosperity;
- NGO Human Rights Centre;
- UNFPA;
- UNHCR.

Consular Service of the MFA and Passport and Registration Service under the Ministry of Interior refused to meet for interview and provide required information. Interviews with the bodies above were conducted by a consultant hired by Zerkalo who was provided with a specific TOR as well as a list of questions that had to be asked from each agency on the list. Based on stakeholder analysis, the consultant drafted a report that was integrated into this report in relevant chapters.

To undertake a stakeholder analysis at the district level *Zerkalo* conducted interviews with the following in the target districts:

- local ZAGS offices at the district level;
- local health departments at the district level;
- local statistics agencies at the district level;
- local department of women’s and family affairs at the district level;
- maternity hospitals;
- health houses in *jamoats*;
- *jamoats*;
- NGOs.

Special guides for each interview and report forms required for the collection of data in every target districts were developed. Data collectors were trained on the use of these guides and report forms to ensure accuracy of data collection.

#### 2.4.3. Focus Group Discussions

This method of data collection was applied to understand perceptions of selected vulnerable groups on problems with defending their rights due to lack of civil registration. In total, eight FGDs were conducted in different locations, as follows:

No. of FGD	Target group	Location
2	Women and men belonging to the ethnic group ‘lyuli’	Gissar district
2	Women and men so-called ‘stateless’ persons or persons with undefined nationality	Shartuz district
1	Women who used civil registration services during the last year	Bobojon Gafurov district
1	Men who used civil registration services during the last year	Penjikent district
1	Women belonging to the Kyrgyz ethnic group residing in isolated community	Isfara district
1	Women belonging to the Turkmen ethnic group residing in an isolated community	Djilikul district

In order to conduct FGDs separate guides were conducted for each target group. Moderators were trained on use of the guides. Proceedings of each FGD were recorded by moderators either on paper or using audio recorder.

#### 2.4.4. Case Study

Zerkalo used case studies as a method to understand the situations of potentially vulnerable groups that can face problems with access to justice due to lack of civil registration and who may also risk becoming stateless. It was anticipated that through case studies it would be possible to track general trends in problems that these groups may face due to their life circumstances. The following case studies were conducted:

No.	Target group	Location
1	Representative of <i>jamoat</i> responsible for civil registration	Shartuz district
2	Representative of <i>jamoat</i> responsible for civil registration	Shugnan district
3	Tajik woman married to Afghan national	Vahdat district
4	Single parent (woman) who did not register her child	Bohtar district
5	Parents who did not register their child	Rudaki district
6	The only wife who did not register her marriage	Vahdat district
7	Second wife in polygamous relations	Dushanbe
8	Ethnic Kazakh woman married to Tajik national	Penjikent district
9	Uzbek national married to Tajik national	Penjikent district

Interview guides were conducted to hold case studies and were used by moderators. Each case study was recorded either on paper or using audio-recorder.

#### 2.4.5. Household Survey

A Household survey was used to collect quantitative data under the indicators and establish baseline and target values to inform Project planning and decision-making. The survey was conducted using a 'face-to-face' method and structured questionnaires. Questionnaires used during the inception survey were used as a basis for development of a questionnaire for HH survey. The final version of the questionnaire was approved by UNDP in the English language and was subsequently translated into the Tajik and Uzbek languages. Data for the HH survey was collected on tablets to reduce errors during data entry.

The Household survey was conducted in all regions of the RT with the sample size of 2045 randomly selected households. As the questionnaire was aimed to collect information about each household member, the head of household or the most informed household members was selected for interviews. Filling out of the questionnaire started with information about the head of household and followed by a collection of data for each household member.

A Survey sampling plan was developed based on the data on population size of the RT as of January 1, 2015<sup>3</sup> and Population Census of the RT for 2010<sup>4</sup>. According to the goal and objectives of the study a multistage, stratified, proportional and random sample was used. It consisted of the following steps:

- 1) selection of primary sampling units (PSUs);
- 2) defining the number of Sampling Points (SPs);
- 3) selection of households;

<sup>3</sup> [http://stat.tj/ru/img/65a709121baf8a64bf15d33f398aafde\\_1435736807.pdf](http://stat.tj/ru/img/65a709121baf8a64bf15d33f398aafde_1435736807.pdf)

<sup>4</sup> <http://www.ethno-kavkaz.narod.ru/rnabkhazia.html>

4) selection of respondent within the household.

Detailed description of each stage of sampling can be found in Annex 4 to this report.

## 2.5. Target regions of the baseline study

Household surveys were conducted in Dushanbe, DRS, Sogd and Khatlon provinces and GBAO. Through the stakeholder analysis the following closely located and remote districts were selected:

Province	Close to district centre	Remote
Districts of Republic Subordination	Gissar	Tavildara
Khatlon	Bokhtar	Shahrituz
Sogd	Gafurov	Penjikent
GBAO	Shugnan	Darvoz

Besides, for the purpose of stakeholder analysis several interviews were conducted in selected *jamoats*. The same principle of proximity of the district centre was selected as in selection of districts. The following *jamoats* were covered:

Target district	Close to district centre	Remote
Gissar	Gissar	Khonako
Tavildara	Tavildara	Sangvor
Bokhtar	Mekhnatobod	Zargar
Shahrituz	Kholmatov	Pakhtabad
Gafurov	Yova	Chashmasor
Penjikent	Rudaki (Kuloli)	Loik Sherali
Shugnan	Porshnev	Vankala
Darvoz	Kalaihumb	Sagirdasht

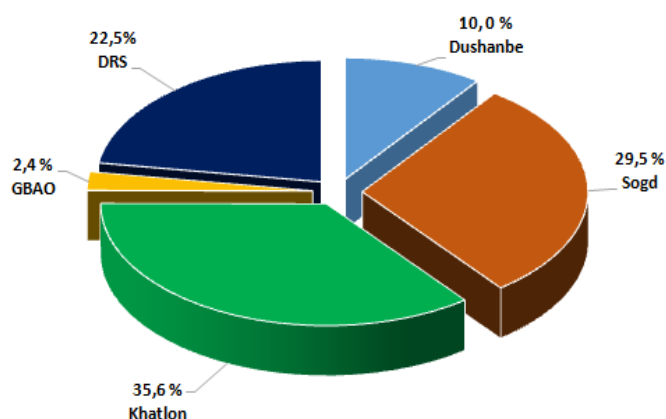
### 3. FINDINGS

Prior to the description of findings for each indicator of the Project’s logical framework, data on general profiles of households as well as household members is presented in sections 3.1. and 3.2. below. Description of the general profiles of households and household members helps to understand whether sampling for the household study was representative and whether household data correlates with national statistical data on population and the demographic situation collected by the Agency of Statistics under President of Tajikistan. Based on this assessment it would be possible to make a conclusion about the extrapolation of all findings of the household survey to the entire population of Tajikistan. Findings for indicators at impact, outcome and output levels are outlined in subsequent sections of this Chapter.

#### 3.1. General profile of households surveyed

The Household survey covered 2,045 households and, as a result data on age, sex, civil status, employment status, availability of civil registration documents and passports,<sup>5</sup> nationality of 15,242 household members was collected. Based on representative sampling the largest number of households surveyed was in Khatlon province (35,6%). The lowest number of households surveyed was in GBAO (2,4%) (*Chart 1*). On average each household had nine members (*Table 1*). Among all households few single member households were identified. These were households where the average age of the only household member was 57 years of age.

*Chart 1. Distribution of households by regions, %, n=2,045*



*Table 1. Number of HH members per each HH, in numbers, n=15,242*

<b>Total HH members</b>	15242
<b>Total HH</b>	2045
<b>Minimum</b>	1
<b>Maximum</b>	22
<b>Average</b>	8,9

Most of households surveyed were located in rural areas (73,5%) (*Chart 2*). Out of total number of households surveyed women headed 19,2% of households. (*Chart 3*).

<sup>5</sup> During HH survey, respondents were asked about national passports or internal passports that cannot be used for international travels.

Chart 2. Distribution of households by settlements, %, n=2,045

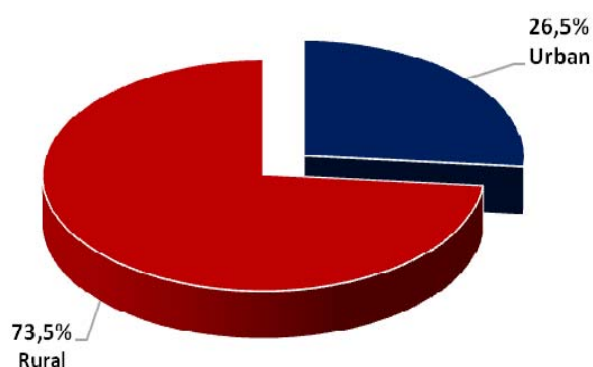
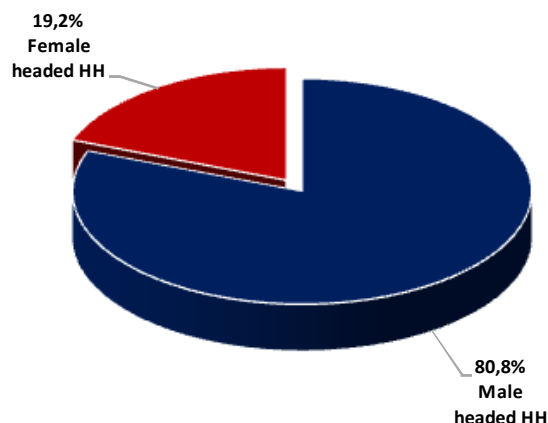


Chart 3. Distribution of household by the sex of the head of household, %, n=2,045



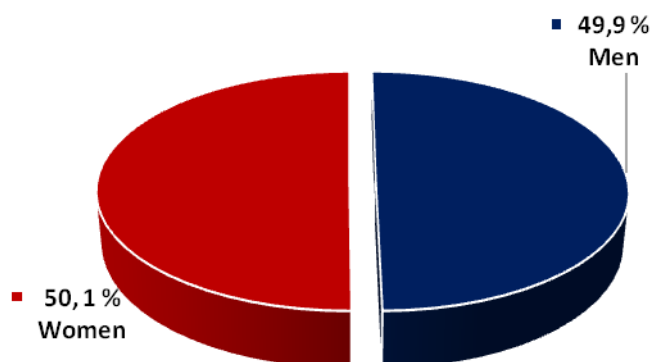
Based on the demographic and population data of the Agency of Statistics under the President of the RT profile of households corresponds to general trends of distribution of households by regions, settlement and household members.<sup>6</sup> Thus, it can be concluded that findings of the household study presented further can be extrapolated to the entire population of Tajikistan.

### 3.2. General profile of household members

As mentioned above, through the survey roster, data on 15,242 household members was collected. As the indicators of the UNDP Project require disaggregation of population by age and sex and availability of civil registration of vital events, during survey data on age of household members was also collected and analysed in sex-disaggregated way. General data without required disaggregation about profile of households members can be found in Annex 5.

Women constituted 50,1% of all household members included to roster (*Chart 4*).

Chart 4. Distribution of household members by sex, %, n=15,242

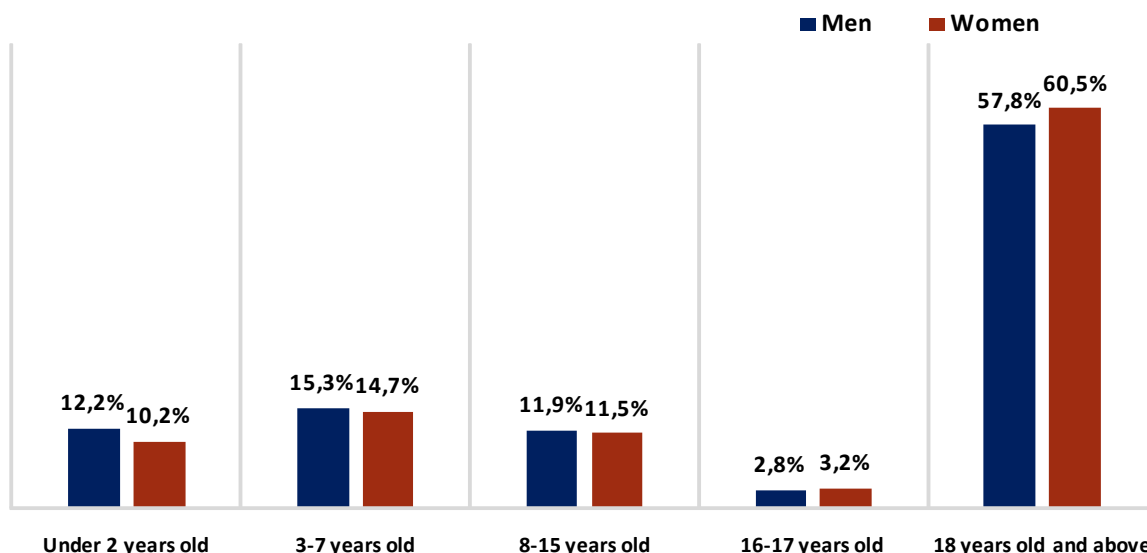


Disaggregation of household members by age groups described below complies with requirements of baseline study, i.e. studying civil registration status of children 2 years and under. To identify the period when children most likely will have a birth certificate children (household members) were further disaggregated to age groups of 3-7 years of age and 8-15 years of age. The rationale behind this division was a hypothesis that parents obtain birth certificates when child reaches school age and then prior to obtaining a passport or at the end of secondary school.

<sup>6</sup> Demographic Yearbook of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, 2014

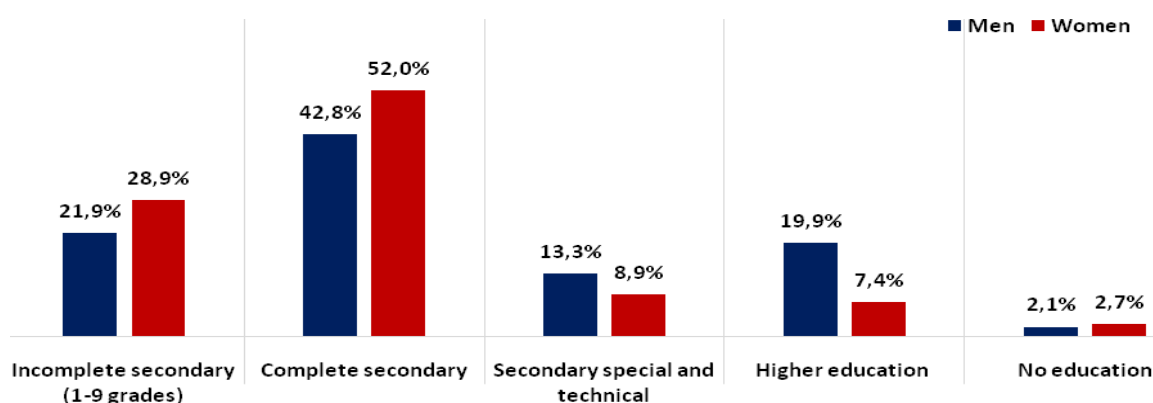
Age profile of household members demonstrates that most of the household members were at the age of 18 years and above (60%). Sex-disaggregation of household members demonstrates that at the age 2 years and under there are more boys than girls (12,2% of boys against 10,2%). However, it was found that at the age of 18 years and above there were more female household members (60,5%) compared to male (57,8%). (Chart 5)

Chart 5. Distribution of household members by age and sex, %, n=15,242



Education level of household members was also part of the roster. Findings of the household survey demonstrate that women mostly had secondary education and the number of women with secondary education was higher compared to men. Looking at the higher levels of education, the gap between women and men is widening. It is significant at the level of higher education where only 7,4% of women compared to 19,9% of men reported availability of higher education (bachelor and master levels). (Chart 6).

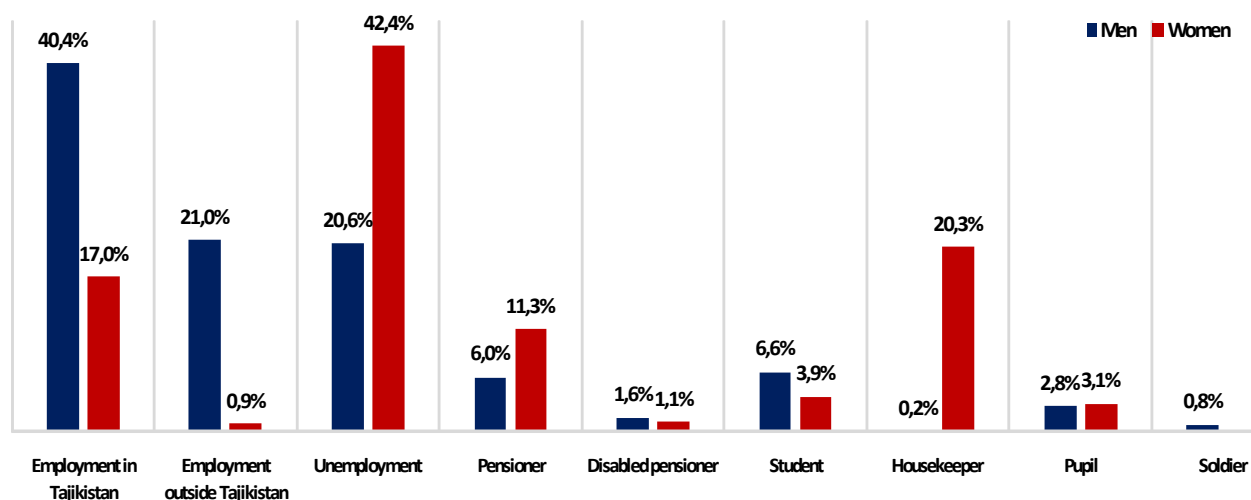
Chart 6. Distribution of household members by education and sex, %, n=11,249<sup>7</sup>



The roster also included such variables as employment status of household members. It turned out that employment among men was higher compared to women. Women mostly reported their status as unemployed (42,4%), pensioners (11,3%) and doing house work (20,3%). (Chart 7).

<sup>7</sup> Children below education eligible age are not included

Chart 7. Distribution of household members by employment status and sex, %, n=11,249<sup>8</sup>



Data on the general profile of household members distributed by age, sex, employment and education status as described above reflects general social and demographic trends of age and sex structure, employment and education status of population of the RT.<sup>9</sup> As in the case of the households, findings of the baseline study on household members can be extrapolated to the entire population of Tajikistan.

### 3.3. Impact level indicators

#### 3.3.1. Indicator 1: findings

**% of individuals (registered in the Case Management System) which cannot defend their rights (i.e. to file a case, to get child allowance, etc.) as they lack civil registry documents**

This indicator establishes a case management system as a source of verification of the baseline data. Actually, the case management system captures only people who decided to solve their legal problems and apply for assistance in legal aid centres. Thus, it leaves behind people with legal problems, but who do not take any action to solve them for various reasons. In fact, a study of the legal needs of population conducted in 2012 confirmed that not all people reporting a legal problem took any measures to solve it. Specifically, out of 1,200 respondents 909 reported existence of legal problem. Out of 909 respondents 30% did not take any action to solve them.<sup>10</sup> Furthermore, another section of the population that is not taken into consideration may include individuals who are unaware of legal problems which they have, for instance, the need to receive a passport. In this respect, the baseline study focused on data collected through the roster, because it provides for more accurate data about people who may experience problems with protection of their rights due to a lack of civil registry documents, but have never approached legal aid offices or other services to solve these problems.

In order to establish data for this indicator, household members without birth certificates, passports and marriage certificates were identified through analysis of the roster data. The

<sup>8</sup> Children below age of 8 were not included.

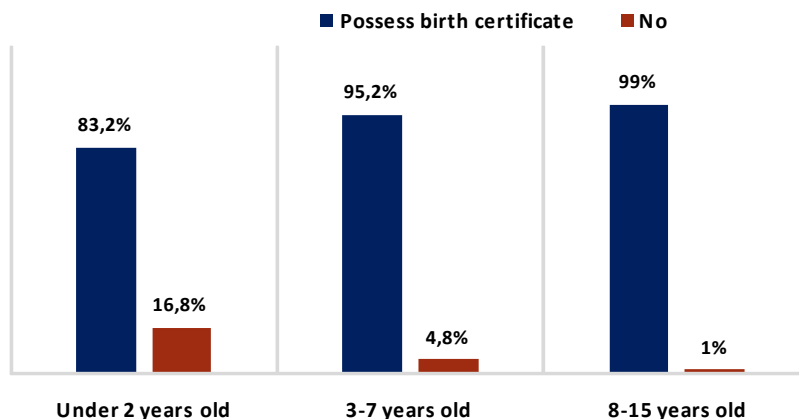
<sup>9</sup> Women and Men in the Republic of Tajikistan, Agency on Statistics under the President of Tajikistan, 2014; Health and Demographic Study of Tajikistan, Agency on Statistics under the President of Tajikistan, Ministry of Health of the Republic of Tajikistan and ICF International, 2013; Demographic Yearbook of the Republic of Tajikistan, Agency on Statistics under the President of Tajikistan, 2014.

<sup>10</sup> CSR 'Zerkalo' (2012), Legal issues: needs of population in legal services and practiced ways of meeting those needs, pp. 143-145.



Roster identified that there were 5,770 children of 0-15 years of age living in the surveyed households. It was revealed that children belonging to the age group of 2 years and under did not have birth certificates (16,8%). The older a child gets, the more likely a child is to have a birth certificate (for instance, 99% of children of 8 -15 years of age had birth certificates) (Chart 8).

Chart 8. Possession of birth certificates by children from 0-15 years of age, %, n=5,770

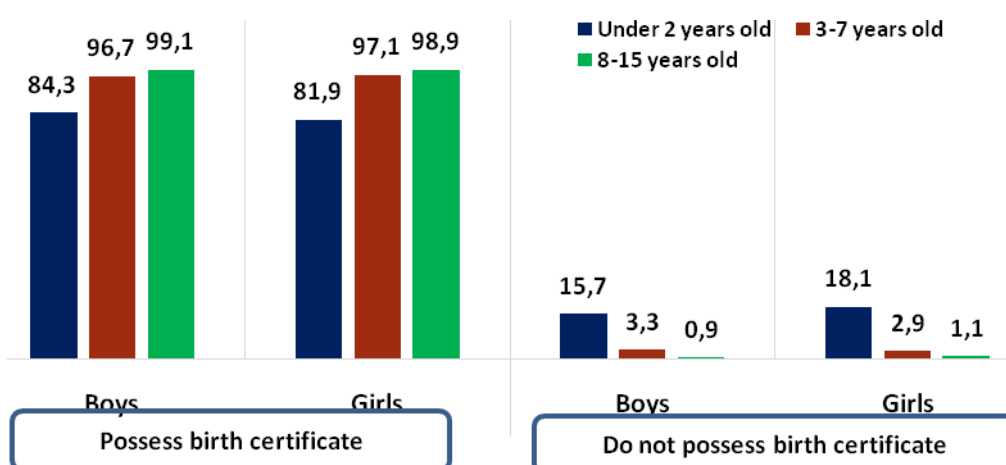


It was deduced during the baseline study that the absence of a birth certificate does not preclude access of child to school and health care services. However, on completion of secondary school a certificate cannot be issued to a child by a school in case the child has no birth certificate and passport.

*'My four children study at school, but they don't have birth certificates. Every day I am called to school to solve this problem. But I don't have money, because I spent everything to obtain a passport. One of my sons studies in the 11th grade and in order for him to receive a certificate of graduation he needs to get a birth certificate. So far, I didn't solve this problem.'* (FGD with men without passports, Shartuz)

In every age group boys and girls without birth certificates were found. Nevertheless, there is a notable difference between boys and girls who hold birth certificates which is maintained across all the age groups studied. (Chart 9).

Chart 9. Distribution of possession of birth certificates by children by age and sex, %, n=5,770

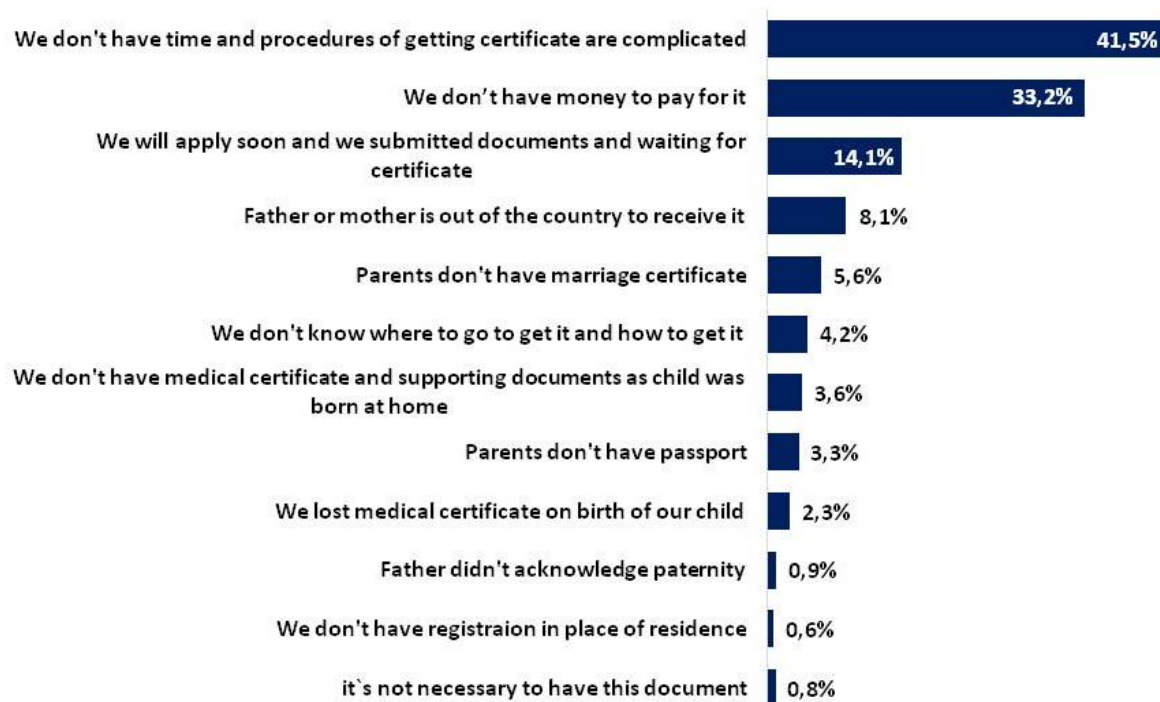


Several obstacles were identified during the household survey in obtaining birth certificate on time. The first obstacle relates to complexity of procedures in getting a certificate and, subsequently a lack of time of parents to follow all the procedures. (Chart 10) This is a main

obstacle for employed persons who must leave work to apply to ZAGS.

*'The ZAGS office does not have regular reception hours every day and also reception hours are very short. I wanted to receive a birth certificate on time in Dushanbe as my child was born in Dushanbe. I went to the ZAGS office first to find out which documents were required to get a birth certificate. Then, I collected all the documents and went to submit these. The queue was so long and I didn't have time to wait, because I had to go back to work. I went to the ZAGS office several times and never was able to submit my documents due to lack of time. I then asked my relatives in Khudjand to help me with a birth registration as my wife had residence registration there.'*

Chart 10. Reasons of not having birth certificates, %, multiple choice



The second obstacle was financial. Respondents reported that they did not have money to pay for registration (33,2%). In fact, during FGDs and case studies all participants mentioned that a lack of money to pay for birth certificates was one of the major obstacles in getting timely receipt of birth certificates. It was mentioned that getting birth certificates including payment of fines in the case of delayed applications, may cost from 25 (minimum amount mentioned) to 400 Somoni (as a maximum amount mentioned including cases of several children requiring birth certificates). Notably, in several *jamoats* parents were instructed to pay land tax prior to lodging a request to obtain a birth certificate.

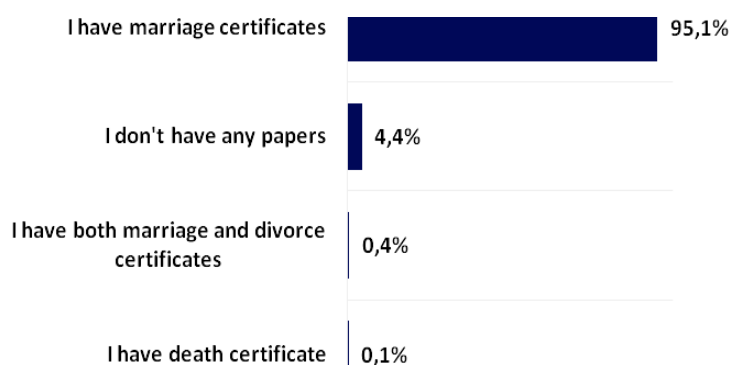
Such factors such as the absence of a marriage certificate and the absence of fathers due to labour migration outside of Tajikistan are also reasons for not registering children at birth. Moreover, women do not always have decision-making powers to ensure that their children are registered in a timely manner.

*'In our marriage we have two daughters, one is six and another one is 4 years of age. They don't have birth certificates, because we don't have a marriage certificate. I would like to apply for it and register my children in my name as a single mother, but my husband doesn't allow me to do this. My husband doesn't support me financially and he doesn't call me. Out of a total of 8 years in our relationship I lived with him for only 6-7 months, because he was all the time in Russia. I can't apply for alimony or request social allowance,*

*because I don't have a marriage certificate and my children don't have birth certificates. My husband promised to come back and obtain the registration documents. Next year my elder daughter will have to go to school. I asked the parents of my husband, but they told me to be patient and wait for the arrival of their son who will obtain a birth certificate.'* (case study, woman in unregistered marriage, Vakhdat).

During the household survey 7,267 household members reported that they were in spousal relationships. However, not every household member registered their marital status. 4,4% of total household members reported that they didn't register their marital status. (Chart 11).

Chart 11. Registration of marital status of household members, %, n=7,267



Percentage of those who reported availability of the marriage certificate is higher than it was assumed during planning of the baseline study. It must be taken into account that this data is based on the responses of a respondent. Actual availability of marriage certificate was not checked. This high figure may be explained by the reluctance of respondents to acknowledge actual marital status like polygamous and unregistered relations. It is a generally accepted fact that polygamous marriages exist as a social practice in Tajik society. Polygamous marriage is practiced in Tajikistan for several reasons. Firstly, economic pressures push girls and their parents to arrange polygamous marriages to reduce the economic burden on the family. Secondly, massive labour migration of young men abroad results in a shortage of men in Tajikistan (Table 2). Last, but not the least, societal perceptions about the role of women and men in Tajik society forces women to accept polygamous relations, and to perform the role of a mother is highly valued.<sup>11</sup> Meanwhile polygamy is an accepted phenomena that is not socially approved. Women rarely openly admit that they are in polygamous relations. Moreover, in accordance with the Criminal Code of the RT polygamy is a crime. Accordingly, it is difficult to identify prevalence of polygamous marriages.

Table 2. Distribution of external migrants by their marital status, 2010

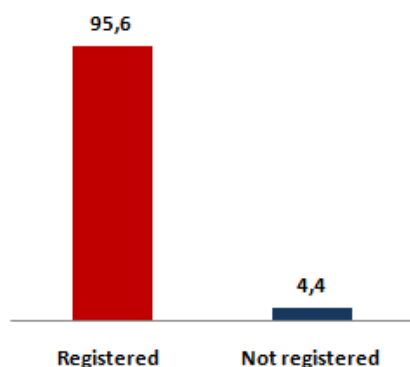
Total external migrants	Men	Never married	Married		Widowed	Divorced
			Registered	Unregistered		
Urban and rural population	389,951	136,678	236,614	10,357	2,393	3,909

Source: Length of residence in the place of permanent residence and migration of population of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, Vol.9, 2013.

<sup>11</sup> Transformation of Gender Order in Tajik Society, Kasymova S., 2007; Impact of the Lack of Basic Documents on Women's Access to Justice, Z-Analytics Group, 2013; Knowledge, Attitude and Practice about Perception of Gender Roles and Gender-based Violence in 6 districts of Tajikistan, Z-Analytics Group, 2016.

At the same time, a national census conducted in 2010 captured a number of the population who reported if their marriage was registered or not. It also provided specific reference to marital status of male external migrants. (*Chart 12, table 2*). According to the national census data (*Chart 12*), it can be estimated that about 4,4 % of marriages are not registered in Tajikistan.

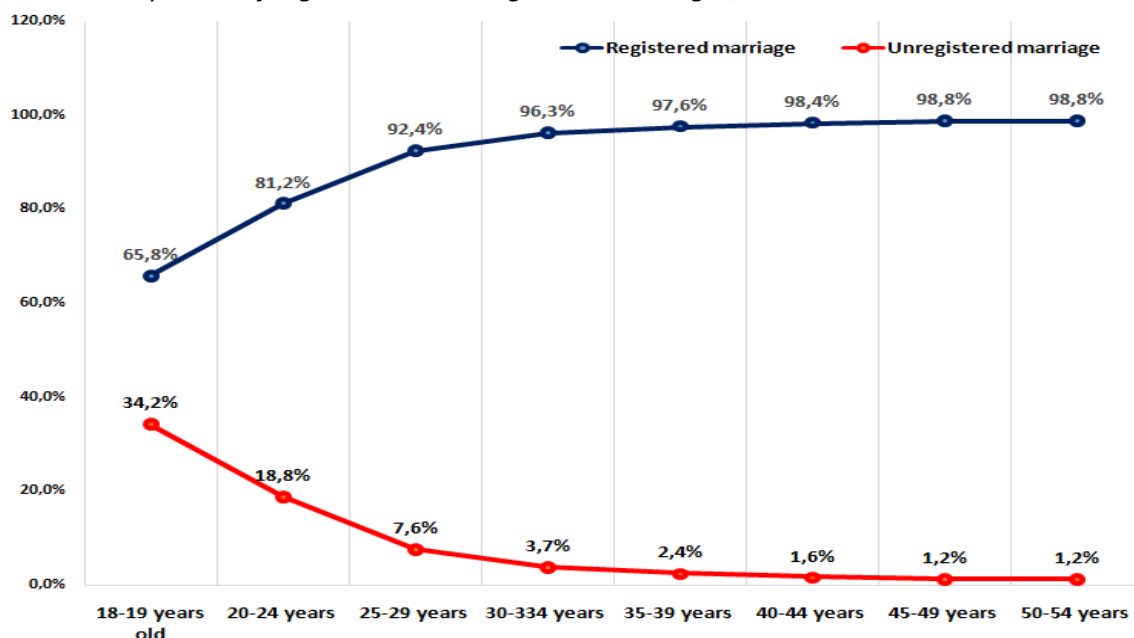
*Chart 12. Proportion of registered and unregistered marriages, %*



*Source:* Ethnic composition, knowledge of languages and nationality of the population of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, Vol.3, 2012

These marriages may also include polygamous marriages. This fact is also confirmed by qualitative studies.<sup>12</sup> It must be taken into consideration that polygamous marriages are less stable and can be both easily established and dissolved unlike the only marriages even if they were not registered.<sup>13</sup>

*Chart 13. Proportion of registered and unregistered marriages,%*



*Source:* Demographic Yearbook of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, 2011.

<sup>12</sup> Report on Findings of Collection of Information and Cases of Unregistered Marriages and Their Consequences Contributing to Violation of Women’s Rights, Juraeva, S., 2015.

<sup>13</sup> Ibid.

A comparison of age groups entering into unregistered marriages demonstrates that younger generations are more often found in these relations (*Chart 13*) and they have a more loyal attitude to these marriages. It can also be linked to their lack of awareness about the importance of marriage registration, considering the resurgence of traditions and patriarchal values in Tajik society and the growing role of Islam in the regulation of family relations.<sup>14</sup>

In the design of the methodology and selection of target groups for the baseline, the study hypothesis was that certain groups due to their ethnicity, nationality, marital status may face particular problems with civil registration and the availability of civil registration documents.

In this respect, the ethnic group 'lyuli' was selected for the study as a Focus Group. This hypothesis was fully proved by the study. Both women and men from this ethnic group reported that they all had problems with their civil registration access. Specifically, almost every participant of the FGD reported a lack of marriage certificates. It was particularly noted that brides are kidnapped within their ethnic groups and holding wedding ceremonies in their community is an exception rather than a rule. Besides, men do not want their marriages registered, because they may consider marrying a younger wife later on. Subsequently, children born in these marriages rarely possess birth certificates and, consequently passports. Concerning ownership of passports, out of 10 women participating in FGD only 1 woman reported that all her vital events were registered (marriage, birth of children) and 3 women did not have passport. In contrast all men, interviewed in the focus group had a passport. Yet, their children still did not have birth certificates and their marriages were not registered.

*'As the registration of marriage is not mandatory young couples establish families in accordance with the tradition of 'kidnapping' brides. As a result, a family is established which bypasses the official registration of marriage, the consent of parents and the wedding ceremony. In general, having a wedding ceremony in our community is very rare. For each 100 families only one family is established after wedding ceremony'. (FGD with women belonging to ethnic group 'lyuli', Gissar)*

*'I have passport, marriage certificate, but out of my six children only one has a birth certificate. He is 26 years old and we received a birth certificate right after the birth. At that time it was free. Now, I can't apply for birth certificates, because there is a need to pay for them and we don't have money, because my husband is sick and all the money is spent for drugs and his treatment'. (FGD with women belonging to ethnic group 'lyuli', Gissar)*

*'In 2005 I married a young girl who had no parents and no birth certificate. I tried to apply for a birth certificate for her, but in order to receive it I was instructed to submit the death certificate of her parents. Her parents died 25 years ago and their death was not registered. We have three children and they don't have birth certificates. I would like to register my marriage, however, I face lots of problems in obtaining supporting documents.' (FGD with men belonging to ethnic group 'lyuli', Gissar)*

*'More than 100 households reside in our settlement. 80% of the population have no passports, no birth certificates, no marriage certificates, and no land certificates. House*

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<sup>14</sup> Ibid; Whose Security? State-Building and the 'Emancipation' of Women in Central Asia, International Relations, Kennedy-Pipe, C, 2004, Vol. 18(1), pp. 103-104; New parameters for gender relations, Between tradition and modernity: the dilemma facing contemporary Central Asian women, Akiner Shirin, 1997, in Buckley Mary (eds.) Post-Soviet Women: from the Baltic to Central Asia, pp.283-285.

*books<sup>15</sup> of households are outdated as they were issued during Soviet times. One of the reasons for such a situation is the lack of requirements to have civil or other registration by our ethnic group both inside and outside our community. No one at any occasion has requested these documents and we don't see any need to process them. Many people belonging to 'lyuli' do not work. And one of the preconditions for getting employment is the availability of an identity document.'* (FGD with men belonging to ethnic group 'lyuli', Gissar)

Study of the situation of non-Tajik nationals married to Tajik nationals demonstrates how persons in mixed marriages face challenges with their legal status in Tajikistan. Procedures to apply for nationality for non-Tajik nationals married to Tajiks are very complicated and non-Tajik nationals face number of challenges.

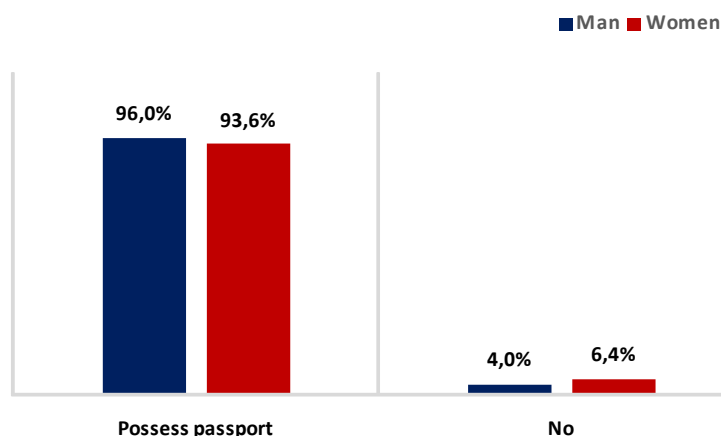
*'I lived here for 12 years, I came here in 2004, I am from Samarkand. I don't have Tajik nationality. Once I relinquished my Uzbek nationality to get Tajik nationality. But as I was not able to do it, I had to restore my Uzbek nationality. I went to the Head of Passport Stol [Passport and Registration Service] and he said that I needed to live under a visa for 5 years, then I will be able to get Tajik nationality. At the beginning I went to the Uzbek border every five days, I entered one door, got a stamp and then came back through another door. I resided in Tajikistan legally. Now, I receive a visa every year and I have temporary residence. I wanted to apply for full nationality. But I didn't understand the procedures and which supporting documents I needed to submit. Me and my husband we don't have education. I only finished school on 9th grade. My husband only has a secondary education. We don't understand what we need to do to apply for nationality. We have three children. They all have birth certificates, because the aunt of my husband knew someone in ZAGS office and they didn't inform that I am Uzbek national.'* (Case study with Uzbek national, Penjikent).

The focus of this indicator is on absence of civil registration documents and how their absence may affect the possibility to defend people's rights. Nonetheless, the roster also included such variables as the existence of passports among household members who reach an age eligible to receive a passport (16 years and over). A passport is one of the key identification documents which establishes the link between a national and the state. It is also a precondition for use in all available legal recourse established by the legislation. Out of all household members studied 9474 individuals were at an eligible age for obtaining a passport. Of all these household members 5,2% or 494 individuals did not have passport at the time of the survey. Less women compared to men had passports (6,4 % of women against 4% of men). (Chart 14)

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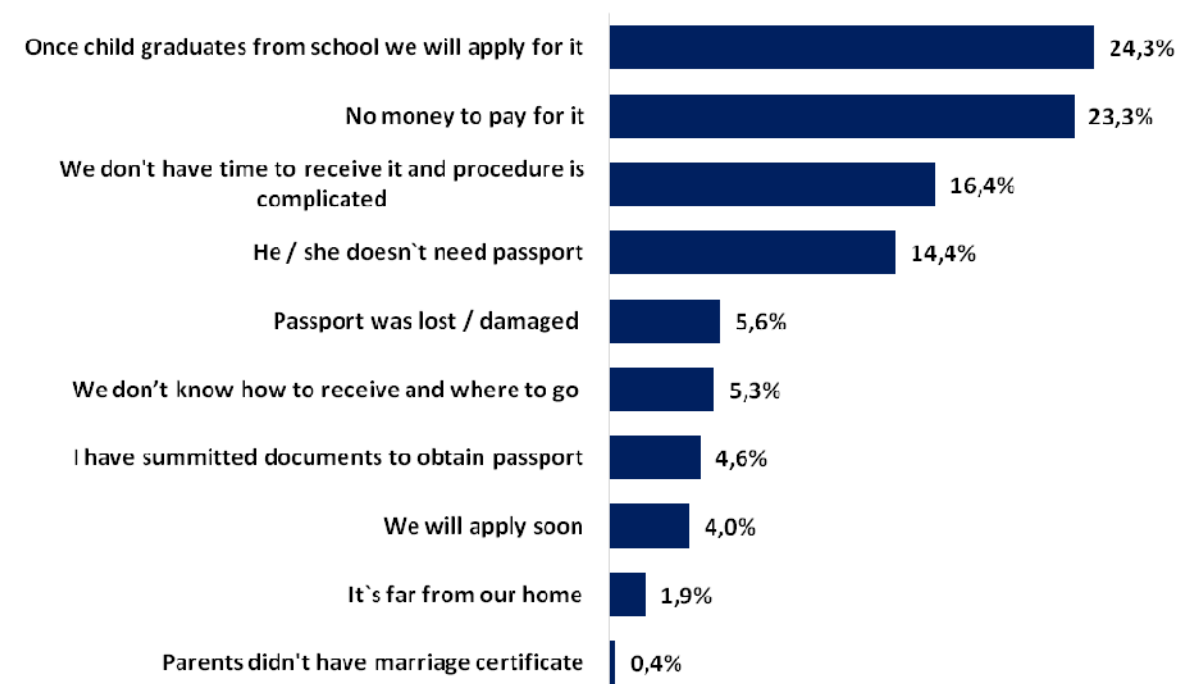
<sup>15</sup> Housebook is a document which describes main specifications of the property (number of rooms, total square and squares of each room etc.) and number of household members registered in this house.

Chart 14. Availability of passports among household members disaggregated by sex, %, n=9,474



The main obstacle for obtaining a passport is parents' lack of understanding about importance of this identification document. They either decide that a passport is not needed (14,4%) or that it can be received later when a child graduates from school (24,3%). The second obstacle of failure to obtain passport is the lack of financial means to receive it (23,3%). A third obstacle is institutional. As in the case with birth certificates (refer to *Chart 10* above), respondents found it is difficult to obtain passports and didn't have enough time to go through the complicated procedures (16,4%). (*Chart 15*).

Chart 15. Reasons of not having a passport, %, multiple choice



The distance from residence of households members to place of obtaining passport was not an important obstacle (1,9%). Currently, in addition to departments of internal affairs that issue passports, the Ministry of Internal Affairs opened village departments of militia in remote settlements that collect information for receipt of passport and hand over ready passports to residents of these settlements.

*Place of issuance of passport functions not only in Penjikent, but in settlement Kolkhozchien, where people can get passports on time and without any need of payments*

| *related to travel to place of issuance.* (FGDs with men who used ZAGS services, Penjikent)

The Household survey also revealed that any decision on spending of the family budget to covers costs related to obtaining civil registration documents and passports is usually taken by the husband and his relatives, or other male relatives in case woman is divorced. On numerous occasions in FGDs and case studies with women, reference to lack of financial resources for obtaining civil registration documents and passports was made. It was also reported that either the fathers or husbands decided not to allocate the required amounts from the family budget to pay fines and fees to obtain civil registration documents and passports.

### 3.3.2. Indicator 1: suggested revision and baseline value

**% of individuals (registered in the Case Management System) which cannot defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents**

**Revision: % of households which members can't defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents and passports.**

**Baseline value: 33,2% of households which members can't defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents and passports.**

To measure this indicator a case management system is used as a reference for identification of the percentage of individuals who are not able to defend their rights due to lack of civil registry documents. As mentioned above, the case management system only captures 'active' individuals who approach legal aid providers for assistance leaving behind 'passive' individuals and those who are not aware about their legal problems. As this indicator is aimed at measuring impact of the Project, i.e. changes in life of its beneficiaries in terms of improved protection of human rights, it is proposed to have a wider focus to ensure that the Project impacts not only 'active', but also 'passive' and uninformed individuals.

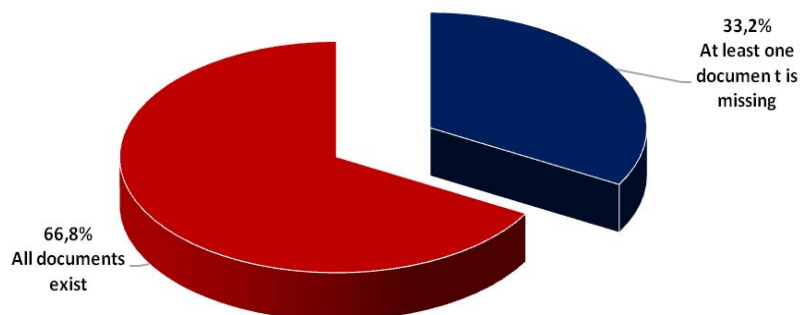
It is further suggested to have the household as a unit of measurement rather than individuals. Based on the findings of this baseline study decisions on civil registration are usually taken by the heads of households. Women (especially those who are married) as well as children reaching eligible age for getting passports don't have decision making power to take these decisions and as qualitative data analysis demonstrated, women were not able to register the birth of their children even if they wanted to without permission of their husband or his relatives. Besides, these findings demonstrate that financial means to cover costs of fines and fees for obtaining civil registration documents and passports are provided by male relatives and husbands, whereas women don't have the authority to decide on spending of family budget, especially, in case of low income.

The focus of the Project is on reform of the civil registration system. Nevertheless, it is proposed also to consider inclusion of passports as a focus of this Project and, accordingly, in this indicator. An absence of passports is one of the serious obstacles to the protection of human rights and the absence of this official form of identification affects the rights of individuals to legal recourse. Obviously, the Project is not aimed primarily at reform of passport registration services of the country. However, it does include an awareness raising component. Such issues are important for obtaining a passport at the age of eligibility. This is especially true for women who can also be included in the scope of the awareness raising component of the Project. Besides which, interviews with health facilities and maternity hospitals conducted in the framework of the stakeholder analysis revealed that mothers should provide these facilities with passport ID details in order to receive a medical certificate for the birth of a child.



In order to estimate percentages of households in which members don't have civil registration documents and passports, they were divided into two groups: 1) households that reported that they have all documents for each household member, namely, birth certificate, marriage and divorce certificate, death certificate and passport; 2) households that reported that at least one of the abovementioned documents is missing. It was revealed that 33,2% of households surveyed had at least one document missing. (Chart 16)

Chart 16. Distribution of households by availability of documents, %, n=2,045



The Population and Housing fund census conducted in 2010 by the Agency of Statistics under the President of Tajikistan revealed that there are 1197187 households in Tajikistan. Thus, extrapolation of the percentage of households where at least one document is missing results in 397466 households with this problem nationally.

Table 3. Extrapolation of findings of household survey to general number of households, numbers.

Household survey, %		Data of national statistics on households <sup>16</sup>	
All documents exist	One of the documents is missing	Number of HH	Extrapolation on number of HH where one of the documents is missing
66,8	33,2	1,197,187	397,466

In order to inform project planning and decision-making, households were further disaggregated by sex of head of household, by type of settlement, and by province. Disaggregation of households by sex of heads of household did not reveal significant differences between male and female-headed households. The number of male-headed households when at least one document is missing was slightly higher compared to female-headed households. (Chart 17) Disaggregation of households by type of settlement also does not show significant differences between households located in urban and rural areas. (Chart 18).

<sup>16</sup> Number and Composition of Households of the RT on the Basis of Findings of Population and Housing Fund Census, vol.5, Agency of Statistics under the President of the RT, 2012.

Chart 17. Distribution of households by availability of documents and sex of HH head, %, n=2,045

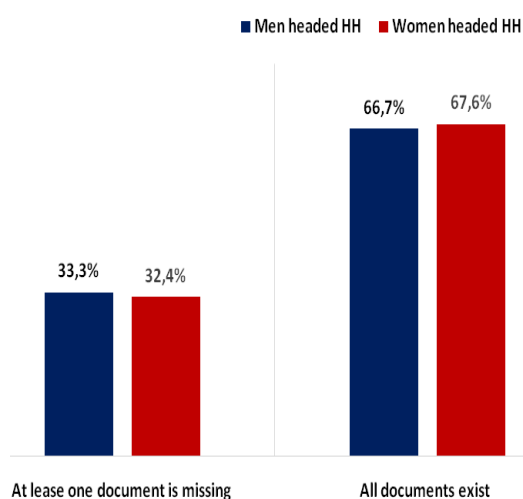
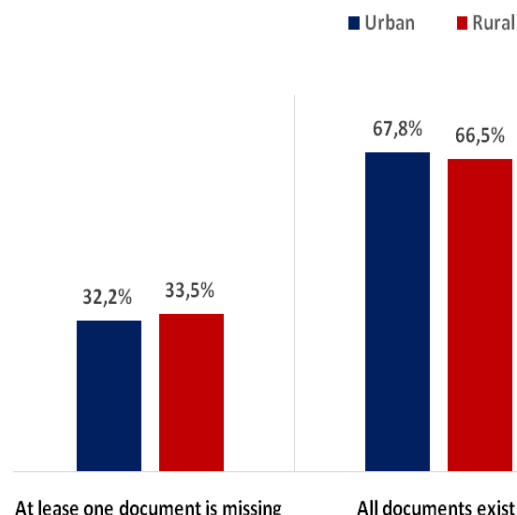
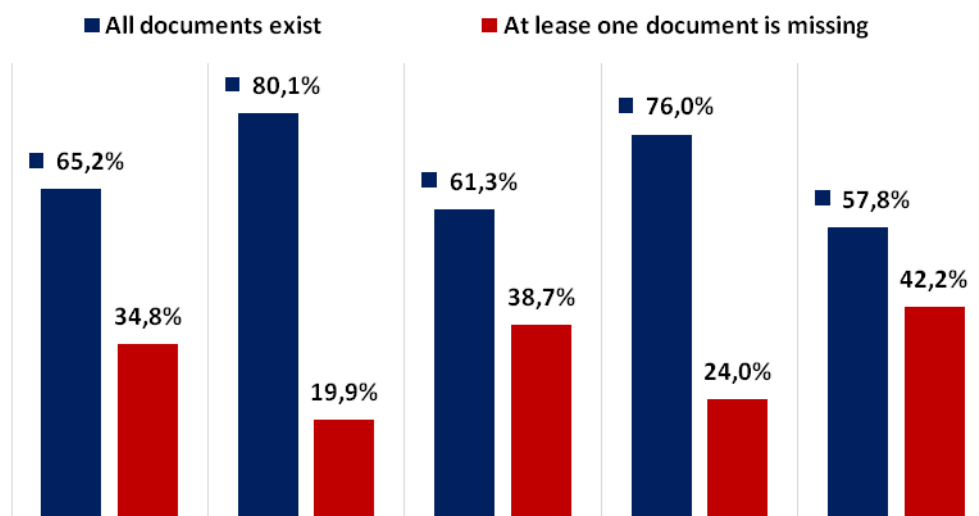


Chart 18. Distribution of households by availability of documents and settlement, %, n=2,045



However, disaggregation of households by provinces revealed significant differences between households in the lack of civil registration documents and passports. Households located in Sogd provinces had the highest number of households where members had all required documents. The highest number of households that did not have at least one document was found in DRS (42,2%) and Khatlon (38,7%). (Chart 19)

Chart 19. Distribution of households by availability of documents and provinces, %, n=2,045

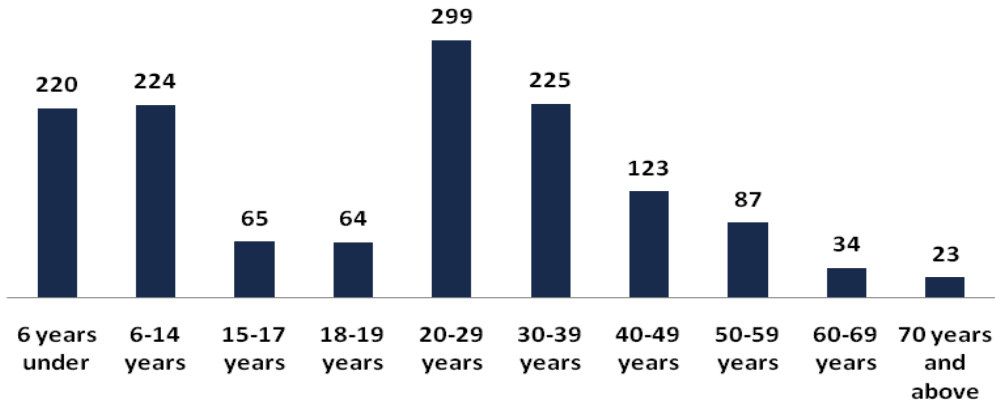


### 3.3.3. Indicator 2: findings

#### Number of people who are stateless due to registry related issues

Statelessness is an official status that is confirmed by a respective document. In accordance with data of the population census conducted in Tajikistan in 2010 1,364 stateless persons resided in Tajikistan. (Chart 21)

Chart 21. Stateless population residing in Tajikistan disaggregated by age, numbers, n=1,364



Source: Length of residence in the place of permanent residence and migration of population of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, vol.9, 2013, p. 18-19

However, national statistics do not explain whether these are persons whose stateless status is officially confirmed or whether they were not able to identify their nationality when asked. Non-governmental organisations researching and working on stateless issues include into this category persons with official document confirming statelessness, persons without any identification document and persons with identification documents that have expired.<sup>17</sup> Two latter categories are not called as ‘stateless persons’, but persons at-risk of statelessness or de-facto stateless persons. This report uses the same definition.

From 2014 till the present UNHCR implements a project on reduction of statelessness. Partners of UNHCR e.g. NGOs provide assistance to persons at-risk of statelessness in acquiring identification documents. The Project works in 7 pilot districts, in Istravshan, Shakhristan and Gonchi districts of Sogd province, in Shartuz and Kabodiyon of Khatlon district, in Tursun-zade and ShakhriNAV of DRS. These districts were selected, because UNCHR’s partners considered that these are the districts where persons at-risk of statelessness would mostly likely reside. This assumption was based on previous experience of NGOs as well as proximity of these districts on the Tajik border with Kyrgyzstan and Uzbekistan. Thus, these districts could be populated in addition to Tajiks by Uzbek and Kyrgyz nationals who reside there for various reasons, but mostly through marriage to Tajiks and have moved to Tajikistan. The Project identified 23,103 persons at-risk of statelessness in these districts with the following documents:

Table 4. Distribution of persons at-risk of statelessness by possession of identity document and sex.

Persons at-risk of statelessness	Total	Women	Men
Holders of USSR passports	2,672	2,340	332
Holders of birth certificates	17,064	10,971	6,093
No documents	3,103	1,646	1,457
Various problem with documents	264		

Source: UNHCR data, 31 September, 2016.

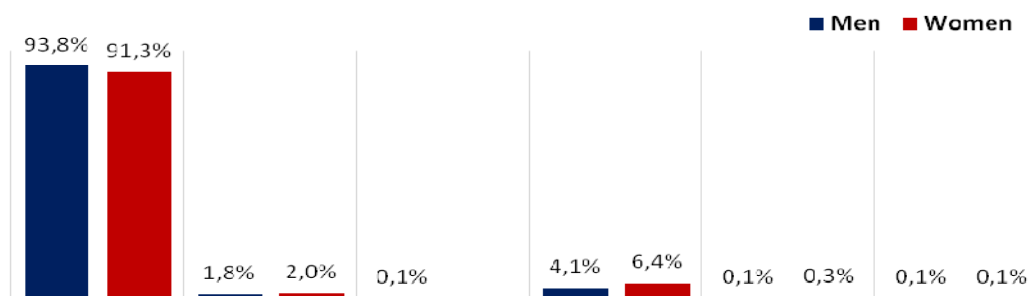
UNHCR does not automatically include persons without passports as being stateless as the reasons for failing to obtain a passport in a timely manner could be various, for instance,

<sup>17</sup> Report on Respect of Rights and Freedoms of Persons under Risk of Statelessness and Undocumented Persons in Isfara, Gonchi and Gafurov Districts of Sogd Province, Public Organisation ‘Bureau on Human Rights and Rule of Law’, 2013; Joint Statement of the International Public Organisation ‘Rights and Prosperity’ and Public Organisation ‘Bureau on Human Rights and Rule of Law’ on Implementation of the Article 9 of the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), 2013.

financial reasons or lack of time. Those included to the group of holders of birth certificate usually face situation when one or both parents have problems with their nationality and availability of passports.

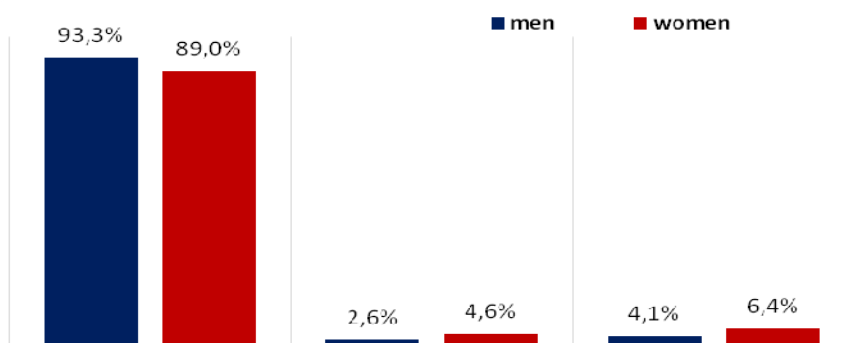
In order to establish the number of persons at-risk of statelessness the roster included such variables as nationality of household members, availability of passports and validity of passports. As direct questioning about the nationality of household members could have been complicated for some respondents, a question on the country of issue for the passport was asked instead. Among household members Uzbek, Kyrgyz and Russian nationals were found. Their number was insignificant in the household survey. (Chart 21)

Chart 21. Nationality of households members disaggregated by sex, %, n=9,474



Question about validity of passports helped to ascertain that among those who reported their nationality (through their passport) there were those whose passport was not valid. Holders of Soviet passports were also included in this group. Out of all passport holders, numbers of women with invalid passport was higher compared to men (4,6 % women and 2,6% men). Women were also more often found in the group of household members who did not have passports (6,4%). (Chart 22).

Chart 22. Validity of passports disaggregated by sex, %, n=9,474



This trend established by the household survey is in conformity with views of NGOs working on stateless issues, specifically, that women are more likely than men to be in a situation of statelessness. UNHCR data also supports this view. One of the obvious reasons is the prevalence of Tajik males in labour migration outside of Tajikistan. Labour migration pushes men to receive national and international passports on time. At the same time, both women and men if they do not plan to travel would not bother to apply for passport. The decision of women to apply for identity documents depends on her father or other male household members with decision-making power. Women still are more often found in a situation of statelessness.

*'I don't need a passport, I don't travel anywhere. If I go to Dushanbe, I stay with my relatives, but not in the hotel where a passport is required'. (FGD with men without passports, Shartuz)*

*'I know a woman who is 40 years old and she never had passport. Her marriage was not registered. Her husband went to Russia as a migrant. Then his whole family moved there. She wanted also to join them and that's how she decided to obtain a passport. She will receive a passport, then they will register their marriage here and then she and her husband will travel to Russia together'. (Case study with ethnic Kazakh women married to ethnic Tajik, Penjikent).*

In addition to the above-mentioned persons such as elderly residents, the disabled, persons belonging to the ethnic group 'lyuli', and especially women may face particular problems in receipt of registration documents.<sup>18</sup> Experience of the NGO 'Rights and Prosperity' on reduction of statelessness in Tajikistan confirms that lack of passports among mothers, especially if the mother has other than Tajik nationality results in problems for getting birth certificates for their children. Procedures for obtaining birth certificates and passports in these cases would entail complicated court procedures.

*X.Y.<sup>19</sup>, 27 years old, applied to our organisation with the problem that his mother, his brothers and sisters live without any documents. His mother was born in Uzbekistan and she married his father in 1988. At the moment of application his mother did not have any identification documents including birth certificate. His parents have four children. But as mother doesn't have a birth certificate and passport of a Tajik national her children are not able to obtain birth certificates and passports either. X.Y., for instance, was born in Tajikistan, but he never received a birth certificate and passport. He voluntarily went to military service as a conscript. After two years of conscription service he received a military identification document. He also has a medical certificate and certificate of incomplete secondary education. His other siblings are in the same situation. In order to help X.Y. and his siblings legal assistance is required to apply to the court to establish fact of birth and paternity. Once the court establishes fact of birth and paternity it would be possible to receive birth certificates and passports of Tajik nationals. As his mother was born and grew up in Uzbekistan and she doesn't have an original of birth certificate, it would not be possible to help her. (Information provided by the NGO 'Rights and Prosperity').*

UNHCR cooperated with the Government of Tajikistan to adopt the Law on amnesty for stateless persons. The Law is aimed at ensuring that stateless persons in the process of applying for documents would not be charged with administrative punishments, fines and criminal punishments for violation of residence rules of the RT. It does not mean that stateless persons would be automatically entitled to receive Tajik nationality. However, it will help stateless persons to report their status and identify themselves to the authorities without fear of criminal or administrative prosecution. This Law was drafted already and submitted to Government of the RT for consideration. It is expected that it will be adopted either at the end of 2016 or at the beginning of 2017.

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<sup>18</sup> Power point presentation of the NGO 'Rights and Prosperity', 'Identification, Reduction and Prevention of Statelessness', 5 October, 2016.

<sup>19</sup> The real name is not disclosed.

### 3.3.4. Indicator 2: suggested revision and baseline value

#### **Number of people who are stateless due to registry related issues**

**Revision: Number of people who are at-risk of statelessness including those with registry related issues**

**Baseline value: 69,308 persons at-risk of statelessness.**

Results of the household survey revealed that 4,6% of women (household members) reported that their passport was not valid or they held a Soviet passport. As to men, there were 2,6% of men with the same problems. (Chart 22). At the same time, the group of those household members who said that they do not have passports could also have problems with defining their nationality. It was not possible to identify this in the framework of the household survey, because in order to identify specific reasons for lack of a passport, individual interviews with the respective household member would have been required in order to assess their eligibility to hold a Tajik passport. Therefore, it is not possible through the quantitative study to establish the number of people in situations of statelessness. In order to establish an exact number, there is a need to conduct identification of persons in this situation using UNHCR's approach, i.e. identification of communities where these people can be found and study of each household in the community to identify the status of its members.

UNHCR identified 23,103 stateless persons in 7 districts. On average 3,300 stateless people were found in every district. There are 21 districts in Tajikistan bordering Kyrgyzstan and Tajikistan where these individuals can be found. Based on UNHCR data it can be concluded that 69,308 persons can be found in situations of statelessness. It is proposed to use this as a baseline value for this indicator.

## **3.4. Outcome level indicators**

### *3.4.1 Indicator 2 of the outcome 1: findings*

#### **% of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system**

In order to identify satisfaction of the population with services of the civil registry system and assess its affordability, households were asked about their use of these services during the last three years. It was found that 2,045 households used at least one of the services to register a birth, marriage or death. It was reported that during the last three years households used services of civil registry system to register 5,347 births, 4,586 marriages and 208 deaths. (Chart 23).

Households were also asked if they were satisfied with services and their responses were disaggregated by type of act they registered. In use of registration services, on average 47% were fully satisfied or satisfied with the services of registration of birth, marriages and deaths. By comparison of satisfaction with services of registration of birth, marriages and deaths, users of civil registration services were less satisfied with registration of birth (44,7%). (Chart 24)

Chart 23. Distribution of respondents who used civil registration in last three years by type of registered act, numbers.

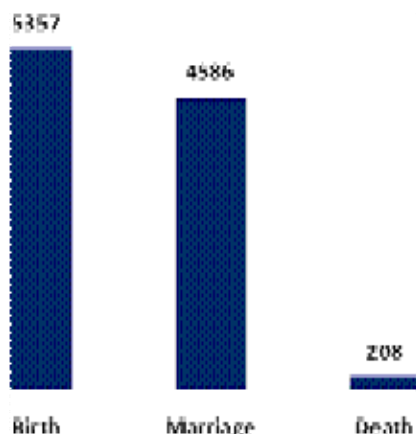
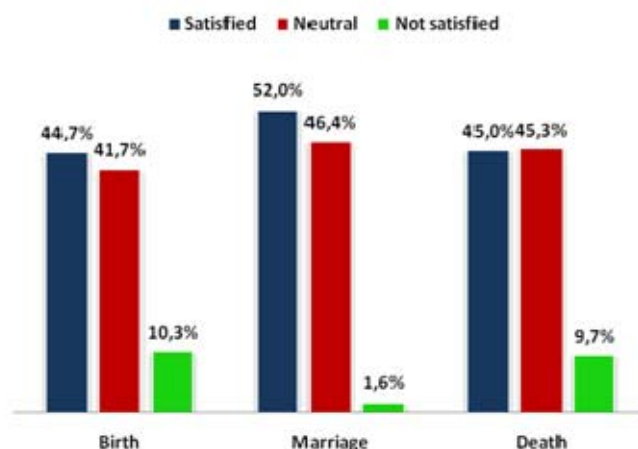


Chart 24. Distribution of satisfaction of users of services by type of registered act, %.



Assessment of satisfaction by services by women and men revealed that women were less inclined than men to be satisfied with services to register a birth (47,1% of women and 51,6% of men) and men were less satisfied with services of registration of deaths (42,4%). (Chart 25). Review of rural/urban differences, satisfaction with services on registration of birth and marriage was higher in urban areas (Chart 26).

Chart 25. Satisfaction with services disaggregated by act of registration and sex, %.

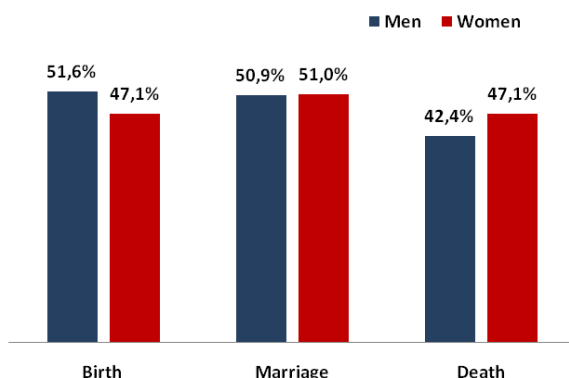
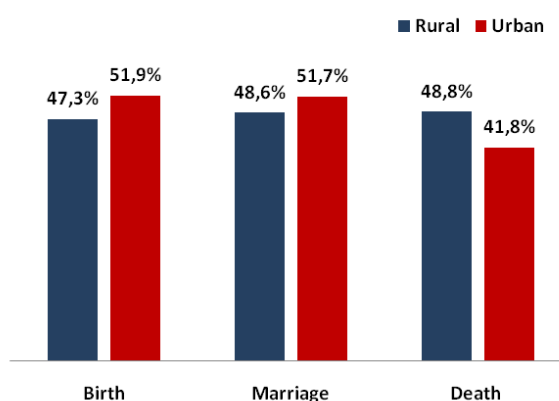


Chart 26. Satisfaction with services disaggregated by act of registration and type of settlement, %.



As the number of persons who were not satisfied with service on registration of marriage was the lowest (1,9% or 72 persons assessed), responses of dissatisfaction with registration of birth and deaths were analysed as they had significantly more numbers. Prior to this, respondents were asked which registration bodies they approached to get these services.

The Law of the RT Law ‘On State Registration of Acts of Civil Status’ registration services should be provided by the following bodies<sup>20</sup>:

<sup>20</sup> The Law of the RT ‘On State Registration of Acts of Civil Status’, 2006, Article 6, [www.mmk.tj](http://www.mmk.tj)

Bodies	Type of services
<b>ZAGS offices</b>	Registration of birth. Registration of marriage and dissolution of marriage. Registration of child adoption. Registration of establishment of paternity. Registration of change of surname, name and patronymic name. Registration of deaths.
<b>Marriage Houses</b>	Registration of marriage
<b>Consulates</b>	Registration of birth. Registration of marriage and dissolution of marriage. Registration of child adoption. Registration of establishment of paternity. Registration of change of surname, name and patronymic name. Registration of deaths.
<b>Jamoats</b>	Registration of birth of children below 1 year of age. Registration of marriage except for marriage between national of the RT and foreign national. Registration of establishment of paternity. Registration of deaths except for deaths of persons who died more than one year ago and this fact is established in accordance with respective legal procedures.

Mostly, respondents used *jamoats* to register births (75%), deaths (66,7%) and marriages (68,3%). (Charts 27-29).

Chart 27. Places of registration of birth, %.

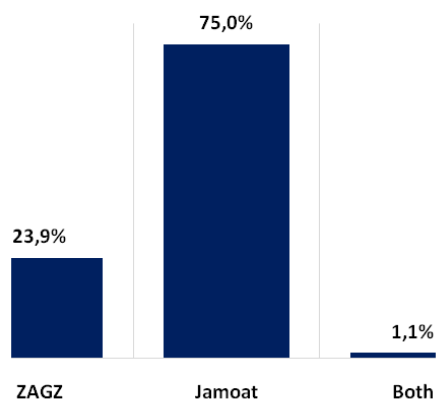


Chart 28. Places of registration of deaths, %.

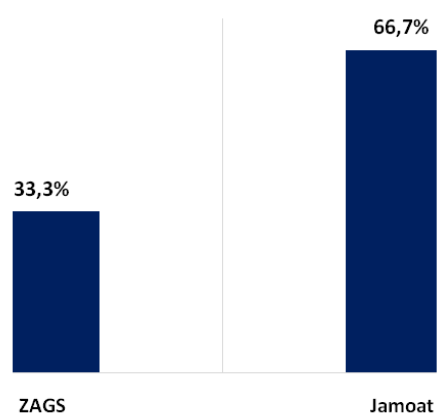
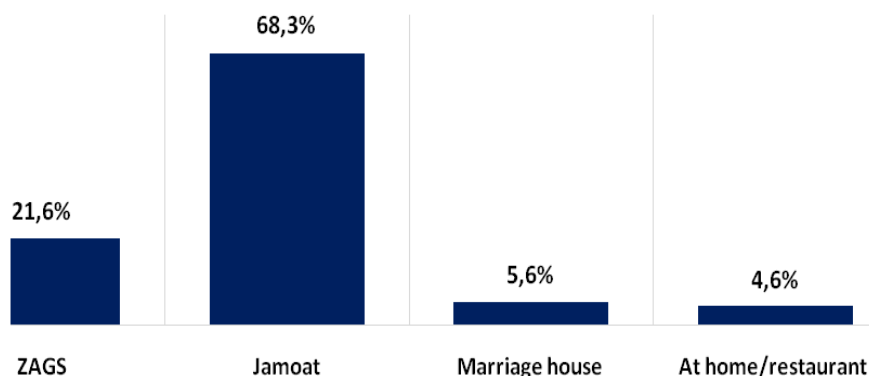


Chart 29. Places of registration of marriages, %.



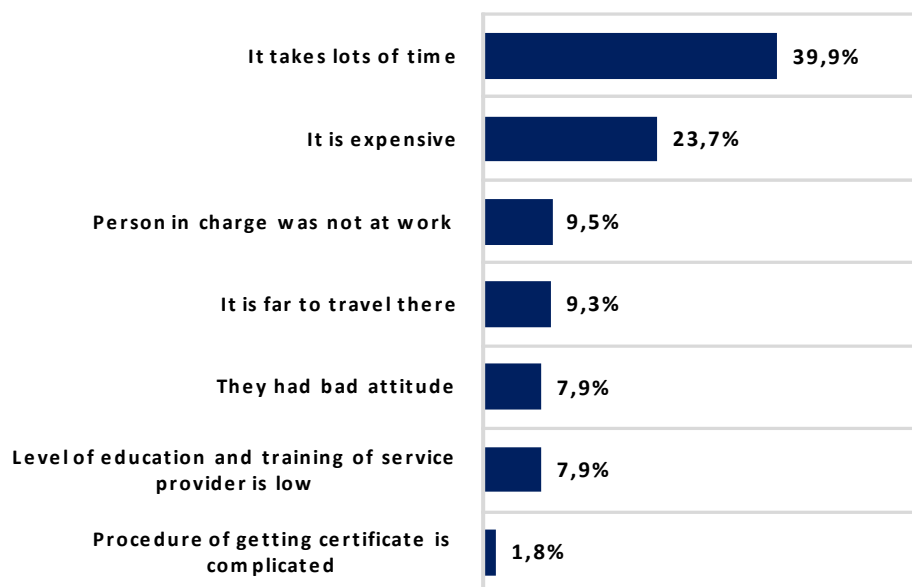


In this respect, these findings confirmed the conclusion of the inception survey, which specified that 70% of registrations take place in *jamoats*.

Reasons of dissatisfaction with services on birth registration were related to the following:

- ineffective service provision that results in spending lots of time to receive birth certificate (39,9%), need to travel far to receive services (9,3%), absence of responsible officer at work (9,5%) and complex procedures (1,8%);
- high costs of services (23,7%);
- poor capacity of service provided, specifically, bad attitude of officers (7,9%), poor education and training to provide services (7,9%). (Chart 30)

Chart 30. Reasons of dissatisfaction with services to register birth, %.



Interviews with *jamoats* conducted in the framework of stakeholder analysis demonstrated that there are several reasons for poor services. These include lack of forms for birth certificates, and lack of computers. Besides, civil registration services are perceived by *jamoats* as an additional burden, and not their direct responsibility.

*Main difficulty in registration of birth is the shortage of forms for birth certificates. We received forms from the district khukumat, who in turn received it from republican level. But the number of forms that was given to us was insufficient and it created some inconvenience. The public has to wait while officers of jamoats must face the people's discontent. Another problem is the absence of equipment, computers and other office equipment. (Interview with jamoat, Shugnan district)*

*Civil registration is a responsibility given to the secretary of jamoats as additional duty. It complicates our work. Another difficulty is the distance to the district centre. Distance to the centre is 50 km. But in winter time we are cut off from the centre. In order to hand over reports, jamoat staff have to travel via Kulyab. In this case, the distance to the centre will be 500 km. It would be great if they establish conditions for electronic transfer of reports. (Interview with jamoat, Darvaz district)*

Another problem revealed was that *jamoats* delay issuance of birth certificates:

*Delays with issuance of birth certificates in jamoats happen in two cases: firstly, a person applies to obtain a birth certificate, but he does not have money to pay for the documents;*

secondly, if people apply to jamoats at the end of month and if the jamoat has already submitted his monthly report, he can receive the requested document only by the next month.(FGD with users of services, Penjikent)

Delays in provision of services and poor quality were also observed in ZAGS offices:

*Receipt of respective documents in jamoats is not complicated. The problem exists in district level ZAGS. From nineties to 2004 only name and patronymic name was written down in birth certificates. Now, there are cases when holders of these documents travel abroad including to Russia where documents with this way of writing names and patronymic names results in lots of problems. That's why today many people with these documents apply to district level ZAGS to receive new documents with name and surname. There is shortage of ZAGS staff and there are lots of applicants. People queue for many hours, sometimes the queue consists of 20-30 people, sometimes they don't manage to complete their business in one day, and the visitor should come back again so they travel to the centre several times in order to obtain the required document. This situation results in costs both in time and financial resources. The population of Penjikent is 278 thousand and more. Moreover, this situation results in poor services, for instance, the staff can't answer questions, don't explain in an easy way which documents should be supplied and they treat visitors badly. (FGD with users of services, Penjikent).*

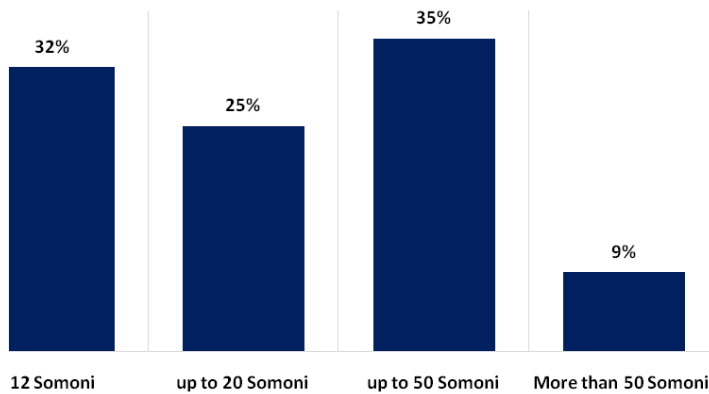
In order to assess affordability (in addition to identifying whether costs of service is a reason for dissatisfaction) respondents were asked about actual costs they incurred to obtain a birth certificate. In accordance with the Law of the RT 'On State Duty' Tajik nationals are exempt from state duty for registration and issuance of birth certificates (including delayed registration of birth).<sup>21</sup> On 2 July 2015 the Government of Tajikistan adopted a Resolution No.430 that introduced fees for additional paid services on civil registration provided by the Ministry of Justice and other competent bodies. In accordance with this Resolution the following fees should be paid for registration of births:

Service	Fee (in Somoni)
Application	2
Fill out of application	2
Issuance of certificate	10

During interviews with *jamoats* a fee of 12 Somoni was specified for registration of birth and issuance of birth certificates. Respondents reported that they paid 12 Somoni for birth registration in 32% of registrations. 35% for registrations of birth cost up to 50 Somoni. As to the response of 'more than 50 Somoni', the highest amount mentioned by respondents for registration of birth was 320 Somoni. (Chart 31)

Chart 31. Amount paid for birth certificate, %.

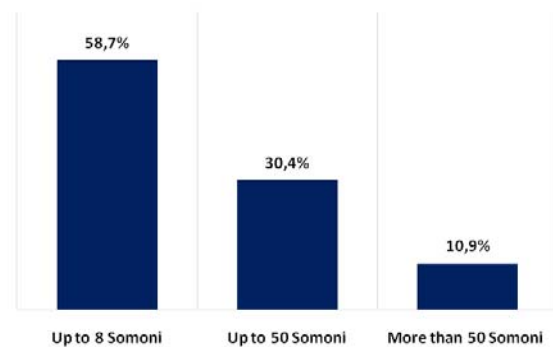
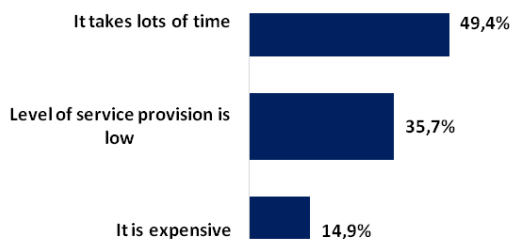
<sup>21</sup> The Law of the RT 'On State Duty', 2004, Article 5, [www.mmk.tj](http://www.mmk.tj)



During case studies, FGDs and discussions with NGOs it was stressed that fees for registration of birth should be fully repealed as most of the population who are not able to register the birth of their children on time belong to vulnerable groups which are not able to cover even the small cost of 12 Somoni, especially, if there are several small children to be registered. Thus, even this small amount of 12 Somoni is unaffordable and it is clearly an obstacle for the timely receipt of birth certificates by population.

An assessment of service provision on registration of deaths resulted in various reasons ranging from dissatisfaction for the time spent to receive this service (49,9%), low service provision (35,7%) and high cost (14,9%). (Chart 32)

Chart 32. Reasons of dissatisfaction with service on registration of death, %



In accordance with the Law of the RT 'On State Duty' registration of deaths is also free, i.e. nationals of Tajikistan are exempt of this fee.<sup>22</sup> The Resolution of the Government establishing fees for additional services of ZAGS mentioned above, also does not establish any special fee for the provision of services on registration of death. During interviews with *jamoats* the fee of 8 Somoni was mentioned as a fee for the registration of death. The same response was received from respondents of the household survey, namely, respondents paid up to 8 Somoni for 58,7% of registrations of death. Meanwhile, other respondents reported much higher fees. (Chart 33). The highest amount reported was 300 Somoni.

There was a low number of respondents dissatisfied with services of registration of marriage. However, to assess affordability of services, respondents were asked about amounts paid for registration of services. In accordance with the Law of the RT 'On State Duty' nationals of the RT are exempt of fee for registration of marriage (except for registration of marriages with foreign

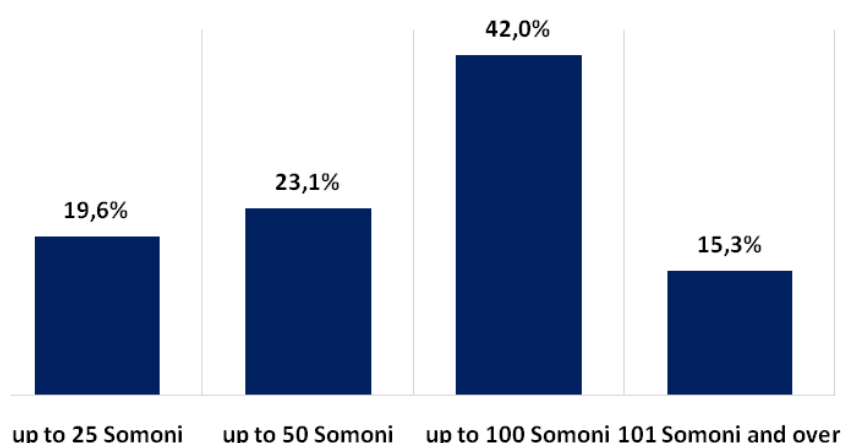
<sup>22</sup> The Law of the RT 'On State Duty', 2004, Article 5, [www.mmk.tj](http://www.mmk.tj)

nationals). The Resolution of the Government establishing fee for additional services stipulates the following amounts for provision of this service:

Service	Fee (in Somoni)
Marriage registration in registration office	20
Marriage registration outside registration office	40
Marriage registration in health institutions and detention places	20
Marriage registration with foreign national	120
Early registration of marriage (less than one month)	20
Photographer	20
Music	20

During interviews with *jamoats* 24 Somoni was mentioned as the amount that has to be paid for registration of marriages. During the household survey, respondents who used services on registration of marriage said that they paid up to 100 Somoni in 42% of registrations. (Chart 34). The highest amount mentioned was 500 Somoni for registration of marriage.

Chart 34. Fee paid for registration of marriage, %.



### 3.4.2. Indicator 2 of the outcome 1: suggested revision and baseline value

**% of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system**

**Revision:** % of users of civil registration services (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system

**Baseline value:**

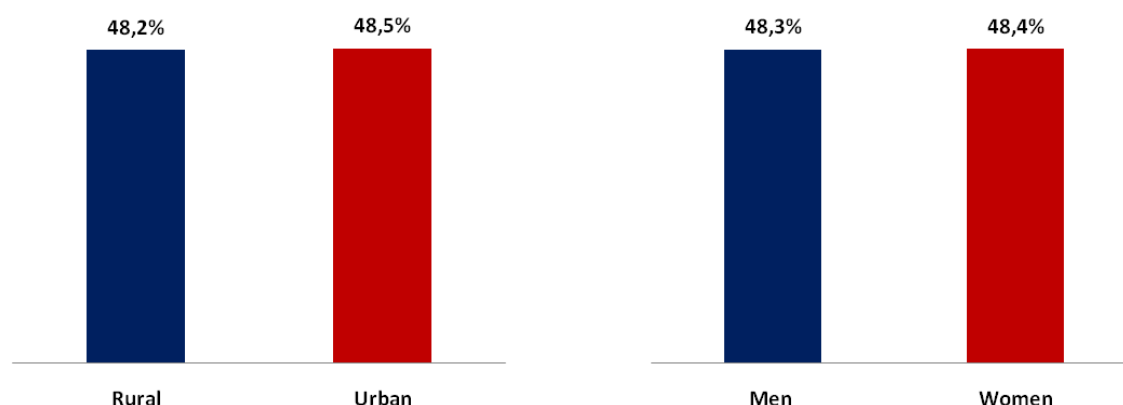
- 48, 2% of users in rural areas and 48,5% of users in urban areas are satisfied with quality and affordability of services of civil registry system.
- 48,3% of men and 48,4% of women who used services are satisfied with quality and affordability of services of civil registry system.
- 44,7% of users of civil registration services are satisfied with quality and affordability of services on registration of birth.
- 52% of users of registration services are satisfied with quality and affordability of services on registration of marriage.
- 45% of users of civil registration services are satisfied with quality and affordability of services on registration of death.

This indicator uses population as a reference group to assess satisfaction with civil registry services. At the same time, not all the population is using civil registry services and, consequently, is not in a position to report about satisfaction of services. During the household survey every household reported use of one or another civil registration services. However, the responses were collected from either the head of household or the most informed member. This implies that not every household member is using civil registration services. In this respect, it is proposed to select users of services as a reference group rather than the wider population for assessment of satisfaction with services based on their direct experience with use of those services.

In general, persons who used services of the civil registry system reported poor quality of services including the physical location of services, high costs of services, poor capacity of staff and service providers and bad attitude towards population. Users from urban areas were generally more satisfied with services compared to rural areas and women were less satisfied compared to men. (Charts 35, 36). As the difference in satisfaction with registration services of birth, marriage and deaths upon disaggregation by type settlement and sex did not reveal any difference it is proposed to use average percentage of satisfied with services.

Chart 35. Satisfaction of users by registration of birth, marriage and deaths disaggregated by type of settlement, %.

Chart 36. Satisfaction of users by registration of birth, marriage and deaths disaggregated by sex, %.



Services on registration of birth were assessed as the most unaffordable compared to other acts of registration. Even the small amount of 12 Somoni can be a serious obstacle for delayed registration of birth and during the survey cost was raised as a reason for dissatisfaction with services.

Due to significant difference in users' satisfaction with birth, marriage and death registration services it is proposed to disaggregate baseline values on satisfaction by type of act to be registered. Besides, due to high population growth rates, the population uses services on registration of birth more often compared to that of marriage or death. Thus, provision of average percentage of satisfaction by services would not reveal the real picture with improvement of services.

### 3.4.3. Indicator 3 of the outcome 1: findings

**Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection.**

Discrepancy in data of ZAGS report and reports of health statistics is linked to several factors:

- difference in collection of data and maintenance of statistics between the ZAGS system and the health care system;
- reporting system practiced to collect data on civil registration acts by registering bodies;
- late registration of births by parents.

The Law of the RT 'On State Registration of Acts of Civil Status' does not establish procedures of exchange of information between registering bodies (ZAGS, Consulates, *jamoats*) and reporting mechanisms on registered acts conducted by registering bodies. The Law only establishes that Rules of reporting, content of archive, turnover and issuance of documents from archive should be developed. However, these Rules were not developed by the Ministry of Justice. Responsibility of registering bodies for failure to submit reports or untimely submission of reports with the exception of reports to statistical bodies is not established by the Law either.

In accordance with the Law second copies of ZAGS records are submitted to the Agency of Statistics under the President of Tajikistan. The Agency of Statistics should send back records after study and analysis within 6 months to republican and provincial archives. According to the Programme of statistical works for 2016 information on the number of births, deaths, marriages and divorces should be provided to statistical bodies on a monthly basis not later than the 15<sup>th</sup> day of the month for DRS and on the 25<sup>th</sup> day for other regions.

Stakeholder analysis at national and district levels revealed that paper-based reports are submitted on a monthly basis from *jamoats* to district level ZAGS and from district level ZAGS to district (city) statistical departments.

*We have to submit on a monthly basis data on registered births, deaths and marriages to the district centre. On the 20<sup>th</sup> day of every month representatives of jamoats travel to the district centre. If they establish conditions for electronic transfer of information, it would ease our work. (Interview with jamoat, Shugnan)*

At the district level ZAGS transfers the paper-based system to an electronic format and submits it electronically to the Agency of Statistics at the national level. The DRS submit paper-based reports to the Agency of Statistics at the national level. Data provided is processed by the State Enterprise 'Main Calculation Centre' of the Agency of Statistics and by the Department of Demography, Employment of Population and Social Statistics. This information is entered to an electronic database of statistical bodies on monthly basis.

*Jamoats submit to us reports all records. Information consists from the number of births, the number of issued birth certificates and the difference between births and those who received birth certificates. We collect information from maternity houses and if we detect any difference we order the jamoats to work on every case to ensure that parents receive birth certificates. The reasons for not obtaining [certificates] could be the absence of a father or absence of a marriage certificate. In the following months, children who received birth certificates are added to our reports. Reports from jamoats are filled out manually and data is entered into special forms. (Interview with district level ZAGS of Shartuz)*

In addition to ZAGS bodies, the Agency of Statistics also receives statistical information from the health care system that submits general information on the number of births. Data between the health care system and statistical bodies is exchanged electronically through the unified statistical database. Notably, since 2013 statistical data on births and deaths is based on ZAGS records, and not on health statistics collected by the health care system.

In the health care system the data collection on births starts from maternity hospitals and in case of home deliveries from rural health houses and rural health centers. Then, data is transferred to Health Statistics Centres of the Ministry of Health and Social Protection of

Population of the RT at the provincial levels. During interviews conducted in the framework of stakeholder analysis at the district level a unified electronic system was mentioned as an engine through which data on births is collected. Indeed, nowadays the Republican Centres of Health Statistics and Information under the Ministry of Health and Social Protection of the RT collects birth and death data through Demographic and Health Information System (DHIS)-2 system introduced with the support of the EPOS Project funded by the European Union (EU). On a monthly basis birth and death data in paper format is provided to *jamoats*, local executive bodies and ZAGS. However, this system does not connect *jamoats*, health houses and health centres (primary health care facilities).

*Reports on birth and perinatal deaths and new-borns are drafted on a quarterly, half-yearly and annual basis. All data from maternity houses is submitted on paper to the Health Centre and it then sends it to the Ministry of Health and Social Protection and Agency of Statistics through a unified electronic system. However, not all institutions have access to this system. At the lowest levels that are jamoats, health houses and health centres are not connected to this electronic statistical system and this is the reason why there is a difference in number of births, deaths and newborns recorded. Maternity houses, health houses and health centres submit reports every month on specific numbers of births and deaths. But parents of born and still-born children do not obtain birth and death certificates in jamoats and ZAGS. Consequently, when they report to the Agency of Statistics they report figures different from that which appear in the health reports. For instance, in Sangvor district (Tavildara) we have detected such differences. (Interview with Central Hospital of Sangvor district)*

Most of interviewees at the district level (*jamoats*, ZAGS, health houses and centres) reported that data discrepancy is caused by delayed registration of births by parents.

*Sometimes information received within one month from maternity houses, Health houses and Health Centres can be different from the number of born and still-born children. The reason is that parents of these children do not receive birth certificates on time. We cooperate closely with the chiefs of mahalla and population, conduct meetings and explanatory discussions. The reasons for delayed receipt of birth certificates are different, but most often parents are irresponsible, possibly disease of parents, shortage of financial means, their residence is in remote villages that are far from jamoats, parents are absent due to labour migration, absence of a marriage certificate, the passport of one of the parents is missing or they reside in other regions (Interview with jamoat, Gissar)*

Delayed registration can also be caused by polygamous marriage when registration of a birth may be delayed because of the need to establish paternity. When one or both parents are absent due to labour migration registration of birth may also be delayed as there is a need to submit passports of both parents. Another reason is that women from districts surrounding Dushanbe deliver children in one of the maternity houses of Dushanbe, but they register births in the districts where they have formal residence.

During interviews with health houses and centres, it was revealed that there are special records maintained to register home deliveries. Through the interviews it was not possible to identify exact numbers of home deliveries. However, DHS-2012 revealed that of all deliveries 23% were home deliveries.<sup>23</sup> Home deliveries also can be reason of delayed registration of births.

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<sup>23</sup> Health and Demographic Study of Tajikistan, Agency on Statistics under the President of Tajikistan, Ministry of Health of the Republic of Tajikistan and ICF International, 2013, p.134

In addition to the reasons outlined above, the population who used civil registration services also reported that *jamoats* deny registration of births after the 25<sup>th</sup> day of the month when their report to district level ZAGS office is due. Births that happened within this period are registered in the next month's figures. Furthermore, it was ascertained that at the end of the year *jamoats* stop registering births on the 20<sup>th</sup> of December in order to finalise reports. This practice also contributes to the difference in health and *jamoat*/ZAGS registration figures.

There are already efforts to improve the information system in the ZAGS. EPOS introduced DHIS to improve the reporting system of ZAGS, register acts of civil status, generate and print out certificates confirming the registration of acts. It was introduced recently and most civil acts registered in 2015 and first 9 months of 2016 were introduced to the system.

#### 3.4.4. Indicator 3 of the outcome 1: baseline value

**Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection.**

**Baseline value: 25,176**

Data of ZAGS and the Ministry of Health and Social Protection collected for the purpose of this baseline study demonstrates that every year discrepancy between data of ZAGS and the Ministry of Health and Social Protection is increasing. In 2015 the discrepancy between birth data was 25,176 births. Data of ZAGS used in the *Table 6* reflects only those births that were registered on time.

*Table 6. Number of births disaggregated by source of data and year of registration*

<b>Birth data by source</b>	<b>2014</b>	<b>2015</b>
ZAGS (timely registration)	231,534	235,314
Ministry of Health and Social Protection	253,055	260,490
<b>Discrepancy</b>	<b>21,521</b>	<b>25,176</b>

Source: Department of ZAGS of the Ministry of Justice of the RT, the Ministry of Health and Social Protection.

#### 3.4.5. Indicator 4 of the outcome 1: findings

**Number of procedures (i.e., individual visits, different documents required, different authorizations (needed) required for registration of civil acts**

The Law of the RT 'On State Registration of Acts of Civil Status' specifies that in order to register each vital event several supporting documents should be submitted by applicants.<sup>24</sup> As this study is focused on registration of birth, marriage and deaths, the Law was reviewed to identify the list of supporting documents and place of their issuance.

<b>Service</b>	<b>Name of supporting document</b>	<b>Issuing authority</b>
<b>Registration of birth of children under 1 year</b>	Identity documents of parent/s: passport, refugee certificate	Ministry of Internal Affairs
	Document providing a basis for introduction of record about father	
	Medical certificate confirming birth	Maternity house, private doctor
	Report from persons present during	Reporting individual

<sup>24</sup> The Law of the RT 'On State Duty', 2004, [www.mmk.tj](http://www.mmk.tj)



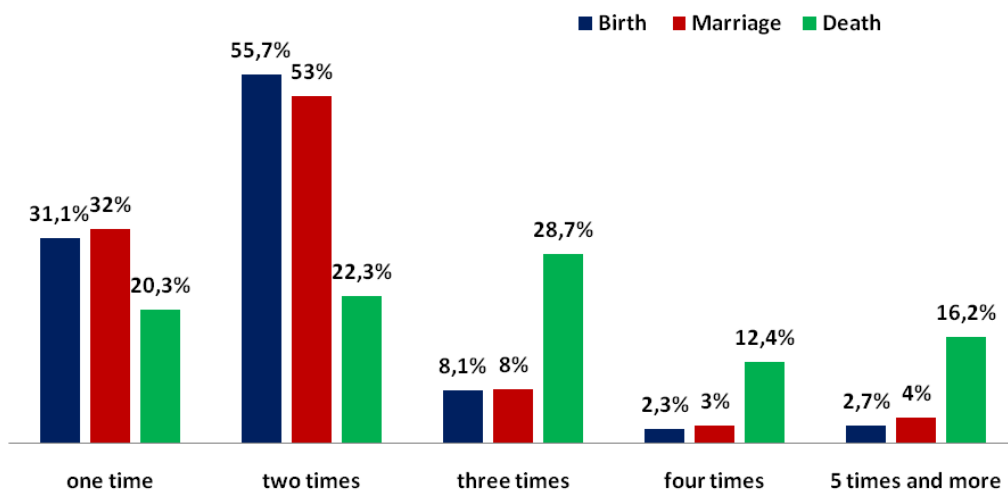
	deliveries if they take place outside health care institution	
<b>Registration of birth of children 2 years and over</b>	Document of prescribed format confirming birth. In case of its absence, a court decision confirming birth of child from mother.	Health care institution or private doctor, court
	Statement confirming that birth was not registered	Archive of ZAGS
	Report from place of birth, place of residence and educational institution that child is attending	Health care institution, <i>jamoat or mahalla</i> committee, educational institution
<b>Registration of birth of adult person (18 years and older)</b>	Certificate from the place of residence	<i>Jamoat, mahalla</i> committee
	Report confirming that birth was not registered	Archive of ZAGS in the place of birth and from Department of ZAGS in Dushanbe
	Copy of marriage certificate of parents	ZAGS
	Copies of identity documents of father and mother	Ministry of Internal Affairs
<b>Registration of marriage</b>	Identity documents of applicants	Ministry of Internal Affairs
	Medical report about health of applicants	Health care institution
	Report confirming dissolution of previous marriage if any	ZAGS
	Court decision permitting to register marriage of underage applications	Court
	Residence permit for foreign national	Ministry of Internal Affairs
	Marriage contract between national of the RT and foreign national	Applicants
<b>Registration of death</b>	Medical report on death	Health care institution or private doctor
	Court decision confirming death or declaring death of individual	Court

Review of legal provisions as well as discussions in FGD and *jamoats* confirm that in order to register any act the following number of visits are required:

- two visits to registering body if an applicant was aware of the list of supporting documents required. One visit was required to submit documents and a second visit was required to collect the certificate.
- three visits to registering bodies if an applicant was not aware of the list of supporting documents. One visit was required to find out about list of documents, second visit was required to submit application and supporting documents and third visit was required to collect certificate.

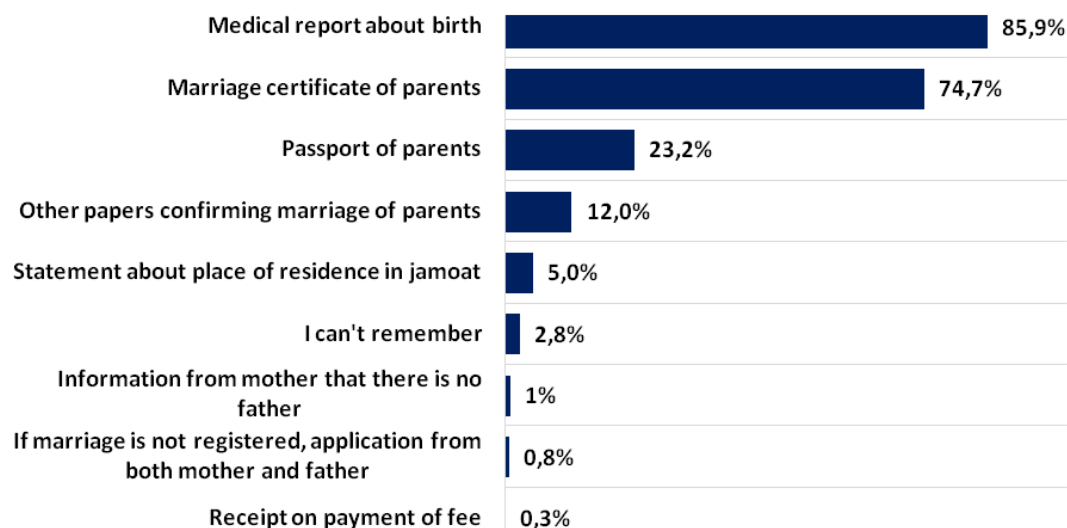
To assess experience of respondents, they were asked about the number of visits paid to registration bodies and which documents they were required to submit. For registration of three events most respondents visited registering body two times. Besides which, there were cases when users visited registering offices 4-5 times or more. (Chart 37)

Chart 37. Number of visits paid to registration body disaggregated by type of registered act, %



It was also studied which documents users of services had to submit to support their application. It was ascertained that users of services of registration of birth submitted medical reports about birth, marriage certificate of parents or other papers confirming marriage of parents, passport of parents, statements of *jamoats* about place of residence, information from mother that there is no father, receipt from bank and if the marriage was not registered, application from both parents. (Chart 38)

Chart 38. Frequency of responses about supporting documents submitted for registration of birth, %.

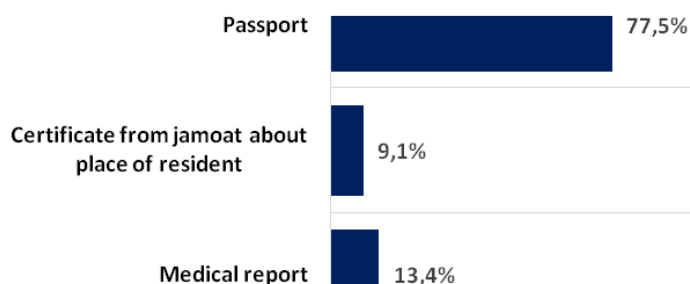


Comparing this list with list of supporting documents established by the law on registration of birth, it was revealed that the RT 'On State Registration of Acts of Civil Status' does not specify submission of statements about place of residence. In addition to this paper, *jamoats* demand provision of such documents as receipts for payment of land tax and vaccination card.

In order to register marriage, users submitted passports, certificate from *jamoats* about place of residence and medical reports. (Chart 39) As in the case with birth registration, *jamoats*

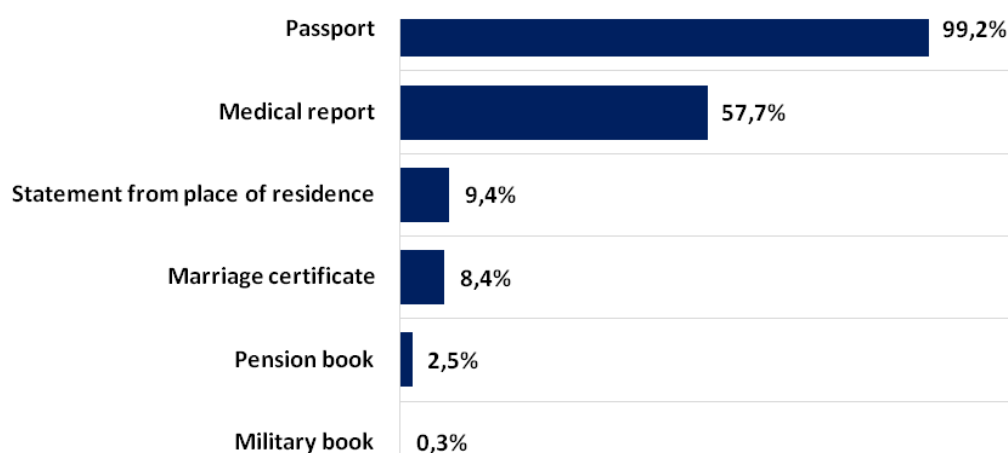
requested provision of certificate from *jamoats* confirming place of residence which contradicts the Law.

Chart 39. Frequency of responses about supporting documents submitted for registration of marriage, %.



For registration of death users of services reporting the highest number of documents that they have submitted and which are not prescribed by the Law of the RT 'On State Registration of Acts of Civil Status'. In addition to medical report on death that is established by the Law registering bodies requested passport, statement from place of residence, marriage certificate, pension books and military book (*voeiniy bilet*). (Chart 40).

Chart 40. Frequency of responses about supporting documents submitted for registration of deaths, %.



#### 3.4.6. Indicator 4 of the outcome 1: suggested revision and baseline value

**Number of procedures (i.e., individual visits, different documents required, different authorizations (needed) required for registration of civil acts**

**Baseline value: 5 and more procedures (individual visits) required for registration of civil acts, submitted supporting documents *de-facto* correspond to the list of supporting documents established by the Law of the RT 'On State Registration of Acts of Civil Status')**

It is proposed to use 5 and more procedures (individual visits) as a baseline value for this indicator. On average the population use 2-3 procedures depending on their level of awareness about list of supporting documents and procedures of application. The Project envisages

introduction of an electronic system of registration including application to register acts. However, for rural areas and remote districts reducing the number of procedures may not be possible for instance, to 1 as at this time for remote communities paper-based system of registration remains the only way of registering acts. As to the target value, there could be two target values established, i.e. 3 procedures for remote districts and 2 procedures for other areas by 2019 and 2 procedures for remote districts and 1 procedure for other areas by 2023.

It is also proposed to introduce a second baseline value for this indicator. Based on the findings of the household survey in all the procedures individuals applying for registration had to provide supporting documents that were not established by the Law of the RT 'On State Registration of Acts of Civil Status'. Thus, the baseline value could be *de-facto* submitted supporting document comply with *de-jure* list of supporting documents.

### 3.4.7. Indicator 1 of the outcome 2: findings

#### % of children under 2 years old with a birth certificate (disaggregated by gender)

Based on the data of the DHS conducted in 2012 73,5% of children 2 years old and under had a birth certificate. The roster identified 1,707 children of 2 years of age and under in the surveyed households. It was revealed that when children reached school age and age of eligibility for getting passports they were likely to have a birth certificate. The largest number of children without birth certificates is found in the group of children belonging to the age group of 2 years and under. Among children of 2 years old and under 83,2% were in possession of a birth certificate. (Chart 41) In comparison between boys and girls in terms of availability of birth certificates it was revealed that the number of boys with birth certificates is 3% higher compared to that of girls. (Chart 42)

Chart 41. Possession of birth certificates by children from 0-15 years of age, %, n=5,770

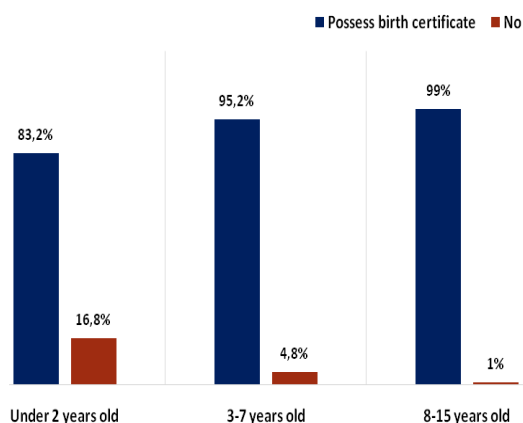
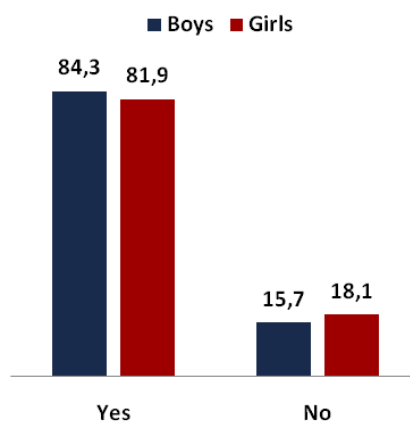


Chart 42. Distribution of children of 2 years of age and under with birth certificates by sex, % n=1,707



It was already mentioned above in this report that parents often do not receive birth certificates on time mostly because of financial reasons. In addition to these financial reasons, the undetermined marital status of parents may also negatively affect the availability of birth certificates of children.

*'I am married for 16 years. I was 20 years old when I married. The parents of my husband promised that our marriage would be registered after the wedding ceremony, but they didn't keep this promise. Now I have 7 children in this marriage, 1 boy and 6 girls. Now 3*

children have birth certificates and 4 children don't have. We received a birth certificate with support of the Khukumat for free last year, in the Year of the Family. My older daughter, 16 years old is not able to receive a passport, because she doesn't have a birth certificate. I have to pay a fine for untimely receipt of birth certificate and passport. As my older children don't have birth certificates I also have to pay fines of 400 Somoni and we don't have financial opportunity to do this. Now my husband went abroad to labour migration to earn a living. I would like to recommend to all young girls who want to marry to first of all register their marriage, receive an education and get a vocation so that in future they can be more independent in bringing up their children and maintaining them. There is a need to receive all registration documents on time, in particular, it is mandatory to register marriages and receive birth certificates on time'. (case study with full family, woman, Rudaki district)

'My marriage with my former husband was not registered, because his previous marriage was not formally dissolved. Currently, I don't work, my child is 7 months old. My child was born in a maternity house and I have applied for a medical certificate, but I didn't receive a medical certificate yet. It costs 60 Somoni to receive a birth certificate. Once I went to a jamoat to receive it, but the responsible person was not there. I didn't go back since then, because now I don't have money to pay this fee.' (case study with single parent, woman, Bokhtar district)

#### 3.4.8. Indicator 1 of the outcome 2: suggested revision and baseline value

**% of children under 2 years old with a birth certificate (disaggregated by gender)**

**Baseline value: 84,3% of boys and 81,9% of girls under 2 years of age have birth certificates.**

No revisions are suggested. This indicator can be measured through the household surveys and also compared with findings of the next DHS if it is going to be conducted during the Project period.

#### 3.4.9. Indicator 2 of the outcome 2: findings

**Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth**

Calculation of this indicator is not feasible, because population growth in national statistics is calculated on the basis of ZAGS data on birth and death registration. Meanwhile, there is a discrepancy between ZAGS data and data collected by the health care system and national statistics does not reflect birth and death data based on health statistics. Moreover, this indicator will not measure outcome 2 that is focused on timely registration of vital events.

ZAGS collects information on timely and untimely registrations of births and deaths. Based on the ZAGS data every year the number of untimely registration of births is increasing. (Table 7)

Table 7. Distribution of registration of birth in ZAGS by the time of registration and year

Year	Timely registration of births	Untimely registration of births	Timely registration of births in %
2014	231,534	44,598	84%
2015	235,314	59,315	80%

Source: Department of ZAGS of the Ministry of Justice of the RT, 2016.

ZAGS also collects data on timely and untimely registration of deaths. Based on ZAGS data 97% of deaths are registered on time. (Table 8) This figure should be treated with caution.

Table 8. Distribution of registration of deaths in ZAGS by the time of registration and year

Year	Timely registration of deaths	Untimely registration of deaths	Timely registration of deaths in %
2014	32'210	969	97%
2015	32'599	1'015	97%

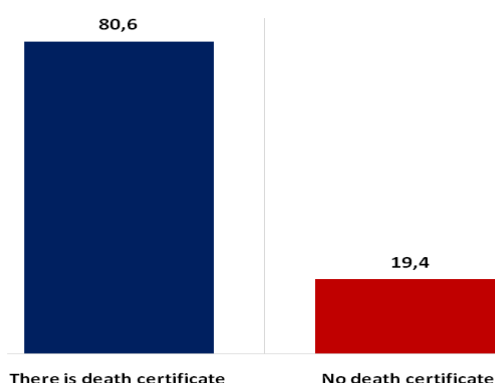
Source: Department of ZAGS of the Ministry of Justice of the RT, 2016.

In accordance with the findings of the Demographic and Health Survey (DHS) conducted in 2012, not all deaths of children are registered. Less than four out of ten deaths of children born in last five years prior to DHS were registered in ZAGS. Mothers reported that only 20% of deaths were registered, but birth certificates were not obtained and 44% of deaths were not registered.

*There is also a difference in registration of deaths of children between deaths registered in maternity houses, Health Houses and Centres and deaths registered in jamoats. Parents do not apply on time to obtain a death certificate. Besides which, there are facts of perinatal deaths in other maternity houses, for instance in Dushanbe. That's why we have differences between jamoats and maternity houses, Health Houses and Centres. (Interview with jamoat, Gissar)*

Household survey demonstrated that 19,4% deaths in households were not registered. (Chart 43).

Chart 43. Availability of death certificates in households, %, n=258



#### 3.4.10. Indicator 2 of the outcome 2: suggested revision and baseline value

**Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth**

**Revision:** % of untimely birth and death registrations in ZAGS is decreasing.

**Baseline value:**

- 80% births are registered on time.
- 80% of deaths are registered on time.

In order to assess achievement of outcome 2, i.e. timely registration of vital events it is proposed to use easily available indicators through the ZAGS database that would help to assess progress with achievements of this outcome. ZAGS data on timely and untimely

registration of births and deaths could be validated through household survey and the next DHS.

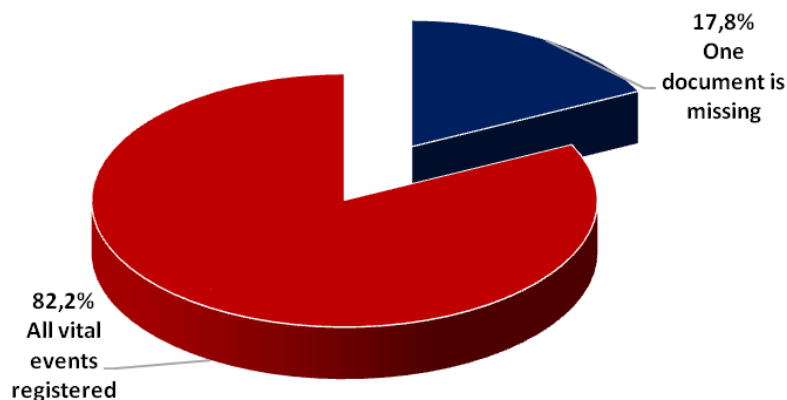
### 3.4.11. Indicator 3 of the outcome 2: findings

#### % of population who have all their vital events registered (disaggregated by gender, and rural/urban)

To establish this indicator, households were asked about the availability of birth certificates for children 0-15 years of age, marriage certificates, death certificates if they have reported deaths in the households in last three years. On the basis of responses, it was possible to establish a number of households where members had birth, marriage and death certificates.

It transpired that 82,2% of total households had birth, marriage and death certificates. In another group households where at least one civil registration document is missing was included (17,8%) (Chart 44)

Chart 44. Distribution of households by availability of certificates, %, n=2,045



Disaggregation of households in addition to availability of certificates by sex of head of household and type of settlement (rural/urban) which revealed insignificant differences on registration of all vital events between male and female headed households and households located in rural and urban areas. (Charts 45-46)

Chart 45. Distribution of households by availability of certificates and sex, %, n=2045

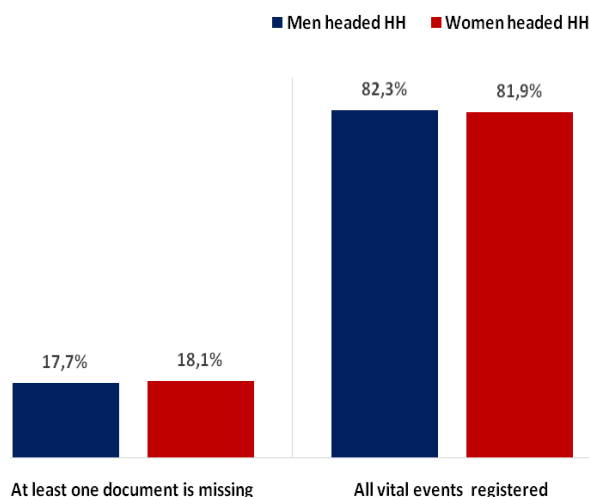
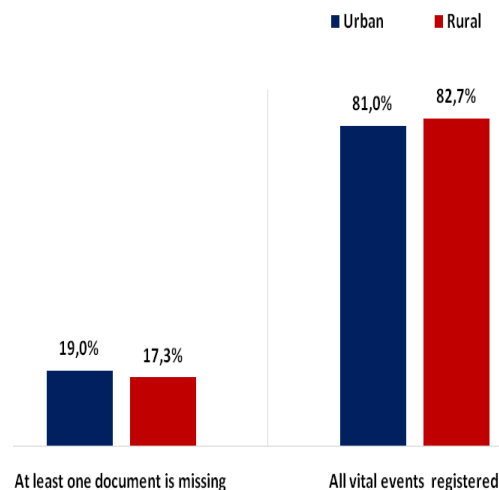
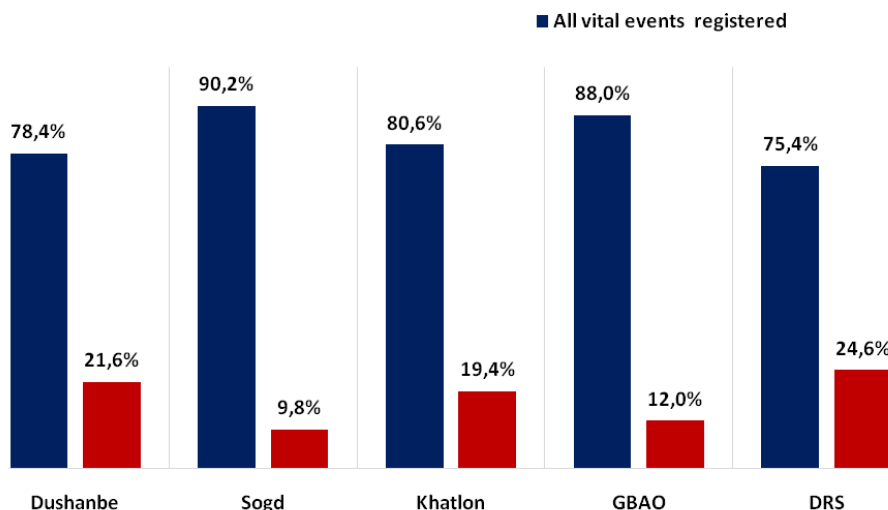


Chart 46. Distribution of households by availability of certificates and settlement, %, n=2045



Disaggregation of households by provinces revealed difference between households located in various provinces. Specifically, the highest number of registrations of birth, marriages and deaths is found among households of Sogd province (90,2%) and GBAO (88,0%). The least number of households with registered births, marriages and deaths are located in DRS (75,4%) and Dushanbe (78,4%). (Chart 47).

Chart 47. Distribution of households by availability of certificates and province, %, n=2,045



#### 3.4.12. Indicator 3 of the outcome 2: suggested revision and baseline value

**% of population who have all their vital events registered (disaggregated by gender, and rural/urban)**

**Revision:** % of households have all their vital events registered (disaggregated by sex of head of household and province).

**Baseline value:** 82,3% of households have all their vital events registered including:

- 82,3 % of male- and 81,9% of female-headed households have all their vital events registered.
- 75,6 % of households in DRS, 78,4% of households in Dushanbe , 80,6% of households in Khatlon, 88% of households in GBAO and 90,2% of household in Sogd have all their vital events registered.

Similarly, to measure impact indicator 1 it is proposed to use the household as a unit of measurement for this indicator due to the reasons outlined in section 3.3.2 of this report. Besides this, instead of disaggregation of households by rural and urban origin it is proposed to use disaggregation by provinces of Tajikistan as the disaggregation by type of settlement (rural/urban) did not reveal significant differences in terms of registration of households. Disaggregation by provinces on the other hand, shows significant difference in registration of vital events by households. Based on the total number of households in Tajikistan, 984,088 households have all their vital events registered. (Table 9)



Table 9. Extrapolation of findings of household survey to general number of households, numbers.

Household survey, %		Data of national statistics on households <sup>25</sup>	
All vital events registered	One of the documents is missing	Number of HH	Extrapolation on number of HH where all vital events are registered
82,2%	17,8%	1,197,187	984,088

### 3.5. Output level indicators

#### 3.5.1. Indicator 1 of the output 3: findings

**Jamoats's staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage.**

The Law of the RT 'On State Registration of Acts of Civil Status' stipulates that a national of the RT with six-month's internship experience, upon attestation, can be recruited to work in the bodies of registration of acts of civil status.<sup>26</sup>The Law establishes that Regulations on Attestations Commission of the Department of ZAGS of the Ministry of Justice should be adopted by the Government of Tajikistan. This amendment to the Law was introduced in March 2015. However, up-to-date, Regulations on attestation were not adopted. Besides, there are no written rules on procedures for this six-month internship. Moreover, it is not clear whether the Law extends the requirement of six-month internship to *jamoat* staff responsible for registrations and staff of consulates performing this function. Thus, there is a gap in legislation in terms of procedures of this six-month internship, qualification and training requirements to staff of *jamoats* performing registrations. The Law does not establish a responsibility of staff of ZAGS to attend periodic courses on improvement of qualifications and place where this training should be provided.

Training of staff working in the justice system (to which ZAGS belong) is conducted by the Institute of Advanced Training of law enforcement officials, the justice bodies and the legal services of enterprises, institutions and organizations under the Ministry of Justice of the RT. However, this Institute does not have any system ensuring provision of training for staff working in bodies authorised to provide civil registration services. As a minimum, the system of training for staff of bodies authorised to provide civil registration services should consist of an induction course for *jamoat* staff that are appointed to provide registration services. There should also be regular courses for improvement of qualifications for staff of *jamoats*, ZAGS and consulates providing civil registration services.

Interviews with *jamoats* conducted as part of stakeholder analysis and case study with *jamoat* staff revealed that training of *jamoat* staff was only occasional. At the same time, most *jamoats* reported that on a monthly basis, secretaries of *jamoats* participated in meetings in district level ZAGS where they were provided with information on registration of acts and discussions around problematic issues.

*Since I started to work in jamoats (during one year) trainings or seminars on civil registration were not conducted. On a monthly basis secretaries of jamoats in the Gissar district participated in a meeting conducted in district level ZAGS where consultations and discussions on civil registration issues were held. (Interview with jamoat Gissar, Gissar)*

<sup>25</sup> Number and Composition of Households of the RT on the Basis of Findings of Population and Housing Fund Census, vol.5, Agency of Statistics under the President of the RT, 2012.

<sup>26</sup> The Law of the RT "On State Registration of Acts of Civil Status", 2006, Article 4<sup>1</sup>, [www.mmk.tj](http://www.mmk.tj)

*Since I started my work in jamoats in 2004 there were some trainings. For instance, in 2016 there were two trainings conducted. One on medical examination of bride and groom, registration of births, deaths, marriages and divorces. These trainings were conducted by the chief of district level ZAGS and deputy Chief doctor of the maternity house. But these were trainings for active women. (Interview with jamoat Khonako, Gissar)*

*Seminars are conducted by representatives of bodies of ZAGS at oblast (province) and district levels. These seminars are practical and we are trained on accuracy of filling out of forms, compilation of reports on collected information. These trainings take place for 2-3 times a year. (Interview with jamoat Kalaihumb, Darvaz district.)*

In several *jamoats* secretaries were recently appointed to their positions. These newcomers were never trained on civil registration prior to performing this function.

During 2013-2015 the NGO 'Human Rights Centre' conducted a series of trainings for staff of bodies authorised to provide civil registration services. These activities were supported by the UNDP Project on Rule of Law and Access to Justice. The Human Rights Centre cooperated closely with the Institute of Advanced Training of law enforcement officials, the justice bodies and the legal services of enterprises, institutions and organizations of the Ministry of Justice and initially conducted a training of trainers to identify trainers from the ZAGS system and Institute who would be able to run trainings for staff of *jamoats* and ZAGS. Upon selection of trainers and improvement of their capacities to provide training, a series of trainings was conducted with *jamoats* and ZAGSs staff on the following topics:

- Sources of law and legal system.
- Legal relations.
- Subject of legal relations, legal capacity.
- Legal facts and objects of legal relations.
- Legal status of ZAGS.
- Requirements to staff of ZAGS as civil servants.
- Implementation of law.
- Violation of law and legal responsibility.
- Law and individual.
- Human rights and role of ZAGS staff in protection of human rights.
- Definition and principles of family law.
- Marriage.
- Nullity of marriage.
- Rights and responsibilities of spouses.
- Legal status of property of spouses.
- Marriage contract.
- Adoption of children.
- Custody of children.
- Alimony.

During three years of training only in 2013, 31 staff of *jamoats* were trained. All other trainings were targeted at ZAGS staff. In 2013, 32 ZAGS staff members were trained. In 2014, 74 staff members of ZAGS were trained and in 2015, 89 staff members of ZAGS were trained. Trainings covered staff members of district and provincial level ZAGS offices from all provinces of Tajikistan, DRS and Dushanbe. According to the ZAGS Department all staff working for ZAGS were covered by these trainings. The Human Rights Centre developed training modules on the abovementioned topics and trained trainers sourced from the staff of ZAGS and the Institute.

However, regular trainings were not introduced at the Institute. Besides which, relevance of the training topics for ZAGS and *jamoats* staff should be reconsidered. Trainings should be very practical and linked to the provision of registration services.

### 3.5.2. Indicator 1 output 3: suggested revision and baseline value

***Jamoats'* staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage**

**Revision:**

- **% of *jamoats'* staff responsible for civil registration system participated in induction course prior to provision of services and training on improvement of qualification once every 4 years.**
- **Frequency of participation of ZAGS staff in training and the coverage.**

**Baseline value:**

- **0 *jamoats'* staff participated in induction and improvement qualification courses.**
- **Absence of systematic training for ZAGS staff in the Institute of Improvement of Qualification for workers of justice system.**

As currently the system of training of staff of *jamoats* and ZAGS is non-existent it is proposed to revise the indicator on *jamoats* staff. It is proposed to establish a percentage indicator for *jamoat* staff and track not only general training, but also an induction course for new staff which should be provided to them, prior to them being deployed. .

### 3.5.3. Indicator 1 and indicator 2 of the output 6: findings

- **%of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so.**
- **Number of isolated communities (not reached by MOJ campaigns) reached by CSO-based awareness raising.**

Based on review of literature on isolated communities, defining communities which are isolated largely depends on the country context. Mostly, the term 'isolated communities' applies to rural and remote areas, socially isolated groups of people living in closed communities and also territories with low population density. Financial isolation is when people belong to a group of poor, disenfranchised due to low incomes. This can also be attributed to the definition of isolated communities.<sup>27</sup> There are general features that can be used to define whether a community is isolated, specifically:

- access to public services and facilities is limited;
- accessing of major services centres requiring time and money;
- the community has a small population;
- due to weather conditions or particular seasonal changes during the year, a community can't be accessed;
- financial situation of households in communities is poor and opportunities for employment are scarce.

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<sup>27</sup> Profiles of Isolated Communities and Ways into Integration, Liarakou, G. et al, 2014; Rural Isolation, Poverty and Rural Community/Farmer Wellbeing – Scoping Paper, 2014; Building Community: Recreation Development Challenges for Isolated Communities, Sparks C, 2011

- communication means, access to information may be hampered by lack of radio, TV coverage and communication channels (poor telephone network coverage and so on).<sup>28</sup>

In Tajikistan, use of the definition ‘isolated communities’ is relatively recent. It was also not possible to come to a consensus or unified understanding as to which community can be called isolated. At the same time, when a community is described as isolated, it is implied that this community is remote, or the population in this community belongs to particular ethnicity or does not speak Tajik (the state language). Based on findings of the baseline study it can be concluded that in Tajikistan isolated communities may have the following features:

- remote communities meaning that reaching centres and services requires time and resources and there is lack of public transport;
- access to public services can be hampered by the weather conditions when in winter time services can be fully or partially inaccessible;
- areas with low population density;
- communities belonging to particular ethnic groups can become socially isolated.
- communities where most households are poor and these communities become financially isolated.

In the framework of this baseline study it was not possible to estimate the number of communities that fit under these criteria and the percentage of population residing in these communities, due to lack of updated national statistical data. Recent statistical data on number ethnic groups residing in Tajikistan is available from 2010 population census (*table 10*).

*Table 10. Number of ethnic groups residing in Tajikistan, numbers*

<b>Ethnicity</b>	<b>Total</b>	<b>Men</b>	<b>Women</b>	<b>Urban</b>	<b>Rural</b>
Kyrgyz	60,715	30,518	30,197	7,295	53,420
Turkmen	15,171	7,733	7,438	1,163	14,008
Lyuli	2,334	1,158	1,176	1,054	1,280
<b>Total</b>	<b>78,220</b>	<b>39,409</b>	<b>38,811</b>	<b>9,512</b>	<b>68,708</b>

*Source:* Ethnic composition, knowledge of languages and nationality of the population of the Republic of Tajikistan, Agency of Statistics under the President of Tajikistan, Vol.3, 2012

However, it is possible to identify areas where communities that can be considered isolated can be found:

- Ethnic group *lyuli*: a socially isolated community, mostly they lack identity documents and their awareness of procedures on how identity documents can be obtained is low. In Tajikistan the *lyuli* reside in villages located in Vahdat, Varzob, Gissar, Yavan, Gafurov, Pendjikent districts;
- Ethnic groups residing in Tajikistan: Turkmen in Jilikul, Kyrgyz in Jirgital, Murghab and Isfara may face problems with access to services due to poor knowledge of the Tajik language and lack of information in the language they understand. Thus, awareness about registration procedures and requirements is also low.
- Communities in GBAO: this province is sparsely populated, most of these communities do not have access to public services during the winter period. *Jamoats* themselves face challenges in timely processing of registration requests and reporting on acts registered due to poor road conditions, long distances between the district centre and *jamoats*, and weather conditions.

<sup>28</sup> Building Community: Recreation Development Challenges for Isolated Communities, Sparks C, 2011. pp.4-5.

- Communities where marriages between Tajik and Uzbek or Kyrgyz nationals are prevalent: these communities are located in districts bordering Kyrgyzstan and Uzbekistan.<sup>29</sup> Persons at-risk of statelessness can also be found in these communities. As mentioned above, UNHCR is covering 7 bordering districts. In total, there are 21 districts in Tajikistan that border Uzbekistan and Kyrgyzstan. In addition to the seven districts covered by UNHCR, Asht, Konibodom, Mastcho, Kuhistoni Mastcho, Gafurov, Zafarobod, Pendjikent, Aini in Sogd province, Rudaki, Rasht and Jirgatol (Lakhsh) of DRS, Nosiri Khusrav in Khatlon and Murghab in GBAO.<sup>30</sup>

In terms of coverage of population with awareness raising, the Department of ZAGS reported that 1703 discussions with the population about registration were conducted, 102 articles were published, 295 TV programmes were aired and 195 radio programmes were broadcast. However, it was not specified during which period these events were conducted and which districts were covered. As to NGOs there are certain NGOs that conduct awareness raising events on various legal problems. In terms of civil registrations, UNHCR partners conducted awareness raising campaigns in the above-mentioned seven districts and produced posters and booklets on procedures and supporting documents required to ensure registration. Experience of UNHCR demonstrates that provision of information about procedures would not automatically result in an increase of registrations. The population residing in isolated communities should be assisted in acquiring relevant documents. There are also a number of cases when in addition to legal consultations, assistance in application to courts was required to ensure that persons obtain registration documents.

### *3.5.5. Indicator 1 and indicator 2 of the output 6: findings*

- **%of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so.**
- **Number of isolated communities (not reached by MOJ campaigns) reached by CSO-based awareness raising.**

#### **Revision:**

**% of identified population residing in districts where isolated communities can be found are assisted to obtain missing civil registration documents.**

It is proposed to reconsider output 6, the strategy established to achieve outcome 2 and respectively, the indicator used to measure output 6. It was revealed during the baseline study that provision of information to persons residing in isolated communities (based on the list established in the previous sub-section) would not be sufficient to ensure timely registration of civil acts. Output 5 is focused on nationwide awareness raising by means of a communication strategy of the Ministry of Justice. In output 6 it is proposed to engage NGOs in the provision of services to the population residing in isolated communities. The approach of UNHCR also includes awareness raising, identification of population with problems concerning civil registration and passport application assistance. Baseline data can be established once selection of communities and identification of target population with civil registration problems. Progress with % of population assisted can be tracked through reports of NGOs.

<sup>29</sup> As border with Afghanistan was traditionally better guarded and countries always had visa regimes, marriages between Tajik and Afghan nationals are not that prevalent.

<sup>30</sup> <http://www.tajikistanspatial.org/map>

#### 4. VALIDATION OF FINDINGS OF THE INCEPTION SURVEY WITH THE FINDINGS OF THE BASELINE STUDY

This chapter compares findings of the Inception Survey conducted in June 2015 with findings of this baseline study to validate the findings. The data collected through the Inception survey and the baseline study is not fully comparable in view of different methodologies applied, different target groups of both studies and number of respondents surveyed through the baseline study and the Inception survey. It must be particularly taken into account that respondents surveyed through the Inception survey (population survey) were beneficiaries of the UNDP Project on Access to Justice and the Rule of Law and have either received assistance from the legal aid offices or applied for it already. They are counted as active citizens. The household survey targeted randomly selected households and could have included both active and passive citizens as well as those who have not realised their legal problems. The table below demonstrates comparable findings of both studies.

Findings of the Inception survey	Findings of the Baseline study
<ul style="list-style-type: none"> <li>• Civil registration services are not always accessible for the population especially in villages and other remote areas. Access includes physical access as well as access in terms of understanding of the need to register their civil acts.</li> <li>• The awareness level of the population is low especially in the villages and remote areas and particular among women with regards to both the importance of registering their civil acts and with regards to the services the population is able to access when in receipt of full documentation as well as awareness of other legal rights.</li> <li>• Most problems arise because people are not aware of the proper procedures, which result in multiple visits to the <i>jamoats</i> or ZAGS office being required.</li> </ul>	<p>Baseline study confirmed the same finding. It was revealed that population does not have full understanding about the necessity of having civil registration documents and do not apply on time. The other finding confirmed was about lack of awareness about proper procedures of application and list of documents required for registration of each act. In addition to lack of awareness among women about procedures, the baseline study also revealed additional obstacle for them. It is lack of decision making power about civil registration issues and family budgets. One of the critical obstacles for respondents in access to registration services was financial.</p>
<p>There is no reliability in the data produced by the system. In 2014 the difference in birth records between the Ministry of Health and Social Protection and the Ministry of Justice comprised almost 40,000 individuals.</p>	<p>Based on data provided by the Department of ZAGS during stakeholder analysis the discrepancy in data between the Ministry of Health and Social Protection and the Department of ZAGS was 21,521 births in 2014 and 25,176 births in 2015.</p>
<p>This data illustrates that around 70 per cent of applications for births, deaths and marriages originate at the <i>jamoat</i> level. This confirms the previous finding that the majority of the population choose to register their civil acts at the <i>jamoat</i> offices. This was also confirmed during the focus group</p>	<p>This finding was also confirmed by the findings of the baseline study. Through the household survey respondents reported that in 70% of cases households applied to <i>jamoats</i>.</p>

discussions and in the questionnaire for users/population.	
48 per cent of respondents were asked to produce 3 or more documents in support of the civil act registration application. This supports the previous finding that a large number of unnecessary documents are required to support civil act registrations	The baseline study revealed that respondents had to submit more than 3 documents to support the applications for birth, marriage and deaths registrations. It was also revealed that documents that are not specified in the law were requested. This demonstrates that civil registration bodies do not have unified practice of registration procedures that corresponds to legal provisions. Inception survey had similar finding in terms of capacities of civil registration bodies.
58 per cent of respondents were required to visit the registration office 3 or more times in order to finalise their application. This corresponds with information received during the focus group discussions where participants complained about the number of visits required to register a civil act and the time and cost involved in conducting those visits.	Findings demonstrated that 21,5% of users of the civil registration services visited civil registration offices 3 or more times. Inception survey mentioned that most of respondents applied to ZAGS. This can be explained that respondents of the Inception survey (users of services of legal aid offices) conducted untimely registration of their vital events that are executed by ZAGS, but not <i>jamoats</i> . Untimely registration of vital events is more complicated and requires higher number of visits and submission of long list of documents.
Nearly half, or 47 per cent of respondents were required to pay to register their civil act. Of these, 12 per cent were required to pay 70 Tajik Somoni or more, with 4 per cent of respondents being required to pay over 700 Tajik Somoni. These figures correspond with previous findings and information, that there is no consistent application of fees in registering civil acts and that frequently applicants are required to pay additional 'unofficial' fees in order to obtain their documentation.	During the household survey only respondents who used the civil registration services were asked about their experience of use of service. In this respect, all users of services paid fees for receipt of services. The lowest amount mentioned by the respondents was 8 Somoni and highest amount reported was 500 Somoni. During household survey question about 'unofficial fees' was not asked due to sensitivity. However, it was revealed that amount paid by respondents was higher compared to fees established by the legislation.
The results of this question were surprising as they differ from information received during the focus group discussions. Only 7 per cent of respondents stated that the level of service they received from the ZAGS or <i>jamoats</i> was poor or very poor. However if one takes into consideration the 49 per cent of respondents who rated the service neither as good nor poor then this complies	The baseline study revealed that level of satisfaction with services disaggregated by vital events demonstrated that population was mostly dissatisfied with registration of deaths, registration of births. Among the reasons respondents reported ineffective service provision, high costs of services and poor capacity of services provided including bad attitude, poor education and training of service providers.

<p>with information received during other processes that in general the population is not satisfied with the civil registry system and in particular the services of the ZAGS. This question should be clarified through the Baseline Survey.</p>	
<p>In <i>Jamoat</i> – one person (secretary) is in charge of registering 4 types of civil acts, in addition, he/she has to fulfil other functions as well.</p>	<p><i>Jamoats</i> surveyed through the qualitative components of the baseline study confirmed that in most of <i>jamoats</i> one person (usually secretary) is responsible for registration of vital events. It was perceived as additional burden to <i>jamoats</i> staff responsible for registration.</p>
<p>Late registration of the birth and death cases (1 year later) – the population does not address the registration agency for the registration without a need. For example: a child achieving the school age, receiving inheritance, etc.</p>	<p>The same finding was confirmed by the baseline study. 95,2% of children of 3-7 years of age had birth certificates compared to 83,2% of children under 2 years of age. Deaths, especially, deaths of children is not always registered in the civil registration bodies.</p>



## 5. CONCLUSIONS

The Household survey revealed that distribution of households and household members by age, employment status, age, sex reflects general social and demographic trends in age and sex structure, employment and education status of population of Tajikistan collected by national statistics. In this respect, findings of the baseline study can be extrapolated to the entire population of Tajikistan.

In order to assess the impact of the Project it is proposed to include both active and passive individuals, i.e. those who take and don't take measures to solve their legal problems and also those individuals who due to their low awareness might not be informed that they have legal problems. Use of the case management system as a source of verification of indicators to assess Project impact would only capture active individuals who applied to legal aid centres for assistance. In addition, it is proposed to use households for assessment of Project impact, because decisions on obtaining civil registration documents and spending of family budget are usually made by the male head of households and women, particularly, are not able to obtain documents independently. In this respect, it is proposed that the Project would monitor households rather than individual women and men.

Absence of passports, especially among mothers, is a serious obstacle in achieving the timely registration of births. In this respect, at the impact level the Project should focus on passports in addition to civil registration documents and connect the civil registration system with passport and registration services. This proposal is also linked to the intended impact of the Project on the situation with statelessness in Tajikistan. The definition of stateless persons includes persons with official documents confirming their statelessness and persons without any identification document, persons with identification documents that have expired, it would be possible to identify this number of people through household surveys. Two latter categories are called as persons at-risk of statelessness or *de-facto* stateless persons. Thus, the baseline study identified that women can be more often found in a situation of *de-facto* statelessness compared to men. However, not all statelessness cases are related to lack of civil registration documents.

At the outcome level, the Project is focused on ensuring that civil registration services are of good quality and are affordable to the population. Improvement of knowledge of population about procedures of civil registration and timely registration of vital events is also important. In this respect, it is proposed to measure satisfaction with services not among all the population as not everyone is using civil registration services, but on those individuals who used the services and would be able to measure their quality and affordability.

In order to measure outcome on service provision it is proposed to measure separately satisfaction with services of birth, marriage and death registration as satisfaction of individuals who used these services differs significantly depending on vital event. Data of ZAGS and the Ministry of Health and Social Protection collected for the purpose of baseline study demonstrates that every year discrepancy between data of ZAGS and the Ministry of Health and Social Protection is increasing. In 2015 the discrepancy between birth data was 25,176 births.

The Baseline study revealed that 5 and more individual visits are paid to registering bodies to register vital events. In practice registering bodies demand more supporting documents than specified by the legislation. The Baseline study demonstrated that 84,3% of boys and 81,9% of girls under 2 years of age have birth certificates. ZAGS regularly collects data on timely and

untimely registration of births and deaths. In order to measure outcome 2 it is proposed to use this easily available data taking into account data collected by DHS and household survey.

At the output level, baseline study was supposed to provide data on two outputs, specifically capacity of *jamoats* and ZAGS to provide quality services and outreach awareness raising campaigns by NGOs. The Baseline study revealed that trainings provided to *jamoats* and ZAGS staff were rather *ad-hoc*. There is no system of training for staff of *jamoat* and ZAGS and training that was provided was not oriented at better performance of registration services.

The Project envisaged that outreach awareness raising should target isolated communities. However, experience of UNHCR demonstrates that provision of information is not sufficient for people residing in isolated communities to ensure timely registration of vital events. They should be assisted with obtaining the civil registration documents. In this respect, it is proposed that Project reconsiders its approach and in addition to awareness raising it provides legal assistance to members of isolated communities to ensure they obtain civil registration documents.

The list of revised indicators and baseline values is summarised in the following table:

Indicator from Logframe	Revised indicator
<b>Impact</b>	
<b>Indicator 1.</b> % of individuals (registered in the Case Management System) which cannot defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents	<b>Indicator 1.</b> % of households in which members cannot defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents and passports. <u>Baseline value:</u> 33,2% of households which members can't defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents and passports.
<b>Indicator 2.</b> Number of people who are stateless due to registry related issues <u>Baseline value:</u> 42,000 (UNHCR)	<b>Indicator 2.</b> Number of people who are at-risk of statelessness, including due to registry related issues <u>Baseline value:</u> 69,308 persons at-risk of statelessness
<b>Outcome 1</b>	
<b>Indicator 2.</b> % of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system	<b>Indicator 2.</b> % of users of civil registration services (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system <u>Baseline value:</u> <ul style="list-style-type: none"> <li>• 48, 2% of users in rural areas and 48,5% of users in urban areas are satisfied with quality and affordability of services of civil registry system.</li> <li>• 48,3% of men and 48,4% of women who used services are satisfied with quality and affordability of services of civil registry system.</li> <li>• 44,7% of users of civil registration services are satisfied with quality and affordability of services on registration of birth.</li> <li>• 52% of users of registration services are</li> </ul>

	<p>satisfied with quality and affordability of services on registration of marriage.</p> <ul style="list-style-type: none"> <li>45% of users of civil registration services are satisfied with quality and affordability of services on registration of death.</li> </ul>
<p><b>Indicator 3.</b> Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection. <u>Baseline:</u> 40,000</p>	<p><b>Indicator 3.</b> Discrepancy between birth data in civil registry and birth data in the Ministry of Health and Social Protection. <u>Baseline value:</u> 25,176</p>
<p><b>Indicator 4.</b> Number of procedures (i.e., individual visits, different documents required, different authorizations (needed) required for registration of civil acts</p>	<p><b>Indicator 4.</b> Number of procedures (i.e., individual visits, different documents required, different authorizations (needed) required for registration of civil acts <u>Baseline value:</u> 5 and more procedures (individual visits) required for registration of civil acts, submitted supporting documents <i>de-facto</i> correspond to <i>de-jure</i> list of supporting documents (as prescribed by the Law of the RT 'On State Registration of Acts of Civil Status'</p>
<b>Outcome 2</b>	
<p><b>Indicator 1.</b> % of children under 2 years old with a birth certificate (disaggregated by gender) <u>Baseline:</u> 73% (2012)</p>	<p><b>Indicator 1.</b> % of children under 2 years old with a birth certificate (disaggregated by gender) <u>Baseline value:</u> 84,3% of boys and 81,9% of girls under 2 years of age have birth certificates.</p>
<p><b>Indicator 2.</b> Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth</p>	<p><b>Indicator 2.</b> % of untimely birth and death registrations in ZAGS is decreasing. <u>Baseline value:</u></p> <ul style="list-style-type: none"> <li>80% births are registered on time.</li> <li>80% of deaths are registered on time.</li> </ul>
<p><b>Indicator 3.</b> % of population who have all their vital events registered (disaggregated by gender, and rural/urban)</p>	<p><b>Indicator 3.</b> % of households have all their vital events registered (disaggregated by sex of head of household and province). <u>Baseline value:</u> 82,3% of households have all their vital events registered including:</p> <ul style="list-style-type: none"> <li>82,3% of male- and 81,9% of female-headed households have all their vital events registered.</li> <li>75,6 % of households in DRS, 78,4% of households in Dushanbe , 80,6% of households in Khatlon, 88% of households in GBAO and 90,2% of household in Sogd have all their vital events registered.</li> </ul>
<b>Output 3</b>	
<p><b>Indicator 1.</b> <i>Jamoats'</i> staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage</p>	<p><b>Indicator 1.</b> % of <i>jamoats'</i> staff responsible for civil registration system participated in induction course prior to provision of services and training on improvement of qualification once every 4 years.</p>

	<p>Frequency of participation of ZAGS staff in training and the coverage.</p> <p><u>Baseline value:</u></p> <ul style="list-style-type: none"> <li>• 0 <i>jamoats'</i> staff participated in induction and improvement qualification courses.</li> <li>• Absence of systematic training for ZAGS staff in the Institute of Improvement of Qualification for workers of justice system.</li> </ul>
<b>Output 6</b>	
<p><b>Indicator 1.</b> %of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so.</p>	<p><b>Indicator 1.</b> % of identified population residing in districts where isolated communities can be found are assisted to obtain missing civil registration documents.</p> <p><u>Baseline value:</u> to be established by CSOs upon identification of population with problems</p>
<p><b>Indicator 2.</b> Number of isolated communities (not reached by MOJ campaigns) reached by CSO-based awareness raising</p>	

## **ANNEXES**

### **Annex 1. Terms of reference of baseline study**

#### **Conduction of Baseline Survey for *'Support to Civil Registration Reform in Tajikistan'* project**

##### **1. INTRODUCTION**

The *'Support to Civil Registration Reform in Tajikistan'* project builds on the outcomes of the Functional Review of Civil Registration Offices initiated by UNDP Tajikistan in 2014 under the ongoing *'Access to Justice in Tajikistan'* project funded by SDC. The project was designed 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. The project is in line with the Judicial and Legal Reform Programme of the Government of Tajikistan (2015-2017) and directly contributes to implementation of the ongoing reform of civil registration offices (ZAGS).

The project will be implemented by UNDP in close cooperation with the Ministry of Justice. The project will work with the 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 standardization the processes. This will include more refined capacity development approaches and creating strategic partnerships with other institutions, such as the jamoat bodies, the Ministry of Foreign Affairs, Ministry of Health and Social Protection, and the Ministry of Interior. The project will adopt a human rights based approach and will work on both the supply and demand side of civil registration service provision enabling each side to substantively contribute to implementation of the civil registration reform process.

##### **2. SCOPE OF WORK**

The design of the *'Support to Civil Registration Reform in Tajikistan'* project was guided by the outcomes of the inception survey conducted in 2015. The inception survey included:

- Capacity mapping of and focus group discussions with the Civil Registration Offices, and
- Survey of the beneficiaries of the Legal Aid Centres.

The key findings from these activities were extensively discussed and validated through the national validation workshop held in May 2015. However, the key limitation of the inception survey was that it focused on approximately 150 beneficiaries of the Legal Aid Centres. This means the survey covered the target districts of the ongoing donor funded access to justice initiatives.

The above consultations and informative processes undertaken as part of the project formulation phase have elicited the considerable information and data from service providers which can be used as the basis for further surveying the service providers. The expectation is that the design and implementation of the baseline survey is informed by the outcomes of the relevant surveys, assessments and analysis carried out to complement and also clarify the opinions, perceptions and experiences of the population on the quality of the civil registration services.

The baseline survey is expected to cover larger sample of the population (up to 2,000 households) residing in the districts both covered and not covered by the donor funded access to justice initiatives.

The outcomes of the baseline survey will be used to:

- Validate the findings of the inception survey conducted in 2015;
- Provide missing baseline data and refine the corresponding indicators of the Logical Framework (segregated by gender and rural/urban areas, when and if required);
- Set annual milestones/targets for monitoring and reporting of the progress made against the impact, outcome and output level indicators;
- Feed the annual action research, as well as mid-term and final evaluation for assessing implementation status of the ongoing reform process;
- Serve as the selection criteria for the identification of pilot districts; and
- Other related project planning and decision-making;

The list of indicators to be covered by the baseline survey is provided in Annex A.

Design and implementation of baseline survey must include, but not be limited to the following:

- 1) **Desk review** for crosschecking of available data;
- 2) **Meeting with the stakeholders** from the Government, UN Agencies and INGOs for stocktaking of the recently conducted (2013 onwards) or envisaged socio-economic surveys, assessments, analysis to build on/complement during or after the baseline survey;
- 3) **Data collection** for updating the available project level information (collected as part of the inception survey) on civil registration services provided by the Civil Registration Offices and Jamoats in 2015 and available official statistics for cross checking and verification of discrepancies of civil registration data (predominantly on births and deaths);
- 4) **Household level survey** to collect information on the population knowledge, practices and perceptions on the quality, timeliness and satisfaction with the civil registration services;

## 2. DELIVERABLES

The following deliverables will be produced during the baseline survey:

- 1) **Inception report** with comprehensive baseline survey methodology outlining and reasoning/justifying the sample of the survey (number of households and districts to be covered, stakeholder interviews to be conducted), and detailed workplan submitted to and agreed with UNDP and SDC (the donor);
- 2) **Stakeholder interviews** to feed the corresponding project indicators conducted and the missing information collected;
- 3) **Household questionnaire** building on the population questionnaire used during the inception survey designed, presented and agreed with UNDP and SDC;
- 4) **Local team** of data collectors, compilers, verifiers and processors created and trained; Database is created and ready for use;
- 5) **Questionnaires translated** into locally spoken languages (Tajik, Uzbek, Russian), tested for the clarity of the language and required revisions introduced;
- 6) **Baseline survey conducted**, collected data entered and processed;
- 7) **Data entry and processing is completed to feed the baseline survey report;**

- 8) **Draft baseline survey report** and presented to key stakeholders;
- 9) **Final baseline survey report** outlining methodology applies, key findings and recommendations to guide planning and decision-making, including a revised Logical Framework with complete data resulting from the baseline survey.

The timing and sequence of each deliverable will be further revisited after identification of the Implementing Partner (IP) and submission of the methodology by the IP.

### **3. MINIMUM REQUIREMENTS:**

- At least 5 years of previous experience at the national and/or international levels in conducting socio-economic analysis, baseline surveys, research and/or assessments at the household level<sup>6</sup>;
- Availability of staff experienced in design and implementation of the surveys, assessments, and/or else socio-economic analysis, including specialists experienced in management of relevant statistical databases;
- Previous experience of working in Central Asia and knowledge of the development context of Tajikistan is a strong advantage;
- Proven technical, administrative and programmatic competencies for the delivery of services meeting the requirements of the present ToR;
- Experience in working with international development partners (donors, UN agencies, etc);

### **4. DURATION**

The services under this sub-project shall be provided by the Implementing Partner for maximum 5 months after signing the Contract (expected start date 1st May 2016). Any changes in the timeframe of implementation of this sub-project will be negotiated between UNDP and Implementing Partner. Only after preliminary agreement between the parties and receipt of written agreement, a change will take an effect.

### **5. REPORTING**

The Implementing Partner is responsible for submitting interim and final narrative and financial reports on provided services. The reports must conform to the requirements specified in the Contract signed between the Implementing Partner and UNDP. Also the Implementing Partner will be responsible for the timely collection of all necessary documents, such as documents on purchasing, account invoices, receipts, payroll records and other documents that confirm the legality of expenditures.

In addition, the Implementing Partner should provide to UNDP all photos and other visual materials collected during this project. Printed and electronic versions of reports should be delivered to UNDP. Electronic version of the report should be saved as MS Word. All reports and corresponding annexes must be typed in ARIAL, size11, sizeA4 in English language. The title page, with the title of the project and the author, should contain the logos UNDP Tajikistan and SDC.

### **6. PAYMENT**

Total costs for Services includes expenses for materials, transport, fees for services and etc. in accordance with the submitted budget. However, the expenses should not include the costs for procurement of equipment. Implementing Partner is responsible for any tax payments

resulting from Contract to be signed between Implementing partner and UNDP. No cost increases or additional payments will be made to the Implementing partner for any reason whatsoever.

The Payments will be deliverables based and processed according to the Contract. The payments will be processed only after acceptance of deliverables by UNDP and SDC.



**Annex 2. Household questionnaire approved by UNDP**

Questionnaire ID [ \_\_\_\_\_ ]

## Questionnaire

Code of the region	Dushanbe .....1      Sogd.....2      DRS.....4 Khatlon.....3      GBAO.....3
Code of the district	
Type of settlement	Urban .....1      Rural.....2
Time of the start of interview	____:____
Date of interview	(Day)   (Month)   2016
Code of interviewer	
Code of supervisor	
Code of HH member	Head of HH .....1    Wife of HH head.....2    Daughter.....3    Son .....4 Daughter in law .....5    Grandson / granddaughter....6 Others (please specify) _____

Hello! My name is \_\_\_\_\_. I am working in the Centre of Sociological Research 'Zerkalo'. We conduct surveys on various topics. The topic of current research is to assist in reform of civil registration system in Tajikistan. In this respect, we conduct interviews to understand possession of civil registration documents among population and their perception about quality and affordability of civil registration services. You were randomly selected for this interview. We would like to ask you several questions about this issue. We ensure anonymity and confidentiality of your responses. They will be used in summarised way and will not be attributed to your name or household. An interview will last for about 30 minutes.

**1. Do you agree to take part on this survey?**

Yes ..... 1

No ..... 2      *Interviewer, thank the respondent and proceed to another eligible household.*

**2. How many families live in this household (HH)? \_\_\_\_\_**

### SECTION 1. ROSTER OF HOUSEHOLD MEMBERS

ID	1.1 Please, enumerate all members of this HH starting from Head of HH	1.1.a HH member <i>Start with head of HH and indicate his/her relations with other members of HH</i> Head of HH .....1 Wife of HH head.....2 Daughter.....3 Son .....4 Daughter in law .....5 Grandson / granddaughter...6 Other (indicate)___	1.2 Sex Male .....1 Female ....2	1.3 Age		1.4 Документы		1.5 Marital Status <i>If code is '4' in 1.3.1 and over</i> Never married.....1 Married (registered).....2 Divorced .....3 Widowed.....4 Lives alone, but not divorced.....5 Married (polygamous union).....3 Marriage not registered (only nikokh).....4 Living with partner, unmarried (not nikokh).....8	1.6 Marriage Certificate <i>If code is '2', '5', '6', '7' in 1.5</i> You said you are married (were married). Do (did) you have marriage certificate? I have marriage certificate .....1 I have divorce certificate .....2 Both documents (marriage, divorce).....3 I have death certificate.....4 Don't have any documents.....5	1.7 Education level <i>If codes is '3-5' in 1.3.1</i> Primary, grades 1-4.....1 Basic, grades 5-8(9).....2 Secondary general, grades 9-10(11).....3 Secondary special.....4 Secondary technical.....5 Incomplete higher, including Bachelor.....6 Complete higher, including Master.....7 Post-graduate (aspirantura, PhD).....8 None.....9 Don't know.....99
				1.3.1 Under 2 years.....1 3-7 years.....2 8-15 years.....3 16-17 year.....4 18 and over.....5	1.3.2 Indicate full age _____	under 2 years of age Yes....1 No.....2	3-15 years Yes....1 No.....2			
1										
2										
3										
4										
5										
6										
7										
8										
9										
10										

### Continuation of Roster

ID	1.8 <i>If codes are '4-5' in 1.3.1</i> Current employment? Employed in Tajikistan.....1 Employed outside Tajikistan (migrant worker) .....2 Unemployed.....3 Retired by age .....4 Retired by disability .....5 Student.....6	1.9 <i>If codes '4-5' in 1.3.1</i> What is your (their, e.g. each HH member) current passport? Tajik passport .....1 Uzbek passport.....2 Kyrgyz passport.....3 Afghan passport.....4 No passport.....5 USSR passport .....6 Other ( <i>please specify</i> ) _____	2.0 <i>If codes '1' or '4' in 1.9</i> <b>Is your passport valid?</b> Yes.....1 No.....2	2.1 <b>Do you have in your HH child/children with disabilities?</b> Yes.....1 No.....2	2.2 <i>If codes '2' in 2.1</i> <b>If s/he/they have a birth certificate?</b> Yes.....1 No.....2

## SECTION 2. REASONS OF NOT HAVING ID DOCUMENTS

3. Interviewer, please, ask this questions to those who indicated code '2' in their response to question 1.4.1 or code '2' in 2.2 Multiple choice

**Please, indicate reasons of not having birth certificates for every child without certificate**

- We thought that it's not necessary to have this document..... 1
- We don't have required medical certificate as child was born at home ..... 2
- We don't have required supporting documents as child was born at home ..... 3
- We don't know where to go to get it ..... 4
- We lost medical report on birth of a child..... 5
- We don't have money to pay for it..... 6
- No one asked us in a school to produce this document..... 7
- When child reaches 16 years of age, we will receive passport ..... 8
- Father or mother is out of the country to receive it ..... 9
- Father didn't acknowledge paternity ..... 10
- We did not have time to go for certificate ..... 11
- We don't know how to do it..... 12
- The procedure of the receiving the birth Certificate is too complicated ..... 13
- Other (please, specify) \_\_\_\_\_

4. Did you try to receive the birth Certificate

Yes .....1

No.....2

5. If 'yes', why you didn't receive this document? \_\_\_\_\_

6. Interview, please ask this questions to those who indicated code '2' in question 1.4.2

**Please, indicate reasons of not having a passport for every HH member without passport**

- He / she doesn't need passport..... 1
- I didn't have time to apply for passport ..... 2
- He / she doesn't have time to apply for passport ..... 3
- I don't know where I have to go to get passport ..... 4
- Passport was lost / damaged ..... 5
- It's far from our home ..... 6
- I don't have money to pay for it..... 7
- He / she doesn't have money to pay for it..... 8
- We don't know how to do it..... 9
- Other (please, specify) \_\_\_\_\_

7. Interviewer, please ask this questions to those who indicated code '5' in response to question 1.6

**Please, indicate reasons of not having a marriage certificate for every HH member without it**

- He / she doesn't need it..... 1
- He / she did not have passport for registration marriage ..... 2
- Certificate was lost / damaged ..... 3
- We don't know where to go ..... 4
- We don't know how to do it..... 5
- Place of registration is far from our home..... 6
- He / she don't have money to pay for it..... 7
- I don't have the medical certificate ..... 8
- One of the spouses didn't reach legal marriage age ..... 9

Other (please, specify) \_\_\_\_\_

8. Interviewer, please ask this question to those who indicated code '5' or '6' in response to question 1.9 and code '2' in question 2

Please, fully note down response about reasons of not having a passport or valid passport for every HH member without it

### SECTION 3. EXPERIENCE OF USING SERVICES

#### **BIRTH CERTIFICATE**

*Interviewer, please, ask these questions from members of HH who during last 3 years received birth certificate*

9. Please, tell when you received birth certificate for your child?

\_\_\_\_\_ year          \_\_\_\_\_ month

10. How old was your child when you received birth certificate?

\_\_\_\_\_ year          \_\_\_\_\_ month

11. Which documents did you attach to support your application for birth certificate? Please, mark all that applies:

- Medical report on birth.....1
- Marriage certificate of parents ..... 2
- Any other documents confirming marriage of parents ..... 3
- Application of mother if paternity is not established ..... 4
- Application of father and mother if marriage was not registered..... 5
- Other (specify)\_\_\_\_\_

12. Which type of registration office you used to get birth certificate?

- ZAGS .....1
- Jamoat .....2
- Both .....3

13. I will now read several statements to you. Please indicate if you 'agree' or 'disagree' with each of them. INTERVIEWER, ASK RESPONDENT ABOUT EACH STATEMENT.

	<b>Statement</b>	<b>Agree – 1 Disagree – 2</b>
1	I knew where to apply to get birth certificate	
2	I knew in advance documents I need to produce to get birth certificate	
3	Office where I got birth certificate is located close to my home	
4	Office where I got birth certificate is far from my home	
5	Procedure of getting birth certificate is simple and clear	
6	Procedure of getting birth certificate is complex and unclear	
7	Procedure of getting birth certificate for me is not expensive	
8	Procedure of getting birth certificate is expensive	
9	There is no available information about the services provided by ZAGS office	

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14. If in the previous question code '4' was indicated, interviewer, please ask respondent about the following:

- a) what is the distance in km \_\_\_\_\_
- b) how many time it takes to reach the place of issuance of a documents (in hours \_\_\_\_\_)

15. How many times you had to visit this office to receive birth certificate?

- One time..... 1
- Two times..... 2
- Three times ..... 3
- Four times ..... 4
- More than four times .... 5
- Other (please, specify) \_\_\_\_\_

12.a. If respondent indicated code '6' in response to question 12, please, ask respondent this question:  
**How many times did you visit the registration office to get birth certificate?**

\_\_\_\_\_

16. How much did you pay to get birth certificate?

\_\_\_\_\_ Somoni

17. Interview, if in question 1.4.1 code '1' is indicated, please, ask the following question:  
**Please, let us know if your were satisfied with the services using 5 score scale** where 1 'very satisfied' and '5' absolutely dissatisfied

18. If in previous question codes '4' and '5' were indicated, please ask the following question:  
**Why are you not satisfied with received services?**

\_\_\_\_\_

**Marriage Certificate**

*Interviewer, please, ask these questions from members of HH who during last 3 years received marriage certificate*

19. Please, tell when you received marriage certificate?

\_\_\_\_\_ year          \_\_\_\_\_ month

20. How long did it take to get Marriage Certificate? \_\_\_\_\_

21. How old was your child when you received marriage certificate?

\_\_\_\_\_ year          \_\_\_\_\_ month

22. Which documents did you attach to support your application for marriage certificate?

\_\_\_\_\_

23. Which type of registration office you used to get marriage certificate?

ZAGS ..... 1

Jamoat .....2  
 Marriage House ..... 3  
 Register came to our house/restaurant where wedding took place..... 4

**24. I will now read several statements to you. Please indicate if you ‘agree’ or ‘disagree’ with each of them. INTERVIEWER, ASK RESPONDENT ABOUT EACH STATEMENT.**

<i>Statement</i>	<i>Agree – 1 Disagree – 2</i>
I knew where to apply to get a marriage certificate	
I knew in advance documents I needed to produce to get marriage certificate	
Office where I got the marriage certificate is located close to my home	
Office where I got the marriage certificate is far from my home	
Procedure of getting marriage certificate is simple and clear	
Procedure of getting marriage certificate is difficult and unclear	
Procedure of getting marriage certificate is not expensive	
Procedure of getting marriage certificate is expensive	

**25. How many times you had to visit this office to receive marriage certificate?**

- One time..... 1
- Two times..... 2
- Three times ..... 3
- Four times ..... 4
- More than four times .... 5
- Other (please, specify) \_\_\_\_\_

12.a. If respondent indicated code ‘6’ in response to question 12, please, ask respondent this question:  
**How many times did you visit the registration office to get marriage certificate?**

\_\_\_\_\_

**26. How much did you officially pay to get a marriage certificate?**

\_\_\_\_\_ Somoni

Interview if in question 1.6 codes ‘1’, ‘2’ and ‘3’ are indicated, ask the following question: **Please, let us know if you were satisfied with the services using 5 score scale** where 1 ‘very satisfied’ and ‘5’ absolutely dissatisfied

**27.** If in previous question codes ‘4’ and ‘5’ were indicated please, ask the following question:  
**Why are you not satisfied with received services?**

\_\_\_\_\_

**Death Certificate**

**28. Did you have any facts of death in last 3 years in your family?**

Yes ..... 1

No 2..... Thank you respondents and say ‘good bye’

**29.** If in previous question code ‘1’ was indicated, please ask the following

30. How long did it take to get death certificate? \_\_\_\_\_

31. Which documents did you attach to support your application for death certificate?

\_\_\_\_\_

32. Which type of registration office you used to get death certificate?

ZAGS ..... 1

Jamoat ..... 2

33. I will now read several statements to you. Please indicate if you 'agree' or 'disagree' with each of them. INTERVIEWER, ASK RESPONDENT ABOUT EACH STATEMENT.

<i>Statement</i>	<i>Agree – 1</i> <i>Disagree – 2</i>
I knew where to apply to get a Death Certificate	
I knew in advance documents I needed to produce to get certificate	
Office where I got the certificate is located close to my home	
Office where I got the certificate is far from my home	
Procedure of getting certificate is simple and clear	
Procedure of getting certificate is difficult and unclear	
Procedure of getting certificate is not expensive	
Procedure of getting certificate is expensive	

34. How many times you had to visit this office to receive death certificate?

One time ..... 1

Two times ..... 2

Three times ..... 3

Four times ..... 4

More than four times .... 5

Other (please, specify) \_\_\_\_\_

12.a. If respondent indicated code '6' in response to question 12, please, ask respondent this question:

**How many times did you visit the registration office to get death certificate?**

\_\_\_\_\_

35. How much did you officially pay to get a death certificate?

\_\_\_\_\_ Somoni

36. Please, let us know if you were satisfied with the services using 5 score scale where 1 'very satisfied' and '5' absolutely dissatisfied

37. Why are you not satisfied with received services?

\_\_\_\_\_

*Interview, thank the respondent and finalise the questionnaire.*

### Annex 3. Methods of data collection per indicator

Indicator	Method of data collection
<b>Impact</b>	
<p><b>Indicator 1.</b> % of individuals (registered in the Case Management System) which cannot defend their rights (i.e. to file a case, to get child allowance, etc) as they lack civil registry documents</p>	<p>1) Household survey will help to identify percentage of family members per household in possession of civil registration documents (birth certificate, marriage registration certificate) and passport disaggregated by sex, age of each family member and civil status of heads of household.</p> <p>2) 4 (four) case studies will be conducted to understand the situation of potentially vulnerable groups that can face problems with access to justice due to lack of civil registration, as follows: a) case study with Afghan nationals married to Tajik nationals; b) case study with so-called ‘border wife’; c) case study with second wife in polygamous marriage; d) case study with the only wife who did not register her marriage in civil registration office, but followed religious procedure.</p> <p>3) 2 (two) Focus Group Discussion (FGD) with ethnic group ‘lyuli’ (gypsy) to understand problems members of this ethnic group face with civil registration and how they resolve their legal problems. One FGD will be conducted with men and second one with women residing in Gissar.</p>
<p><b>Indicator 2.</b> Number of people who are stateless due to registry related issues</p>	<p>1) Household survey will help to identify number of family members per household who reached age of receipt of passport, but didn’t receive it disaggregated by sex, age of each family member.</p> <p>2) FGD (with assistance of UNHCR) with stateless persons in Shahrituz (one of the pilot districts of UNHCR and our study).</p>
<b>Outcome 1</b>	
<p><b>Indicator 2.</b> % of population (disaggregated by gender and rural/urban, including changes in absolute values) who are satisfied with the quality and affordability of the civil registry system</p>	<p>1) Household survey will help to identify % of population satisfied with quality and affordability of civil registration system disaggregated by gender, type of settlement. For this purpose, household questionnaire will be adapted and additional questions will be introduced to understand reasons of satisfaction and dissatisfaction with services of civil registration. Each registration service will be assessed separately (birth registration, marriage, establishment of paternity, death etc.)</p>
<p><b>Indicator 3.</b> Discrepancy between birth</p>	<p>1) Desk review of secondary data of the civil</p>



<p>data in civil registry and birth data in the Ministry of Health and Social Protection.</p>	<p>registration office and data from the Ministry of Health and Social Protection and Agency of Statistics to identify required numbers in each respective body.</p> <p>2) Stakeholder analysis that will be conducted on the basis of guides for collection of data and aimed at identification of the process of data collection on birth registration in civil registration bodies and system of the Ministry of Health and Social Protection (starting from maternity hospitals and health houses at the district levels) in selected districts located closely to the centre and remote districts in Khatlon, Sugd and GBAO provinces and Districts of Republican Subordination (DRS).</p>
<p><b>Indicator 4.</b>Number of procedures (i.e., individual visits, different documents required, different authorizations (needed) required for registration of civil acts</p>	<p>1) Desk review will be conducted to identify chain of processes established by the legislation to receive required civil registration documents including list of documents required to file application on birth registration, marriage registration, establishment of paternity and death.</p> <p>2) Household survey will be used to establish current practice of receipt of required civil registration documents including number of visits paid to civil registration bodies, actual list of documents submitted, authorisations etc. As it is foreseen to collect gender and settlement disaggregated data it will be possible to identify any difference between women and men in their experience of receipt of documents and track any discrepancies in rural and urban areas. Respective questions will be introduced to the household questionnaire.</p> <p>3) 1 (one) FGD with women who used civil registration services during last year and 1 (one) FGD with men who used civil registration services during last year will be conducted to validate findings of the household survey on their experience of registration of civil acts.</p>
<p><b>Outcome 2</b></p>	
<p><b>Indicator 1.</b> %of children under 2 years old with a birth certificate (disaggregated by gender)</p>	<p>1) Desk review of studies to establish number of children under 2 years of age with birth certificate disaggregated by gender.</p> <p>2) Household survey. During this survey special question will be introduced to identify children 2 years of age and under in the family household and possession of birth certificate.</p> <p>3) 2 (two) case studies with parents whose</p>

	children didn't receive birth certificates. One case study will be hold with family with both parents (mother and farther) and second case study will be conducted with single parent family.
<b>Indicator 2.</b> Total number of registration actions taken by all ZAGS offices combined, broken down by type (birth and death) and adjusted for population growth	1) Desk review of statistical data of ZAGS and Agency of Statistics to identify population growth and provide required data.
<b>Indicator 3.</b> % of population who have all their vital events registered (disaggregated by gender, and rural/urban)	1) Household survey will help to establish % of respondents who have fully registered their vital events (birth, marriage certificate). Each questionnaire will start with collection of data on number of household members disaggregated by sex and age and possession of respective civil registration document. 2) Desk review will be used to identify periods within which each vital event should be registered.
<b>Output 3</b>	
<b>Indicator 1.</b> <i>Jamoats'</i> staff participates in training once every 4 years. Frequency of participation of ZAGS staff in training and the coverage	1) Stakeholder analysis of ZAGS office in the MOJ and Institute of Advanced Education and in districts identified for stakeholder analysis (both ZAGS and <i>jamoats</i> ). 2) 2 (two) case studies with staff of <i>jamoats</i> to discuss training opportunities and their experience in participating in trainings if any. One case study will be conducted with staff of <i>jamoat</i> that is closely located to the district centre and second one with staff of <i>jamoats</i> in remote areas.
<b>Output 6</b>	
<b>Indicator 1.</b> % of population in these isolated communities (disaggregated by gender and vulnerable groups) who are aware of the necessity of registering civil acts and of how to do so.	1) desk review during which criteria for calling community isolated will be identified and based on these criteria establish a list of isolated communities, their location and number of population. 2) stakeholder analysis to establish number of population disaggregated by sex and vulnerability in isolated communities reached with awareness raising campaign and on this basis to establish % of population to be covered by the Project to raise their awareness on necessity of registering of civil acts and how to do this.
<b>Indicator 2.</b> Number of isolated communities (not reached by MOJ campaigns) reached by CSO-based awareness raising	1) stakeholder analysis to identify number of isolated communities reached by MOJ, number of isolated communities not reached by MOJ, but reached by the awareness raising conducted by

	<p>the Civil Society Organisations (CSO), Committee on Women's and Family Affairs, UN Women and Save the Children (through birth registration project conducted in 2014).</p> <p>2) 1 (one) FGD with women residing in isolated community and 1 (one) FGD with men in isolated community.</p>
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#### Annex 4. Stages of sampling

##### Stage 1: Selection of PSUs

At the initial stage, all the regions included in the sample will be divided into urban and rural areas. Thus, the following strata will be defined:

- Dushanbe city - urban settlement;
- DRS - urban and rural settlements;
- Sogd *oblast* - urban and rural settlements;
- Khatlon *oblast* - urban and rural settlements;
- Gorno-Badakhshan Autonomous *Oblast* (GBAO) - urban and rural settlements.

Generally 9 (nine) strata were determined. Based on the data of population size of the RT as of 1 January 2015 and the National Census of the RT for 2010 the total population size for each stratum will be identified.

The next step establishes the percentage of each stratum to the total size of the sampling frame. The number of respondents for each stratum will be determined by multiplying the total size of sampling frame on the percentage of each stratum (see Table 1).

Table 1. Distribution of respondents per stratum

Regions	Population, thousand	Percentage ratio, %	Respondents share
<b>Dushanbe</b>	<b>788,7</b>	<b>9,4</b>	<b>189</b>
<i>Urban population</i>	788,7	9,4	189
<b>Sogd</b>	<b>2455,5</b>	<b>29,4</b>	<b>588</b>
<i>Urban population</i>	607,2	7,3	145
<i>Rural population</i>	1848,3	22,1	443
<b>Khatlon</b>	<b>2971,5</b>	<b>35,6</b>	<b>712</b>
<i>Urban population</i>	535,2	6,4	129
<i>Rural population</i>	2436,3	29,2	583
<b>DRS</b>	<b>1922</b>	<b>23,0</b>	<b>460</b>
<i>Urban population</i>	255,5	3,1	61
<i>Rural population</i>	1666,5	20,0	399
<b>GBAO</b>	<b>214,3</b>	<b>2,6</b>	<b>51</b>
<i>Urban population</i>	28,9	0,3	7
<i>Rural population</i>	185,4	2,2	44
<b>Total in the RT</b>	<b>8352,0</b>	<b>100,0</b>	<b>2000</b>

##### Stage 2: Defining the number of SPs

Taking into account survey goal and objectives it was decided that 10 (ten) interviews will be conducted in each SP. Thus, 200 SP were established (2'000 respondents divided by 10 interviews). Based on that, SPs were proportionally distributed among defined strata (see Table2).

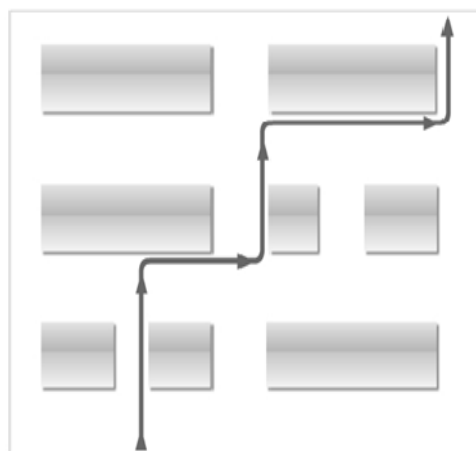
Table 2. Number of Sampling Points

Regions	# of respondents	# of SPs	# of expected interviews SP*10
<b>Dushanbe</b>	<b>189</b>	<b>19</b>	<b>190</b>
<i>Urban population</i>	189	19	190
<b>Sogd</b>	<b>588</b>	<b>59</b>	<b>590</b>

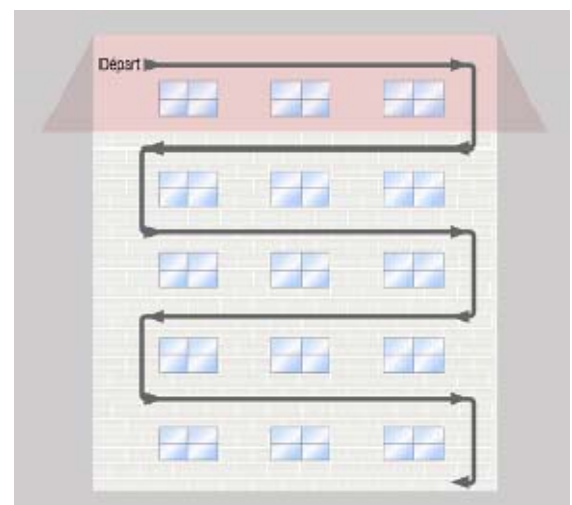
Urban population	145	15	150
Rural population	443	44	440
<b>Khatlon</b>	<b>712</b>	<b>71</b>	<b>710</b>
Urban population	129	13	130
Rural population	583	58	580
<b>DRS</b>	<b>460</b>	<b>46</b>	<b>460</b>
Urban population	61	6	60
Rural population	399	40	400
<b>GBAO</b>	<b>51</b>	<b>5</b>	<b>50</b>
Urban population	7	1	10
Rural population	44	4	40
<b>Total in the RT</b>	<b>2000</b>	<b>200</b>	<b>2000</b>

### Stage 3: Selection of households

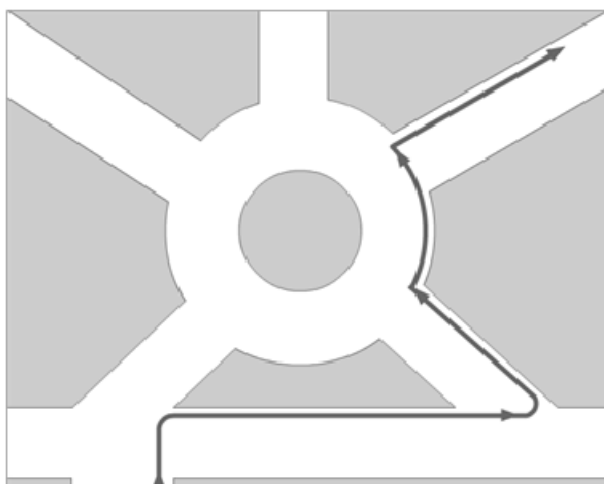
Households for the survey will be selected by random route method. This method implies that exact route will be given to each interviewer that he/she should follow. Usually, the route runs along the street that is randomly selected from the full list of the streets of an inhabited locality. In rural areas where there are no streets, the reference point for survey will be the village administrative centre (*jamoat*), shop, school, health care point or mosque that is located in the centre of a village. After finding one of these buildings, an interviewer should move along its right side. Selection of the households will be undertaken based on the following systematic schemes:



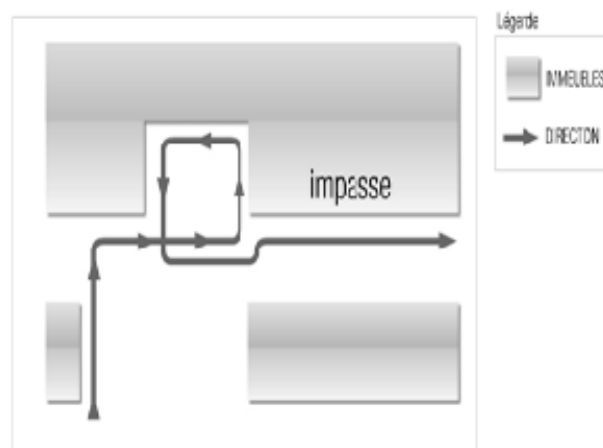
Movement rules by route



Movement rules by multistory buildings of the city



Movement rules in the rural and urban areas



Movement rules in the rural and urban areas

Selection step differs depending on types of buildings:

- for the multistory building (from 5 storey and higher) the selection step will be 7 households;
- for average number of storey building (multifamily housing of 1 to 4 storey) the selection step will be 5 households;
- for individual building the selection step will be 3 households.

If interviewer couldn't conduct an interview in initially selected households for up to 3 times (in different days of week and different time of a day), an interviewer should move to the next eligible household on the route after the household where he or she couldn't conduct an interview.

*N.B.:* Within each sampling point interviewer should select 2 starting addresses. They are referred to as 2 clusters or 2 groups. Within each group, 5 successful interviews should be conducted.

- If interviewers use ready-made list of addresses, the two starting addresses must be selected for about 200 meters (or 100 houses) away from each other. The first address must be selected randomly within the survey points, and the second address must be selected by simply selecting the address of about 200 meters (or 100 houses) farther from the first starting address.
- If interviewers do not have ready-made address list then they should select an address from the area or street reference book from the list. Besides, interviewers can choose addresses from the map of the city or village and designate this address as the starting address of the first group. The starting address for the second group to be about 200 meters (or 100 houses) farther from the starting address of the first group.

#### Stage 4: Selection of respondents

The final step is the selection of the respondent from each household. Only one respondent should be selected for an interview. Taking into consideration that one of the objectives of the baseline study is to collect detailed information on household members and their civil registration status it was decided that in each selected household the head of the household or the most informed member of the household should be interviewed. As the focus of the baseline study is to establish the number of person in situation of statelessness nationals of the RT, foreign nationals and stateless persons will be surveyed.

## Annex 5. Additional charts of the household survey

Chart 47. Distribution of household members by age group, %, n=15242

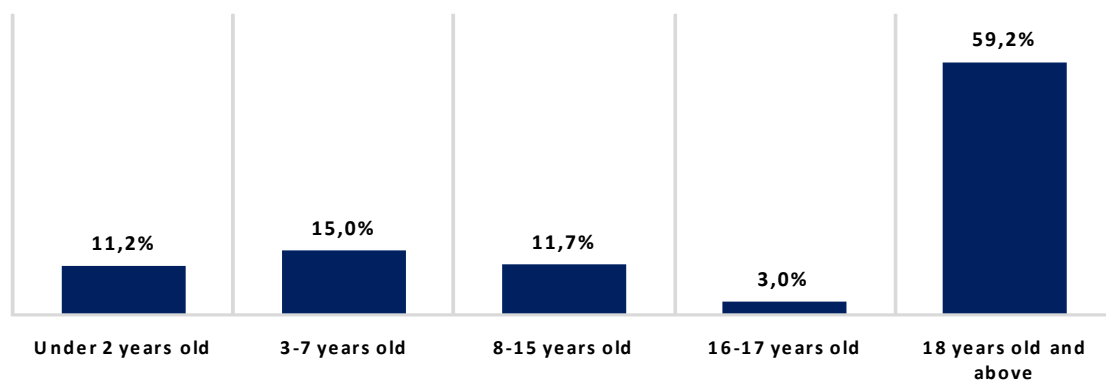


Chart 48. Distribution of household members by education, %, n=15242

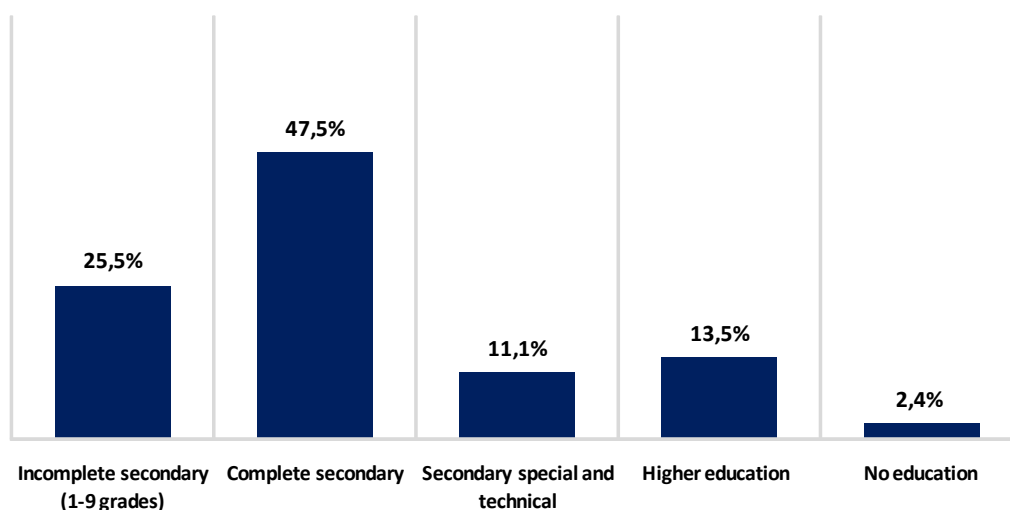


Chart 49. Distribution of household members by employment status, %, n=15242

