Evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation 2005-2014

Tajikistan

Country Case Study

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Evaluation Office

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Acronyms

CO	Country Office
COAR	Country Office Annual Reports
CP	Country Programme
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CST	Country Support Team
CTA	Chief Technical Advisor
DHS	Demographic Health Survey
EECA	EU-East European and Central Asia
ECASTAT	Multi-Donor Trust Fund to Support Statistical Capacity Building in Eastern Europe and CIS Countries
GIS	geographic information system
GNI	Gross National Income
HDI	Human Development Index
HDR	Human Development Report
IOM	International Organization for Migration
IT	Information Technology
ICF	Information Educational and Communication (ICF)
LSIS	Living Standards Improvement Strategy (LSIS)
MEDT	Ministry of Economic Development and Trade
MoH	Ministry of Health
MIPAA	Madrid International Plan of Action on Ageing
NSO	National Statistic Offices (Agency on Statistics under the President of the Republic of Tajikistan)
P&D	Population and Development
PCM	Programme Component Managers
PES	Post Enumeration Survey
PHS	Population and Housing Census
PRSP	Poverty Reduction Strategy Paper
RH	Reproductive Health
RO	Regional Office
SRO	Sub-Regional Office
TA	Technical assistance
TAJSTAT	National Statistical System of Tajikistan
UNAIDS	United Nations AIDS
UNDAF	United Nations Development Assistance Framework
UN-DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Program
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIFEM	United Nations Development Fund for Women
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organization

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Structure of the Case Study Report

The case study report is divided into six chapters.

Chapter 1 the introduction, presents the objectives and scope of the evaluation and of the case study.

Chapter 2 describes the methodology of the case study, including the rationale for the selection of Tajikistan, the methodological framework, the approach to data collection and analysis and the limitations.

Chapter 3 presents the country context and an overview of the UNFPA response. The country context covers both the broader socio-economic framework as well as the context of the census in Tajikistan. The overview of the response by UNFPA describes the programmatic and financial support provided in this particular context over the period under analysis.

Chapter 4 on findings contains the core analysis. It responds to the national dimension of the evaluation questions and their associated assumptions.[1]

The issues or considerations from the case study as an input to the evaluation report are presented in **Chapter 5.** Therefore, Chapter 5 presents the aspects most relevant to the overall aggregate analysis that will be presented in the evaluation report.

The annexes include the lists of people and documents consulted, the Atlas portfolio of UNFPA interventions in Tajikistan, the stakeholder map, the results of the cyber search the interview guides and logbooks templates.

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[1] Some of the questions also have a regional and global dimension that is not addressed in the county case studies but will be included in the evaluation report.

1. Introduction

1.1. Objectives and scope of the thematic evaluation

This case study is part of the evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation (2005-2014). The evaluation aims to assess the support of UNFPA to strengthening national capacity for the production and dissemination of quality disaggregated data and its use in evidence-based analysis,

> **Box 1. The term data**
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> By data we refer to statistical data in a broader sense, including population and housing census data as well as other relevant demographic and socio-economic data linked to the census and its products, such as population projections and population based surveys. The census is the backbone and a critical part of the national statistical system, which itself includes a number of surveys associated with the census, either because they use the cartography and sampling of the census operation or because they use census data directly.

decision-making and policy formulation over from 2005-2014, corresponding to the period of the 2010 World population and housing Census Programme (the "2010 census round").

The three primary **objectives** of the evaluation are:

- To assess the relevance, effectiveness, efficiency and sustainability of the support of UNFPA to the 2010 round of population and housing censuses.
- To assess the extent to which census data are disseminated and used for the development of policies, development plans and programmes related to population dynamics, reproductive health and rights, youth, and gender equality.
- To identify lessons learned and generate knowledge to inform the midterm review of the 2014 – 2017 Strategic Plan, in particular outcome 4, and to inform the support of UNFPA to the 2020 census round.

The **scope** of this thematic evaluation is worldwide (including all countries in which UNFPA has provided support to census), and covers three levels of analysis: national (country), regional and global. The national level covers both the central and local tiers of government administration.

The scope of the assessment focuses on the *how* and the *why* of census support (i.e. *how* UNFPA support to census has had an impact and *why* that is the case*)* rather than on the *what (*i.e. describing and analysing the magnitude of the effects). The type of UNFPA support to census and the particular modalities utilised vary according to country context. The aim of the evaluation is to determine the particular models of census support that work well (and those that do not work well) and the conditions under which each occurs. It is worth noting that the evaluation will only examine the degree to which data from census was used in the formulation of plans and policies; it will not assess the quality of those plans or policies or their effects on citizens and organisations.

1.2 Objectives and scope of the case study

In the framework of the evaluation, case studies have been conducted in countries where support to census has been provided and where examples illustrate the range and modalities of UNFPA support to census to inform decision-making and policy formulation within diverse contexts. A case study is an in-depth analysis of a specific UNFPA support setting (a combination of a particular country context with a modality of support).[2]

> **Box 2. What a case study is not**
>
> A country case study is not a programme level evaluation (or a substitute for one), or a performance audit of the country office.

Case studies aim to **inform and provide input to the overall evaluation report (the synthesis report),** by providing evidence on what works and what does not work (in terms of UNFPA support models), on the *how* and the *why*, in different contexts and scenarios. They are, as such, a key source of information and data.

Other sources of data informing the synthesis report are the *extended desk reviews*, conducted in thirteen countries analysed remotely, two global surveys (one directed at National Statistical Offices (NSO) and the other at UNFPA country offices), and regional and global analyses, consisting of individual interviews and documentation review at regional and global levels.[3]

The **scope** of the case study, that is, what the country case study assesses, is determined by the national-level questions outlined in the evaluation matrix (see annex 5).

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[2] A modality of support or mode of engagement is a given combination of intervention strategies adopted by UNFPA to support census. Modes of engagement include advocacy and policy dialogue, technical assistance and advice, service delivery and procurement, and south-south and triangular cooperation, including knowledge management.

[3] For a more detailed description of the case study methodology and how case studies fit into the mix of data sources of for the evaluation report see chapter 2 of the evaluation report.

2. Methodology of the country case study

2.1 Justification for the selection of the case study

The UNFPA portfolio covers six regions of intervention: Western and Central Africa; Eastern and Southern Africa; Asia and the Pacific; Arab States; Eastern Europe and Central Asia and Latin America and the Caribbean.

The Evaluation Office selected one country per region for the case studies, taking the following into consideration:

- The different national contexts
- The diverse needs and ways in which the census was conducted (new technologies versus traditional technologies)
- The range of capacity at country level to conduct a census
- The amount spent (expenditure) in support of census
- The number of census stages supported by UNFPA
- The different modalities of engagement utilised, including south-south cooperation

Purposeful sampling was utilised for the selection of the sample. The specific criteria used to select the country within each region were: census stage coverage (the number of stages to which UNFPA provided support), financial support, the date the census was taken,[4] government effectiveness and the country quadrant classification.[5]

The country quadrant classification is an UNFPA system grouping countries on the basis of their ability to finance (Gross National Income) and need for support.[6] The result of this classification determines the mode of engagement of UNFPA in a particular country.

> **Box 3. The six selected countries for case study visits**
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> The selected countries were **Mauritania** in Western and Central Africa, **Kenya** in Eastern and Southern Africa, **Myanmar** in Asia and the Pacific, **Palestine** in the Arab States, **Tajikistan** in Eastern Europe and Central Asia, and **Peru** in Latin America and the Caribbean.

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[4] The date of the census, census stage coverage, and the amount of financial support (inclusive of core and non-core funds) were retrieved from the UNFPA evaluation office survey of countries to which UNFPA provided support to census, conducted from July to September 2014.

[5] For a more detailed description of the selection process and the application of the criteria see chapter 6.1 of the Inception Report "selection of country case studies".

[6] According to the 2014-2017 Strategic Plan, ability to finance is determined by gross national income per capita (as reported by the World Bank), using an average figure over the preceding three years. The need score is based on the following criteria: Proportion of births attended by skilled health personnel; 2) Contraceptive prevalence rate (modern methods only); Adult HIV prevalence; Adolescent fertility rate; Under-five mortality rate; Maternal mortality ratio; Literacy rate among 15–24 year-old females; Proportion of population aged 10-24 years.

Table 1. UNFPA Country Quadrants - modes of engagement by setting

Ability to finance	Need			
	Highest	**High**	**Medium**	**Low**
Low	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development, service delivery	Advocacy and policy dialogue/advice, KM, capacity development	Advocacy and policy dialogue/advice, KM
Lower-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development, service delivery	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice
Upper-middle	Advocacy and policy dialogue/advice, knowledge management, capacity development	Advocacy and policy dialogue/advice, knowledge management	Advocacy and policy dialogue/advice	Advocacy and policy dialogue/advice *
High	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *	Advocacy and policy dialogue/advice *

Note:* Physical presence only in select countries

The resulting sample includes countries in the various quadrants. The degree of government effectiveness, measured by the World Bank indicator, was used as a proxy for the likelihood of census data being used for policy making.[7]

Tajikistan was selected in the Eastern Europe and Central Asia region. Tajikistan was chosen to ensure country representation from the second quartile of government effectiveness and the orange quadrant. Countries falling within the orange quadrant engage in advocacy and policy dialogue and advice, knowledge management, and capacity development.

2.2 Methodological framework

A theory of change was developed during the inception phase of the evaluation. The evaluation team reviewed and tested (during the pilot mission) the relevance and robustness of the theory of change, and adapted it accordingly. It was then used for each country case study to assess the ways in which the UNFPA support to the 2010 census round contributed to, or was likely to contribute to, change.

The theory of change forms the basis for the methodological framework of the evaluation – what will be assessed and how – which is established in the evaluation matrix (annex 5). The matrix presents the seven evaluation questions by evaluation criteria (relevance, efficiency, effectiveness, sustainability and added value). It also lays out the assumptions underlying each evaluation question, the indicators associated with these assumptions, sources of information, and the sources and tools for data collection.

The evaluation matrix encompasses three levels of analysis: national, regional and global. The country case studies form a data package that addresses the national level of the evaluation matrix. The evaluation questions and the underlying assumptions are the same across all case studies, but indicators may vary given the specificities of each country determined, inter alia, by the country context and the specific UNFPA modalities of support.

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[7] Information retrieved at: http://data.worldbank.org/data-catalog/worldwide-governance-indicators

2.2.1 Approach to data collection and analysis

The methods used for **data collection**[8] include documentation review, semi-structured individual interviews, group discussions and cyber search for key documents (see annex 6).

Interviews were carried out with a variety of key stakeholders, including international organisations and donors such as the UNFPA, United Nations Development Program (UNDP), World Bank, and the World Health Organization (WHO). Group discussions were also held with census supervisors and the media. Tajikistan is going through a period of intense decentralisation that grants increasing power to local authorities, with data collection and analysis increasingly conducted at local level. The field visit to the Khatlon region was essential therefore to better capture and reflect this process.

Cyber searches were selected to identify ways in which census data was applied in policies, plans and research, using the Internet as the main source. The search queried articles (in English) discussing census data use from 2009-2015, contributing to the analysis. UNFPA Tajikistan and the Tajikistan National Statistical Office also participated in surveys on support to census, generating important data for the evaluation. However, survey data were aggregated for the broader global analysis (i.e. data from surveys are not specifically used for country case studies).[9]

> **Box 4. Content analysis**
>
> Content analysis was used to identify emerging common trends, themes and patterns for each evaluation question at the national level. Content analysis was also used to highlight diverging views and opposing trends. The emerging issues and trends provided the basis for the evaluation findings.

Finally, the country case study in Tajikistan consulted a total of 50 individuals. Figure 1 shows their distribution by type of stakeholder (see the list of individuals consulted and the stakeholder map in the annexes).

Figure 1- Number of people consulted

- UNFPA (local)
- UNFPA (international)
- International Organizations/Donors
- Universities
- Civil Society Organizations Mass-media (group discussions)
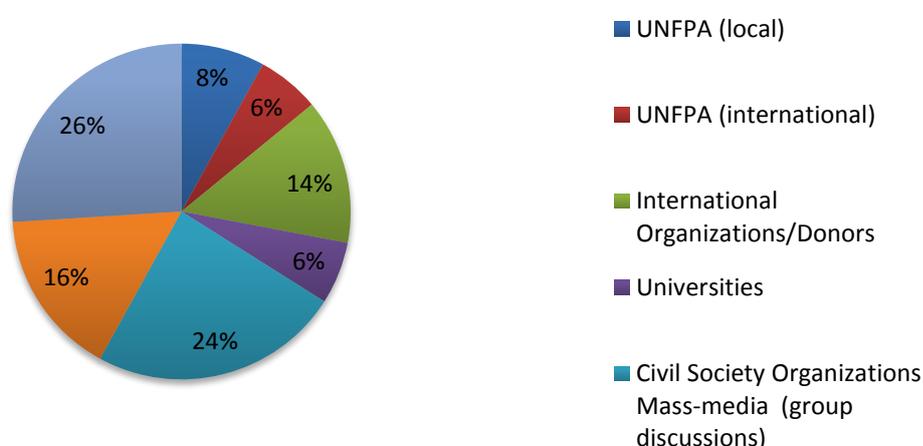

[8] The in-country mission took place from 12- 24 April. The evaluation team was composed by Fabrice Hénard and Frank Eelens and assisted by a national consultant.

[9] The use of survey results as aggregate data is part of the methodology and also adheres to the confidentiality principle.

Data analysis, in this country case study, was guided by the national level evaluation matrix (see annex 5) and included qualitative and quantitative analysis. Methods used include content and contribution analysis, triangulation and external and internal validation.[10]

Triangulation involved comparing evidence and findings across multiple sources (at least three, when relevant), including data from interviews, documentation review, and online sources.[11]

External validation consisted of a debriefing workshop in Tajikistan at the end of the field visit in which preliminary findings were shared, discussed and validated with country and regional office staff.

> **Box 5. Contribution analysis**
>
> Contribution analysis was used through a theory of change-based approach to assess the degree to which various identified factors contributed to observed change at country level. Tajikistan case study allowed for a more in-depth exploration of UNFPA contributions to the 2010 census round, because it allowed examining the interaction between multiple influencing factors and effects. It also allowed identifying alternative pathways for

Internal validation took place through a peer review process among evaluation team members and the UNFPA Evaluation Office during the production of draft versions of this country report.

2.2.2 Methodological limitations

Moderate methodological limitations were encountered in developing the case studies. When obstacles appeared, however, mitigation measures proved effective, ensuring reasonable data collection and assessment. Listed below are the main limitations encountered:

The effect of a late publication of results

At the time the evaluation team visited Tajikistan, only two years had passed since the census process had been completed (despite enumeration being conducted five years prior to the mission of the evaluation team). This resulted in incomplete access to accurate and up to date information to address evaluation question (on NSO capacity) and evaluation question three (on use of data). In addition, turnover in the NSO meant that some key staff involved in the census had left the office.[12]

The current decentralisation process strongly affects the development of public policies and the processing and use of data. NSO and central ministries do not possess the relevant information needed to shed light on the efficiency of the decentralisation process. The

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[10] Qualitative analysis techniques included coding (of logbooks and evidence) and the use of country spreadsheets (assisted by an evidence sorting database) allowing the systematic assessment of logbooks and documents by assumption in the evaluation matrix. Technical and operating specifications of the bespoke evidence-sorting database developed for this thematic evaluation will be annexed to the Evaluation report.

[11] The importance of triangulation increases as the level of analysis deepens. Triangulation will become very important in the evaluation report. Case studies are one of several data clusters for the evaluation and will be treated as one of the sources of evidence and triangulation for the evaluation report.

[12] Especially for the aspect of the question that deals with effectiveness (the question also covers aspects of sustainability, which would have been better addressed, by definition, halfway through the next census round).

evaluation team, therefore, visited a geographically accessible region to better understand the impact of the decentralisation locally on statistics and census.

Due to time constraints and difficulty in accessing remote regions (95 percent of the country is covered by mountains), field visits could not cover more than one region. This said, valuable information was collected, allowing the evaluation team to capture important information on the UNFPA support to census in Tajikistan, including to capacity development and data use.

Access to key informants and information

The number of individuals consulted during the field visit was somewhat limited when compared to other case studies as some key individuals were not in the country or had left their positions at the time of the assessment.[13]

The scope of stakeholders supporting census was itself quite limited: UNFPA was the only international organisation supporting the census. To expand the scope, the evaluation team met with individuals from organisations that produce, use or assist Tajik authorities to use data for public policy development (e.g. the Turkish and the Japanese development agencies were added). This limitation was exacerbated by the absence of the census in the country programme prior to 2010: no annual work plans (AWP) were produced, further limiting the ability to identify stakeholders involved in the preparation phase.

In order to gather information on the data collection phase of the census (a period prior to 2010), the evaluation team decided to conduct an additional interview with a former UNFPA Population and Development officer.

Prior to the visit, the evaluation team also undertook an in-depth documentary analysis, assessing the assumptions in the evaluation matrix. The evaluation also analysed documents from organisations that did not participate substantially in the census operation (like the World Bank), but do contribute to the development of statistics in Tajikistan.

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[13] Notably, the consultant that undertook the majority of the needs assessment in preparation for the census passed away.

3. Country context and overview of UNFPA response

3.1 Country context

3.1.1 Broader socio-economic context

The Republic of Tajikistan became independent in 1991 following the breakup of the Soviet Union. In 1992, civil war broke out between warring regional factions, lasting until 1997. Between 2010 and 2012 there were armed clashes between government forces and strongmen in the Rasht Valley, as well as with criminal groups in the Gorno-Badakhshan Autonomous Oblast. However, agreements were reached and the situation has since calmed.[14]

Tajikistan is divided into two provinces (viloyatho, singular - viloyat), one autonomous province (viloyati mukhtor), one capital region (viloyati poytakht), and one area referred to as "Districts Under Republic Administration". Ethnic Tajiks make up 84.3 per cent of the population, while Uzbeks (the country's most significant minority) represent 13.8 per cent of the total 8.208 million people. Kyrgyz, Russians, Turkmen, Tatars and Arabs comprise the remaining two per cent. While Tajik is the official language of the Republic, Russian is widely used in government and business affairs. Various ethnic groups also speak Uzbek, Kyrgyz and other languages. Tajikistan is a predominantly Sunni Muslim country (85 per cent) with the rest of the population Shia Muslim or other non-Muslim religious groups. The majority of the population fall within the 25-54 age group, which makes up 38.9 per cent of the total population. The second largest age group is 0-14, comprising 33 per cent of the population. Tajikistan has a total dependency ratio of 64.3 per cent (categories include: youth, elderly, and potential support). The median age is 23.5 (23 for males and 24 for females). Life expectancy is 67 years of age.

According to the World Bank,[15] the Republic of Tajikistan is a lower-middle income country and one of the poorest areas of the former Soviet Union. Its GDP is USD 9.242 billion (in 2014), with 47.2 per cent of the population living below the national poverty line in 2009 (nevertheless, this is a significant improvement from 1999 where 96 per cent of the population lived below the poverty line). In 2014, GNI per capita was USD 1,060. In terms of education, in 2014, 96 per cent of children were enrolled in primary school, with a relatively low gender gap in opportunities; the ratio of girls to boys in primary and secondary education was 93 per cent.

According to the World Bank Development Indicators, life expectancy has remained constant at 67 years of age since 2008. In 2008, fertility rates were on average four births

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[14] Data retrieved from: http://www.adb.org/publications/tajikistan-fact-sheet

[15] Data retrieved from: http://data.worldbank.org/country/tajikistan

per woman with adolescent fertility rates (per 1000 women aged 15-19) at 41. In 2012, 87 per cent of births were attended by skilled health attendants, representing a one per cent decrease from 2010. Under-five mortality hovered at 48 per 1000 live births in 2013, a five per cent decrease since 2010.

From a scale of 0 to 100, the overall statistical capacity of Tajikistan is 75.6, demonstrating significant improvements in both scope and modernisation of census and a relatively higher capacity than other lower-middle income countries (which averaged 68.9 in 2014). The statistical capacity score of Tajikistan has significantly increased from its lowest point of 71.1 in 2006 to its highest point of 77.8 in 2009.[16]

3.1.2 The context of the 2010 census in Tajikistan

Tajikistan has a long tradition of census taking. Population censuses were conducted as far back as 1913. During the Soviet era (1924 - 1991), censuses were held at regular intervals. However, these censuses had their own methodology and were not in line with internationally accepted principles and recommendations. The 2000 Tajikistan Population Census was still carried out according to the old Soviet system.

Tajikistan faced a major challenge with the 2010 census in terms of adapting to a modern set of definitions along with the introduction of new technologies for data processing and dissemination. Additionally, for the first time, a housing component was introduced to the census operation. Table 2 lists the most important differences between the 2000 and 2010 censuses in Tajikistan. It is important to note that the situation in Tajikistan is, in many ways, similar to that of other countries in the Central Asia region: after the collapse of the Soviet Union, significant changes were required by all countries in the region to modernise statistical systems and comply with international standards of census taking.

Table 2. Comparison between the Tajikistan 2000 and 2010 censuses

Aspects of the census	Census 2000	Census 2010
Need to be addressed by the census	Post civil war situation	Government and local authorities required data
Methodological philosophy	Ideological influence of Soviet regime	Compliance with international standards
Major challenge in timeliness	Duration of census data collection	Faster (verification: 7-8 months)
External support	Very limited external support	Support focused on capacity building, technical support and equipment
Technological infrastructure	Most tasks manually completed	Use of technology (scanning and imaging)
Level of disaggregation	Data at national level, less disaggregated data	Data at national level, more disaggregated data
Financial resources	Under-funded census data	Sufficiently funded census
Use of data post census	Minimal use of census data for policy planning	Extensive use of census data for policy planning
Nature of the census	Population census	Population and housing census

Source: Evaluation Team

The preparation of the 2010 census began in 2005 with the creation of a legal framework. By law, the Agency on Statistics under the President of the Republic of Tajikistan (the

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[16] For more information of the statistical capacity indicator, please visit:
http://datatopics.worldbank.org/statisticalcapacity/

National Statistical Organisation - NSO),[17] was given the authority to conduct the 2010 population and housing census and to gather all information stipulated in the census questionnaire. A National Committee was set up to assist the NSO with the census preparation and to guarantee the quality of the entire operation.[18]

The definition of individuals to be counted in the 2010 census changed from the 2000 census. In the 2010 census, the following persons were enumerated:

- the resident (customary) population who were present at the time of the census;
- the resident (customary) population who were not present at the time of the census;
- persons who were present in Tajikistan at the time of the census, but who were residents elsewhere (e.g. temporary foreign workers or tourists).

The use of this definition enabled the NSO to provide ample statistical information on both the *de jure* and the *de facto* population.[19]

During the period of 15 to 24 October 2008, a pilot census was held in the Rogun district. This pilot census showed that a number of technical and operational aspects needed further improvement. As such, a number of decisions were made including: increasing the duration of the fieldwork from one week to 10 days for the enumeration, increasing the workload of the enumerators in urban areas and adding an extra two days of training for enumerators. Additionally, the pilot census revealed that applying the definition of residency posed practical problems. It was decided, therefore, that a special control form - noting both the permanent address of an individual as well as the address at which the individual was enumerated - was to be used. This control form could later be used to check whether an individual had been double counted.

The questionnaires for the population and housing census were closely aligned with the United Nations Economic Commission for Europe (UNECE) principles and recommendations for population and housing censuses (Tajikistan is a member of the UNECE).[20] The only core topic proposed by the UNECE that was not included in the Tajikistan census was 'Ever resided abroad and year of arrival in the country'. A number of non-core topics were omitted, but could be derived (or partially derived) from other questions in the census. Some notable non-core topics that were not included in the census were religion, ethnicity, disability and academic field of study.

The census took place at midnight (00h00) of 21 September 2010.[21] Fieldwork took place from 21 to 30 September 2010: 20,180 enumerators conducted the census, 1,154 census

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[17] Although the official denomination in Tajikistan is Agency of Statistics, the evaluators will use the terminology "National Statistical Organisation" (NSO) throughout the report to be consistent with the other country case study notes of the UNFPA Evaluation on census.

[18] Aura-Mihaela Alexandrescu, Mission Report 31 March - 7 April 2011. Project: Population Strategies Population and Development: Population Census. Tajikistan, Dushanbe, 2011.

[19] De jure population refers to the population actually present at the census date whereas the de facto population refers to the population usually residing in the country.

[20] United Nations Economic Commission For Europe: Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing, prepared in cooperation with the Statistical Office of the European Communities (EUROSTAT), United Nations, New York And Geneva, p. 155, 2006.

[21] The census moment is referential date for which census information is collected.

head enumerators and 4,622 supervisors. Enumerators who were working in the cities and larger villages did the enumeration with the help of maps, while enumerators in smaller villages did not as these enumerators were generally from the villages and knew according to their local knowledge where all dwellings were situated. International observers were not invited, as the cost of an international monitoring was prohibitive. The general public could ask questions about the census and lodge complaints through help lines, call centres and information centres.

Though a Post Enumeration Survey (PES) was not conducted, each supervisor re-visited 10 per cent of all households to see how many households had not been initially covered. After the census, all forms were gathered in the 65 regional statistical offices and forwarded to the NSO.

For the first time, the NSO opted to use scanning technology for the processing of the census data using the Flexicapture 9.0 software for both scanning and editing. After scanning, recognition and verification of all forms within one Enumeration Area, an editing programme was run against the data to detect inconsistencies and structural errors. The Flexicapture 9.0 programme contained about 200 consistency checks. The editing programme reported errors, with the majority of corrections made manually (using digital images of the questionnaires). However, for more complex inconsistencies, the editor went back to the original questionnaires. After the first editing phase, data were saved in XML format and transferred to the database. Scanned images of the completed questionnaires were saved next to the data. Additional consistency checks were run and manual corrections were made.

A range of problems was encountered with the record identification fields during the data handling. Often, due to character recognition issues, the records of individuals shifted out of the household under which they were recorded. The whole data processing phase of scanning and editing took about seven to eight months.

The census results were then published in 10 volumes with selected tables. Though data processing went smoothly despite the above-mentioned minor complications, it took much longer than expected for all 10 census reports to be published. The first report came out in January 2012, with two years passing before the last report was published in December 2013. It was indicated that the delay was caused by printing problems and not related to the quality of the census data (see evaluation question 2).

3.2 Overview of UNFPA response

3.2.1 Programmatic support

UNFPA programmatic support to Tajikistan from 2005 to 2015 – during which the different phases of the census took place – are exclusively set out in the 2010 – 2015 country programme. In the 2005 - 2009 country programme,[22] preparations for the 2010

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[22] Executive Board of the United Nations Development Programme and of the United Nations Population Fund. Country programme document for Tajikistan. 2005 - 2009. Regular session 2004. New York, 2004.

census were not cited. Similarly, in the 2005- 2009 country programme action plan (CPAP), support to the 2010 census was not included.[23]

Table 2 summarises the expected results in the 2010 - 2015 country programme and the cells shaded grey represent those that are specifically related to statistics and census. The table provides the expected output for the three focus areas of support of UNFPA: 1) reproductive health (RH), 2) gender and 3) population and development (P&D). The programme is aligned with the priorities of the National Development Strategy of the Government for the period 2007-2015, the Millennium Development Goals and the 2008-2011 UNFPA Strategic Plan.

Other building blocks of the country programme (CP) include the prioritised United Nations Development Assistance Framework (UNDAF) outcomes discussed during the UNDAF workshop that involved collaboration between Government representatives (Ministry of Health, Goskomstat,[24] Youth Committee, etc.) and United Nations agencies (UNDP, UNESCO, WHO, UNAIDS, UNIFEM, UNHCR, etc).[25]

Support to census is not explicitly mentioned within the 2010 -2015 UNDAF results framework, though support to data is captured across several pillars, detailed in table 3 below.

Table 3. Outcomes and Outputs in the UNDAF 2010-2015 related to census/ data

Pillar 2: Food and Nutrition Security	
Agency Outcomes 1: National institutions formulate appropriate <u>data-driven</u> policies to promote food and nutrition security	
Pillar 4a: Quality Basic Services (Social Protection)	
Agency Outcome 3: There is greater access for the most vulnerable to quality health care services, improved health behaviours, to prevent and reduce communicable diseases	Output 3.4 The capacity of epidemiological surveillance systems, particularly epidemic forecasting, early warning, and response, is strengthened to provide **accurate data** for use in planning and decision-making on epidemic outbreak prevention
Pillar 4c: Quality Basic Services (Social Protection)	
Agency Outome 1: Targeted vulnerable groups (youth, women, and refugees) have higher levels of employment	Output 1.1 Authorities in the MoE and MoLSP are better able to formulate **data-driven** labour and vocational training policies (ILO).
Agency Outcome 4: The social protection system is empowered to develop and implement standards and data-driven policies	

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[23] Country Programme Action Plan 2004-2009 between the Government of Tajikistan and United Nations Population Fund. Page, 2010.

[24] Goskomstat is another name often used within Tajikistan for the Agency of Statistics. It is in fact the Russian word for State Committee on Statistics. After independency Goskomstat changed to Committee on Statistics under the Government and then in 2013 it was renamed to Agency on Statistics under the President.

[25] UNDP-United Nations Development Program, UNESCO-United Nations Educational, Scientific and Cultural Organization, WHO-World Health Organization, UNAIDS_- United Nations AIDS, UNIFEM –United Nations Development Fund for Women, UNHCR – United Nations High Commissioner for Refugees

Table 4 highlights the main expected outputs of the country programme 2010-2015, census related outputs are highlighted in grey:

Table 4. Results of the Tajikistan country programme 2010 - 2015	
RH	**Output 1:** The capacity of reproductive health workers is strengthened to provide high-quality reproductive health care by revising guidelines and standards and by providing training in 25 districts. **Output 2:** Healthcare facilities are equipped with essential reproductive health commodities, including those used in natural disasters and other emergency situations. **Output 3:** Adolescents are acutely aware and understand their sexual and reproductive health needs and rights and effective practices to prevent HIV and AIDS and other sexually transmitted infections.
Gender	**Output 1:** Information, such as brochures and flyers, is available for advocacy with policy-makers and decision makers on gender inequality, gender-based violence and strategies to prevent gender-based violence. **Output 2:** Preventive measures and service delivery for victims of gender-based violence are improved, with an emphasis on women and refugees.
P&D	**Output 1:** Strengthened capacity of Goskomstat (the national statistics agency) to conduct the 2010 population census.

Within the support to Population and Development, the only outputs specified were to strengthen the capacity of the NSO to conduct the 2010 population census. The country programme action plan for 2010 - 2015 specified how Population and Development support for the census would be implemented.[26]

The following key activities were envisaged:

- *Assisting with census planning, census method and analysis*, through consultancies, training, technical literature and exchange of experiences.
- *Training and field testing*: training and consultancies during the preparation of the census with emphasis on financial management, development of questionnaires, training of enumerators, enumeration, including the recruitment of enumerators, post-enumeration survey, and data processing, including data capture, recruitment, training, editing and tabulations.
- *Building capacity*: strengthening the capacity of the NSO and staff at other relevant institutions through obtaining the latest knowledge and hands-on international experience in data collection and analysis.
- *Raising awareness among government policy-makers* on the importance of reliable census data and its use in policy-making and programming, including in the development of gender sensitive policies and programmes.
- *Using census information*: UNFPA will support the NSO and other organisations to develop studies on a) comprehensive gender analysis of population-based indicators for projections in sectoral planning; b) migrants; c) number of persons living in disadvantaged areas and circumstances; d) ageing; e) female-headed households; and f) other relevant issues on population and development.

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[26] UNFPA: Country Programme Action Plan 2010-2015 between The Government of Tajikistan and United Nations Population Fund. Page 13 - 14, 2010.

- *Advocating for the census*: through training of media personnel, create a supportive policy environment and fundraising to support the census, increase use of census data, and improve the image and credibility of the Goskomstat Census Department.
- *Obtaining information technology (IT) and other equipment*: UNFPA will support Goskomstat by procuring IT and other equipment required for conducting the census.
- *Raising awareness of gender issues among decision-makers:* a) raising awareness among policy-makers of the importance of gender issues; b) reviewing and adjusting questionnaires, definitions and manuals from a gender perspective; c) developing guidelines on interview techniques, such as probing; d) training of trainers on gender issues for the census; e) raising awareness among high level authorities, supervisors, and enumerators regarding training and gender issues; f) raising public awareness on gender issues such as working women g) publishing and disseminating gender-focused data analyses; h) conducting public awareness campaigns.
- *Disseminating census data for development planning, policy-making and monitoring:* a) disseminating integrated census micro data at no cost to academic researchers and policy-makers; b) developing the information system; c) poverty mapping; d) monitoring the MDGs, in general, in urban and rural areas; e) measuring and mapping the standard of living; f) information on gender mainstreaming and women's economic activity and youth reproductive health, and participating in development; g) gaining an understanding of the situation with the elderly; h) analysing home and family; i) migration and situation of indigenous peoples; and j) acquiring data for development.
- *Measuring of MDG indicators using the population and housing census data.*
- *Using census data to estimate demographic variables:* promoting and supporting analysis of the 2010 population and housing census results and using data to estimate demographic variables.
- *Using census information to study the elderly:* promoting and supporting culture- and gender-sensitive analysis of the 2010 population and housing census results on the ageing population, including the economic, social and cultural implications.
- *Measuring pregnancy-related mortality using the census data:* levels and characteristics of maternal mortality and regional differences.
- *Measuring migration through population and housing census:* promoting and supporting the analysis of the 2010 population and housing census results on the use of census data for measuring migration variables.
- *Training of provincial managers to use census data.*

Given the number of action points, UNFPA plans to support the population and housing Census was very ambitious. The extent to which these planned activities were carried out will be addressed later in the report.

3.2.2 Financial support from 2010 to June 2014

This section presents a brief snapshot of UNFPA financial support to the census. While the Government of Tajikistan allocated $7 million for the census, the financial contribution of UNFPA was significantly lower. In Tajikistan, only core funds were spent in support of the census, with the cumulative amount of financial support over the period totalling

$753,309.20, of which $654,321.22 (or 94.4 per cent) was spent between 2010 and 2014. Figure 2 captures the amount budgeted compared to actual expenditure from 2010-2014.

Figure 2: Total amount budgeted and expenditure on the census in Tajikistan from 2010-2014
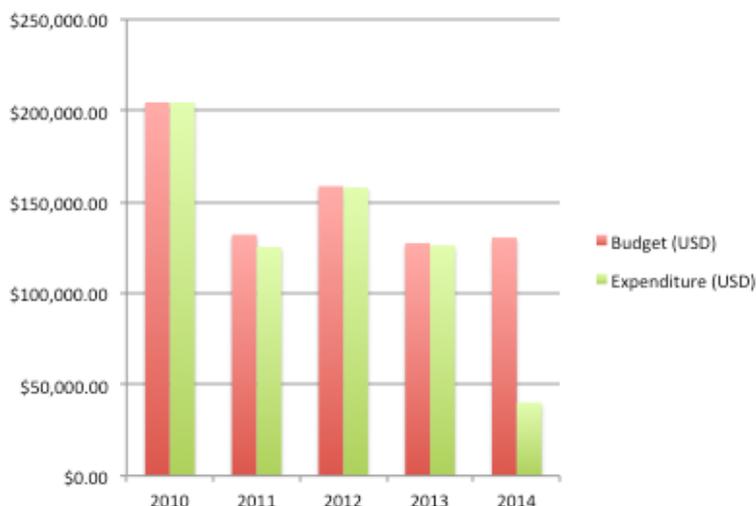
Source: Project ID's associated with census were provided by Tajikistan Country Office on 6 March 2015 then pulled from Atlas database (generated 10 June 2014)

Figure 3 puts into perspective census expenditure in relation to the total expenditure executed by the UNFPA country office during the analysis period. As shown in the figure 3, 14 per cent of total country office expenditure from 2005-2014 was dedicated to population and development activities and, of that, 49 per cent was expenditure related to the 2010 census round.

Figure 3: Expenditure by Tajikistan country office from 2005-2014 on P&D and census as a percentage of total country office expenditure
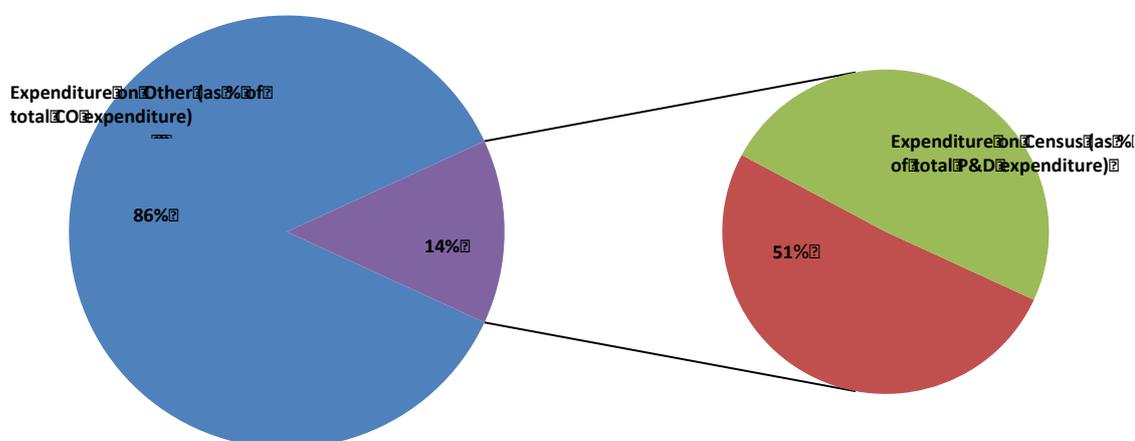
Source: For census expenditure, the project ID's provided by Tajikistan CO on 6 March 2015 and then pulled from Atlas database (generated 10 June 2014) for total country office expenditure and total P&D expenditure, amount pulled from Atlas (database generated 10 June 2014).

4. Findings and analysis

EQ1. To what extent was UNFPA support aligned with partner government priorities and national needs on availability of data on the one hand and UNFPA policies and strategies on the other?	
Summary of Findings:	Relevance
There is no doubt that, as compared to the 2000 Population Census, the 2010 Population and Housing Census was a major step forward. The importance of the census and its ability to meet user needs are seen as a big success by all parties involved. From the beginning, there was an agreement between all partners that UNFPA would coordinate the support by the international community. **UNFPA support at country level was guided by the needs and priorities of the national government and was aligned with UNFPA corporate global policies and strategies. The UNFPA also helped address the data needs of non-government actors.**	

Alignment with partner government priorities with regard to the availability of statistical data

Population and Housing censuses are a significant component in public administration and policy-making. Information gathered in the census should therefore be directed by the needs and priorities of national governments and other agencies involved in planning and research. The development of the census questionnaire is the most important step in this process and should be aligned with the priorities of local census users.

During the preparation of the census, UNFPA input was essential in identifying the types of questions to be included in the questionnaire. Following the Government rejection of the initial questionnaire draft, UNFPA recruited a consultant who reviewed the draft and helped develop the final version of the questionnaire.

Ministries were consulted and played an active role in the preparation of the questionnaire. The Ministry of Health (MoH) helped to shape some of the questions and took part in the analysis of census data. The Head of the Main Division of Development of Social Sectors of the Ministry of Economic Development and Trade (MEDT) also proposed questions, focusing on social protection.

Overall, government representatives that were interviewed confirmed that the actions of UNFPA were aligned with their need for statistical data. Through the advocacy and technical support of UNFPA, population data were, for the first time, included in the Poverty Reduction Strategy Paper (PRSP). The PRSP of Tajikistan is used as the medium-term programme to implement the National Development Strategy (2007-2015), operationalising the social-economic development vision of the country.

Although the questionnaire was developed with input from data users (and specifically government officials), interviews with individuals in ministries often revealed that important information was lacking from the census questionnaire. In discussion with

census users,[27] four important topics emerged: religion, ethnicity, disability and migration. The NSO, aware that each additional question to the questionnaire would add considerable cost to the census, was hesitant to include too many questions.

There is a stark contrast between the importance of migration for the national economy and the nearly complete lack of information regarding the number of Tajikistan citizens working abroad.[28] The 2010 census would have been an ideal opportunity to gather detailed information on this phenomenon, but unfortunately this was not taken into account. The government underestimated the relevance of migration for the Tajik economy. However, the topic appears to have gained some importance since then and is likely to be considered in the 2020 census round with the Government and development partners already showing great interest in migration statistics.[29]

There is some confusion about the consultation with the academic community in developing the census questionnaires. The NSO states that academic organisations were consulted, though they themselves reject this claim (but acknowledge that their students and staff played a role in the census fieldwork).[30] It should be noted, however, that this consultation process occurred seven years ago, with bias/misremembering potentially accounting for the inconsistency of statements. Seven years after the questionnaire was drafted, it is impossible to determine whether the UNFPA suggested a more extended version of the questionnaire, with the inclusion of migration and other topics judged as important by the ministries.

> *Alignment with national needs regarding the availability of statistical data (in addition to and beyond government needs)*

UNFPA support focused on both central and decentralised levels. Within the Government, a decentralisation process is currently underway to concentrate the collection of statistical information at the district level (rather than the central level).

The UNFPA Tajikistan country programme 2010-2015 evaluation report states that: "UNFPA capacity building had focused on the national and oblast levels and was not contributing to the on-going decentralisation process in Tajikistan where local governments are expected to take more responsibility for development planning and management. While a basis has been laid, the evaluation has found weaknesses within the NSO at district level as compared to central and regional levels."[31] The evaluation team considers that UNFPA took action to remedy that situation and leverage the competences of the NSO district offices. For instance, as learned during the field visit to the NSO of

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[27] Ministries, media and Turkish Development Aid Agency.

[28] In 2007, Tajik migrants in Russia sent $1.8 billion in remittances through official banks, representing 30 per cent of GDP. Other sources estimated that remittances comprised an even higher share of GDP.

[29] The establishment of a dedicated working group with ministries, donors and UNHCR on migration was foreseen in spring 2015

[30] Department of Human Development and Migration, Institute of Economic and Demography of Academy of Sciences of Republic of Tajikistan, Chair on Statistics, National University of Tajikistan and Chair on Sociology, National University of Tajikistan.

[31] Country Programme Evaluation. UNFPA Tajikistan Country Programme 2010-2015 Evaluation Report , November 2014.

Khatlon regional office, the topics covered at the UNFPA training sessions (at least in that area) were passed on to staff members in the district offices. Moreover, the Population and Development expert indicated that several trainings provided by the UNFPA were conducted for the heads of district offices.[32]

One of the major challenges for the UNFPA country office was the lack of knowledge of demographic indicators – despite their quality and availability – by the media as well as stakeholders like NGOs. UNFPA has undertaken various actions to deal with these challenges: a) organising a round-table meeting on preliminary census results with representatives of NGOs, mass media and government agencies; b) training mass media representatives on the basics of demography and the use of population indicators; and c) training national state university representatives on Population and Development.

UNFPA worked to ensure that the census was aligned with health data. UNFPA was actively involved in the 2012 Demographic Health Survey (DHS) and played a role as mediator and bridge between the United States Agency for International Development (USAID) and the various international and national partners involved in the DHS.[33] The UNFPA helped to establish a good, constructive relationship among the NSO staff, the International Capitals Foundation (ICF) (a non-governmental organisation) and USAID representatives. DHS micro-data are accessible through the DHS-website.[34]

However, concerns remain on public access to micro data. UNFPA has advocated that micro-data be made available for non-governmental census users through the Internet. The 2010-2015 country programme action plan proposed to disseminate the integrated census micro-data at no cost to academic researchers and policy-makers.[35] It was suggested to put a 10 per cent anonymised sample from the census online. However, despite UNFPA efforts, this plan was not implemented. Currently, academic staff continue to rely on published information for their research. The NSO indicated that they work firstly for the government. Government agencies can request custom-made tables, but tables or other analysis are not produced on demand for individuals or non-governmental organisations.

Alignment with UNFPA policies and strategies

The Tajikistan country programme document (CPD) for 2010 - 2015 has only one output for the Population and Development component: "Strengthened capacity of Goskomstat to conduct the 2010 population census". The planned Population and Development activities of the CPD are perfectly aligned with the UNFPA Special Initiative on Census.

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[32] Standard Progress Report 2014, UNFPA.

[33] According to key informants, the Tajik Government is more familiar and at ease with the United Nations system than with individual bilateral donors.

[34] Retrieved from: http://dhsprogram.com/what-we-do/survey/survey-display-384.cfm

[35] UNFPA, Country Programme Action Plan, 2010-2015 between The Government of Tajikistan and United Nations Population Fund, s.d., p. 15.

An analysis of the successive country office annual reports (COARs) for 2008 - 2014 shows that census support activities implemented closely matched those proposed. The census support of the UNFPA country office is consistent with UNFPA Strategic Plans and aligns with current corporate-level outputs and associated outcomes, reflecting finding 10 of the 2014 Tajikistan country programme evaluation, which states that *"… the bulk of the Population and Development programmatic area contributes to the UNFPA Strategic Plan 2014-2017 commitment to strengthen capacity for production and dissemination of quality disaggregated data"*.[36]

As mentioned in chapter 3, support to the 2010 census was not cited in the 2005 - 2009 CPD. Though the census was not explicitly referred to in the CPD, many activities of the UNFPA country office directly supported census preparation during this period. Aligned

> **Box 6. The UNPFA Special Initiative on Census**
>
> UNFPA policies and strategies to support the 2010 census round are included in the Special Initiative on Census, launched by the Executive Director in 2009 to ensure that UNFPA programme countries could carry out a population and housing census during the 2010 round. The SIC adopted several strategies to ensure that countries could organize successful censuses based on internationally accepted standards and methodologies. These were:
> - mobilize political commitment and adequate financial resources for censuses;
> - provide adequate and timely technical support and guidance for census operations;
> - enhance technical and institutional capacities of National Statistical Offices in all aspects of census operations;
> - strengthen existing and/or build new strategic partnerships to support census operations;
> - facilitate networking between statistical, academic and research institutions and experts in population and related fields;
> - establish within the UNFPA the necessary institutional mechanisms and processes for coordinating and guiding provision of this support to census operations.

with the general strategy of UNFPA, these activities addressed the need for accurate and timely data on population, disaggregated by age and sex, for planning, monitoring and evaluating development policies and programmes.

In addition to the census, UNFPA provided financial and technical assistance to various population studies and surveys. Among others, support was provided to the 2011 National Ageing Report in Central Asia, the 2012 Demographic and Health Survey (DHS), the Living Standards Improvement Strategy (LSIS) 2013-2015 and the 2014 UNDP Tajikistan Human Development Report (HDR). Each of these activities was closely linked to the strategic goals of UNFPA and supported important policy measures. For instance, the National Ageing Report was prepared in cooperation with the United Nations Department of Economic and Social Affairs (UN-DESA), the NGO Central Asian Gerontological Centre and the NGO HelpAge International. Discussions based on the results of this survey led to a government declaration to prepare a national ageing plan. The National Ageing Survey was prepared within the context of the Madrid International Plan of Action on Ageing (MIPAA). As the UNFPA contributes to MIPAA through activities that "improve data collection, analysis, research and dissemination, and promote(s) population and advocacy,"[37] its support activities for MIPAA were closely aligned with the policies and strategies of UNFPA.

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[36] Country Programme Evaluation. UNFPA Tajikistan Country Programme 2010-2015 Evaluation Report, November 2014, p. 42.

[37] Information retrieved at: http://www.globalaging.org/agingwatch/events/funds/index.htm

EQ2. To what extent has UNFPA support enhanced the capacity of National Statistical Offices (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity sustainable?	
Summary of Findings:	Effectiveness and sustainability

UNFPA effectively assisted Tajikistan in the transition from a Soviet style, government-oriented census in which the majority of data was handled manually, to a census that complied with international principles and standards and used more modern technology to disseminate data to a broad audience.

Throughout the census process, the UNFPA country office played a key role in enhancing the capacity of the National Statistical Office to carry out a successful census. This was done through workshops and training programmes and the deployment of short-term consultants, suggesting limited in-house technical assistance capacity in the country office. The country office also used study tours and exchange of experience with neighbouring countries, especially regarding the deployment of new technologies. This exchange of experience was seen as a key modality for the development of capacities regarding the 2010 round of census.

Though UNFPA developed a strategy to help secure additional funds for the 2010 census, it was not successful in this endeavour. As it prepares for the 2020 census, the NSO is facing a challenge in retaining key staff from the 2010 census.

Figure 4. Timeline: Key dates of the census process
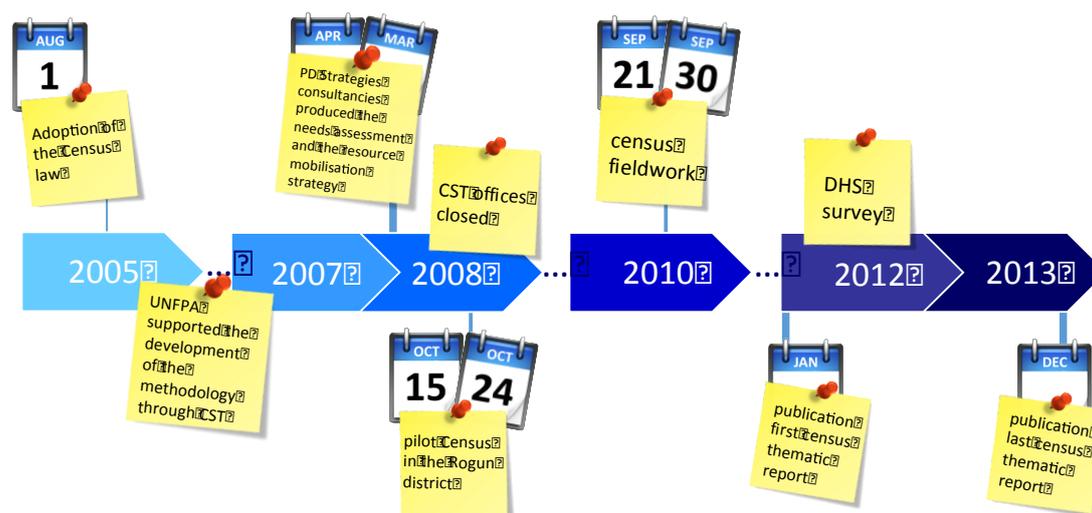
Enabling environment to conduct the census.

UNFPA played an instrumental role in creating an enabling environment to successfully conduct the 2010 population and housing census in Tajikistan. Attention had to be paid to capacity building of the staff of the NSO - the majority of which had no prior experience in the conduct of an internationally compliant census.

Tajikistan faced similar problems to those of other former Soviet Union states in Central Asia. Therefore, a project was started by the UNFPA Country Support Team (CST) in Bratislava to assess the needs of these countries for the 2010 census round. UNFPA support for the census was organised based on a needs assessment for Tajikistan that was undertaken in 2008.[38]

Prior to this needs assessment, existing governmental budget estimates and costs were analysed as well as institutional, legal and administrative arrangements.[39] Shortly after the needs assessment in 2008, a short-term consultant developed fundraising strategies.[40] In his mission report, the consultant presented a fundraising campaign for the census and developed the first version of the technical assistance programme. Unfortunately, despite these efforts, the Government of the Republic of Tajikistan was unable to mobilise additional external resources (from donors) for the census. It should be noted, however, that from the outset, donor interest in the census was quite weak: for example, during the 2008 UNFPA funded needs assessment mission, all major donors contacted showed little to no enthusiasm in supporting the census.

The project to strengthen the National Statistical System of Tajikistan (TAJSTAT) could also have been a contributing factor in the inability to secure external funds for the census. As mentioned previously, this project, underway from 2007 to 2011, was commissioned and financed by the World Bank with additional funds from the United Kingdom and Sweden. European NSOs (Germany, Czech Republic, Sweden, Slovak Republic, and Denmark) were involved in this partnership and some may have felt that they were already providing assistance to the statistical system in Tajikistan through this project and were therefore not interested in financing the census specifically.[41] Given the lack of donor interest, the Government bore the majority of the census cost.

It was already clear at an early stage of the census project that the NSO had limited human resources to prepare and conduct a national census. After the 2000 census, many staff members left the NSO. Those that stayed, however, while familiar with a Soviet-style census,[42] were unaware of current international principles and standards of conducting a modern census.[43]

During the initial phase of the census project (2005-2008), UNFPA helped create the methodological basis for enumeration. Staff had to be trained on international principles and recommendations for population and housing censuses. In 2008, NSO staff were trained on census methodology and, in 2009, international consultants held a five-day training session on census risks. UNFPA also provided the opportunity for census staff to

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[38] Nikolai Botev, Aura-Mihaela Alexandrescu, Mission Report. Population and Development Strategies. 17th - 19th March 2008. Dushanbe, Tajikistan.

[39] Aura Alexandrescu, Mission Report. Population and Development Strategies. March 10-15, 2008. Dushanbe, Tajikistan.

[40] Dr. Eliahu Ben Moshe, Mission Report. Population and Development Strategies. March 26th – April 3nd, 2008. Dushanbe, Tajikistan.

[41] Roderich Egeler: Strengthening the National Statistical System of Tajikistan Twinning Partnership between the Statistical Agency/Tajikistan and the Federal Statistical Office/Germany. Opening Words.

[42] See table 1 for the main differences in the aspects of the census between both approaches.

[43] In other words ideologically biased and satisfying the opinions of the national authorities rather than reflecting a reality.

learn from the experience of other countries.[44] From 9 to 10 February 2009, the State Statistical Committee census staff took a study tour to the Statistical Agency of the Russian Federation (Rosstat) and participated in the meeting of Russian Statisticians on census preparation (11-13 February 2009).[45]

UNFPA advocacy and support for the adoption of census legislation (to create an enabling environment) was not needed. As presented in chapter 3, an initial law was adopted on 1 August 2005 whereby the Government committed to conducting a national population census in 2010. This law assigned responsibility to prepare, develop and publish data to the NSO.

> *Capacity of the NSO to collect, produce and make available quality census data in the 2010 census round.*

In 2011, the UNFPA hired a consultant to evaluate whether the 2010 population census activities (methodological and operational) complied with international principles and recommendations. The report concluded that: *"… based on the actual evaluation, the activities done in the preparation and enumeration phase of the census were in line with the International Recommendations, but also adapted to the national needs".*[46] The evaluation also stated that the activities during the preparation and enumeration phases were in line with internationally agreed recommendations while adapted to national needs.[47] For the 2010 census, some of the definitions used in the 2000 census questionnaire had to be adapted to comply with international standards. For example, the definition of the "place of usual residence" was altered to conform to the internationally agreed definition using the "twelve-month criterion". The pilot census indicated that many of the enumerators had difficulties using this definition and, as such, a special control form was used to help clarify this definition.

With the exception of the topic, "dwelling by type of building", all population and housing core topics suggested by the UNECE 2010 Recommendations were included in the census questionnaire.[48] As previously stated, most non-core topics were also included, though religion, ethnicity, disability status and income were not.

During interviews with census stakeholders – including government agencies, members from the donor community and NGOs – there was a general consensus that the support of UNFPA had been provided in a transparent manner. This is in line with the conclusions from the 2014 country programme evaluation. The evaluation states that there is now greater know-how and capacity in population registration and data management: *"…*

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[44] UNFPA, 2008 Country Office Annual Report (2008 COAR submission in the i-Track Remote Data Entry Facilty (RDEF), 23 Jan. 2009.

[45] UNFPA, 2009 Country Office Annual Report (2009 COAR submission in the i-Track Remote Data Entry Facilty (RDEF), 17 Jan. 2010.

[46] Aura-Mihaela Alexandrescu, Mission Report. Population and Development Strategies - Population Census. 31 March - 7 April 2011. Tajiksistan, Dushanbe, p. 22.

[47] Country Programme Evaluation. UNFPA Tajikistan Country Programme 2010-2015 Evaluation Report, November 2014, p. 54.

[48] United Nations Economic Commission for Europe, Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing prepared in cooperation with the Statistical Office of the European Communities (EUROSTAT), United Nations, New York and Geneva, 2006.

recent years have seen an overall improvement in the quantity and quality (reference is made to the international standards of reliability, accuracy and timeliness) of demographic data and analysis in Tajikistan. The UNFPA, as one of the Statistical Agency's key partners, even before 2010, is recognised to have played a considerable role."[49]

The evaluation considers that UNFPA succeeded in instilling a renewed statistical culture in Tajikistan. Unlike prior censuses, the 2010 census actually revamped the census process, definitions and categories of data to be collected. The objective of UNFPA country office was clearly to enhance the institutional impact of the census and to move away from the Soviet pattern concerned more with pleasing the than capturing the actual population and housing situation on the ground.

To achieve this goal, UNFPA worked to ensure that the 2010 census incorporated new definitions, methodologies and technologies that were aligned with international standards and that would enhance the capacity of the NSO to collect and produce quality data from the census. In this perspective, UNFPA organised a total of 18 different training sessions from 2010 to 2013, including:

- A 10-day practical course for IT-specialists on how to scan census and housing questionnaires.
- Training for the census department (within the NSO) on how to give instructions and fill out questionnaires.
- Training for mass media on how to generate public awareness of the 2010 census.

A total of 837 individuals were trained between 2010 and 2013, with 535 individuals coming from Dushanbe and 302 individuals participating from the regions. In addition to the workshops and training sessions held in Tajikistan, UNFPA helped small groups of NSO staff to gain experience abroad. During the pilot census, for example, four NSO staff members went to Kazakhstan and six staff members visited Kyrgyzstan.

Testing the new definitions and procedures during the pilot census was crucial to the census. After the pilot census (2008), all aspects of the census operation were reviewed and changes were made where necessary according to standard practice.

The NSO typically took into account the recommendations of UNFPA, with two exceptions. First, UNFPA suggested a Post Enumeration Survey (PES) to measure enumeration coverage. Supervisors, instead, revisited all enumeration areas immediately after enumeration and checked 10 per cent of all households in each area. Second, UNFPA recommended that the micro-data be made available through a 10 per cent anonymised random sample, but, due to privacy concerns, individual data were not made public.

Finally, UNFPA put emphasis on transparent principles that drove the 2010 census operations. The majority of UNFPA direct support focused on publicity and communication during census preparation. Leaflets, flyers and informative letters were prepared in which the concepts, main messages and questions of the census were explained. Enumerators distributed this information to all households before the census. In addition to the leaflets and flyers, a census hotline was established and the census was promoted on big screens in Dushanbe. The contribution of UNFPA to the census publicity campaign consisted of: (a) designing information educational and communication (ICF)

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[49] Country Programme Evaluation. UNFPA Tajikistan Country Programme 2010-2015 Evaluation Report, November 2014, p. 49.

materials and banners; (b) printing census leaflets and flyers; (c) developing a series of TV and radio programmes; (d) writing articles (by NSO and UNFPA staff) to be published in local newspapers.

Support models for enhancing the NSO capacity.

Compared to support to other countries in the region (Uzbekistan, Kyrgyzstan and Kazakhstan) UNFPA provided quite a lot of support to the census in Tajikistan.

The support model for the Tajikistan census was aimed at optimising the institutional impact of UNFPA given moderate financial input. To ensure national ownership of the census, the NSO retained full control over the process.

The primary goal of UNFPA support was to assist Tajikistan in the transition from a more Soviet style, government-oriented census in which the majority of data was handled manually, to a census that complied with internationally accepted standards and used more modern technology to disseminate data to a broad audience in the most efficient and timely manner possible. Through interviews and census-related documentation review, a broad consensus emerged that the UNFPA had succeeded in this endeavour.

Support was provided to the NSO and other relevant institutes to build national capacity in demography. Technical assistance through short-term consultancies was provided as were a limited supply of IT-material, though a long-term census advisor was not needed. UNFPA also played a mediation role between the various stakeholders involved in the census.

The model of hiring short-term external consultants can be explained by the dismantling of CST offices. In 2008, soon after completion of initial needs assessment for census, CST offices closed and many of the experts housed in the CST moved to UNFPA regional and sub-regional offices. Some of these experts left UNFPA, while others are involved in programme management and implementation. The closing of the CST offices instigated a shift from the use of UNFPA in-house experts to external private consultants for census support. The UNFPA regional office in Istanbul and sub-regional office in Almaty (Kazakhstan) provided very limited backstopping during the census process. The role of the sub-regional office was limited to finding external consultants and providing information on the organisation of study tours.

Introducing new technology

UNFPA supported the introduction of new technologies and trained NSO staff accordingly. Despite technical challenges, the 2010 census made a great leap forward and paved the way to an ICT-based census in 2020, though staff will need to be sufficiently trained.[50] Complimenting the World Bank project, UNFPA helped introduce scanning and imaging techniques to the NSO, supporting the agency to enter census data more efficiently. The World Bank project provided the NSO with scanners and UNFPA provided support to use scanning techniques for data capture. However, the introduction of new scanning

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[50] See EQ5.

techniques was not without challenges. The initial scanners purchased frequently broke down and had to be replaced.

UNFPA hired experts to assess the capacity of the State Statistics Committee to perform data entry for census questionnaire and to use technology-based instruments. Following that assessment, UNFPA advised on the selection of the software company to be contracted and provided training for NSO staff to use optical scanning methods. It was decided to use AB Flexicapture 9.0 software for scanning and programmes were developed by the NSO in conjunction with ABBYY, a global software company with a strong base in Russia.

UNFPA organised training sessions for operators of the optical data entering and processing of census questionnaires. Workshops were also organised in Dushanbe and some staff travelled abroad for training (to Kazakhstan and Russia). The exchange of experience with Kazakhstan and Russia has contributed to an effective deployment of the new technology in Tajikistan as it was already in tested and in use in these countries.

As a result of procuring the optical scanning machines and subsequently providing training on their use, optical data entry of the census was successful. The entire data-capturing phase of the census took about seven to eight months, and involved 60 data verifiers and 40 data editors. A first set of consistency checks were carried out during the scanning process, with reported errors corrected manually based on the image files or, at times, on the original questionnaires. Following the first editing phase, data were saved together with the questionnaire image files for later reference. Additional consistency checks were run and corrections were made manually. Although the data handling went rather smoothly, multiple problems occurred with the record identification fields during scanning caused by errors in character recognition of the identification variables. This resulted in numerous individual records shifting out of their corresponding households within the data file. The evaluation team did not have the possibility to check whether this obstacle affected the overall reliability of data.

Sustainability and capacity to prepare the 2020 census round.

In 2005, the census department faced limited capacity and had to be built from the ground up. Today, however, the department (within the NSO) is in a much better position to prepare for the next census. The 2010 census commissioner remains employed at the NSO and will play an active role in the next census.

UNFPA support has been instrumental in increasing the human resource capacity of the NSO to handle the methodological and managerial aspects of the 2010 census.

However, challenges in the sustainability of the capacity built remain. The first challenge/risk relates to the retention of human resource capacity by the NSO, in the face of high staff turnover. After 2013, the budget for the census department was cut and staff were placed elsewhere. UNFPA lamented this decision and would have, instead, preferred that the census department be made permanent.[51] Some staff members were moved to other departments within the NSO, while others left the organisation altogether. Out of

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[51] Interviews with UNFPA country office staff.

the five or six key experts on the census team, three left the organisation for more lucrative jobs.

Key individuals on the census team received higher salaries during the census, as their jobs were very demanding. The salary increase kept them motivated, but following the census, many staff left finding the reduction in salary (back to pre-census levels) too difficult. For the next census, bonuses will have to be offered to attract capable, motivated individuals.

The second challenge lies in the technological capacity of the NSO. For example, the NSO is no longer using scanning technology as the licenses have expired. Additionally, had the licenses not expired and the scanning technology was usable, only one staff member is able to programme the scanners, posing sustainability challenges in the lead up to the 2020 census.

As a consequence, the evaluation team has doubts as to whether, at this stage of technical development, the technological approach towards the future use of handheld devices for censuses and surveys is the most practical option. Internet infrastructure is poor in many rural districts and the cost of providing each interviewer with a tablet is quite high. In addition, the NSO is considering the use of geographic information system (GIS) technology for mapping for the next census. The evaluation team does not consider the NSO to be ready yet to absorb this technological leap.

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a sustained increase in the use of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to the UNFPA mandate at national and decentralised levels?	
Summary of Findings:	Effectiveness
The increased availability of census data and its improved reliability supported its systematic use by national decision-makers, districts and municipalities as well as the university sector and the media. UNFPA worked to include a diversity of data users at the outset of the census operation (including, importantly, at the local level given the context of decentralisation) and invested heavily in dissemination activities. Today, all data outputs – excluding, noticeably, the micro-data set – are publicly available. Despite significant progress, data transparency remains an issue in Tajikistan, micro-data is not publically available and the Government has no intention to publish it in future. **The on-going institutional and socioeconomic reforms occurring in Tajikistan continue to require a focus on data dissemination and analysis capacities, which are lacking in some ministries and in the majority of local administrative units (districts and jamoats). Likewise, greater coherence between data from the 2010 census and other sources would be beneficial for the public decision-making process.**	

Enabling environment for the use of data.

Censuses have been undertaken in Tajikistan since the beginning of 20th century. This long-standing experience has set a solid foundation for a statistical culture across ministries. However, following the civil war of the early 1990s, many specialists (including policy analysts and statisticians) left the country. At the onset of the 2000 census round, the NSO struggled to retain qualified staff and ministries often lacked in-house statistical capacity. The 2000 census was the first census conducted after independence and several problems arose: data collection methods lacked scientific reliability, training manuals were not produced and data disaggregation at local level was not possible. Above all, the 2000 census focused solely on population data, with housing data not included.[52]

Following the 2000 census, the majority of census offices (at both the central and regional level) closed, with staff moving to various positions, often with no connection to statistics. This resulted in a lack of human resource capacity for census. For the 2010 round, the NSO, ministerial authorities and UNFPA realised that despite substantial experience with statistics, the ability of Tajikistan to capitalise on earlier achievements in the use of statistics was limited (see Box 7).

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[52] Information retrieved from interviews with several stakeholders and secondary sources.

Therefore, UNFPA assisted the NSO in the collection, production and dissemination of data with the aim of increasing the use of data.

UNFPA encouraged Tajik authorities to improve data collection methods in order to generate internationally recognised quality and reliable census data that could, in turn, be put to better use for research, policy analysis and socioeconomic diagnosis. Attracting more attention from aid agencies and donors than during the early 2000s, donors also encouraged Tajikistan to produce reliable data for socio-economic projections and accountability (see EQ1 and EQ2) and called for a revamping of the statistical system.[53]

As a result of the convergence of interest to produce more reliable data from international bodies, UNFPA suggested broadening the census to include additional topics in the

> **Box 7. Situation analysis regarding the 2010 census**
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> As of 2009, the UNFPA country programme identified the following issues that may hinder programme implementation:
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> - Low capacity of staff in the key partner institutions, poor data management and inadequate funding.
> - Limited fundraising /resource mobilization capacity.
> - The resource allocation system of the government is not systematically structured.
> - Partners have limited capacity, fluctuation of personnel and deficient monitoring.
> - Lack of national ownership of the country programme, although the Government is committed to the ICPD agenda in general.
> - Limited technical capacity of the NSO and shortage of IT-specialists.
> - Insufficient involvement of other international agencies in census activity.
> - No coordination between financial entities involved in conducting the 2010 population and housing census.
> - Lack of coordination between the ministries and agencies on census issue.

questionnaire. As mentioned earlier, not all topics were integrated as fully as they could have been (migration – a critical issue in Tajikistan – remained marginalised within the questionnaire), but housing questions were included, in compliance with the international standards.

In addition, UNFPA supported the Tajik authorities and the NSO to improve the technical capacity of existing staff, compensating for the departure of experienced specialists. Training was provided (e.g. on demographic projections and data analysis) and field visits to other countries were supported, with experts from the NSO sent, for example, to Moscow for training in population projections (for more information, see EQ2 on the modalities of support).

UNFPA also provided technical support to ensure the publication of census outputs, such as thematic reports and other statistics-based reports, and encouraged their use. For example, UNFPA trained staff at the Ministry of Economy on how to author the human development report on an annual basis and publish data in a way that would be useful for non-specialists.

A focus on data use is not only related to the 2010 census dating back to the 1990s. The long-standing relationship between UNFPA and the Tajik national authorities (on various

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[53] For instance, the World Bank has been putting emphasis on the improvement of the quality of data. Since partnership began with Tajikistan in 1993, the World Bank has provided approximately US$870 million in credits and grants of the International Development Association (IDA), and trust funds. This financing has aimed to support the Government in the following key areas: agriculture, rural development, economic policy, public sector, energy, water, health, education, and social protection.

issues) helped lay the foundation for an effective collaboration on data production generally and on the census in particular. Confidence in the work of UNFPA outside census (for example, on sexual and reproductive health) encouraged the Tajik authorities to work hand in hand with UNFPA on the census – through technical support and minor financial assistance – and move forward in the implementation of the 2010 round. Within the collaboration, UNFPA encouraged the Government to assign the leading role of conducting the 2010 census to the NSO. Through political support from the Government and advocacy by UNFPA, the NSO was viewed as an organisation capable of conducting a successful census leading to improved public policies at both national and decentralised levels.

The environment for data use also took into account the on-going institutional reforms, including particularly the process of decentralisation. On the latter, UNFPA encouraged the adaptation of the 2010 census to the context of devolution. In line with the intention of the Government to decentralise decision-making processes to local level, UNFPA informed the NSO and the Ministry of Economy that local levels (districts and provinces) lacked statistical capacity. Concerns regarding data confidentiality and disclosure policy at the local level were also discussed.[54] UNFPA informed the Government that decentralisation of the statistical function would require additional funding commensurate with the increased responsibility of local authorities in statistics.

UNFPA and the Government collectively decided to improve the data collection system at local level, aiming to improve its alignment with international standards. Following decentralisation, the breakdown of responsibilities for statistics is currently the following: municipalities (Jamoats) collect data on demographics, while the provinces and districts aggregate the data at local level and then share it to the NSO for national aggregation (e.g. health data are sent to the National Health Statistical Agency and population data to the NSO).

Population projections are now made at ministerial level, at three-year intervals based on data provided directly by the Jamoats. The municipalities systematically conduct a yearly report on households in each village, which, according to the UNFPA country office, provides a triangulation point with census data and constitutes major progress in the reliability of data and their likely use by districts and provinces.

Districts and provinces confirmed to the evaluation team (either during the team's field visit or via representatives in Dushanbe) their need for reliable data to design local policies. Though the breadth and reliability of data at local level has improved, it remains difficult for Jamoats to complete mortality indicators and birth registrations. These figures are unreliable due to the lack of statistical information on post-natal mortality at local level. During the mapping exercise for the 2010 census, UNFPA highlighted these shortcomings with a view to obtaining this information through the census.

The major obstacle to an increased use of data lies in the poor analytical capacities of the Tajik authorities at decentralised levels. The UNFPA Population and Development branch in the sector of Dushanbe confirmed that, though jamoats spent significant time and resources on collecting data, the data was unusable and as such, had little impact on public policies.

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[54] The evaluation team was informed about the strict Tajik legislation on the data confidentiality.

UNFPA subsequently explored the possibility of involving both national and local authorities (Provinces, districts and jamoats) in the interpretation of the census results and potential uses (e.g. how to make nation-wide projections and disaggregate projections to the province and district level by drawing upon Jamoat-level data).

> **Box 8. The Dissemination Action Plan 2010**
>
> A technical support mission by UNFPA helped prepare the Dissemination Action Plan for the 2010 Population and Housing Census. An international consultant assisted the Census Department specialist (within the Statistics Agency) in preparing the list of output tables, publications, and the detailed action plan for dissemination of census results.

The progress of decentralisation requires close monitoring for which data are crucial and the dissemination of census data could be strengthened as Tajikistan is undergoing rapid socio-economic changes and reforms.

UNFPA supported multiple publicity campaigns for the census, assisting in the spread of information on the census through mass media, the Internet, brochures and television. Additionally, UNFPA produced a 3D video shown on large monitors installed in Dushanbe during September 2010 to raise public awareness on the importance of the census for Tajikistan.

The majority of support provided by UNFPA to census fell within the framework of the dissemination plan (see Box 8). Some events were held to discuss census results and their likely impact on national issues. For instance, in 2012, a press conference and several roundtables were held to discuss ageing in Tajikistan entitled "Ageing in the 21st century: Triumphs and Challenges". Most of the background information drew upon the census results on the age breakdown / evolution of the population.

Additionally, through a joint partnership with UNICEF and the United Nations Statistics Division (UNSD), UNFPA supported the dissemination of census results through CensusInfo.[55] UNFPA staff members were trained to set up the CensusInfo system and UNFPA organised a training session for NSO staff, providing them with technical support to create the census results database. A team of trainers, a UNSD specialist and a DevInfo specialist held a 5-day training session on the use of the database.[56] As a result, the NSO was given the responsibility of setting up CensusInfo, which has greatly increased its sense of ownership and institutional capacity, including increasing its knowledge of new technologies (as CensusInfo is a web-based data visualisation and dissemination software). Today, the Tajikistan census results are available online for the first time. During 2015/2016, UNFPA will continue to support the NSO in making the database available to users.

In addition to availability via the Internet (free of charge), UNFPA Tajikistan has ensured that data is available to a wide-range of users through various products and outputs by

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[55] CensusInfo has been developed by the United Nations Statistics Division, in partnership with UNICEF and UNFPA, as part of the 2010 World Population and Housing Census Programme.

[56] Censusinfo is technically based on the MDG indicators dissemination tool called DevInfo.

supporting the development of census volumes (the so-called thematic reports), a monograph, an atlas and the DHS final report.[57]

The Government took responsibility for printing all outputs mentioned above, a good indicator of increasing ownership.

As previously mentioned, census micro-data is not publically available and the Government has no intention to publish it in future. Despite significant progress, data transparency remains an issue in

> **Box 9. Use of census data for the DHS**
>
> In 2012, UNFPA supported the conduct of the DHS survey. The DHS survey was the first of its kind in Tajikistan. The survey encompassed 8,000 households in all regions of Tajikistan, with the sampling frame for the survey entirely based on 2010 census data.

Tajikistan, a country in which data were often distorted to satisfy the soviet regime. On another note, however, after initial resistance from the Government (ministries were concerned about the impact of unexpected results), data from the DHS are now available on the ICF macro data website.[58]

Use of demographic and socio-economic data in evidence-based development and implementation of plans, programmes and policies at national and sub-national levels

With a view to enabling a more systematic use of data by a broad range of potential decision-makers and analysts, UNFPA insisted on including a wide array of national stakeholders in the consultations for the development of the census questionnaire. The Government and particularly the Ministry of Economic Development and Trade (METD) agreed, reaching out to a much wider range of stakeholders than was done for the 2000 census. In addition, governmental agencies and academic institutions were consulted on their data needs, suggesting a desire to conduct a census reflective of the needs of the population (and not simply for the NSO and ministries). The MEDT was tasked with coordinating the activities regarding consultations as well as providing technical support to the census. Suggestions were received from stakeholders and a first draft of the questionnaire was developed with UNFPA support.

Substantial evidence points to the significant uptake/use of the data generated by the 2010 census, in particular when compared with the 2000 census, which released incomplete and unreliable data five years after the census was conducted.[59] Government representatives indicate that ministries systematically use census data to assess and formulate public policies and develop reforms. Additionally, representatives shared that data is used in the design of nation-wide projects. The evaluation team can assert that, due to reliable analysis drawn on 2010 census data, government is more likely to design laws that reflect the needs of the country and the population.[60] For instance, policies are no longer based on the (personal) initiatives of individual ministers, but rather are the result of in-depth analyses of census data at national and local level, and, at times (where data are available and comparable), utilise a cross-national perspective. The Department

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[57] UNFPA Country Office Annual Report, 2013.

[58] As a note, there were some unexpected results in the DHS. The MICS, for example, found that the maternal mortality ratio was three times higher than the national indicators based on earlier estimations.

[59] Testimonials from the ministries encountered during the country visit.

[60] Tesmonials from ministries met by the evaluation team confirmed this evolution of the policy design.

of Demography, Population, Employment and Social Statistics now provides data - the majority of which come from the census - on population characteristics to various policy programmes.

Prior to 2012, economic projections on Tajikistan were made without incorporating population dimensions (such as population growth). In 2012, following advocacy by UNFPA, a consultant (hired by UNFPA) wrote a specific population chapter in the Poverty Reduction Strategy Paper (PRSP). The consultant made the case to the evaluators that the results of the population projections differed drastically from those developed using the older economic model. Indeed, within the 2007-2015 National Development Strategy of Tajikistan, a set of sequenced poverty policy briefs were drafted and a poverty reduction strategy was developed. Using data of improved quality and an updated economic analysis, the consultant improved the original strategy. As a result, the strategy is more likely to be used by decision-makers.

The Ministry of Health (MoH) relies heavily on census data. The MoH uses age groups to calculate several of their indicators. In 2011, the MoH published a report on the Health Status and Performance of Health Facilities for 2010, in which extensive use was made of census data.[61]

WHO and UNICEF provide financial support where necessary to the agency for health statistics (in Tajikistan, this is the Centre on Health Statistics and Information). Both WHO and UNICEF confirm that Tajikistan has an efficient health statistics agency that produces reliable indicators, reliable data and solid analysis. The MoH organises annual meetings (with NGOs, association leaders, local agencies in charge of women and children protection…), to present health data to data users, informing users of both the evolution and interpretation of the data. UNFPA underscores that the health statistical agency uses the same data collection methodology as the NSO (broken down into local/district/province/National levels) and the two collaborate often: the Centre on Health Statistics and Information has been consulted on census questionnaires and census data analysis and shares the ready-made statistics publication and annual activity report with the NSO.

The Ministry of Economic Development and Trade (MEDT) uses census data, as well. As fifty-one per cent of the national budget is allocated to the social sector, the MEDT – a major recipient of social sector budget – is deeply involved in planning, including in education and through the development of the strategy for social development, with population data required for these activities. Census data were also used in the strategy to improve living standards and reduce poverty,[62] with the analysis in the strategy highlighting the effect of population growth on development.

The Ministry of Employment carries out analysis on the labour market, contextualising census data. Through the use of census data, particularly when disaggregated, a more nuanced picture of the labour situation is obtained. According to ministerial staff, this results in better/more easily targeting policy beneficiaries.

Data from the 2010 census also helps to correct data from other sources. At the local level, registration of population data (in the population register) is not complete. However, with

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[61] Ministry of Health of Tajikistan, Dushanbe 2010. Given the census timeline, this publication could only rely on preliminary data from the 2010 census complementing projections from the 2000 census.

[62] UNFPA Country programme 2010-2015 evaluation, 2014.

support from the NSO district office, local authorities have been able to use census data to correct some incomplete registrations. It should be noted though that the lack of registered births remains a great challenge for national statistics system and warrants greater attention.

Census data also provide the sampling frame for further statistical investigation and metadata analysis. The World Bank has been using the 2010 census as the renewed sampling frame for the household budget survey,[63] which is used to monitor poverty levels in the country. Until 2013, the sample frame was based on the 2000 census. Currently, the World Bank – in cooperation with the NSO – is investigating how to collect poverty data at district and municipality level, using the data from the 2010 census as a basis and the census questionnaire as a blueprint for in-depth data collection tools. The World Bank also promoted the Data Documentation Initiative (DDI).[64] Undertaken in cooperation with the NSO, the initiative aims to link

> **Box 10. UNFPA support to the use of census data for the monitoring and evaluation of development policies**
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> In 2014, the UNFPA funded the participation of one national specialist from the Ministry of Economic Development and Trade of the Republic of Tajikistan (MEDT) to participate in a two-week course entitled the International Program for Development Evaluation Training (IPDET). Held at Carlton University in Canada, the training aims to improve the knowledge of national specialists responsible for monitoring and evaluating development projects. It is envisioned that Tajikistan participants will use the knowledge obtained in IPDET to improve their capacity to monitor and evaluate state development strategies.

metadata to surveys, posting the results on the website of the NSO. For further investigation – and deeper analysis of 2010 census data, the World Bank is currently trying to arrange permission-based access to micro-data to 2010 census. In 2015, UNFPA supported the integration of data for policy design and monitoring (see Box 10) and will continue to do so in the years to come.

The evaluation team confirms the growing demand from donors and development aid agencies (e.g. Turkish and Japanese Development Aid Agencies) for more in depth and sub-regional level data on poverty (e.g. The Tajik Government is pushing hard for this type of information). As mentioned previously, the MEDT is responsible for the development of poverty reduction strategies and the World Bank, along with UNFPA, collaborate on these issues to support the extraction of detailed data at sub-regional level.

Use of data for sectoral policies related to the UNFPA mandate.

The link between population and development issues on the one hand and census data on the other hand has improved. The quality of demographic analysis has increased substantially and is being used more frequently by international organisations operating in Tajikistan, like UNDP.

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[63] The household survey is a panel survey in which households are visited four times a year.

[64] The Data Documentation Initiative (DDI) is an effort to create an international standard for describing data from the social, behavioural, and economic sciences. It is a private organisation mainly composed of universities, statistical offices and other actors involved in the production of scientific content based on statistical data.

In response to the statement that "the reliability of official demographic and health statistics [in Tajikistan] is cause for concern,"[65] a chapter was included in the UNDP country programme on the effect of demographic factors on economic development. In 2015, Tajikistan began to develop a new development strategy that would run through 2030. There will be a task group on demography in which population factors will play a crucial role. The connection between population and development has to be incorporated in every aspect of the work of UNDP; this would not be possible without reliable and available census data.

On 8 April 2015, the latest UNDP Human Development Report (HDR) was published. It included a chapter on the demographic situation in Tajikistan. The author, an external consultant, used 2010 census results extensively and presented his work at the UNFPA country office with delegations from universities and government representatives in attendance. The population chapter was translated into English and Russian for wide dissemination and a softcopy was recorded on a CD. As population trends ought to inform economic development policies, on the insistence of UNDP, a demographic situation analysis will be included at the beginning of the HDR.

2010 census data has offered the possibility to improve the inclusion of reliable data in the health sector. UNFPA has been working together with WHO to raise the issue of the use of quality data in health policy development, prompting the MoH to revamp the statistical system in health. The WHO provides support to the Annual Health Report of the Statistical Department of the MoH, with the 2010 census used as a sampling frame to carry out surveys and collect data for the report. Though WHO is primarily interested in capturing information on births and deaths, and UNFPA focuses more broadly on issues of population and health issues, the two organisations work together on maternal and child mortality and on civil registration and vital statistics (CRVS). UNFPA provides support to the CRVS project, which began recently and is being implemented in close collaboration with UNICEF, UNDP and national ministries. WHO conducted a cursory assessment of CRVS and believes that a full-scaled assessment is now needed.

The 2010 census has not, however, fulfilled all statistical needs. Notably, there is a continued need to improve the coherence of data across sources. For example, though data on mortality is to be provided to the WHO by the NSO or by the MoH for the development of the National Health Strategy, significant inconsistencies exist between the two entities' data sources (likely due to the fact that data is still coded through a Soviet-era coding system). Additionally, as there are currently no official mortality statistics in Tajikistan, the WHO could not obtain an accurate figure on mortality.[66]

> *Participation and inclusion of local and national partner governments, as well as civil society organisations, in the programming and implementation processes.*

UNFPA supported the involvement of representatives from district level in the census with the objective of improving the efficiency of data collection in the context of

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[65] UNDP country programme 2010-2015.

[66] UNFPA is funding in 2015 an assessment of the potentiality to use the birth and death registers at jamoats level to improve the accuracy of vital statistics at local level.

decentralisation. Consensus amongst national and local authorities confirmed that progress is being made on the capacity of UNFPA to better accompany the decentralisation process.

The evaluation team considers that the local authorities are now more likely to make better use of census data corresponding to their specific socio-economic profile. This is due to a stronger commitment of UNFPA staff at local level. As mentioned earlier, training was provided to NSO district office staff. Annually, a UNFPA population and development officer visited the NSO district offices to discuss and confirm their statistical needs. NSO district offices participated in developing the census questionnaires and in conducting the census. District offices now know how to use the census results.[67] When questioned on population changes in a region, local authorities indicate that they are better equipped to use census data to assess the way in which public policies affect the population and the evaluation team confirms that this is a direct result of the effort of UNFPA at district level to increase the quality and accessibility of the census data.

Though the census does not provide ready-made answers, census data support decision-makers to better diagnose obstacles. Beginning in 2012, for example, a book of tables recapitulating key data has been developed for each district in the country and is used for building schools and other infrastructure. In 2013, these tables were updated with the most recent census data on housing.[68]

Other uses of census data by districts also exist. The thematic reports provide the basis on which to estimate several district-wide indicators (e.g. child mortality) and have also been used by local decision-makers (at district and jamoat levels) for food security analysis and fertility estimation.

Academic experts and researchers have used 2010 census data more systematically. The university sector uses the census data for scientific research, thesis writing and the development of scientific articles (about, for example, projections for the social sector and a study on single women). National research on child labour in Tajikistan – which focuses on the number of working children, their health situation, access to education, and literacy as well as the consequences of this labour – used household information from the 2010 census.

In addition, academics also use the census to prepare academic courses and as a framework to select representative samples for specific surveys, including a survey on suicide and one on the situation of families. According to academics, the increased use of census data is the result of the training provided by UNFPA to academics.[69]

Academics are also, at times, commissioned to conduct analysis on the 2010 census data, as ministries often do not have the capacity to undertake complex data analysis. To date, neither UNFPA nor the NSO has suggested a formal collaboration programme between academia and government on the use and analysis of census data. There is currently an agreement between the NSO and the Tajik State University for scholarship called "practical courses" open for students of the statistics faculty that provides some practical insights to student on analysis. It cannot yet be seen as a contribution to the general

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[67] Examples from the Khatlon region district office were numerous.

[68] The evaluation team was shown the specific tables before and after 2012.

[69] See also UNFPA Annual Work Plan, 2011

development of capacities on statistics in Tajikistan or as an established partnership on a policy-oriented use of data.

Universities use published data, but do not use micro-data. UNFPA suggested that the Government share a 10 per cent sample of the population census on the Internet, allowing researchers to work with the data, but the proposal was not taken on board. Academics, however, have indicated that despite the fact that the micro-data remains unpublished, they are still able to obtain quite a lot of data from the Internet (e.g. the full Tajikistan DHS data file can be downloaded).

Media are the main data users of census data within civil society in Tajikistan. The NSO worked to ensure that the population was well-informed of the census operation, providing regular updates on progress through the use of various information channels, including particularly the media. For example, the NSO posted monthly and quarterly briefs on the census and the media, at times, picked up and reported on these briefs. Anecdotal testimony confirmed that the census and the NSO were presented in TV and radio programmes. The radio broadcasted testimonials from NGOs and associations working on health, agriculture and/or housing before and during the census by randomly interviewing informants. Journalists attended the press conferences concerning the census convened by the MEDT and NSO. In addition, the NSO offered voluntary training sessions on the census, discussing the conduct of a census and the process of enumeration interviews. Though these were not specifically tailored to individuals in the media, journalist from radio, press and TV attended the sessions.

There was also a demand from the media regarding the development of their capacity to understand and use population data generally (not only from census). In 2011, UNFPA addressed this by funding a round table where the National Programme Officer on population and development who delivered a presentation on population indicators and their interpretation using the recent census results. This round table was attended by representatives of major news channels.

Likewise, UNFPA invited representatives of academia and media to the series of trainings conducted in the regions to train the local government specialists responsible for the preparation of the regional development programmes as part of the so-called "Population Handbook" training course.

Many of the journalists consulted shared that they have used census data in articles and programmes. For example, radio journalists used census data in interviews to compare the local populations' water needs with the data on local water supply. However, journalists may have trouble understanding the figures as typically they have no formal statistical training and may not fully understand the indicators. In addition to using census data, journalists have also pointed to (and lamented) the lack of information on migration in the census, noting that the census is, as a result, incomplete. The census was unable to provide detailed figures on the number of migrants, with estimates varying from 800,000 to two million.

EQ4. To what extent were available resources adequate, made available and used in a timely manner to support the 2010 census round? To what extent did the UNFPA utilise synergies at country, regional and global levels with a view to support the implementation of the 2010 Round?

Summary of Findings:	Efficiency

The Tajik government managed to conduct a quality census, with great national investment, reflecting the high political priority of the census. UNFPA provided timely support with little financial investment. The enumeration process went smoothly however publication of census data and reports were delayed; this was due to strict national regulations intended to prevent interference or corruption. UNFPA provided the only external funding for the census. Few donors invested in the census, though funds from donors were not particularly sought after.

The closure of the Country Support Teams led to a decrease in in-house expertise at the regional level. Furthermore, the newly created regional and sub-regional offices provided limited support to the country office. The statistical experts at the regional and sub-regional offices faced time constraints and were more involved in programme management than providing technical support to census.

Timeliness and availability of resources

The Government of Tajikistan allocated seven million dollars for the census, an amount consistent with the conduct of a modern quality census. Welcoming funding from external sources – such as UNFPA and other donors – the Government viewed these funds as additional, allowing it to comply with the highest international standards and improving the quality of the census. Though, the census would have been carried out nonetheless.

In 2010, UNFPA and the NSO signed a partnership agreement (in addition to the AWP), stipulating a yearly budgeted work schedule to reflect census preparation and fieldwork. UNFPA transferred funds to the NSO for local expenses (e.g. local workshops). Ministries confirmed that fund disbursement by UNFPA was efficient. Indeed, both the NSO and UNFPA respected the work plan and the funds (those budgeted for) were released in a timely manner.

The Government enacted strict financial regulations. Though causing delays in data publication and in the release of funding, the regulations ensured that funding was traceable and transparent. However, the bureaucratic structures inherited during the Soviet era added an additional layer of regulation, making it more difficult to conduct the census. As mentioned earlier, many experienced staff left following the 2000 census, contributing to a human resource gap, slowing the census process further.

As with many other countries in Eastern Europe and Central Asia (EECA),[70] demand for skilled statisticians and analysts outpaced supply. To address this, UNFPA sought to identify qualified individuals to be included in the NSO pool of human resources.

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[70] The UNFPA sub-regional office confirmed that most countries in the region were coping with similar challenges.

In addition, qualified consultants were used to offset the shortage of local staff, yet this was quite a challenging task requiring a great deal of investment from UNFPA staff.[71] Though facing some issues, UNFPA is working to bring on board a permanent Chief Technical Advisor for the 2020 census, responsible for recruiting and managing external consultancies where needed. S/he would also ensure the continuity of *ad hoc* missions conducted by consultants upon departure.

Even with encouragement of UNFPA, the NSO was unable to deliver the census results on time, with the last volume of the census published in 2013. The delay was due to several reasons. The stringent State regulations put in place to prevent corruption and the bureaucracy inherited from Soviet times slowed the process of publication. In addition, high NSO staff turnover prevented the NSO from conducting the census within a standard timeframe. Lacking confidence in the capacity of the NSO, some ministries continue to use the results of the 2000 census.

In 2013, once the census results were published, the Government budget for the census was cut and the census department staff were disbanded. Many trained in statistics or in census left the NSO to work within other public organisations (some with no link to statistics). The inability of the Government to manage human resources and maintain qualified staff is a concern as more capacity building will be required in the near future. As such, it would have been more efficient and effective to retain these staff members.

The evaluation team did not get a clear-cut answer as to why donors did not fund the census. In parallel to the preparation of the census, the World Bank launched a major project in Tajikistan to support the statistical system (as discussed above). Donors contributed to this project, potentially lessening their interest in funding the census specifically.

A quality census was of great importance to the other United Nations agencies, but they did not provide any additional funding. In 2008, though UNFPA attempted to drive fundraising (including among other United Nations agencies), no donor conference was held. However, donors remarked that UNFPA and the NSO regularly put forward the need for external funds.

UNFPA was not the only development partner to set the conditions for a successful census. There was a twinning project between the Tajikistan Statistical Agency and the Federal Statistical Office of Germany.[72] Other countries, as well as the World Bank, were involved or contributed to this project. The total budget amounted to $5.070 million of which $3.105 million was provided for the twinning partnership. The Statistical Agency used the funds for IT procurement and services, among others. This might in part explain why, though there was little financial investment from UNFPA, a full-fledged census could be conducted.

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[71] UNFPA Standard Progress reports 2010 to 2014, sections on lessons learned and challenges.

[72] Strengthening the National Statistical System of Tajikistan, Twinning Partnership between the Statistical Agency/Tajikistan and the Federal Statistical Office/Germany, 2010.

Synergies at country, regional and global levels

As the UNFPA regional office for Eastern Europe and Central Asia did not have the right expertise at the time the census was conducted in Tajikistan, it was unable to play a supporting role in the census. In 2013, the regional office hired experts, however, at this point, the results of the census were about to be published.

Ministries and the NSO stated that the closure of the Country Support Teams (CST) had a negative effect on the support that could have been provided to the 2010 census. By 2008, the CST for Central Asia was, in effect, no longer functional, with staff having left and internal problems emerging. UNFPA reacted by moving expertise from the CST to regional offices, namely the regional office for EECA in Istanbul and the sub-regional office in Almaty. However, in this move, census/statistical experts were more involved in programme management and related tasks rather than census and statistical expertise. Most census/statistical experts faced time constraints, hindering their ability to provide additional technical assistance.

On the whole, the level of UNFPA expertise in Tajikistan and the region decreased dramatically at a time where Tajikistan required stronger support. The UNFPA country office therefore did not request support from the regional or sub-regional office, instead opting to outsource to consultants.

EQ5. To what extent has UNFPA made use of its existing networks to establish partnerships at country, regional and global level as well as promoting opportunities for South-South Cooperation with a view to support the implementation of the 2010 Round in a way that ensured swift implementation of the census and optimised the use of its results?

Summary of Findings:	Efficiency and Effectiveness

Most of the collaborations between UNFPA and other United Nations agencies occurred during the preparation and conduct of the census. The partnership was grounded in a long-standing relationship among agencies and was not census-specific. The promotion of south-south cooperation took place within Central Asia, primarily among neighbouring countries. It drew on relationships built during the Soviet era and reflected common challenges in the region.

The involvement of UNFPA in several projects on the production, analysis and dissemination of data across Eastern Europe and Central Asia deepened UNFPA Tajikistan's knowledge of the statistical systems in the region.

Use of partnerships to facilitate the implementation of the 2010 Round

Although there is no concrete evidence that UNFPA developed partnerships for the census with development partners, no evidence was found either to indicate that UNFPA did not use existing networks or solicit inputs from an array of organisations such as the statistical agencies of Germany, Sweden, Denmark, Czech Republic and Slovakia, the Asian Development Bank, JICA (Japan) and the Statistics Committee of former Soviet States that all were active in other projects with the NSO. Indeed, UNFPA had access to these and other organisations, as UNFPA is recognised as a long-standing and reliable partner of the NSO. UNFPA was able to generate interest among and obtain (mostly technical) support/contributions from other entities with the objective of improving the quality and relevance of the census.

Most of the partnerships with other United Nations agencies occurred during the preparation and conduct of the census. For example, the questionnaire was sent to other United Nations agencies for comments. ILO recommended including indicators on employment and the labour force. Additionally, UNICEF was involved with CensusInfo and social indicators and the World Health Organisation (WHO) supported the civil registration and vital statistics project, working together with UNFPA to improve registration data.[73]

Long-term partnerships, established prior to the 2010 census, helped UNFPA participate in the country's major statistical projects. For instance, UNFPA cooperated with UNDP on the Human Development Report (HDR). The first volume of the HDR was published in Tajikistan in 1998, falling under the responsibility of the Ministry of Foreign Affairs. From 2010 onward, HDR publication became the responsibility of UNDP, though involved UNFPA and ILO. The HDR generated other projects, in which UNFPA and other donors were involved. For instance, UNDP and UNFPA financed the HDR demographic and labour

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[73] Project document, Strengthening Civil Registration And Demographic Statistics In Tajikistan, 2015.

market study.[74] Over time, the three United Nations organisations (UNDP, UNFPA and ILO) formed a partnership working on the HDR. Now, other United Nation agencies – such as UN Women – have shown an interest in being involved in the next HDR.

The UNICEF-UNFPA collaboration worked well and UNICEF shared a common understanding on developing capacity with regards to data collection.[75] For instance, UNICEF developed a joint partnership with the NSO on capacity development for the census and UNICEF supports the NSO in compiling a DevInfo database on children in Tajikistan. Complementing this, UNFPA supported CensusInfo and, together with UNICEF, provided joint funding for the website of the NSO. Furthermore, UNFPA was active in raising donor (and other stakeholders') interest of in the USAID-led DHS and played a key mediating/bridging role between the various partners involved in the DHS. For instance, USAID together with UNFPA contributed financially to the DHS,[76] with USAID providing $2 million for the project and UNFPA providing $30,000 the first year, with additional funding in subsequent years. UNFPA, together with USAID, also supported a post-DHS survey.[77]

UNFPA helped to establish constructive relationships between NSO staff and staff from international organisations. Multilateral relationships now prevail, in contrast to the former bilateral relationships between national donors and the NSO.[78] As stated in the country programme 2010-2015 evaluation report: "Partnerships are not 'one-off' in nature". That said, the evaluators noted that some synergies and partnerships were missing. For instance, the Turkish Development agency, TIKA, supported training on statistics and on census at the NSO. Though many participants also work together with UNFPA, TIKA did not coordinate with the UNFPA country office in the training.

As with other United Nations agencies, UNFPA developed a long-standing relationship with the World Bank that contributed to laying the foundation for the 2010 census. The interventions of the World Bank and UNFPA have been complementary for years and the census benefited greatly from the long-standing, multi-faceted interventions of the World Bank. As shared above, the World Bank launched a project to strengthen the statistical capacity of the NSO, within the STATCAP programme (2005), providing advice and training to the Government. The UNFPA began to support the NSO in 2008.

It is worth mentioning that the first draft of the census questionnaire was developed with the help of a consultant paid by the World Bank, although the Tajik Government ultimately rejected the questionnaire. UNFPA subsequently redesigned the questionnaire, paying another consultant whose work was eventually approved.

A NSO action plan was developed under the World Bank project, which, as a preparatory needs assessment, helped UNFPA improve demographic data. UNFPA and the World Bank jointly drafted a proposal to improve vital registration and the NSO is likely to start a new

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[74] UNFPA country office, Annual Work Plan, 2011.

[75] UNICEF interview, confirmed by interviews with other donors.

[76] UNFPA country office, Annual Work Plan, 2012.

[77] UNFPA country office, Annual Work Plan, 2013.

[78] As confirmed by the Turkish and Japanese Development Agencies.

project with funding from ECASTAT (World Bank).[79] The World Bank also helped the NSO with a new approach to service provision. During the Soviet era, the NSO worked only for the Government. By supporting the development of the NSO website, the World Bank project has helped broaden the NSO's reach and supported its cooperation with other potential data users. The World Bank has been instrumental in supporting the NSO to transform into a modern, professional organisation. This transition was leveraged for the census and allowed UNFPA to focus on technical and operational aspects.

South-south cooperation

For the 2010 census, UNFPA provided support through expert exchanges among neighbouring countries (Uzbekistan, Kazakhstan, Russia). UNFPA supported study visits and trainings, ensuring participation of staff from the NSO (see Evaluation Question 2 and Evaluation Question 3 for more details).

Throughout the EECA region, UNFPA regional office and the UNFPA country offices established contacts independently, solidifying existing contacts that dated back to the Soviet era.

The UNFPA country office in Tajikistan has a deep knowledge of the statistical systems of the region, thanks to its participation in country-specific projects involving population data as well as the knowledge sharing enabled by the regional and sub-regional offices.[80] There is an intergovernmental agreement within the wider Central Asia region (comprising more than 100 countries) to exchange information on statistics. However, the intergovernmental exchanges of Tajikistan mainly occur with Kazakhstan and Russia, as these countries house the majority of migrants from Tajikistan.[81]

No impetus from UNFPA country office or regional and sub-regional office was observed on south-south cooperation. The commonality in issues faced and the use of Russian as a common language across Central Asian countries is the basis for international cooperation between Tajikistan and neighbouring countries. During interviews conducted by the evaluation team, no informant from ministries or the NSO mentioned that the limited scope of the south-south cooperation for the census was a problem.

Though Tajikistan was not a recipient of south-south cooperation, it did provide south-south support (following its own census), at times through informal channels. For example, the National Programme Officer on population and development provided support to the country office in Myanmar in 2014 based on the lessons learned in Tajikistan. Knowledge shared focused on the scanning method, the preparation of the census and the communication campaign.

The NSO of Tajikistan also delivered support to other countries like Turkmenistan where the lead computer specialist was hired by the UNFPA country office to support the NSO with establishing the census database and providing technical advice on the scanning technology for the capture of census questionnaires.

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[79] Multi-Donor Trust Fund to Support Statistical Capacity Building in Eastern Europe and Commonwealth of Independent States.

[80] For instance NSO exchanges experts with other NSO from Central Asian countries where necessary.

[81] This further underscores the importance of migration within the census (see Evaluation Question 7).

EQ6. To what extent does UNPFA support to population and housing census data generation, analysis, dissemination and use, **add** value in comparison to other United Nations agencies and development partners at national, regional and global levels?	
Summary of Findings:	Added value
UNFPA demonstrated the capacity to support the shift of the 2010 census from an out-dated statistical model to a new statistical era, and to ensure full national ownership for the next round. In this sense, the added value of UNFPA lies in its capacity to bring together a range of external expertise to address the needs of the NSO and ensure the smooth implementation of the census in line with international standards. Ministries, local authorities and international organisations value the ability of UNFPA to coordinate the entire census operation in a consistent, efficient and neutral manner.	

Comparative strengths in support to population and housing census data generation, analysis, dissemination and use.

Tajikistan had a strong base from which to conduct a census, including documentation, capable staff eager to improve their ability and a Government that was politically committed to the census, significantly contributing to its successful completion. At the same time, the introduction of new technology for the 2010 census was a major achievement, and additional technologies, different from those introduced in 2010 (see EQ2), are expected to play a major role in the next census.

Whereas other organisations (including other United Nations agencies and the World Bank) supported the capacity building of the NSO, UNFPA was the sole partner to specifically support the census. The success of the census and the unique role and visibility of UNFPA is widely recognised by partners at national and global levels. Representatives of municipalities and districts valued the strong support of UNFPA throughout the country including in remote areas (e.g. training sessions organised in Jamoats). Civil society expressed a positive opinion on the UNFPA ability to support (see Box 6).

From the outset there was an agreement that UNFPA would coordinate the international community's supporting role. Upon the completion of the census, there was consensus among the above-mentioned partners (United Nations agencies and World Bank notably) that UNPFA fulfilled its assigned role. This sentiment was confirmed by the evaluation of the UNFPA country programme 2014. The evaluation team made a very positive assessment of census-related activities, stating that "support was done in a timely fashion, efficient and in a very transparent way."

> **Box 11. The relevance of UNFPA support to the census, from a civil society perspective**
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> "While not representative of Tajikistan's entire population, youth and civil society representatives participating in the post-2015 consultations felt that government decisions were not sufficiently based on available data and information, and that evidence used by the state - e.g., on vulnerable population categories, was not always reliable and did not necessarily reflect the real situation. Interviewees met during the design and field missions echoed this perception, while acknowledging uneven improvements. They confirmed that UNFPA support reflects such demands for more and better quality data and evidence for decision-making."
>
> Country Programme Evaluation 2014

Some stakeholders operating at local level regretted that UNFPA did not push for the analysis of disaggregated data, which would have better accompanied the decentralisation process underway in the country.[82] Results are available at regional and district level, but much analytical work remains to be done to fine-tune the data and conduct focused analysis. Some question the reliability of local data and call for further UNFPA involvement during the 2020 census.[83] These limitations were underlined in the country programme evaluation as well: "The integration of Population and Development issues in planning and management is not reaching decentralised levels of government."[84]

According to development partners, including international organisations and development aid agencies, the added value of UNFPA in Tajikistan did not stem from in-house technical capacity of UNFPA country office due to a perceived lack of these capacities. Indeed, with the closure of Country Support Teams (CST), UNFPA was perceived by some stakeholders to have inadequate internal expertise on census and statistics. However, many believed UNFPA country office to have compensated for the shortage of internal census expertise through the recruitment of qualified short-term consultants. The reputation of UNFPA to support the conduct of a high quality census was not compromised. The following points at attempts to illustrate how the Tajikistan country office mitigated the fallout of the dismantling of the Country Support Teams:

- UNFPA provided consistent, on-going support, prior to, during and following the census. The long-standing relationship with Tajik and global partners engendered on-going collaboration with UNFPA between census rounds.
- UNFPA succeeded in providing consistent support, despite multiple interventions from short-term consultants. There was never a sense that support was scattered.
- The appropriately tailored UNFPA support was appreciated: UNFPA offered support only in instances where national capacity was lacking.
- UNFPA was the only agency to support census on a regular, daily basis.
- UNFPA was able to support the understanding of census results by non-specialists, which constituted a clear added value. Though the NSO primarily produces tables and indicators, several analytical reports, supported by UNFPA, were produced based on the census. "Much of the information in the census tables can only be understood by specialists, while thematic reports are easy to read and exploit," said journalists.

The evaluation team considers that the added value of UNFPA lies in its capacity to bring together a range of external expertise to address the needs of the NSO and ensure the smooth implementation of the census in line with international standards. UNFPA has been instrumental in identifying the shortcomings of the statistical system and the risks associated with the conduct of a new type of census, providing the right expertise to address these.

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[82] Point illustrated in interviews conducted with local authorities.

[83] While not directly related to the support to the census, UNFPA supports activities to enhance the capacities of the NSO at district level. It has shown some effects as the timeliness and availability of disaggregated data has improved compared to the previous census when data were produced only centrally in Dushanbe. The forthcoming 2016-2020 UNFPA country programme also addresses the issue of local and regional capacity for the production of disaggregated data.

[84] Finding 33, country programme evaluation report, 2014.

UNFPA as a key partner in supporting the census

The role of UNFPA was not a substitute for national capacity but rather contributed to improved national capacity to design and conduct a technology-based census. UNFPA has made the Tajik authorities aware of the risks and weaknesses associated with the preparation of the next census round.

The Government was ready to move away from out-dated census models to new models in line with international standards and UNFPA shaped its support accordingly. UNFPA also added value by delivering soft aid and undertaking a coordination role among stakeholders. Government officials expressed a similar point of view: "UNFPA is a solid intermediate actor for a government acquainted with the United Nations family since the independence of the country."

Stakeholders previously inactive in census became increasingly involved due to their confidence in UNFPA and the liaison role it played with governments (e.g. with USAID).

Following the triangulation of data gathered from donors, international organisations and the Tajik authorities who were interviewed on the value of UNFPA support, a consensus emerged on the pivotal role of UNFPA in assisting Tajikistan in the 2010 census operations. The strength of UNFPA lies in the following:

- UNFPA respect of national ownership was particularly valued by the Tajik authorities, who wished to be seen as capable of conducting an internationally-recognised census. UNFPA remains neutral and does not impose a specific viewpoint, including in the census approach that should be followed.
- UNFPA is a responsive agency, providing support through the completion of a project. For instance, together with UNFPA, UNICEF conducted the qualitative study following the DHS. Unfortunately, the DHS team was unable to finish this qualitative study because the project ended. But UNFPA continued the project after October 2014 drafting a report on the study. Within their mandate, UNFPA is more flexible in its approach and ways of working than other development partners.
- Whereas the NSO has been recognised as a key authority in the production of data and tables, UNFPA support enabled the publication of reports, making analysis accessible to a range of stakeholders who might otherwise lack the ability to mine the data in a useful manner.
- UNFPA is able to provide policy recommendations.
- Partners believe that UNFPA is able to provide support that is both technical and respectful of national priorities and visions.
- The UNFPA "brand" is associated with quality: *"The UNFPA logo on a publication gives trust to the users"* said NSO staff. Users trust the label.

EQ7. To what extent has UNFPA support contributed to the mainstreaming of human rights and gender equality in the census process?

Summary of Findings:	Effectiveness

The UNFPA, along with the NSO, paid attention to gender equality within the census questionnaires, in the conduct of the census, and in the development of thematic reports. Ministry-specific working groups were mobilised at the outset of the census operation. UNFPA also raised awareness of NSO staff by supporting their participation in international meetings on gender issues and specific trainings on gender and statistics have been organised.

Disability issues have been overlooked and have not, as of yet, raised specific interest from national and local authorities.

The lack of migration-specific data is the most critical shortcoming of the 2010 census. The government has become increasingly aware of the importance of including questions on migration in the next census.

Integration of gender equality issues in UNFPA support to the 2010 census round.

Tajikistan census data disaggregated by sex are currently available at district and national levels. However, the Government would like to have additional detailed data on gender at district and jamoat levels.

Every two years, the NSO publishes "Woman and Man" in which the "differences between the two sexes are presented" using the framework of the Millennium Development Goals and other international standards. Each publication is presented to the public and is followed by a roundtable discussion on new indicators to be included in the next report. Information is based on census data and vital statistics and includes varied analyses on gender (e.g. breakdown of responsibilities in household between men and women).

UNFPA has also helped promote gender issues by organising training sessions on gender (such as politics and gender and social responsibilities with a gender-based viewpoint).[85]

In urban and rural areas, mostly female teachers were involved in conducting the census and 30 per cent of the enumerators were women. A 10-day training session on gender and statistics was held in the regions. There was also a three-day workshop at the regional level to discuss the census results and gender issues with government department heads. In 2016, the NSO intends to facilitate more training sessions on gender issues at district level.

In 2007, the NSO formed working groups on gender in which different agency departments come together and raise gender equality issues in statistics. In addition, each ministry has a working group on gender issues. For instance, the Ministry of Social Affairs examined the questionnaire and requested the inclusion of gender-specific data.

Incorporating gender aspects in statistics has improved in Tajikistan. The ministries' working groups on gender provided advice on how to incorporate gender in all census tables, with potential spill-over effects to other studies. For instance, the DHS was

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[85] UNFPA country office, Annual Work Plan, 2011.

conducted based on the 2010 census (see EQ3) and gender issues were included for the first time, due, in part, to the work of UNFPA on gender in the census. The NSO and many ministries, however, believe that there is room to address gender from a more analytical perspective. The Government is increasing its requests for gender-specific data, as they support programmes aimed at improving women's empowerment (e.g. the Strategy for Every Girl 2020). The World Bank and Eurostat are also requesting more data and information on gender. The Asian Development Bank is supporting the ability of the NSO to include gender issues on their website. Currently, the public can find legislation, different reports and programmes, as well as the strategy of improving the potential of women in society on the NSO website.[86]

> *Mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities), the disabled in the census process and associated surveys*

There is consensus among national, local and national stakeholders (ministries, districts, jamoats, academics) that the 2010 census overlooked migration issues. Migration is not well tracked in the population registries, with little information on migratory flows, including country of destination. Though additional information on migration is needed, migration issues were not included in the 2010 census barring one question suggested by the International Organisation for Migration (IOM) on resident/non-resident. The NSO still states that it would have been too costly to include additional questions in the questionnaire. It is difficult from the information gathered for this evaluation to assess whether UNFPA could have done more to ensure inclusion of migration in the 2010 census, especially in mobilising additional funds to cover this core topic for the census.

As a result, and being aware of the migration issue for upcoming policy decisions, the Government intends to include questions on migration in the next census (2020). To prepare the labour force for globalisation, the Government is currently organising preparatory training programmes to support migration to other countries (primarily to Russia and the labour markets of the European Union). In order to monitor this programme, data should be available and migration questions should be included in the census.

Disability was not addressed in the census, despite recommendations in international meetings to do so.[87] Instead, on-going discussions have focused on language and the "types" of people living in Tajikistan, raising the delicate question of language and ethnicity in the census. The NSO has not addressed sensitive issues associated with ethnicity and the Government has not requested information on this issue. UNFPA is considering involving the sub-regional office on cross-border issues, including migration and ethnicity, in the near future.

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[86] Retrieved at: http://www.stat.tj/en/Gender6/gender12/ - The webpage is part of the TajStat website.

[87] According to the Washington Group, there are 6 key questions that deal with disability.

5. Considerations for the overarching global thematic level

This section presents the main input elements the Tajikistan case study offers to the evaluation report, the document containing the overall results of the thematic evaluation. The considerations below, coupled with evidence from other data packages, will inform the conclusions and recommendations that will be found in the evaluation report.

> **Consideration 1. The Tajikistan case study illustrates that, despite the interest of the international community in the availability of data and the support to the statistical office in Tajikistan, the census can be overlooked as a priority for the development of evidence-based policy making leaving UNFPA as the only agency supporting it. This lack of interest from development partners that would have helped UNFPA to advocate for the inclusion of all relevant topics for the census has led to the omission of an important data point for the Tajik society at large: migration has been identified by almost all stakeholders as a regrettable oversight. However, following this most recent census, development partners have been advocating for the importance of migration data and the topic has taken on a higher priority in the Government for the next census.**
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> **The change in the way UNFPA delivered technical assistance at the early stage of the census process also affected the overall support of the country office to the census limiting its effectiveness.**

UNFPA support in Tajikistan is unique (as compared to the other case studies included in the evaluation) as UNFPA was the only agency supporting the census specifically, brokering technical assistance, providing training and managing funds. Though, prior to the 2010 census, other United Nations agencies and donors, such as the World Bank, were involved in supporting the strengthening of the statistical system at large, and have funded surveys following its completion.

Though Tajikistan falls within the "orange quadrant" – UNFPA country classification system based on need and ability to finance – Tajikistan could not attract donor funding and financed its census primarily through Government funds despite an apparent shortage of funds to be fully compliant with international standards. To wit, despite being a core topic, migration questions were nearly entirely omitted in the 2010 census questionnaire for financial reasons.

It is possible that the relatively low political profile of Tajikistan as compared to other countries in the orange quadrant (such as Myanmar) combined with the existing World Bank STATCAP programme contributed to the lack of interest from other donors to finance the census.

In addition, the UNFPA support prior to the census was not formalised in programmatic documents. Rather, it appears that UNFPA identified gaps through a needs assessment and utilised targeted technical assistance as opposed to an integrated long-term approach. As such, UNFPA could not provide a (formal) space to centralise support interventions of the international community.[88] This may offer an alternative explanation for the lack of donor attention / interest in the census. Additionally, this underscores a lack of corporate strategy on and guidelines for support to census at

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[88] It must be noted that the UNFPA support appeared to have been formalised after the introduction of the UNFPA Special Initiative on Census.

global level as well as a dearth of in-house capacity faced by UNFPA when the Country Support Teams were dismantled and replaced by the regional offices.

Country Support Teams constituted a strong in-house asset of technical capacities. The dismantlement of these teams had a disruptive effect in the foreseen model of support of UNFPA for the census in Tajikistan. It affected the immediate capacity of the country office to fully engage in advocacy and capacity building. As a result, the country office started relying mostly on external expertise. The fact that the country office is considering a model of support based on the recruitment of a full time principal technical advisor for the 2020 census round – a model common in red quadrant countries (those with the highest need and lowest ability to finance) – suggests a relative under performance of the short-term technical assistance model.

Though the NSO has had exchanges with neighbouring countries on census, the generally low activity on census in neighbouring countries – Tajikistan being the country having received the most support in Central Asia despite low financial investment – seems to have hindered regional synergies and exchange of experiences.

Since migration is such an important topic for most countries in Central Asia, the sub-regional office in Almaty could consider organising a regional exchange on the inclusion of migration questions for the 2020 census round.

Consideration 2. Sustainability, in both human and technical resources, seems to be a significant overarching challenge for census in Tajikistan. Though it is difficult to state with certainty that this is a common challenge for orange quadrant countries, it appears that the low financial capacity of some countries in the orange quadrant (including Tajikistan) results in sustainability challenges. This has been evidenced by staff turnover between the 2000 and 2010 censuses and the fact that key staff trained for the 2010 round have already left the NSO.

Sustaining the capacity gained during the census – via staff training and technical assistance – is a key challenge for the NSO. A census is a notably complex and time-consuming operation, increasing staff workload. A salary increase is often offered, though typically lasts only through the completion of the data processing stage.

The analysis and dissemination phases of the census are not represented in the special salary schemes, posing sustainability challenges. In turn, key staff trained during the census experience salary reductions while still conducting the census (back to original levels) and, as a result, are tempted to leave the NSO to maintain their increased income level. Concomitantly, through the capacity/skills acquired during the census, the employability of staff is considerably increased. Coupled with increased exposure to national and international work opportunities, key staff are further drawn to leave.

Data dissemination and analysis phases are as important to the census process as data collection; indeed, strong dissemination and analysis are required for the data to effectively feed into public policies.

Even though delays in the publication of census results were chalked up to administrative complications, it is not surprising that the dissemination phase proved to be the most difficult to complete. This, too, despite the continuous efforts of the UNFPA country office to move the process forward more rapidly.

Another crucial aspect of sustainability is the capacity to maintain the technological infrastructure needed for statistical operations (census and surveys). This was a challenge when it came to the scanning technology (provided by the World Bank and developed by UNFPA): once funding ceased, maintenance lapsed and software licenses expired, rendering the investment obsolete.

In order to minimise capacity loss and ensure greater sustainability, UNFPA should consider the entire census operation – from preparation to dissemination and analysis – in its programming. UNFPA should consider investing in technology from a regional perspective, supporting multiple countries and increasing cost-effectiveness.

Consideration 3. In Tajikistan - where the Government mainly funds the census and UNFPA has only a limited financial role - it is essential to prioritise interventions to maximise census outputs. UNFPA, through advocacy and facilitation of consultations, was able to include the majority of data needs into the census questionnaires. That said, the absence of a long term planning perspective between questionnaire design and output design has led to the omission of some important census topics and may have contributed to the delay in the production of the thematic reports.

The United Nations recommendations for the 2010 census round (in the case of Tajikistan, the UNECE recommendations) list a number of topics that should be covered by the census. The so-called core topics are obligatory, to be covered by all countries as a priority. The inclusion of additional and non-core topics are at the discretion of each country depending on their national relevance:

"Core topics are those considered to be of basic interest and value to Conference of European Statisticians members and it is recommended that these countries cover these topics in their 2010 round of population and housing censuses. Non-core topics are those topics that countries could select based on their national priorities."[89]

With limited data availability, the first priority is to address the entire spectrum of data needs by authorities and society at large. Ensuring full coverage of the core topics defined by the census recommendations is also critical.

UNFPA could have advocated more for the inclusion of migration into the census questionnaire. There are only four core questions on migration, requiring minimal training and only marginal implications on the census cost.

Prioritising the areas of support for a census is difficult, particularly in a context where external support is limited (as it was in Tajikistan). The fact that the country office did not programme activities on the census until after the Country Support Teams were dismantled suggests that the country office was counting on the input and backstopping of the CST for the census in the Tajikistan.

There are typically ten years between censuses and support is often concentrated in the data collection and results publication phases. A census covers multiple stages, running from the development of the programme document, enumeration, and data processing

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[89] UNECE, Conference of European Statistician Recommendation for the 2010 Censuses of Population and Housing, 2006.

to publication, dissemination and use of data. The work of the NSO on census and UNFPA support to census often cover only a portion of the census operation, with the publication, dissemination and use of data inadequately supported.

Indeed, though often neglected, support to in-depth analysis and thematic reports is critical, particularly for the use of census data in policy-making. The example of Tajikistan, even though attributed to administrative issues showed that the census support was effective up the point of the dissemination stage when delays and complications started to emerge. It was even more problematic since the work of UNFPA in training the data users at local level appears to have been highly valued but could not be put to effective use as the thematic reports and locally disaggregated data were not available.

In the perspective of the support of UNFPA to the 2010 round of census, it was often observed that the support of UNFPA was demand-driven and thus responded to needs expressed by the supported countries. The absence of a strategic framework for census support, the short life of the Special Census Initiative and the dismantling of the CST seem to have led to a mostly ad-hoc support at national level. As a result, support were prioritised according to national needs as part of the alignment principle and sometime failed to discuss the relevance of this needs. This is even considered as a great added value of UNFPA by most of the country covered by the evaluation.

The support of UNFPA would greatly benefit from a more systematic prioritisation of support focused toward the full coverage of data needs and effective use of data in policy-making while covering the needs expressed by the NSO and the Government. The technical legitimacy of UNFPA could be put to greater use to define the priorities of support for the census in this sense.

ANNEXES

Annex 1 – List of consulted documents

UNFPA Programmatic documents

UNFPA, Tajikistan country office, Country Programme Document 2010 – 2014, 2009

UNFPA, Tajikistan country office, Country Programme Action Plan, 2010 – 2014, 2009

UNFPA, Tajikistan Country Office Annual Report, 2008

UNFPA, Tajikistan Country Office Annual Report, 2009

UNFPA, Tajikistan Country Office Annual Report, 2010

UNFPA, Tajikistan Country Office Annual Report, 2011

UNFPA, Tajikistan Country Office Annual Report, 2012

UNFPA, Tajikistan Country Office Annual Report, 2013

UNFPA, Tajikistan Country Office Annual Report, 2014

UNFPA, Tajikistan country office, Annual Work Plan, 2010

UNFPA, Tajikistan country office, Annual Work Plan, 2011

UNFPA, Tajikistan country office, Annual Work Plan, 2012

UNFPA, Tajikistan country office, Annual Work Plan, 2013

UNFPA, Tajikistan country office, Annual Work Plan, 2014

Country Programme Evaluation, UNFPA Tajikistan Country Programme 2010-2015, Evaluation Report, November 2014

Other UN and UNFPA Documents

UNFPA, Population and Housing Census, Census and housing Monograph, 2010

UNFPA, Population and Housing Census, 2. Census and housing Atlas reports, 2010

UNFPA, Maternal and child mortality, Report on maternal and child mortality , 2010

UNFPA, Study on population housing, Report on population housing condictions, 2011

UNFPA, Ageing in Tajikistan, Report on Aging in Tajikistan, 2011

UNFPA, Study on domestic violence among aged people, Report on domestic violence among aged people, 2012

UNFPA, Agieng and migration, Report on aging and migrations, 2013

UNFPA, Demographic and Health Survey, DHS final report, , 2012

UNFPA, Demographic and Health Survey, DHS brief sheets

UNFPA, Demographic and Health Survey, DHS Atlas reports, 2012

UNFPA, In depth study on demograpphic trends, Analytical report on demographic trends, 2013

UNFPA, Early marriage study, Brief Information Sheet on early marriages, 2013

UNFPA, Tajikistan Demographic overview, Human Development Report, 2014

UNFPA, Qualitative survey on unmet needs for contraceptives, Report on Unmet needs for contraceptives, 2014

Aura Alexandrescu, Census Evaluation Mission Report, 2011

Country Specific Documents

Gokomstat, Thematic reports, 2010 census:

- Volume 1. The number and distribution of the population of the Republic of Tajikistan
- Volume 2. Population of the Republic of Tajikistan on the sex, age and marital status
- Volume 3. Ethnic composition and language skills, citizenship of the Republic of Tajikistan
- Volume 4. The educational level of the population of the Republic of Tajikistan
- Volume 5. The number and composition of households Tajikistan
- Volume 6, Part 1 Livelihoods, economic activity of the population Republic of Tajikistan
- Volume 6, Part 2 Livelihoods, economic activity of the population Republic of Tajikistan
- Volume 7 Employment and economic activity of employment of population Republic of Tajikistan
- Volume 8 Housing and living conditions of the population of the Republic of Tajikistan
- Volume 9 Length of stay in the place of permanent residence and migration of the Republic of Tajikistan
- Volume 10 Fertility and mortality of the population of the Republic of Tajikistan

Gokomstat, The population of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat, National structure of population of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat, Urban and rural population of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat, Number and structure of households of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat, Age structure of population of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat, Housing and house condition of population of the Republic of Tajikistan according to the population census and housing 2010

Gokomstat series of Analytical reports for Government of Republic of Tajikistan:

- Changes of population and destination of population of the Republic of Tajikistan according to the population census and housing 2010
- Number of longer livers (aged population) of the Republic of Tajikistan according to the population census and housing 2010
- Monography on population census and housing 2010

- Atlas of population census and housing 2010 (in 3 languages)
- Basic results on population census and housing 2010
- Mother tongues and other languages of population of Tajikistan by results of population census and housing 2010
- Level of education of population of Republic of Tajikistan by results of population census and housing 2010
- National structure of population of Republic of Tajikistan by results of population census and housing 2010
- Changes of population structure of population of Republic of Tajikistan by results of population census and housing 2010
- The important result of population census and housing 2010

Annex 2 List of people consulted

UNFPA REGIONAL OFFICE	
Haug, Werner	UNFPA, EECA Regional Office, former Regional Director
Jongstra, Eduard	UNFPA, EECA Regional Office, PD Advisor
UNFPA SUB-REGIONAL OFFICE	
Botev, Nikolai	Director of Sub-regional Office for Central Asia at UNFPA
UNFPA COUNTRY OFFICE	
Alisher Ashurov	National Programme Officer on Population and Development
Ismoilova Diana	Programme Officer Gender
Hakimov Parviz	Local consultant on demography, (former expert on PD of UNFPA 2009-2011)
Nargis Rakhimova	National Programme Officer, Reproductive Health
UN AGENCIES	
UNDP	
Rustam Babaljanov	Project Manager Mainstreaming Human Development in Tajikistan
UNICEF	
Kurbonkhojaev Yusuf	Social policy officer, UNICEF
World Health Organisation	
Lola Yuldasheva	National Professional Officer, Health Systems
DEVELOPMENT AGENCIES	
United States Agency for International Development (USAID)	
Makhkambaeva Malika	Project manager, USAID
The World Bank	
Alisher Rajabov	Poverty Economist
GOVERNMENT MINISTRIES	
Agency on Statistics under the President of the Republic of Tajikistan	
Hasanzoda Gulnora	Director
Shokirov Sh	1st Deputy Director
Norov Qiomiddin	Deputy of Director
Asoev A.	Deputy of Director
Kulov Abduvali	Head of division of demography, population employment and social statistics,
Begova Hilola	Leading specialist department of demography, population employment and social statistics
Budnikova Elena	Deputy head division of demography, population employment and social statistics
Mirpochoev Furkat	Head of the division programming
Silemanshoev Nuralisho	Head of the campaign on agriculture (former)
Ikhtiyor Kholmatov	Consultant on the issues of data processing, expert and specialist of company "Navin"
Ismoilova Zebo	Head of division of analysis and reporting and international relation (former head of the Department on Census)
Ministry of health and social protection of Republic of Tajikistan	
Muhamadova Soima	Head of the division of social protection
Ministry of Economic Development and Trade	

Kayumova Gulru Jabborovna	Deputy minister of economic development and trade
Ismoilov Mullokhon	Head of the department of development of social sectors
Malikov Tavakal Saidovich,	Head of the main division of development of social sectors
LOCAL AUTHORITIES	
City of Dushanbe	
Murodov Voris	Head of the main division on statistics of city of Dushanbe
District office of the Agency on Statistics under President of the Republic of Tajikistan of Khatlon Region	
Zarrinamo Davlatova	Head of District office of the Agency on Statistics under President of the Republic of Tajikistan of Khatlon Region
Ashurov Jumakhon	Head of Department of Demography District office of the Agency on Statistics under President of the Republic of Tajikistan of Khatlon Region
ACADEMIA & CIVIL SOCIETY	
National University of Tajikistan	
Bahrombekov Vafobek	Head of the chair on Sociology
Mirzoev Caialy	Head of the chair on Statistics
Republican center of statistics and medicine information	
Sayfuddinov Safar Rakhimovich	Head of the Centre
Institute of economic and demography of Academy of Sciences of Republic of Tajikistan	
Subkhonov Akbar	Head of the department of human development and migration

Annex 3 The Tajikistan Portfolio of Intervention

Project	Year	Project Title	Description of Activity	Source of Funding	Core vs. Non-Core	Implementing Agency	Budget (USD)	Expenditure (USD)
TJK3P 31A	2010	Population and Development	Staff and Operation Costs	PROGRAMMES4	Core	UNFPA	$33 058,42	$33 158,61
			Capacity strengthening of SSC				$80 197,15	$80 042,05
			Publication and printing				$15 290,65	$15 290,65
			Capacity building of UNFPA				$1 635,25	$1 635,25
			M&E of Project Activities				$171,50	$171,50
			Procurement				$72 439,00	$72 438,99
			Mass media campaigns				$1 763,33	$1 763,33
	2011		Capacity strengthening of SSC			Agency on Statistics	$13 551,20	$11 616,81
							$0,00	$99,45
			Staff and Operation Costs			UNFPA	$53 903,57	$50 281,67
			Capacity strengthening of SSC				$53 325,59	$53 205,21
			Publication and printing				$70,73	$70,73
			Capacity building of UNFPA				$5 949,87	$5 949,87
			M&E of Project Activities				$1 102,50	$1 095,72
			Procurement				$4 231,40	$3 041,31
	2012		Capacity strengthening of SSC			Agency on Statistics	$14 990,66	$0,00
			Capacity strengthening of SSC				$0,00	$14 271,85
			Publication and printing				$30 000,00	$0,00
			Publication and printing				$0,00	$29 504,13

							$0,00	$474,71
			Staff and Operation Costs				$63 184,56	$0,00
			Staff and Operation Costs				$0,00	$62 813,79
			Capacity strengthening of SSC				$10 691,13	$0,00
			Capacity strengthening of SSC				$0,00	$10 716,27
			Publication and printing				$4 244,56	$0,00
			Publication and printing				$0,00	$4 244,56
			Capacity building of UNFPA		UNFPA		$15 846,94	$0,00
			Capacity building of UNFPA				$0,00	$15 857,58
			M&E of Project Activities				$1 113,19	$0,00
			M&E of Project Activities				$0,00	$1 113,20
			Procurement				$18 589,94	$0,00
			Procurement				$0,00	$18 589,94
							$0,00	$435,10
			Capacity building of UNFPA				$27,62	$0,00
	2013		Capacity strengthening of SSC		Agency on Statistics		$20 757,73	$0,00
			Capacity strengthening of SSC				$0,00	$20 460,88
							$0,00	$83,05
			Staff and Operation Costs				$63 767,03	$0,00
			Staff and Operation Costs				$0,00	$63 400,80
			Capacity strengthening of SSC		UNFPA		$5 153,96	$0,00
			Capacity strengthening of SSC				$0,00	$3 579,05
			Publication and printing				$7 315,84	$0,00
			Publication and printing				$0,00	$10 549,32

			Capacity building of UNFPA				$20 234,46	$0,00
			Capacity building of UNFPA				$0,00	$18 093,85
			M&E of Project Activities				$1 961,00	$0,00
			M&E of Project Activities				$0,00	$1 981,52
			Procurement				$8 215,42	$0,00
			Procurement				$0,00	$8 147,30
	2014		Capacity strengthening of SSC			Agency on Statistics	$33 758,00	$0,00
							$0,00	$0,40
			Staff and Operation Costs				$51 185,00	$0,00
			Staff and Operation Costs				$0,00	$33 903,90
			Capacity strengthening of SSC				$10 050,00	$0,00
			Publication and printing			UNFPA	$600,00	$0,00
			Publication and printing				$0,00	-$24,79
			Capacity building of UNFPA				$10 000,00	$0,00
			Capacity building of UNFPA				$0,00	$6 263,66
			M&E of Project Activities				$15 032,00	$0,00
			Procurement				$9 900,00	$0,00
Total								**$654 321,22**

Annex 4 The Tajikistan stakeholder map

Type Name of Stakeholder	Characteristics	Role
Regional UN agencies		
UNFPA Regional Office	The EECA (Eastern Europe and Central Asia) regional office provide a key link between UNFPA organization-wide vision, strategies, policies and analyses, on one hand, and the needs of the region and programme countries therein, on the other.	Facilitated country office in access to international consultants and also provided institutional support visits especially to discuss complex aspects of the Census with the Country Office Representative.
UNFPA Sub-Regional Office	The sub-regional office is based in Kazakhstan and covers the countries in Central Asia	Facilitates exchange between countries in Central Asia
UNFPA CO	Lead agency in the United Nations System for population issues, and for the coordination of other projects supported by the Fund. Its mandate is (1) to build knowledge and capacity to respond to needs in population and family planning; (2) to promote awareness in both developed and developing countries of population problems and possible strategies to deal with these problems; (3) to assist population problems in the forms and means best suited to the individual countries' needs; (4) to assume a leading role in the United Nations system in promoting population programmes, and to coordinate projects supported by the Fund	Leading supporter to Gokomstat through provision of technical expertise and financial support, throughout the census preparation, implementation and data dissemination phases
UNICEF	UN agency advocating for the protection of children's rights, for meeting children basic needs and to expand their opportunities to reach their full potential.	UNICEF is involved in the development of Censusinfo and coordinates surveys such as DHS. UNICEF is a major data user

Type Name of Stakeholder	Characteristics	Role
UNSD	The Statistical Division of the United Nations is publishing the recommendations and principles for censuses	Provides support for the implementation of Censusinfo in member states
UNHCR	UNHCR is the UN agencies involved in the monitoring and support to refugees and displaced people.	UNHCR is involved in Tajikistan with regards to the situation of stateless persons after failing to be granted Tajik citizenship following the fall of the Soviet Union
IOM	The UN agency responsible for migration questions	Use census data to measure migration is one the of the focus described in the country programme.
WHO	The UN agency responsible for health questions	Parner in the output 1 on Population and developmet regarding the census
Multi-lateral cooperation		
World Bank	The World Bank is one of the principal providers of funds for the development of statistical capacities. Important data user for programming purposes.	Funder and implementer of the STATCAP programme since 2007
USAID	The international development agency of the USA	Principal funder of the DHS
JIPA	The international development agency of Japan	Support STATCAP
TIKA	The international development agency of Turkey	Support STATCAP
Government bodies		
Goskomstat /Tajstat	The National Statistical Office of Tajikistan responsible for the collection and publication of official statistics.	Implementing agency of the census and main beneficiary of the UNFPA support

Type Name of Stakeholder	Characteristics	Role
Ministry of Health		Large project on civil registration launched following the census (strengthen CRVS)
Ministry of Economic development and trade of RT (MEDT RT)		Important user of census data
City of Dushanbe		
District office of the Agency on Statistics under President of the Republic of Tajikistan of Khatlon Region		
Media		
Khovar	National Information Agency of Tajikistan	
Asia plus	News agencies publishing article on the census	
hakimov	News agencies publishing article on the census	
Avesto	News agencies publishing article on the census	
TV Safina		
Jumhuriyat, ,		
Academic		
Tajik State National University		
Institute of economic and demography of Academy of Sciences of Republic of Tajikistan		

Annex 5 The Evaluation Matrix

EQ1. To what extent was **UNFPA support aligned with** partner government priorities and to national, regional and global needs on availability of data on the one hand, and UNFPA policies and strategies on the other?			
			Relevance
Assumptions to be assessed	**Indicators**	**Sources of information**	**Methods and tools for data collection**
A1.1 UNFPA support is aligned with **partner government priorities** on availability of statistical data	IND 1.1.1 Evidence that UNFPA conducted (or not) an accurate identification of needs (needs assessment) concerning data on population dynamics, age and gender structure and human rights and equality issues. IND 1.1.2 Evidence that UNFPA support corresponds to/matches (or not) the needs for availability of data as perceived by government officials (central and local government level) IND 1.1.3 Evidence that UNFPA support corresponds/matches the needs for availability of data as set forth in national strategic planning documents such as the National Strategy for the Development of Statistics (NSDS).	• National strategic planning documents (National development plans, Line Ministries' plans) • National Strategies for the Development of Statistics • Sector statistics plans at national level (for agriculture, education, health, etc.) • Census law and Census project document • Other relevant reports such as the Human Development Report, MDGs Progress Reports • UNFPA strategic and policy frameworks • UNFPA Country Programme Documents (CPD) • UNFPA Country Programme Action Plans (CPAP) • Annual Work Plans (AWP) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UNFPA national, regional and central level staff	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
A1.2 UNFPA support is aligned with **national, regional and global needs** on availability of statistical data (besides and beyond government needs)	IND 1.2.1 Evidence that UNFPA support corresponds to the needs on availability of data as perceived by non-government actors (e.g. NGOs, academia, private sector). IND 1.2.2 Evidence that UNFPA support corresponds to the needs on availability of statistical data as stated in non-government related documents. IND 1.2.3 Evidence that UNFPA support corresponds to the needs on availability of statistical data at regional and global level.	• UNFPA strategic and policy frameworks • UNFPA Country Programme Documents (CPD) • UNFPA Country Programme Action Plans (CPAP) • Census project document • Social networks, blogs, forums (Internet) • UN Agencies (at national, regional and global level) • UNFPA country, regional and headquarter offices • Regional associations • Civil society organizations • Private sector • Local communities • Media (national and local) • Donors (at national, regional and global level) • Academia and research institutions	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Cybermetric data collection • Country case studies
A1.3 UNFPA support is aligned with **UNFPA policies** and strategies	IND 1.3.1 Share of programme countries analysed where UNFPA support is in keeping with the programmatic stipulations and principles set forth in UNFPA policies/strategies (Strategic Plans for the period, CPD and CPAP).	• UNFPA Country Programme Documents (CPD) • UNFPA Country Programme Action Plans (CPAP) • UNFPA national, regional and central level staff	• Study of documentation • Semi-structured interviews

EQ2. To what extent has UNFPA support **enhanced the capacity of National Statistical Offices** (NSO) to enable the production and availability of quality census data? To what extent is this enhanced capacity **sustainable**?			*Effectiveness & Sustainability*
Assumptions to be assessed	**Indicators**	**Sources of information**	**Methods and tools for data collection**
A2.1 The UNFPA support effectively contributed to generate an **enabling environment** for the conduction of the census operation. *(Note: enabling environment for the census refers to the determining factors that enable a census to be implemented smoothly and in a way that it is credible and produces good quality data e.g. to help positioning the census in the political agenda, to mobilize resources to fund the census operation, to put in place rules and regulations according to international standards, etc.)*	IND 2.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the census was appropriate and of good quality. IND 2.1.2 Evidence of cases in which UNFPA support to an enabling environment for the conduction of the census was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why). *(Note: successful contributions to the enabling environment are associated to having had a positive influence in making the census process more open, transparent and /or in having increased awareness or having convinced key stakeholders at political level)*	• International standards for censuses (UNSD) • Media sources (newspapers, • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services	• Study of documentation (specially media records) • Semi-structured interviews • Group discussions • Focus groups • Online surveys
A2.2 The UNFPA **effectively supported the capacity** of the NSO for the production and availability of quality census data in the 2010 census round.	IND 2.2.1 Evidence that UNFPA supported the alignment of the census methodology with international standards on census taking, including in terms of topics to cover. IND 2.2.2 Quality and appropriateness of UNFPA advice and technical support (from census production to dissemination) provided to NSO. IND 2.2.3 Cases in which the National Statistical Authorities followed (or not) UNFPA advice and technical support guidance and the consequences of doing (or not doing) so, as well as the reasons why. IND 2.2.4 The managerial and technical staff of the NSO considers that UNFPA support was useful and provides evidences of how effective it was in assisting the census from production to availability of data.	• Annual Work Plans (AWP) • CPAP and CPD • International standards for censuses (UNSD) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
A2.3 The increases in capacity generated through UNFPA support were **sustainable** (they endured beyond the supported intervention) and NSO staff has the capacity to prepare the 2010 round.	IND 2.3.1 Evidence of staff who benefited from UNFPA support (training, advice, technical assistance) having left the institution between the time of the support and the time of the evaluation (staff turnover/ retention rates). IND 2.3.2 Evidence of cases in which technical assistance consisted in a consultant doing the job, and cases where the consultant assisted national staff to do it themselves in a learning-by-doing manner resulting	• List of field staff • Census operation reports • Data collection procedures • Communication plan and material • Data processing procedures • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys

	in capacity being built i.e. resulting in an effective transfer of skills to NSO staff. IND 2.3.3 Evidence of (or lack of it) current NSO staff having and using the knowledge and skills transferred in other statistical operations/exercises and/or in the planning and preparation of the next census round. IND 2.3.4 Evidence that operational/administrative manuals embedding the knowledge transferred were (or not) produced (including lessons learnt from the census) as well as evidence on whether they are being used/applied. IND 2.3.5 Evidence that NSO staff who benefited from UNFPA support (training sessions, advice, technical assistance) have retained the key concepts and/or have used/applied the transferred knowledge to other surveys beyond the census.	• Local government staff • Civil society organizations • Local communities • Media • UNFPA national, regional and central level staff	
A2.4 UNFPA provided **models of support** that fitted the variety of country contexts effectively in terms of enhancing the capacity of NSO. (*Note: Model of support is defined by the combination of typology of interventions i.e. policy dialogue, advocacy, technical assistance, capacity development, financial support, south-south cooperation etc. as well as the delivery mechanisms e.g. embedded CTA, short-term consultants, administration of census funds, etc.*)	IND 2.4.1 Evidence of cases in which the model of support is considered adequate by relevant stakeholders (NSO and users of statistical data), as well as evidence of cases where the model of support was considered inadequate / ineffective and the reasons why.	• Annual Work Plans (AWP) • CPAP and CPD • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agency • Donors and international organizations working with the NSO or using their data and services	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys
A2.5 UNFPA supported the NSO capacity in the **use of new technologies** in both a sustainable manner and in a way that improved the quality of the census, and took account of the country's absorption capacity to make use of such technologies. (*Note: new technologies include, for example, geographic information systems, handheld devices for data collection, scanning technologies, etc.*)	IND 2.5.1 Evidence that UNFPA duly assessed the counterpart's knowledge, absorption capacity and perception of new technologies, by means a capacity/needs assessment for example. IND 2.5.2 Evidence that UNFPA supported/advocated for an appropriate use of new technologies in the census (if advice was not adopted by NSO, assessment of reasons why and implications). IND 2.5.3 Evidence that the new technologies supported by the UNFPA are still in use at the NSO for statistical operations (sustainability).	• Census project documents • Census reports (implementation reports) • Media statements / news • Minutes of coordination meetings • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UN agencies • Donors • UNFPA national, regional and central level staff	• Semi-structured interviews • Group discussions • Focus groups • Online surveys • Study of documentation

EQ3. To what extent have UNFPA-supported interventions contributed (or are likely to contribute) to a **sustained increase in the use** of population and housing census and other relevant demographic and socio-economic data in the evidence-based development of plans, programmes and policies related to UNFPA mandate at national and decentralized levels?			*Effectiveness and sustainability*
Assumptions to be assessed	**Indicators**	**Sources of information**	**Methods and tools for data collection**
A3.1 The UNFPA support effectively contributed to generate an **enabling environment** for the use of data. *(Note: enabling environment for the use of data refers to the determining factors that enable census and other relevant data to be used for the evidence-based development of plans, programmes and policies e.g. raising awareness, convincing actors to do so, positioning the use of data for evidence-based decision-making in the political agenda, etc.)*	IND 3.1.1 Evidence that the support provided by UNFPA to contribute to generating an enabling environment for the use of census and other relevant data was appropriate and of good quality. IND 3.1.2 Evidence of cases in which UNFPA support to an enabling environment for the use of data was successful (or unsuccessful) differentiating between cases where UNFPA advice and guidance was followed (or not followed) resulting (or not) in contributions to the enabling environment (including an assessment of the consequences and the possible reasons why).	• International standards for censuses (UNSD) • Media sources (newspapers, • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Local communities • UNFPA national, regional and central level staff • National planning agencies • Donors and international organizations working with the NSO or using their data and services	• Study of documentation (specially media records) • Semi-structured interviews • Group discussions • Focus groups • Online surveys
A3.2 There has been a **steady use or a sustained increase in the use** of demographic and socio-economic data in evidence-based development and implementation of plans, programmes and policies at national and sub-national levels and UNFPA support has contributed to this.	IND 3.2.1 Evidence of analytical studies and policy-oriented analysis made on census data and related surveys (DHS, NHS) IND 3.2.2 Evidence of laws, plans and programmes developed and monitored on the basis of census data and/or such analytical studies and policy-oriented analysis. IND 3.2.3 Evidence that UNFPA support was effective (or ineffective) in fostering the use of census and related survey data for production of such studies and analysis.	• National and sub-national development plans, programmes and policies • Sectoral plans at national and sub-national level (related to SRH, youth and gender) • MDG multi-annual plans • Media (newspapers, TV) • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • Civil society organizations • Academia and research institutions • Local communities • Private sector • Donors • UN Agencies • UNFPA national, regional and central level staff	• Study of documentation • Semi-structured interviews • Group discussions • Focus groups • Online surveys • Cybermetric data collection
A3.3 UNFPA supported census data is increasingly being **used for sectoral policies related to UNFPA mandate** (sexual and reproductive health and rights, youth, gender equality, population dynamics).	IND 3.3.1 Evidence that specific policies targeting youth, gender equality were elaborated based on census data and/or on studies/analysis promoted or supported by UNFPA, and/or as a result, at least partially, of soft aid activities carried out by UNFPA. IND 3.3.2 Evidence that UNFPA has provided support to strengthen the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil society organizations) to conduct data analysis in order to	• *Same as above* • National and sub-national budgets	

	inform decision-making. IND 3.3.3 Evidence that UNFPA support has contributed to enhance the capacity of national stakeholders (other than the NSO e.g. line ministries, local authorities, civil society organizations) to conduct data analysis in order to inform decision-making.		
A3.4 UNFPA has strengthened **national ownership and leadership** by means of fostering the participation and inclusion of partner governments (local and national) and civil society organizations in the programming and implementation processes	IND 3.4.1 Evidence that UNFPA has actively sought a participatory approach programming and implementing its support, integrating partner governments at national and sub-national levels, civil society organizations and other relevant actors (academia, private sector). IND 3.4.2 Evidence that UNFPA encouraged and supported consultative processes (in line with government plans) and participation of data users in the design of the census and in the dissemination and utilization phases.	• *Same as above*	• Study of documentation • Semi-structured interviews • Group discussions • Online surveys • Cybermetric data collection

EQ4. To what extent were available **resources** adequate, made available and used in a timely manner to support the 2010 census round? To what extent did UNFPA utilize **synergies** at country, regional and global levels with a view to support the implementation of the 2010 Round?

Efficiency

Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A4.1 UNFPA support was delivered in a timely manner and to the expected degree and standards (counterparts of UNFPA support received the resources that were planned, to the level foreseen and in a timely manner) so that **available resources were used to a satisfactory extent.** (*Note: the term "resources" includes funds, expertise, staff time, advice, administrative costs, etc.*)	IND 4.1.1 Evidence that the resources were (or not) appropriate and adequate to meet the planned objectives. IND 4.1.2 Evidence of the planned resources being received (or not) to the foreseen level in AWPs (in terms of timing and quantity) IND 4.1.3 Evidence of resources having been fully utilised. IND 4.1.4 Evidence of resources having not been fully utilised due to administrative deficiencies at UNFPA level and/or due to absorption capacity issues at the national counterparts institutions.	• Annual reports from partner Ministries, and implementing partners, audit reports and monitoring reports • Financial documents at the UNFPA (from projects' documentation) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support) • UNFPA national, regional and central level staff	• Study of documentation • Semi-structured interviews • Group discussions • Online surveys
A4.2 UNFPA has sought, promoted and utilized **synergies** at country, regional and global levels with a view to support the implementation of the 2010 Round in a more efficient manner.	IND 4.2.1 Evidence of UNFPA having supported / promoted the use of existing donor coordination mechanisms (or their establishment when necessary) and interaction amongst technical partners in the context of the census (at country, regional and global level) IND 4.2.2 Evidence of cost saving gains due to UNFPA promotion of synergies. IND 4.2.3 Evidence of UNFPA having (effectively) helped in the pooling of resources for the census. IND 4.2.4 Evidence that the work of the UNFPA Technical Division and Regional Offices facilitated the Country Offices' support to the implementation of the 2010 census round.	• UN agency reports • Donor reports • Government reports on census implementation • Minutes of coordination or technical meetings/forums • UNFPA national, regional and central level staff • Staff of National Statistical Offices • Donors • Staff of line ministries • Local government staff • UN agencies	• Study of documentation • Semi-structured interviews • Group discussions • Online surveys

EQ5. To what extent has UNFPA made use of its existing **networks** to establish **partnerships** at country, regional and global level as well as promoting opportunities for **South-South Cooperation** with a view to support the implementation of the 2010 Round in a way that ensured an swift implementation of the census and optimized the use of its results?			*Efficiency & effectiveness*
Assumptions to be assessed	**Indicators**	**Sources of information**	**Methods and tools for data collection**
A5.1 UNFPA established **partnerships** that contributed to the implementation of the 2010 Round in a way that optimized the use of resources (inputs) as well as the use of statistical data (results), while safeguarding and promoting national ownership. (*Note: the term "partnerships" includes partnerships at country (national and sub-national levels), regional and global levels e.g. with partner governments, UN System, development partners, civil society organizations*)	IND 5.1.1 Evidence that UNFPA made efforts to establish partnerships (whether they succeeded or not) and to align its support with other relevant actors. IND 5.1.2 Evidence of partnerships, at any level, that resulted in efficiency gains (e.g. cost savings, economies of scale, avoidance of overlaps) and/or that resulted in a better use of the census data and related surveys (e.g. wider outreach, more depth in the analysis, more interaction between actors using the data). IND 5.1.3 Evidence (or lack of it) that partnerships promoted by UNFPA had no adverse effect on national ownership i.e. national actors consider that the partnerships are relevant and beneficial and have a role and a say in them.	• Memorandums of Understanding • Minutes of meetings • Media statements • Census implementation reports • Staff of National Statistical Offices • Staff of line ministries • Local government staff • UN Agencies • Civil society organizations and academia • Donors • UNFPA national, regional and central level staff	• Semi-structured interviews • Group discussions • Focus groups • Study of documentation • Online surveys • Cybermetric data collection
A5.2 UNFPA promoted opportunities for **South-South Cooperation** to facilitate the exchange of knowledge and lessons learned and to develop capacities in programme countries with a view to effectively support the implementation of the 2010 census round.	IND 5.2.1 Evidence of UNFPA carrying out activities with the aim of promoting South-South exchanges (whether they result in actual exchanges or not) IND 5.2.2 Evidence of South-South exchanges that occurred partially or completely as a consequence of UNFPA facilitation in all or some parts of the census process. IND 5.2.3 Evidence of cases (or lack of them) in which South-South exchanges resulted in a better understanding of specific issues and difficulties and/or previously unknown solutions with a view to conduct a more efficient and effective census. IND 5.2.4 Evidence of cases in which such solutions were applied/implemented resulting in improvements in the 2010 Round or in subsequent surveys, projections or studies/analysis.	• Memorandums of Understanding / technical cooperation frameworks • National counterparts reports (mission reports, annual reports) • Staff of National Statistical Offices • Staff of line ministries • Local government staff • Civil society organizations and academia (when they receive direct support • Donors • UNFPA national, regional and central level staff	• Semi-structured interviews • Study of documentation • Group discussions • Online surveys • Cybermetric data collection

EQ6. To what extent does UNFPA support to population and housing census data generation, analysis, dissemination and use, **add value** in comparison to other UN agencies and development partners at national, regional and global levels?

Added Value

Assumptions to be assessed	Indicators	Sources of information	Methods and tools for data collection
A6.1 UNFPA features a series of **comparative strengths** in the support to population and housing census data generation, analysis, dissemination and use; some of which are: • Thorough assessment of needs • Advocate to local government for census taking and using the data for policy-making • Assist in the elaboration a census project document for fund raising • Provide good quality technical assistance • Promote South-South cooperation through its network (RO, Headquarters) • Foster census data analysis • Foster census data use for policy making at all levels	IND 6.1.1 List of the most recurrently mentioned comparative strengths and how these differentiate UNFPA from other partners. IND 6.1.2 Evidence of cases in which no comparative strength are mentioned (and explanations on the reasons why). IND 6.1.3 Evidence that policy makers, government institutions, research and civil society organizations explicitly mention UNFPA comparative strengths in public forums and or public documents. IND 6.1.4 Evidence that the comparative strengths perceived by UNFPA staff match (or not match) with the strengths perceived by others. IND 6.1.5 Evidence that UNFPA made (or did not make) use of such strengths when they had them (i.e. when they could use them)	• Media sources • Reports and publications from CSO and government • Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities	• Semi-structured interviews • Group discussions • Focus groups
A6.2 Relevant stakeholders at global, sub-national and regional level perceive UNFPA as a **key partner** supporting censuses.	IND 6.2.1 Perceptions of what would have happened without UNFPA support (estimates by means of comparison to the past or to other countries). IND 6.2.2 Evidence that UNFPA support had adverse effects on other partners such as displacement and/or substitution effects (counter evidence).	• Staff of National Statistical Offices • Staff of line ministries • Staff at Presidential Offices • Local government staff • UN Agencies • Donors • Civil society organizations • Academia and research institutions • Local communities • Media	• Semi-structured interviews • Group discussions • Focus groups • Cybermetric data collection

EQ7. To what extent has UNFPA support contributed to the **mainstreaming of human rights and gender equality** in the census process?			*Effectiveness*
Assumptions to be assessed	**Indicators**	**Sources of information**	**Methods and tools for data collection**
A7.1 **Internal mainstreaming**: UNFPA has integrated gender equality and human rights issues in its support to the 2010 Census Round	IND 7.1.1 Evidence that gender equality, human rights have been mainstreamed in the UNFPA support to the preparatory phase of the census and related/associated surveys. IND 7.1.2 Evidence that UNFPA has promoted youth, gender equality and reproductive rights topics in the analysis and dissemination of census data and associated surveys.	• Reports of consultations and expert hearings • Publications and other studies/research based on census data and surveys (DHS, NHS) • Staff of national Statistical Office • Staff of UNFPA CO	• Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection
A7.2 **External mainstreaming**: UNFPA has actively contributed to mainstreaming human rights, rights of vulnerable groups, minorities (including ethnic minorities) and the disabled and gender equality in its support to the census process and associated surveys.	IND 7.2.1 Evidence that UNFPA has supported the government promoting the integration of human rights and the rights of vulnerable groups, including minorities and the disabled, in the preparation and enumeration phases of the census process and associated surveys, including in the selection and training of enumerators. IND 7.2.2 Proof that UNFPA has supported the government contributing to analysis, dissemination and use of census and survey data in fields relevant to human rights, gender equality and vulnerable groups.	• Criteria for enumerator selection by region • Lists of enumerators • Enumerator training material for the census and surveys • Publications and other studies/research based on census data and surveys (DHS, NHS) having links to UNFPA • Staff of National Statistical Offices • Civil society organizations • Consultancy reports	• Semi-structured interviews • Group discussions • Study of documentation • Cybermetric data collection

Annex 6 Cyber search on census use

This annex is an attempt to capture, even if partially, the positions and views of the UNFPA and other relevant actors on core aspects of the census, as depicted in the media, social networks and institutional websites. All the searches have the Internet as a common source.

The purpose of the document is to illustrate and map out institutional positions and stances. The entries presented below are not a representative sample but rather an illustration of the main stances around particular aspects of the census. Besides, this is a descriptive annex and does not intend to judge or assess the implications of the positions identified. Some of the data entries in the annex are referred to as illustrative examples in the main body of the Country Case Study Note report.

Agency	Link	What to look at	Date of the evidence
Relief web	http://reliefweb.int/report/tajikistan/unfpa-profile-assistance-tajikistan-provided-united-nations-population-fund-unfpa	In the description of the UNFPA priorities it is mentioned that: "Attention is also given to provision of reliable demographic information to plan and monitor Programme interventions and reactions to humanitarian aspects of emergency situations."	8.05. 2012
UNFPA Country Office	http://www.asiaplus.tj/en/news/tajik-parliament-speaker-receives-unfpa-country-director	Meeting of the UNFPA Country Representative with the Tajik Parliament stressing that the UNFPA plan of action is based on census and survey data.	06.07.2015
	http://www.stat.tj/en/news/191/	Statement of the UNFPA Country and Regional Director about the census in Tajikistan and the use to be made of data.	14.08.2013
	http://www.stat.tj/en/news/212/	Announcement of the availability of the 2010 census data on censusinfo	26.11.2013
	http://news.tj/en/news/unfpa-co-tajikistan-gives-press-conference-occasion-40th-anniversary-unfpa	The 2010 census was one of the main topic of discussion at the press conference for the 40th anniversary of UNFPA	14.05.2009
ILO	https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100_COMMENT_ID:2331029	In its review of the conformity of the signatories of the Labour Statistics Convesntion, the ILO voices concerns that labour statistics are not aligned with the LFS methodology and that the government of Tajikistan has not yet transferred the 2000 and 2010 census data to the ILO	2010
UNDP With UNFPA and ILO	http://www.undp.org/content/dam/tajikistan/docs/projects/democratic_governance/UNDP_TJK_MHDT_2014_Eng.pdf	The census is cited as on the major source for data used in the production of the National human Development Report 2014, especially in the chapter 2: Demographic trends, employment and access to employment.	2015

Annex 7 Interview Logbook

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Interview Logbook

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Interview Data

Name(s) of the interviewee(s):	Position:	Institution/Organisation:
Interview date:		**Stakeholder type:**
Interviewer (s):		**Interview Code:**

INTERVIEW CONTENT

Background & key issues

Contents

Main Conclusions

Next Steps

Annex 8 Interview protocols/ guides

READER

INTERVIEW PROTOCOL / GUIDE

Name of the stakeholder type

PREPARATION

Previous to the interview the evaluators should make sure they have carried out preliminary preparation work: examining the Website of the organization to be interviewed, look at the role they had in the census, and check in AWP whether they have been beneficiaries, implementing partners, or partners/allies of UNFPA supported project.

Evaluators and national consultants are encouraged to familiarise themselves with Tool 11, *Checklist for sequencing interviews*, and tool 12, *How to conduct interviews: Interview logbook and practical tips* of the Handbook on how to design and conduct a Country Programme Evaluation at UNFPA. These tools will be used as reference instruments to ensure consistency amongst team members as well as a common approach to interviews.[90]

OBJECTIVES

The main objective of an individual interview or a group discussion (interview protocols apply to both) is to gather relevant information on main and complementary aspects related to Evaluation Matrix questions. Interview protocols distinguish between main aspects and complementary aspects, following the approach in the Informants Protocol (see Annex 6 of the Inception Report).

The objectives section of the interview protocols has three parts: a summary box with the most important and not-to-forget aspects of the interview, a table with the main aspects and a table with the complementary aspects (see examples below).

The most important points of an interview with stakeholder X are to find out and examine....

Main aspects are those aspects that should be necessarily addressed in the interview. They are aspects for which the informants have particularly useful information given their roles and functions. When the interviewee has very limited availability / time for the interview, the evaluator should focus solely on main aspects. Aspects are listed by order of importance / priority.

Main aspects *(example)*	
EQ1	Alignment
EQ2	Enhanced capacity of NSO
EQ3	A3.1. Enabling environment; A3.4 national ownership and leadership

Complementary aspects are aspects for which the interviewee may provide relevant information, but they are less crucial than main aspects given the roles and functions of the informant and his/her position in relation to such aspects (usually an indirect position). Aspects are listed by order of importance / priority.

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[90] http://www.unfpa.org.gt/sites/default/files/Handbook%20entire%20document%20final-AL2012-06-21.pdf

Complementary aspects *(example)*	
EQ5	A5.2 South-South Cooperation
EQ6	A6.1 Comparative advantages

As shown in the examples above, main and complementary aspects may refer to entire evaluation questions or to parts of questions, that is, to specific assumptions within each question.

For both main and complementary aspects the evaluator should get deeply acquainted with the formulation of the assumptions and indicators in the Evaluation Matrix so as to incorporate them in the specific questions that are asked to interviewees as deemed relevant.

There are aspects that may emerge during the interview with a particular stakeholder that are not reflected in the main and complementary aspects. This could be the case for example of the effects of the use of new technologies (positive or negative) appearing during an interview with a civil society organization or with a line ministry. Give that the casuistic is very wide the protocols include aspects that are quite predictable and not all the possibilities. When these aspects appear the evaluator should immediately recognize them and include them in the logbook. In this regard it is of utmost importance to be highly familiarized with the contents of the Evaluation Matrix.

INTRODUCTION

The members of the evaluation team should introduce themselves, present the evaluation (the objectives and scope) and also present the main purpose of the interview, that is, why it is important for us to have an interview with the informant. It is very important during the introduction to explain confidentiality aspects as well as how the responses of the interviewee will be treated and processed on the basis of what it is stipulated in the UNEG evaluation standards.

INTERVIEW

The protocols do not include pre-established questions beyond the framing questions. The spirit is to give the evaluator the freedom to formulate questions as she/he pleases as well as to prompt interviews based on an open conversation in which topics are covered as they appear, but always under the guidance of the evaluator, who will have to make sure that the main aspects are all covered and covered first.

In order to start the conversation the protocols offer a series of **framing questions**, usually two**,** one of them regarding the degree of involvement of the stakeholder institution and of the interviewee with census and the UNFPA support to the census (second) and another one framing the main are of interest of the evaluator for that particular interview.

MAIN ASPECTS

The protocol includes a checklist with the main aspects to be addressed in terms of assumptions in the Evaluation Matrix. The purpose of these tables is that the evaluators use them to tick those aspects that have been covered, making sure that no aspects are left aside.

COMPLEMENTARY ASPECTS

The protocol also includes a checklist with the complementary aspects to be addressed in terms of assumptions in the Evaluation Matrix.

Previous to finalising the interview the evaluator should add a closing question and a linking question. The latter is a question that links the interview with other planned or unplanned interviews with other stakeholders and/or with the possibility of conducting a second interview with somebody else within the stakeholder institution being interviewed.

CLOSING QUESTION

*Before finalising the interview I would like to ask you **on what aspects do you think there was/is room for improvement and how**. Do you have any **recommendations** you would like to share with us for the future? In any case, please feel free to comment on **any other aspects we have not covered** during the interview.*

LINKING QUESTIONS

Right before thanking the interviewee for his/her time and contributions the evaluator should enquire about the interviewee's opinion on whether there would be other relevant people with whom to talk given the type of information the evaluator is looking for.

Who else do you think I should talk to here in your organization or outside to complement what you have told me / the issues we have discussed or to have other relevant points of view?

WRAP-UP

Previous to thanking the interviewee the evaluator should do a brief wrap-up reminding him/her about any documentation or evidence related information he/she may have mentioned during the interview. It would be highly recommendable that subsequent to the interview you send a kind reminder by written (in an email) in order to make things easier for the interviewee.

END OF THE INTERVIEW

To conclude, evaluator should thank the interviewee for his/her time and contributions and tell him/her when the Case Study and the Final Evaluation Report will be available. Evaluators should provide his/her contact details in case the interviewee wants to contact the team for more contributions or questions/clarifications about the evaluation. Before ending the interview the evaluator will make sure she/he has the contact details of the interviewee.

INTERVIEW PROTOCOL / GUIDE

UNFPA Country Office

OBJECTIVES

The interview at the UNFPA Country Office (CO) will actually most probably be several interviews with various staff. The population and development specialist will be the main interlocutor, but there will also be interviews with the Resident Representative to have a more strategic overview on issues related for example with the enabling environment (A2.1 and A3.1), with the operations section to discuss efficiency aspects in detail, and/or with other UNFPA focal areas' staff (reproductive health, gender) to discuss aspects related to gender aspects or to the use of census and related data for policies in these areas. **Interviews at the UNFPA CO will cover all the assumptions in the evaluation matrix. The main purpose is to obtain UNFPA views and evidences on all the relevant aspects covered in the matrix and then triangulate them with other relevant actors. Moreover, the discussions with the UNFPA staff will be crucial to identify issues that stand out in terms of NSO capacity, use of data, efficiency drawbacks or added value, for example.**

This protocol also distinguishes between main and complementary aspects in case there were time limitations. All aspects should be covered if there is enough time, but should there be time restrictions the aspects to be addressed are prioritized as follows:

Main aspects	
EQ2	Enquire CO staff about all the assumptions relate to enhancing the capacity of NSO. Put special attention to identify *soft-aid* activities and its results, given that they are not included in AWP and therefore are more difficult to visualize. Ask for examples of evidences.
EQ3	Similarly, enquire about all aspects / assumptions of use of data for policy making, making particular emphasis in examples and evidences that may then be triangulated during interviews with other stakeholders and secondary data collection.
EQ4	Enquire about all efficiency aspects included in the matrix and then cross check the findings with implementing partners.

Complementary aspects	
EQ6	Cover all aspects of added value to obtain the Office's perception.
EQ5	Cover all aspects related to networks as set out in the assumptions and indicators.
EQ1	Get the office's view on alignment to government priorities and national needs (UNFPA policies may be done with study of documentation) to later compare the findings with the views of government institutions and other stakeholders (donors, civil society, etc.)
EQ7	Enquire about both internal and external mainstreaming.

INTERVIEWS

CHECKLISTS

MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**
EQ2	A2.1 Enabling environment	
	A2.2 Effective support	
	A2.3 Sustainable capacity	
	A2.4 Models of support	
	A2.5 Use of new technologies	
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use	
	A3.3 Use in policies related to UNFPA mandate	
	A3.4 National ownership and leadership	
EQ4	4.1 Use of available resources	
	4.2 Synergies	

COMPLEMENTARY		
EQ	**Assumption**	**Addressed?**
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner	
EQ5	A5.1 Partnerships	
	A5.2 South-South Cooperation	
EQ1	A1.1 Alignment to partner government priorities	
	A1.2 Alignment to national needs	
EQ7	A7.1 Internal mainstreaming of HHRR and gender	
	A7.2 External mainstreaming of HHRR and gender	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interviews.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewees to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewees for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

INTERVIEW PROTOCOL / GUIDE

National Statistical Offices

Similarly to what happens with the UNFPA Country Office, the interaction with the NSO will imply a number of interviews with various staff at various levels (managerial and technical). **The most crucial point of an interview with a NSO is to assess the UNFPA contribution to developing their capacity, that is, evaluation question 2. Having said that, the fact NSO are UNFPA main implementing partners makes them a key interviewee to enquire about efficiency aspects, and the fact they are a main beneficiary of UNFPA support makes them a critical stakeholder to enquire about UNFPA added value.** At the end of this protocol there is an appendix with specific questions for NSO staff to be used by the evaluators in case they require some further guidance and/or reference point in this regard.

Main aspects	
EQ2	Address in detail all the assumptions and indicators under this question.
EQ4	Cover the two aspects related to efficiency, that is, whether available resources were used to a satisfactory extent and whether UNFPA sought, promoted and utilized synergies for a more efficient implementation of the census round.
EQ6	Cover the two aspects related to added value, that is, enquire about UNFPA comparative strengths and on what type of partner it is for NSO.
EQ5	Address South-South Cooperation should there be any experiences in this regard.

Complementary aspects	
EQ5	Address the assumptions and indicators associated to partnerships
EQ3	Enquire about the NSO's views on data use improvements to then compare these views with those of the real users (line ministries, civil society organisations, academia, etc.)
EQ1	Enquire about UNFPA alignment with partner government and national priorities (this aspect will probably present itself implicitly during the conversation)
EQ7	Address the external mainstreaming of HHRR and gender equality

Note: In countries where HHRR and/ or gender equality issues are critical aspects of the census, these should become main aspects to cover in the interview (not complementary).

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **personal involvement** with the census process (in any of its phases) and with any specific UNFPA support activities provided to the NSO. According to the documentation I have been provided, your department may have been involved in...Is that correct? Am I missing something? / could you complement it?*

In particular, I am very interested in knowing whether you received any specific training or were involved in transfer of skills supported by UNFPA during the census.

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*2. The main aspect I would like to discuss with you is about the extent to which **your organization as a whole and you in particular improved the capacity to conduct the census and to produce related survey data** as a result of the UNFPA support either directly or indirectly. Any type of example and evidence you may provide in this regard will be very useful.*

CHECKLISTS

MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**
EQ2	A2.1 Enabling environment	✓
	A2.2 Effective support	
	A2.3 Sustainable capacity	
	A2.4 Models of support	
	A2.5 Use of new technologies	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ5	A5.2 South-South Cooperation	
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner	

COMPLEMENTARY		
EQ	**Assumption**	**Addressed?**
EQ5	A5.1 Partnerships	
EQ3	A3.1 Enabling environment	
	A3.2 Steady use of data in plans, policies	
	A3.3 Use of data in policies related to UNFPA mandate	
	A3.4 National ownership and leadership	
EQ1	A1.1 Alignment to partner government priorities	
	A1.2 Alignment to national needs	
EQ7	A7.2 External mainstreaming	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	89
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

APPENDIX. Detailed questions to NSO (if required)

1.   INTRODUCTION

Evaluation team members to introduce themselves, evaluation background & interview purpose.

1.1. Can you please briefly describe your role and your work in relation to the last Population and Housing Census? Have you been involved with the UNFPA support on census? If so, how?

- *Prompt: try to ascertain through these questions how involved in the preparation and conduct of the last (current) census the interviewee is. Tailor the following questions accordingly.*

2.   RELEVANCE

2.1. Did UNFPA conduct an assessment of the national needs in terms of statistical capacity before preparing the census support programme?

- *Can you provide examples of specific requirements in terms of statistical capacity that UNFPA has taken into consideration in drafting the country programme?*

2.2. Did UNFPA conduct an assessment of the national needs, in terms of information needed, in preparing the census support programme? Was there a form of consultation with experts, ministries or other stakeholders, or similar in the process?

- *Can you provide examples of specific requirements (from government, NGOs or other) that UNFPA has helped to take into consideration in drafting the questionnaire?*

2.3. To what extent does the UNFPA programme in support to the census corresponded/matched the national (governmental of not) needs for availability of data?

- *Can you provide examples of unmet need specific requirements (from government, NGOs or other) that UNFPA did not take into consideration in supporting the census? (If a specific need was excluded, this indicates political influence/lack of support for evidence-based policy making.)*

- *Were there any examples of issues (sensitive issues?) that were excluded from the census although originally they were planned to be included?*

3.   EFFECTIVENESS

3.1. To what extent was the UNFPA support timely, and was it used fully? What is your perception of the quality of the support? Was UNFPA more efficient than other external donors/organisation?

3.2. To what extent the UNFPA support was composed of a mix of instruments (advocacy, technical assistance, financial support, South-South cooperation)?

- *Can you provide examples of each of the instruments?*

- *Proof of visits /exchange of experts with other countries of the region*

- *Can you provide proof of how the support was used (material, capacities built, also perception of the change before-after: what is the difference?*

4.   CENSUS PREPARATION

4.1. How can you say that the census methodology was in line with international standards?

- *Did UNFPA make specific recommendations to comply with international standards? For example what?*

4.2. Did the census questionnaires included at least the core topics recommended by the UN Principles and Recommendations, rev. 2?

- *If no, what core topics were not included?*

- *What topics were added?*

- *What role UNFPA played in the questionnaire design?*

4.3. Did the NSI or Census Bureau prepared a work plan for the preparation of the census including milestones for the deliverables (questionnaire, instructions, cartography...)?

- *Can you show me this work plan?*

- *How frequent was it updated?*

- *Did UNFPA played a role in the preparation of this work plan?*

4.4. How and when was prepare the budget? Did it cover all census stages?

- *Did you receive support from UNFPA to prepare the budget? What form (training, examples of items to consider...)?*

- *Did UNFPA advocate to the government to finance the census? (if not answered before)*

- *Did UNFPA advocate to donors to finance the census? (if not answered before)*

4.5. Did you use procurement procedures?

- *Did you receive support from UNFPA in conducting procurement operations? What form (training, examples of clauses to include...)?*

4.6. Was a pilot census conducted before the census?

- *If yes, when and what were the objectives?*

- *Did the pilot census covered all phases of the census, including data processing and tabulation?*

- *What were the lessons learned from the pilot census and were they implemented in the census?*

- *What lessons were not implemented?*

- *What role UNFPA played in the pilot census? (technical assistance, finance...)*

4.7. How was prepared the complete mapping of the country? Can you briefly describe the methodology and steps

- *How mapping was controlled?*

- *What role UNFPA played in the cartographic preparation?*

4.8. Did the cartographic preparation provide estimates of the number of housing units in order to print sufficient number of questionnaires in all languages needed?

4.9. How was the public informed about the census prior to the field enumeration?

- *Was a communication campaign prepared? Please describe.*

- * Did UNFPA play a role in the communication campaign? What?*

- *Did UNFPA make sure that the communication including all components of the population, including minorities?*

5. ENUMERATION

5.1. What was the organisation for field operations?

- *Was a central census commission established, were local census commissions established?*

- *Were the tasks and duties of all institutions and persons involved in census operations described and where?*

5.2. How were the field workers selected and trained?

- *What were the selection criteria? Were they listed in an instruction? Were language capacity (in minority areas) and gender considered as criteria of selection?*

- *How were they trained? Was it special training for sensitive questions or were double teams (F/M) used? If yes, did UNFPA have a promoting role in this?*

5.3. Were there a systems of reception of claims and if yes, how were they reacted/ responded to?

5.4. How was the enumeration progress monitored?

- *Did you implement a progress monitoring system comparing the number of households enumerated to estimates of expected numbers?*

5.5. How were the questionnaires stored locally and later transferred to the data processing centre?

5.6. Did you conduct a post-enumeration survey?

- *What was the role of UNFPA in evaluation of the coverage of the census?*

6. DATA PROCESSING

6.1. Please describe the data processing system for data capture, editing and validation of collected data.

- *What was the technology used for data capture?*

- *How was the quality controlled?*

- *Was statistical/manual editing performed? Were missing values imputed?*

- *Were editing rules documented?*

- *Were the results of editing recorded?*

- *What was the role of UNFPA for the data processing phase? Financing, TA...?*

7. DISSEMINATION/ANALYSIS

7.1. Did you prepare a dissemination plan?

- *What was its content? How many tables/indicators?*

- *When was it prepared?*

- *Did UNFPA played a role in its elaboration?*

7.2. Did you produce thematic reports?

- *How many and on what topics?*

- *Would you say that they correspond with user needs expressed in preparation phase? If not what was not taken?*

7.3. Did UNFPA support analytical studies conducted by academics, research institutions...?

- *If yes, can you give examples?*

7.4. Did you set up a policy for micro data access?

- *If yes, what micro data?*

- *What public (researchers...)?*

- *What conditions to access?*

7.5. Were the publications free of charge? If not what was the price?

7.6. What was the time lag between the end of data collection and the production of preliminary results, first results, final results and thematic reports?

7.7. Did you present the results (preliminary, first...) to the media?

- *What was the interest of media? How many media reports?*

- *Did you get requests for specific results/indicators? From government institutions, from the civil society?*

7.8. Did UNFPA support seminars, workshops or other events to present census results and promote their use?

INTERVIEW PROTOCOL / GUIDE

Line Ministries

OBJECTIVES

> **The most important point of an interview with Line Ministries is to find out whether they use census and associated data and how they use them. It is particularly important to find out whether they are using the data as evidence for the formulation of plans and policies; especially those related to UNFPA mandate areas. It is also very important to attempt to ascertain whether UNFPA support has played a role in this regard and how.**

Main aspects	
EQ3	Enhanced use of data for evidence-based plans and policies (all assumptions)
EQ1	Alignment of UNFPA support with partner government priorities (A1.1)

Complementary aspects	
EQ2	Enhanced capacity of the NSO (A2.1 to A2.3). Check their perception on NSO capacity as users of NSO produced data and services.
EQ4	Use of resources and synergies (if they have been implementing partners/directly involved in any AWP)
EQ5	Use of networks (if they have been involved in any of the networks or have benefited from them as users; if they have been involved in South-South initiatives)
EQ6	Comparative strengths of UNFPA from their point of view
EQ7	Mainstreaming HHRR & gender equality (if relevant to that ministry)

Note: if the interviewee is a line ministry with a mandate on HHRR and/ or gender equality issues, these should become main aspects to cover in the interview (not complementary).

INTERVIEW

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **institution's involvement** <u>with the census process</u> (in any of its phases) and <u>with any specific UNFPA support</u> to the census. According to the documentation I have been provided, your institution was involved in...Is that correct? Am I missing something? / could you complement it?*

In particular, I am very interested in knowing whether you were consulted during the preparation of the census i.e. whether you participated in it in any way (providing input of any kind)

*2. The main aspect I would like to discuss with you is about the extent to which **your organization has used census data and related products/surveys** as inputs to inform plans, programmes and policies (I would be very grateful if you could provide me with concrete examples)*

CHECKLISTS

MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use	
	A.3.3 Use of data in policies (UNFPA mandate)	
	A3.4 National ownership & leadership	
EQ1	A1.1 Alignment to partner government priorities	

COMPLEMENTARY		
EQ	**Assumption**	**Addressed?**
EQ2	A2.1 Enabling environment	
	A2.2 Effective support	
	A2.3 Sustainable capacity	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ5	A5.1 Partnerships	
	A5.2 South-South Cooperation	
EQ6	A6.1 Comparative strengths	
EQ7	A7.2 External mainstreaming	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

INTERVIEW PROTOCOL / GUIDE

Donors & UN Agencies

Donors tend to have a rather global and external overview about census operations and their implications in the country. They are useful informants to have an overview of the context as well as a relevant source to assess how the UNFPA role is perceived in the country. **The most important points of an interview with donors are (1) to find out what is UNFPA added value in census operations (what type of partners is UNFPA perceived as); and (2) to find out about the UNFPA role in donor coordination and the use of partnerships.**

Main aspects	
EQ6	Check donors' / UN Agency point of view about UNFPA comparative advantages (A6.1)
	Find out about the perception on what type of partner UNFPA is (A6.2)
EQ4	Check whether UNFPA had a role in terms of having supported / promoted the use of existing donor coordination mechanisms (A4.2)
EQ5	Check whether UNFPA has established partnerships that contributed to the implementation of the 2010 Round and the use of statistical data (A5.1)
EQ2 & EQ3	Check UNFPA contribution to generate an enabling environment for the conduction of the census (A2.1) and to generate and enabling environment for the use of data (A3.1)

Complementary aspects	
EQ1	Ask them on whether UNFPA support was aligned with national needs on availability of statistical data (A1.2)
EQ2 & EQ3	Ask them for evidences on whether the NSO has an enhanced capacity for the conduction of census/production of data and whether there is an enhanced use of data in the country (and UNFPA role in this if any).

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **institution's involvement** <u>with the census process</u> (in any of its phases) and <u>with specific UNFPA support</u> to the census (coordination – UN Agencies, funding - donors). According to the documentation I have, your institution was involved in...Is that correct? Am I missing something? / could you complement it?*

2. The main aspect I would like to discuss with you is about UNFPA institutional role in the census and in supporting the use of data in evidence-based policy making. Besides, I would be very grateful if you could give me your views regarding several contextual aspects in the country with regards to the census and the use of data.

CHECKLISTS

MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**
EQ6	A6.1 Comparative strengths	✓
	A6.2 Key partner	
EQ4	A4.2 Synergies	
EQ5	A5.1 Partnerships	
EQ2	A2.1 Enabling environment	
EQ3	A3.1 Enabling environment	

COMPLEMENTARY		
EQ	**Assumption**	**Addressed?**
EQ1	A1.2 UNFPA support is aligned with national needs on availability of statistical data	
EQ2	A2.2 Effective support to NSO capacity	
	A2.3 Sustainable capacity of NSO	
EQ3	A3.2 Steady use of demographic and socio-economic data in evidence-based development of plans and policies	
	A.3.3 Use of date in policies (related to UNFPA mandate)	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

INTERVIEW PROTOCOL / GUIDE

Civil Society Organizations & Academia

The most important points of an interview with Civil Society Organizations (CSO), including academia, are to find out whether the census in general and UNFPA support in particular had their needs into account; find out whether they are using census and related survey data for advocacy and research and find out whether UNFPA support has enhanced their capacity in this regard.

Main aspects	
EQ1	Check whether UNFPA support is aligned with their needs on availability of statistical data (A1.2)
EQ3	Examine whether they use population and housing census and other relevant demographic and socio-economic data in their plans and for research and advocacy (A3.1 to A3.4)
EQ5	Check whether the interviewed CSO/Academia institutions have embarked in any type of partnership with UNFPA and assess the quality of the partnership and the effects of the absence of partnerships
EQ6	Find out about the perception of UNFPA added value to them

Complementary aspects	
EQ2	Check on their opinion about the enabling environment for the census (and UNFPA contribution to it) and on their opinion as users about the capacity of NSO as providers of quality data.
EQ4	Use of resources and synergies (if they have been implementing partners/directly involved in any AWP)
EQ7	Mainstreaming HHRR & gender equality (if relevant to that ministry)

Note: if the interviewee is an organisation working on HHRR and/ or gender equality issues, these should become main aspects to cover in the interview (not complementary).

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **institution's involvement** with the census process (in any of its phases) and with any specific UNFPA support to the census. According to the documentation I have been provided, your institution was involved in...Is that correct? Am I missing something? / could you complement it?*

In particular, I am very interested in knowing whether you were consulted during the preparation of the census i.e. whether you participated in it in any way (providing input of any kind)

2. The main aspect I would like to discuss with you is about UNFPA institutional role in the census and in supporting the use of data in evidence-based policy making. Besides, I would be very grateful if you could give me your views regarding several contextual aspects in the country with regards to the census and the use of data.

CHECKLISTS

MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**
EQ3	A3.1 Enabling environment	✓
	A3.2 Steady use in advocacy, research, plans, policies	
	A3.3 Use in (advocacy, research) policies related to UNFPA mandate	
	A3.4 National ownership and leadership (by means of fostering the participation and inclusion of partner governments and CSO civil society organizations in the programming and implementation	
EQ1	A1.2 UNFPA support is aligned with national needs on availability of statistical data	
EQ5	A5.1 Partnerships (that optimised the use of statistical data)	
EQ6	A6.1 Comparative strengths	
	A6.2 Key partner (whether UNFPA is seen as a key partner)	

COMPLEMENTARY		
EQ	**Assumption**	**Addressed?**
EQ2	A2.1 Enabling environment	
	A2.3 Sustainable capacity of NSO	
EQ4	A4.1 Use of available resources	
	A4.2 Synergies	
EQ7	A7.2 External mainstreaming	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

INTERVIEW PROTOCOL / GUIDE

Regional Stakeholders

Regional stakeholders include UNFPA Regional Offices, the United Nations Regional Economic Commissions, and other non-UN regional stakeholders such as Regional Development Banks and regional associations (such as the ASEAN, the ECOWAS, or the CARIFORUM).

Several of the questions in the Evaluation Matrix have a national, a regional and a global dimension. Most interview protocols cover the national dimension. The objective of this protocol is to address the regional dimension and therefore it will be used when interviewing institutional which have a regional scope. **The most crucial points of an interview with a regional organization will be to cover all the regional dimensions in the matrix. In this case there are no complementary aspects, only main aspects. This should be feasible given the reasonable number of issues to address. In any case aspects are listed in order of priority.**

Main aspects	
EQ2	Check the role of the UNFPA Regional Offices in **providing effective support** to NSO either directly or indirectly by means of supporting Country Office capacity.
EQ6	Enquire about added value at a regional level
EQ4	Enquire on whether UNFPA has sought, promoted and utilized **synergies** at regional level to support the implementation of the 2010 Round in a more efficient manner.
EQ5	Find out about networking at regional level i.e. partnerships and facilitation of South-South regionally.
EQ1	Check whether UNFPA is aligned with **regional needs** on availability of statistical data.

INTERVIEWS

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **personal involvement** <u>with the census process</u> (in any of its phases) and <u>with any specific UNFPA census support</u> activities. According to the documentation I have been provided, you may have been involved in...Is that correct? Am I missing something? / could you complement it?*

*2. The main aspect I would like to discuss with you is about the **regional dimension of UNFPA support to census** from several points of view i.e. in terms of capacity development, in terms of added value, in terms of generating partnerships and synergies.*

CHECKLISTS

EQ	Assumption	Addressed?
MAIN ASPECTS		
EQ2	A2.2 The UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.	✓
	A1.2 UNFPA support is aligned with regional needs on availability of statistical data.	
EQ6	A6.1 UNFPA features a series of comparative strengths as perceived by regional stakeholders (including UNFPA Regional Offices)	
	A6.2 Relevant stakeholders at regional level perceive UNFPA as a key partner supporting censuses.	
EQ4	A4.2 UNFPA has sought, promoted and utilized synergies at regional level with a view to support the implementation of the 2010 Round in a more efficient manner.	
EQ5	A5.1 UNFPA established **partnerships** at regional level that contributed to the implementation of the 2010 Round.	
	A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned at regional level	
EQ1	A1.2 UNFPA support is aligned with regional needs on availability of statistical data.	

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

INTERVIEW PROTOCOL / GUIDE

Global Stakeholders

Global stakeholders include UN Agencies Headquarters, the United Nations Statistics Division, and Donors' Headquarters (European Commission, bilateral donors).

Several of the questions in the Evaluation Matrix have a national, a regional and a global dimension. Most interview protocols cover the national dimension. The objective of this protocol is to address the global dimension and therefore it will be used when interviewing institutional which have a global scope. **The most crucial points of an interview with a global level stakeholder will be to cover all the global dimensions in the matrix. In this case there are no complementary aspects, only main aspects. This should be feasible given the reasonable number of issues to address. In any case aspects are listed in order of priority.**

Main aspects	
EQ2	Check the role of the UNFPA Headquarters (Technical Division) in **providing effective support** to NSO either directly or indirectly by means of supporting regional and/or country office capacity.
EQ6	Enquire about added value at a global level
EQ4	Enquire on whether UNFPA has sought, promoted and utilized **synergies** at global level to support the implementation of the 2010 Round in a more efficient manner.
EQ5	Find out about networking at global level i.e. partnerships and facilitation of South-South between different world regions (Asia and Africa, Africa and Latin America)
EQ1	Check whether UNFPA is aligned with **global needs** on availability of statistical data.

INTERVIEWS

FRAMING QUESTIONS

*1. First of all I would like to double check with you what has been your/your **personal involvement** <u>with the census process</u> (in any of its phases) and <u>with any specific UNFPA census support</u> activities. According to the documentation I have been provided, you may have been involved in...Is that correct? Am I missing something? / could you complement it?*

*2. The main aspect I would like to discuss with you is about the **global dimension of UNFPA support to census** from several points of view i.e. in terms of capacity development, in terms of added value, in terms of generating partnerships and synergies.*

CHECKLISTS

	MAIN ASPECTS		
EQ	**Assumption**	**Addressed?**	
EQ2	A2.2 The UNFPA effectively supported the capacity of the NSO for the production and availability of quality census data in the 2010 census round.	✓	
	A1.2 UNFPA support is aligned with global needs on availability of statistical data.		
EQ6	A6.1 UNFPA features a series of comparative strengths as perceived by global level stakeholders (including UNFPA headquarters)		
	A6.2 Relevant stakeholders at global level perceive UNFPA as a key partner supporting censuses.		
EQ4	A4.2 UNFPA has sought, promoted and utilized synergies at global level with a view to support the implementation of the 2010 Round in a more efficient manner.		
EQ5	A5.1 UNFPA established **partnerships** at global level that contributed to the implementation of the 2010 Round.		
	A5.2 UNFPA promoted opportunities for South-South Cooperation to facilitate the exchange of knowledge and lessons learned at global level (between different regions)		
EQ1	A1.2 UNFPA support is aligned with global level needs on availability of statistical data.		

ADDITIONAL ASPECTS	Covered?
Closing question On what aspects do you think there was/is **room for improvement** and how. Any **recommendations** for the future? Comments on any other **aspects not covered** during the interview.	
Linking question Who else should I talk to here in your organization or outside to complement what we have discussed?	
Wrap-up Remind the interviewee to send us any evidence related information mentioned during the interview.	
End of the interview Thank the interviewee for the time and contributions. Inform on when the Case Study and the Final Evaluation Report will be available. Give your personal email. Make sure you have the interviewee details.	

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http://www.unfpa.org/news/unfpa-support-population-and-housing-census-data