

UN TURKMENISTAN

FINAL EVALUATION

Turkmenistan - United Nations

Partnership Framework for Development

2016-2020

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ABBREVIATIONS

ADB	Asian Development Bank
ASYCUDA	The Automated System for Customs Data
CAT	Committee against Torture
CEDAW	Convention on Elimination of Discrimination against Women
CERD	Committee on Elimination of Racial Discrimination
CESCR	Covenant on Economic, Social and Cultural Rights
CPED	Convention for the Protection of All Persons from Enforced Disappearance
CRMW	Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
DPCG	Development Partners Coordination Group
MIS	Management information system
FAO	Food and Agriculture Organization of the United Nations
FORTIMAS	Food Fortification Monitoring and Surveillance System
GDP	Gross domestic product
GHG	Greenhouse gas
HDI	Human Development Index
HLOM	High-Level Outcome Meeting
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
ISSA	International Step by Step Association
JWPs	Joint annual work plans
M&E	Monitoring and Evaluation
MAPS	Mainstreaming, Acceleration and Policy Support
MDR TB	TB and Multiple Drug Resistant Tuberculosis
MEP	Monitoring and Evaluation Plans
MICS	Multiple Indicator Cluster Survey
MOHMI	Ministry of Health and Medical Industry
MTEF	Medium-Term Expenditure Framework
NCDs	Non-communicable diseases
NSCC	National Steering and Coordination Committee
OECD DAC	The Organization for Economic Co-operation – Development Assistance Committee
OHCHR	Office of the United Nations High Commissioner for Human Rights
OMT	Operations Management Team
PFD	Partnership for Development
RGs	Result Groups
RIA	Rapid Integrated Assessment
RMNCAH	Reproductive, Maternal, Newborn, Child and Adolescent Health
RRF	Results and Resources Framework
SDG	Sustainable Development Goals
SMART	Specific, Measurable, Attributable, Realistic and Time-bound
TFEB	State Bank for Foreign Economic Affairs

ToR	Terms of Reference
UN-SWAP	UN System-Wide Action Plan
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFRA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNRC	United Nations Resident Coordinator
UNRCCA	United Nations Regional Center for Preventive Diplomacy for Central Asia
VNR	National Voluntary Review
WB	World Bank
WHO	World Health Organization

EXECUTIVE SUMMARY

This report presents the findings of an independent evaluation of the Turkmenistan – United Nations Partnership Framework for Development (PFD) 2016-2020. The evaluation was conducted by a team of two independent consultants and focused on the activities, achievements and results of all resident and non-resident UN agencies operating in Turkmenistan in the period 2016 – mid 2019. The purpose of the PFD evaluation was, on the one hand, to gather key findings and lessons learned to inform the development of the next cooperation framework and, on the other hand, to support greater accountability of the UN system towards agreed national objectives and priorities. The evaluation also assessed how the UN has coordinated itself under the PFD 2016-2020, including with regard to joint funding and resource mobilization through joint programmes and joint activities. In addition, the evaluation examined how interventions have mainstreamed the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development.

The following is a brief summary of the main findings on the basis of the four dimensions of the evaluation.

Programme Relevance

Overall, UN's work in the country has been well-aligned with national priorities articulated in strategic documents in areas where UN agencies have been working. First of all, UN's contributions have been aligned with Turkmenistan's *National Programme for Socio-Economic Development (2011-2030)*. Further, UN agencies have supported the development of a large body of national policies, programmes and laws, which has ensured that UN activities have been largely integrated into the national policy framework. The UN has also supported the country's achievement of commitments and obligations under international and regional agreements and has assisted the government with the preparation of national reports to international bodies.

UN interventions in the country have been designed through an open and participatory process, allowing a range of government and non-governmental stakeholders to be involved. The UN has maintained this openness in the implementation stage through the involvement of various stakeholders, although there is potential for stronger engagement with civil society and the private sector. Further, the PFD was formulated in a way that allowed the agencies to adapt their programmes flexibly to the country's changing priorities – as defined by the government – and funding and partnership opportunities. Also, the UNCT and partner national institutions have shown flexibility and agility in adjusting some of the PFD indicators and targets to reflect changing circumstances and lessons learned during the implementation process.

One key feature of the work of the UN system in the present programme cycle has been its significant focus on vulnerable and disadvantaged people – the poor, children, youth, women, persons with disabilities or health challenges, etc. Such focus has enabled the UNCT’s work to be largely compliant with the “no one left behind” principle espoused by the UN at the global level. During the PFD period, the government has made progress in integrating equity and rights-based approaches into national policies and programmes, thus promoting the rights of vulnerable people. Gender equality and sustainable development have been key guiding principles for many activities, grounded in the national SDG framework. The PFD has responded not only to the needs of the stakeholders at the central level in Ashgabat, but has also delivered tangible contributions to the communities in the regions (velayats). At this level too, the focus of interventions has been on the needy and vulnerable – children, women, youth and persons with disabilities. For all the strengths in terms of relevance, there is also room for improvement in the upcoming programme cycle. One area that could benefit from greater attention by the UNCT is stronger engagement with local governments, civil society and the private sector.

National partners and beneficiaries highly value the contributions of the UN system and have demonstrated strong ownership of the programme. Government officials have played an important role in the Result Groups and participate actively in the design, implementation and monitoring of PFD activities. The National Steering and Coordination Committee meets regularly, is well attended by Deputy Ministers of all relevant ministries, and conducts meaningful meetings where key decisions are taken jointly. Also, the fact that the government has provided a significant amount of co-financing (cost-sharing) is a clear indication of the value that it places in the joint activities with the UN. In the three-year period, government cost-sharing has constituted about 35% of total expenditure by UN agencies

Programme Effectiveness

UNCT has invested significant efforts in developing a comprehensive programme document and RRF. The PFD document lays out with clarity the country context, development needs and priorities and the UN’s strategic approach to contributing to those needs and priorities. Interventions under each outcome area are described in clear terms and linked to the broader context. However, a number of the indicators identified in the PFD are not SMART (Specific, Measurable, Attributable, Realistic and Time-bound) and it is challenging to use them to assess progress in the achievement of objectives.

Based on the way the indicators are currently framed and interpreted all eight outcome targets are on track to being met at the end of the PFD period. One of the primary contributions of the UNCT has been the strengthening of the capacities of national institutions in the ***generation, analysis and reporting of data***, in support of evidence-based policy-making. Through a number of initiatives, UN agencies have supported the State Statistics Committee and other government entities in the development of methodologies for the definition of indicators and their alignment with international standards, organization of data collection processes, establishment of systems for the

storage and analysis of data (i.e. databases), etc. UN support to the government for the establishment of a national SDG framework has been considerable. UN agencies have played a key role in the SDGs nationalization process, including establishment of the national institutional mechanism and monitoring framework. UN's work in the area of data and statistics has led to an improvement of data availability and quality in support of policy making in a range of areas, including living standards, health, education, early childhood development, trade, economic and environmental accounting, etc. The SDGs have now become well established in government practices and underpin major policy initiatives. On the basis of this work, a wide range of policies have been supported, some of which will be outlined in the following sections of this report. The upcoming UN country programme should build on these foundations and take this work to a higher level.

In the area of *education*, UN's main contribution has been the promotion of access to and quality of early learning for all children by expanding child-friendly principles to preschool, pre-primary and primary education. In line with the principles of early childhood development, the major focus of activities has been on pre-primary education and the establishment of multi-disciplinary supports. In this area as well, there has been good focus on inclusive learning approaches for children with disabilities, enabling the UN to be in line with the global principle of "leaving no one behind". In the upcoming programme, it will be important to aim for further integration of education-related activities with initiatives in the areas of health, social protection, climate change, disaster risk reduction, etc., under the multi-dimensional "early childhood development" umbrella.

UN's work in the area of *social protection* has focused on supporting the government's efforts to reform the system by making social protection services more targeted to the most vulnerable, in particular children and persons with disabilities. As in the area of education, his work too has been largely in line with the UN's commitment of "leaving no one behind". Going forward, the area of social protection will benefit from stronger synergies across UN agencies. There is also potential for joint contributions among the agencies on the introduction of community-based social services, relying on the capacities of the non-governmental sector.

UNCT's focus in the area of *health* has been the improvement of the quality of health services, especially for children, women and adolescents. The main dimensions of this work have been nutrition, non-communicable diseases (NCDs) and its risk factors, mental health, disability prevention, communicable diseases, including pandemic influenza preparedness, infectious diseases hazard management, tuberculosis and multi-drug-resistant tuberculosis (TB and MDRTB), environment and health, food safety, health systems, access to medicines and other health technologies and strengthening regulatory capacity, human resources for health, health information system, early detection and prevention of diseases, etc. UNCT's contributions in this area have been significant. Through their support for policy and institutional frameworks, UN agencies have helped the government to optimize the management and logistics of public health systems, improve the efficiency of the use of resources and maximize impact. Given the focus on vulnerable groups, UN interventions have contributed to the integration of equity and rights-based

approaches into policies and practices through which healthcare institutions have addressed health-related vulnerabilities.

UN activities in the area of *environmental sustainability and energy efficiency* have focused on promoting sustainable practices of energy efficiency, use of renewables, urban development and waste management. UN support in this area has contributed to research and piloting of energy efficiency, use of renewables and waste management in rural and urban areas. Going forward, what will be crucial in this area is the extent to which some of the measures that have been promoted and piloted will be scaled up and implemented nation-wide. The piloting of new models and solutions requires a more systematic approach and better follow up over time. Also, the sustainability and scaling up of piloted infrastructure projects requires continued financing beyond the lifetime of a piloting project. Hence, to ensure sustainability and replication in areas such as energy efficiency or waste management, it will be important to link piloting initiatives to market-based solutions from the private sector, such as financing from the banking sector. In general, there are opportunities for stronger engagement of the private sector in these types of initiatives.

In the area of *climate change adaptation*, UN's support has contributed to improvements in natural resource management and the promotion of climate change adaptation across all sectors of the economy. Disaster risk management practices have been strengthened and awareness among government officials and the general population has increased. DRM activities have had a strong focus on vulnerable groups, enabling the UN to stand by its commitment to "leave no one behind". Looking forward, this area of work will benefit from stronger engagement of the private sector, especially in the scaling up of the measures that has been piloted in agriculture. It will be essential that the methods and techniques in farming showcased through pilots (such as laser land leveling, drip irrigation, sprinklers, rotary and linear water systems) be implemented on a larger scale by farmers.

In the area of *economic diversification, employment and trade*, UN's support has focused on improvement of employment opportunities, diversification of the economy through the development of tourism, attraction of investment and promotion of innovations. This area of work has had a substantive focus on vulnerable people. Going forward, this area will benefit from further integration of activities and creation of synergies. Especially at the local level, there is potential for stronger integration of activities related to youth, employment, agriculture, climate change adaptation, disaster risk management, etc. UNCT will benefit from a more integrated approach to local development that is shared to some level by all agencies and coordinated through the UNRC Office. Further, the role of the private sector and civil society in this area is crucial and their involvement in programme activities should be further strengthened – especially at the local level.

Given the peculiarities of the country context, work in the area of *rule of law* has been quite important. The establishment of the institution of the Ombudsperson is a major contribution, with significant potential for impact down the road. Also, the strong partnership with the National Institute for Democracy and Human Rights has been crucial and has resulted in the development

of key national human rights action plans that incorporate all key recommendations that Turkmenistan has received from international bodies (and in particular in the framework of the Universal Periodic Review process at the UN Human Rights Council). Going forward, the focus should be on strengthening human rights institutions – such as the Ombudsperson institution – making progress in the implementation of the national human rights plans which lay out ambitious targets for the respective areas. The implementation of these plans requires clear financial commitments, and hence linking these plans to clearly identified budgets will be essential for implementation.

The impact of UN's activities in the current programme cycle has been tangible. A part of the impact of this work has taken place at the institutional level. UN interventions have strengthened the policy and legal framework, as was the case with a number of laws, regulations and methodologies highlighted throughout the evaluation report. By helping introduce change at this level, the UN has helped shape the incentives of the respective organizations and public officials, which ultimately has shaped their behavior. Further, through the various training activities, UN has supported the development of the capacities of various governmental and non-governmental organizations to carry out their functions. The demonstration pilots across a range of areas have had two dimensions in terms of their contributions. First, they have demonstrated the value and feasibility of various business models and technologies. Second, they have demonstrated approaches for how these initiatives could be identified and carried out at a larger scale. On both counts, the UN has introduced new concepts which have the potential to shift existing practices into more efficient levels. Overall, interventions have focused on disadvantaged people and vulnerable groups, especially persons with disabilities and youth. The gender dimension has been present in all areas of work, but in particular in the area of health where many interventions have targeted the health of mothers, reproductive rights and health and so on. In the other areas there is potential for stronger engagement on gender, especially given the absence of an office of UN Women in the country. The programme could also have a stronger focus on the economic empowerment of women, which essential for enabling women to achieve their rights and potential.

Programme Efficiency

Overall, agencies have spent about USD 35 m out of USD 40 m that was planned, which means that about 90% of planned expenditure for the three-year was executed. A major challenge related to the efficiency of the programme is the complicated, time-consuming and lengthy approval procedures related to programme activities within the government, which leads to delays and inefficiencies. UN agencies need to react more rapidly to requests from partners for support (technical advice, international exchanges, procurement, etc.) where and when needed. In light of the new programme, the UNCT and the Government need to work closely towards streamlining the administrative and bureaucratic procedures related to programme planning and implementation.

Most of cooperation among UN agencies in the current programme cycle has taken place around the sharing of information and networks, knowledge and lessons learned, premises, etc. There have also been a number of joint activities. However, the agencies have not been able to implement joint programming. Overall, there is potential for the agencies to achieve greater efficiencies by undertaking more joint activities (trainings, communications, advocacy, operations, etc.), especially in the area of gender equality, SDGs and data, cross-sectoral analytical products, strategies and assessments, trainings, advocacy, awareness raising and communications, operations, resource mobilization and partnerships, etc. The UNCT and the government could create incentives for joint programming among UN agencies in partnership with their government counterparts. Various instruments could be explored for this purpose, but potential options could include government co-financing linked to joint programming criteria, establishment of national SDG pooled fund for the financing of joint activities, etc. Also, strong collaboration has been established between Un agencies and government counterparts. The cost-sharing provided by the government for the programme is a good indication of the importance the government pays to the UN programme.

Programme Sustainability

UNCT's work has had a significant focus on policy formulation, with a significant number of policies, programmes and laws developed with the support of UN agencies. Also, the support the UN agencies have provided to their counterparts on the improvement of the availability and quality of data has been crucial for strengthening policy analysis and the monitoring and evaluation of policies. However, the analysis, formulation and monitoring and evaluation of policy is not enough – it is crucial that policies get implemented and implementation requires that the focus be placed not only on the development of policies and strategies, but also on the development of the capabilities of the respective organizations to implement them. To ensure sustainability, support to policy making should be linked more closely to the country's public financial management system. There should also be more focus on the establishment of systems that track implementation parameters linked to results, rather than inputs/outputs, and assess the sustainability of achievements.

UNCT activities in this cycle have had a significant focus on piloting and demonstrating innovative solutions to specific problems, with the expectation that if successful they will be replicated, scaled up and institutionalized. For all the importance of pilots, it is not always clear how they will be replicated and taken to scale. A major challenge is that some pilots are not fully institutionalized into national structures which can then take them forward sustainably. There is a need to follow through on successfully piloted initiatives to ensure that they become systemic, scaled up or replicated and that effects are not limited in scope, but nation- or society-wide. Crucial for the scaling up of piloted interventions is that their design should include a clear plan for what is expected from the pilot initiatives. Another area where the UNCT could make improvements is in strengthening the system for the tracking and evaluation of the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and

scaled up. The UNRC Office could play a coordinating role by coordinating and harmonizing the approaches the agencies take when piloting.

Also, sustainability of programme funding is a major challenge for all agencies. First, Turkmenistan is an upper-middle income country and as such it does not attract a lot of donor interest. Furthermore, because of political constraints, there are limited opportunities for work in the area of governance and human rights, and consequently limited funding for these areas in which the UN plays an important role globally. Another factor is the weakness of the private sector, which in the country remains small. In these conditions, government cost-sharing has emerged as a crucial component of the funding strategy of some UN agencies. Going forward, there is a need for greater financial capacity of UN agencies to respond to unmet demand from national partners for collaboration and support. The UNCT should explore financing models that increase availability of funding for programming in strategic areas where there is unmet demand.

UN agencies have engaged intensively in information-sharing and awareness-raising activities, with significant budgets dedicated to communications and information sharing. While many of these activities are useful and serve a clear purpose, this is probably a good time for the UN to take a closer look at this area and see how it can strengthen the impact generated through these activities. What is crucial here is that agencies do not lose sight of the fact that information-sharing and awareness-raising are ultimately not done for the sake of sharing information but to change people's behaviors and social norms. So, when designing information campaigns and events, it is important to ask what behavior and whose behavior the programme is trying to change. This requires a lot of careful thinking about the type of behavior the agencies are seeking to promote and the agents whose behavior they are trying to change. They need to also identify the type of information that can change behavior and channel through which this information has to be communicated to the target group.

This evaluation draws the following two major lessons from the experience of UNCT in Turkmenistan:

- Coordination structures between the government and UN agencies (such as the National Steering and Coordination Committee and Result Groups) can work quite effectively, but for that to happen these structures need a clear purpose and role and also require the right degree of support to function. In Turkmenistan, these structures have served as fora where meaningful discussions have taken place. They have provided usefulness for most participants, aiding them in their daily functions and responsibilities. Furthermore, the UNRC Office has provided crucial logistical support to the functioning of these mechanisms. It should also be added that the commitment of higher levels of leadership in the government is crucial for maintaining the momentum of these processes.
- Another lesson that can be drawn through this evaluation is that cost-sharing by the government is not impossible. The UN system in Turkmenistan has proved this. But for

the government to come forward with substantive funding for UN programming, the agencies have to provide some real value for which the government is willing to pay. This makes the quality of contributions that Un agencies provide crucial. As the country develops, the quality of assistance that it requires becomes more sophisticated. UN agencies should be flexible in their response and make sure that their support is constantly improving in quality.

Based on the analysis presented in this report, this evaluation report provides the following recommendations for the consideration of the PFD stakeholders.

Recommendation 1: Programme Design and Results-Based Management

- The new cooperation framework document will benefit from a more coherent Theory of Change which brings together all the different pieces of the programme under one unified framework. The Theory of Change should not be seen as a theoretical exercise, but as an opportunity to have a structured analysis and discussion about specific roles and responsibilities in the programme and the mechanisms through which the desired change at the level of institutions and behaviour happens.
- The outcome on data (in the current PFD) does not have to be a stand-alone outcome in the new cooperation framework. While work on data generation and quality is essential, it will be more effective to integrate it with the other “substantive” outcomes. In this way, each outcome area will have its data/statistical component which will inform discussions and policy making in the respective area.
- The two environmental outcomes should be merged together into a single outcome. As they currently stand, there is no need for having them separate. If more than one outcome is required to prioritize the large array of environmental protection, climate change, disaster risk management, waste management and energy efficiency issues, it is possible to have two outcomes. But in that case, the borders between the outcome areas should be clearly delineated.
- In preparation for the new cooperation framework, the Results Groups should review existing PFD indicators and targets and draw practical lessons from the experience with them. New indicators should be selected carefully to be meaningful and meet the SMART criteria. They could be fewer in number than currently, but stronger in terms of meaningfulness. Gender sensitivity needs to be incorporated in PFD formulations and avoid the usage of gender-blind terms. Furthermore, the new RRF should be firmly grounded in the national SDG framework and relevant state programmes.

- During programme implementation, the UNCT should track more effectively a number of parameters, some of which have been discussed in this report. They include overall expenditure not only across agencies, but also across outcomes, cost-sharing across the programme, pilot projects and their performance over time (further after the respective projects have ended), the status of adoption and implementation of various policy instruments, etc. The UNRC Office can play a major role here in establishing the systems that will allow the tracking of these parameters at the UN level.
- The process through which the new cooperation framework and the respective RFF will be developed should be highly participatory. Result Groups should be clearly the main vehicle for the development of the programme. However, the process should be inclusive of other stakeholders, especially from civil society, who are not part of the Result Groups.

Recommendation 2: Strengthening Inter-agency Cooperation

The UNCT, under the coordination of the UNRC Office, should explore and establish measures and incentives for closer cooperation between the agencies. The following are some key areas that were identified in this evaluation:

- ***Joint Programming*** – The UNCT, in partnership with local counterparts, should explore opportunities for creating and establishing incentives for the agencies to engage in joint programmes at the country level, taking into account the agencies’ respective mandates and rules and regulations. The UNRC Office has a key role to play in the promotion of joint programming. This evaluation does not recommend a specific instrument or model – it is up to the UNCT and partners to explore different options and decide which ones are more suitable to the local conditions. Potential options that could be considered where feasible include government co-financing linked to joint programming criteria, establishment of national SDG pooled fund for the financing of joint activities, etc.
- ***SDGs and Data*** – The UNCT should strengthen cooperation around data and the SDGs. With the coordination of the UNRC Office, the agencies should establish a clearer division of labour. This includes further mainstreaming of SDGs into national planning and budgeting processes, monitoring of SDGs (including the SDG database under development), etc. The agencies should also coordinate more closely all the “data management systems” (education, health, etc.) they are supporting. The SDG platform that UNDP is supporting provides an opportunity for integration of the work of all UN agencies and national institutions in implementing, monitoring and reporting on the SDGs, but for it to be successful it should have the full buy-in and active involvement of all stakeholders.
- ***Advocacy, Awareness Raising and Communications*** – UNCT should undertake more actively joint advocacy activities, especially around important issues such as human rights.

Programmes should be designed taking into account recommendations from UN human rights mechanisms and bodies to address human rights issues, discrimination and embracing people in vulnerable groups (leaving no one behind). The agencies should further intensify cooperation in the area of communications to be able to deliver stronger one-voice messages on critical issues to external audiences.

- ***Trainings, Analytical Products, Strategies and Assessments*** – UNCT should strengthen cooperation by organizing joint events and activities in areas where the potential for synergies is considerable. This includes the joint production of analytical products in sectors or areas of common interest, such as sectoral analyses or other areas, joint development of strategies or conduct of assessments, health systems strengthening, information management systems, joint organization of trainings for UN staff and national partners (in areas such as RBM, gender mainstreaming, human rights-based approaches, emergency preparedness and response, systemic approaches to disability programming, etc.). As in the other areas, the UNRC Office will have an important role to play in coordinating such joint activities.
- ***Gender*** – UNCT should cooperate more actively on gender equality. The results of cooperation should be greater than the sum of the results of individual agencies. Cooperation should include joint efforts on the economic empowerment of women, education opportunities especially in post-secondary education for young women, development of gender-sensitive legislation and support services (i.e. gender-based violence), implementation of international commitments, social norms related to gender discrimination, gender representation in public communication and media, etc. The UNCT should adopt a joint advocacy and communication strategy and work plan to promote gender equality adapted to the Turkmenistan’s context. It will be also beneficial for the agencies to adopt joint external communications on gender to ensure consistent messages and information and promote gender equality in external communications. Agencies should allocate resources for improving the capacity of their gender focal points to mainstream gender concerns into programming documents and activities. Gender focal points should be equipped with specific methodological tools on promoting gender mainstreaming within the work in their sectors, including clear steps on ‘how to’. Their TOR need to be revised based on the concept and methods for mainstreaming gender equality.

Recommendation 3: Positioning and Impact

- UNCT should identify areas where it can create more depth at the expense of breadth. Given the agencies’ small budgets and large breadth of areas covered by the PFD, the UNCT should conduct an assessment of areas where more depth, impact and value-added

could be created. There will always be areas of key importance where there will be value in maintaining even limited activities, but in general this evaluation found that there are opportunities for consolidation and better synergies.

- The UN should maintain, and where possible strengthen, support in the area of statistics, which are essential for planning, implementation and monitoring of national and agency policies. Work in this area should concentrate on:
 - Further enhancing the national SDG framework by further adopting methodologies, setting benchmarks, etc.;
 - Further mainstreaming SDGs into the national planning and budgeting process;
 - Strengthening the country's monitoring capabilities through further development and coordination of data management systems.
- Activities at the subnational level should be expanded where feasible and should be coordinated more closely or even integrated where possible. The scale of interventions is small at this level, so integrated approaches across agencies will not only be more efficient, but easier for the local governments and counterparts to manage. This should be done in line with the presidential programme targeting the modernization of the village. The Aral Sea Assessment by UNICEF demonstrates that the Dashoguz velayat is the most disadvantaged across all social-economic domains – this region represents an opportunity for coverage in a more rigorous and integrated fashion by the UNCT as a whole.

Recommendation 4: Engagement with Local Governments, Civil Society and Private Sector

- The UNCT should explore opportunities for more work with local governments, civil society and private sector. The UN could contribute to the key national priority of economic diversification by strengthening the crucial role of the private sector. The UNCT should also exploit more effectively the opportunity of using civil society organizations in providing community-based social services, building on existing regional networks. Engagement with both the private sector and CSOs will require more effective advocacy with the government as it is related to regulatory matters.

Recommendation 5: Sustainability of Structures Created by Agencies

- The UNCT should follow through on successfully piloted initiatives to ensure that they become systemic, scaled up or replicated and that effects are not limited in scope, but nation- or society-wide. Pilots should be evaluated, adapted and integrated into the larger nation-wide efforts by these responsible parties. The design of projects that involve piloting should include a clear plan for what is expected from the pilot initiatives.
 - How are they expected to be replicated?

- Under what timeframes?
 - What resources will be required for the replication and scaling up?
 - Further, the agencies should track pilot initiatives over time and beyond the end of the project's lifetime to understand how they are doing in the long run.
- The UNCT should focus not only on the development of policies and strategies, but also on their implementation. This requires specific actions plans and identification of financing. Activities should focus not only on passing laws and strategies, but also on ensuring their effective implementation. Policy and strategy documents should be accompanied with action plans and should be linked to the budget. There should also be more focus on the establishment of systems that track implementation parameters linked to results, rather than inputs/outputs, and assess the sustainability of achievements.

Recommendation 6: Sustainability of Funding

- The UNCT needs greater financial capacity to respond to unmet demand for collaboration and support. The UNCT should explore financing models that increase availability of funding for programming in strategic areas where there is unmet demand. This could include:
 - The UNCT and government could establish a broader co-financing framework which allows for increased funding and could be tapped more flexibly on a needs' basis.
 - The UNCT should explore the feasibility of trilateral partnerships with International Financial Institutions and other multilateral organizations, where each party brings substantial contributions and comparative advantages.
 - Also, partnerships with the private sector should be explored more effectively.

Recommendation 7: Administrative Efficiencies

- The UN and government should work towards streamlining administrative/bureaucratic procedures related to programme planning and implementation. The UNCT should improve its advocacy with the relevant government structures for the streamlining of bureaucratic procedures.
- The UNCT should strengthen its capacity to quickly mobilize support (i.e. expertise, etc.) where and when needed.

CHAPTER 1: EVALUATION PURPOSE AND METHODOLOGY

This chapter provides a brief overview of the evaluation’s objectives, scope, methodology, data collection and analysis process and preparation of this report. It also outlines major limitations that were encountered during the evaluation.

1.1. OBJECTIVE AND SCOPE

As the UN System in Turkmenistan started preparing for a new cycle, the United Nations Country Team (UNCT) in collaboration with the government and other counterparts decided to conduct an evaluation of the Turkmenistan – United Nations Partnership Framework for Development (PFD) 2016-2020 in order to inform the preparation of the upcoming Cooperation Framework.¹ The evaluation was based on United Nations Evaluation Group (UNEG) norms and standards² and focused on the activities, achievements and results of all resident and non-resident UN agencies operating in Turkmenistan in the period 2016 – mid 2019.³

The purpose of the PFD evaluation was, on the one hand, to gather key findings and lessons learned to inform the development of the next cooperation framework and, on the other hand, to support greater accountability of the UN system towards agreed national objectives and priorities. Specific objectives of the evaluation were:

- Assess whether planned PFD results have been achieved, whether they have made a worthwhile and durable contribution to national development processes and delivered on the commitment to leave no one behind;
- Review PFD’s relevance, efficiency, effectiveness and sustainability;
- Assess whether PFD results built on the United Nations’ collective comparative advantage (rather than that of individual agencies) in a coherent manner;
- Examine how the five UN programming principles have been mainstreamed in the results-based management cycle (design, implementation and M&E) of PFD;
- Identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks;
- Provide actionable strategic recommendations for improving the UNCT's contribution to the national development priorities which can be considered for the next Cooperation Framework. These recommendations will take into consideration the nationalized Sustainable Development Goals (SDGs).

¹ According to internal guidance of the UN, the United Nations Development Assistance Framework (UNDAF) has been renamed as the United Nations Sustainable Development Cooperation Framework (“Cooperation Framework”) to more accurately reflect the contemporary relationship between governments and the UN development system in collaborating to achieve the SDGs.

² <http://www.unevaluation.org/document/detail/1211>

³ The evaluation of the cooperation framework (PFD) is mandatory in the penultimate year of the programme cycle and serves as input for the following cycle.

The evaluation examined progress during the 2016 – mid 2019 period. Its scope was global, in the sense that it covered all strategic areas and activities carried out by resident and non-resident UN agencies under the PFD. It included all project and non-project activities and the results and contributions that they have led to. In the context of development effectiveness, the evaluation examined development outcomes, policy and strategy coherence, inter-agency and donor co-ordination, development effectiveness and organizational efficiency. The evaluation also assessed how the UN has coordinated itself under the PFD 2016-2020, including with regard to joint funding and resource mobilization, e.g., through joint programmes and joint initiatives. In addition, the PFD evaluation addressed how interventions have mainstreamed the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development.

The evaluation was carried out jointly with the UNCT and the overall approach was participatory and orientated towards learning on how to jointly enhance development results at the national level. National counterparts were major partners, contributing both through data from national systems and validation results through the Result Groups and Steering Committee. Evidence and findings were based on the views of all key stakeholders, including civil society and where relevant private sector. Benefits gained by vulnerable population and focus on velayats was given particular attention. Where feasible, information on vulnerable groups was collected through focus group discussions or review of available documents. The evaluation is forward looking and therefore takes into consideration what is important for the future, including what relates to the 2030 Agenda. The PFD evaluation process has capitalized on other evaluations and reviews that had taken place earlier or at the same time, including agency annual reviews, agency progress reports and programme evaluations. Aspects of human rights and gender equality were assessed and taken into consideration throughout the PFD evaluation.

The main users of this evaluation are the government, UNCT, development partners, private sector and civil society participating in UN programmes. Primary users are decision-makers and implementing partners within the government and UNCT, including resident and non-resident UN entities and the Result Groups. Secondary users are development partners, civil society organisations and other UN partners participating in UN programmes.

1.2. METHODOLOGY

The evaluation examined stated PFD outcomes for 2016-2020 and the resulting change on the basis of available baseline information.⁴ Further, the evaluation examined the implementation of

⁴ Given that PFD outcomes are, by definition, the work of a number of partners and set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be difficult. The evaluation will therefore consider contribution of the UNCT to the change stated in the PFD outcomes.

PFD strategy and actions in support of national efforts. More specifically, the evaluation focused on:

- Outcomes status: the extent to which the planned outcomes and the related outputs have been, are being achieved, and likely to be achieved by end of the programme cycle.
- Strategy: if and which programme processes, strategic partnerships and linkages proved critical in producing the intended outcomes;
- Factors that facilitate and/or hinder the progress in achieving the outcomes, both in terms of the external environment opportunities and risks, as well as internal, including: strengths and weaknesses in programme design, implementation and management, human resource skills, and resources; added value and comparative advantage of the UN in contributing to the outcomes, including a better understanding of similar work implemented by other partners and stakeholders and how UN adds its values.
- Strategic complementarities and programmatic coherence: assess to what extent the outcomes and interventions are inter-connected, as well as complementary to other work areas thus maximizing development results.
- Innovation: assess the extent to which the UN has applied innovation in its work related to the outcomes and substantiate this aspect with concrete examples/case studies.
- Lessons learnt and recommendations as a critical aspect of the evaluation that will be used to inform the strategy for the next programmatic cycle.

The evaluation has applied the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) criteria⁵ and definitions and has followed norms and standards established by the United Nations Evaluation Group on integrating human rights and gender equality. It assessed the degree to which UN initiatives have supported or promoted gender equality, rights-based approaches, and human development. In particular, in line with the UN System-Wide Action Plan (UN-SWAP) on gender equality, data collection methods and process consider gender sensitivity. Stakeholder participation was ensured during the evaluation process.

The evaluation methodology was based on mixed methods and involved the use of commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis and synthesis. A participatory approach was taken for the collection of data, formulation of recommendations and identification of lessons learned.

Evaluation activities were conducted by two evaluation consultants (one international and one national) and were organized according to the following stages: i) planning; ii) data collection; and, iii) data analysis and reporting. Figure 2 below shows the three stages and the main activities under each of them.

⁵ Criteria for evaluating development assistance: relevance, effectiveness, efficiency, sustainability and impact of development efforts.

Figure 1: Evaluation Stages



The box below further details the main activities that were undertaken by the evaluators under each stage.

Box 1: Evaluation Steps

- I. Planning
 - Start-up teleconference and finalization of inception report
 - Collection and review of programme documents
 - Elaboration and submission of inception report
- II. Data Collection
 - Further collection of relevant programme documents
 - Mission preparation: agenda and logistics
 - Country Mission
 - Interviews with key stakeholders, Focus Groups with Beneficiaries, evaluators of agency programmes, etc.
 - Survey with UN Staff
 - Mission debriefings & Mission report summary
- III. Data analysis and reporting
 - In-depth analysis and interpretation of data collected
 - Follow-up interviews
 - Develop draft evaluation report
 - Circulate draft report with UNCT and other stakeholders
 - Integrate comments and submit final report
 - Agreement on the final report by UNCT

Evaluation Planning

The planning and preparation phases included the development of the Terms of Reference (ToR) (included in Annex I) by the UNCT and the design of the evaluation framework which was presented in an inception report developed by the two evaluation experts. After reviewing the documents made available for this evaluation, the evaluators, in consultation with the UN Resident Coordinator (UNRC) and UNCT, identified key informant interviewees, stakeholders, Non-

Governmental Organizations (NGOs) for focus group meetings, discussion, and interviews. The evaluators further developed for their own use interview and focus group guides for discussions with stakeholders (see Annex III for interview and focus group guide and Annex V for list of stakeholders).

Data Collection

The evaluation combined quantitative and qualitative analysis methods based on data and information from different sources including but not limited to the national statistical sources, UN programmatic data, reports, evaluations, policy documents of the government and stakeholder interviews (see Table 1 below for a list of data sources). Further information was collected during the country mission and field visit which took place in 17-28 June 2019.⁶

Table 1: Data Sources

Evaluation tools	Sources of information	
Documentation review (desk study)	General documentation	<ul style="list-style-type: none"> • UNCT documents, PFD planning documents, progress reviews, annual reports and past evaluation reports (incl. those on projects and small-scale initiatives), survey results, strategy papers, national plans and policies and related programme documents. Where necessary, project documents were consulted.
	Programme/project documentation	<ul style="list-style-type: none"> • Agencies' Annual Reports • Agency Progress Reports and Evaluations • Reports produced by the agencies.
	Government documents/papers	Including relevant policies, laws, strategies, etc.
	Third party reports	I.e. World Bank, Asian Development Bank (ADB), independent local research centres, etc.
Interviews with UN staff and stakeholders	These include:	<ul style="list-style-type: none"> • Interviews with agency staff. • Interviews with relevant stakeholders including government representatives, non-governmental organizations, private sector representatives, donors, etc.

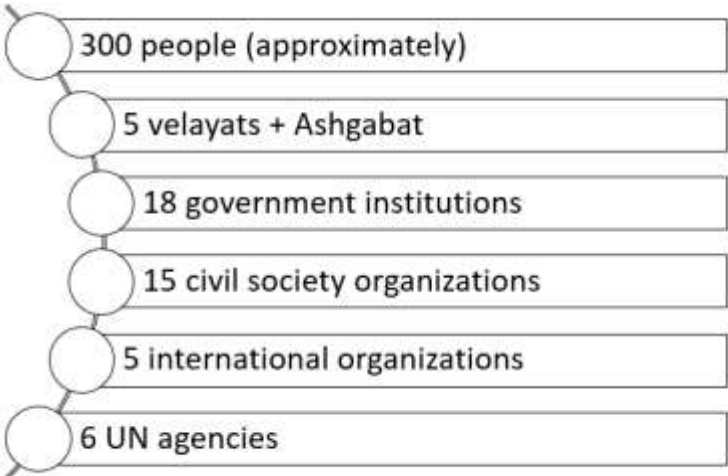
⁶ The list of people to be interviewed for this evaluation can be found in Annex I of this report.

Project site visits were an important part of the data collection exercise. To develop a good understanding of activities outside of the capital city, the evaluation included visits to all velayats and projects implemented by different agencies, where focus group discussions were conducted. A list of projects sites that were visited for this evaluation is presented in Annex II of this report. Given the time constraints for this evaluation, the two evaluators divided these visits amongst themselves. One velayat (Ahal) was visited by both evaluators, and the rest of the velayats was visited by the national evaluator. Semi-structured focus group discussions were conducted with stakeholders and beneficiaries in all velayats (see Annex III for the interview and focus group guide that will be used for these discussions).

Further, the evaluators conducted semi-structured interviews with key stakeholders in Ashgabat, including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members, and implementing partners (Annex IV shows questions that guided the discussion). The list of partners that were interviewed was developed in cooperation with the UNRC (see Annex V). During the evaluation visits, evaluators used an evaluation matrix which is included in Annex VI of this report. Also, an online survey was used to elicit the opinions of UN staff (see Annex VII for the survey questionnaire).

A participatory approach was adopted to involve key stakeholders and boost ownership of the evaluation, ensuring the involvement of civil society organizations, women, youth and private sector representatives. As shown in Figure 2 below, a wide range of stakeholders and programme partners were met (more than half of the 300 people met were women). For programme areas where documentary information was limited, more in-depth interviews were conducted as a mitigating measure. Special attention was given to inclusion of women, youth and marginalized groups (including beneficiaries of projects with limited gender mainstreaming), by holding focus group discussions and interviews with them to mitigate potential barriers and sources of exclusion, such as unequal power relations.

Figure 2: Coverage of Data Collection Process



Data collected from various sources and methods was triangulated to strengthen the validity of findings. Examples of secondary data that were reviewed are:

- Background documents on the national context, including national strategies and policies prepared by the government and documents prepared by international partners during the period under review;
- UNCT documents and agencies' programme and project documents, including preparatory phase documents, annual reports, etc.;
- Reviews of the agencies' programmes; and
- Independent research reports and academic publications on various subjects.

The evaluation also utilized the information that was generated by various evaluations and assessments that have been conducted thus far by the agencies. In particular, the evaluation incorporated the findings of the recent evaluations of the United Nations Development Programme (UNDP) and United Nations Population Fund (UNFPA). It also incorporated insights from the “*Mid-term ‘Strategic Moment of Reflection’ on Turkmenistan-UNICEF Country Programme 2016-2020*” of the United Nations Children's Fund (UNICEF) and technical assessments and reports from World Health Organization (WHO) and other agencies, to ensure that the PFD evaluation took a comprehensive account of the progress.⁷ The following method was used for the integration of agency programme evaluations/assessments into the PFD evaluation:

- Analysis of relevant documents and synthesis of high-level findings into the PFD evaluation document. For UNDP this included preliminary documents, whereas for UNFPA this included a presentation showing preliminary findings.
- Interview with evaluators (this was done for the UNDP programme).
- Review of documentary evidence that was used for and produced by the evaluations.

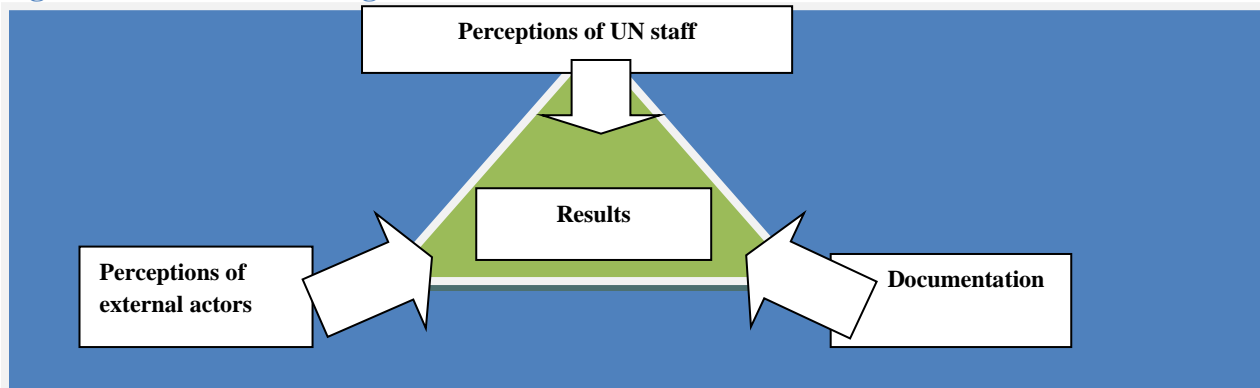
Data Analysis

All findings are supported with evidence. Information obtained through the documentary review and interview process was triangulated against available documented sources, and then synthesized using analytical judgement. The method of triangulation is shown in Figure 3 below. The analysis phase involved a number of complementary components. First, the evaluation reviewed progress towards relevant outcomes and main outputs based on indicators included in the PFD. Second, the method of triangulation was used to verify the information gathered from the documentary review and the interviews. It involved developing a method for checking the reliability of findings through multiple data sources, bringing as much evidence as possible into

⁷ The PFD evaluation took place concurrently with the evaluation of the country programme (CP) of UNDP and UNFPA. UNICEF had conducted the mid-term light review of its country programme in 2018 (strategic moment of reflection), which was taken into consideration by the evaluation. While the full CPD evaluation of UNICEF CP was expected in 2022-2023, thematic evaluations such as the Evaluation of the National Nutrition Programme and UNICEF's contribution to its design, implementation and monitoring were also taken into account. UNDP's preliminary results obtained through an interview with the lead evaluator.

play from different perspectives in the assessment of hypotheses and assumptions. In the assessment of the outcomes, results were attributed to the programme when feasible: when not feasible, contribution analysis was used.

Figure 3: Method of Triangulation



The evaluation analysis was conducted on the basis of the criteria of relevance, effectiveness, efficiency, and sustainability outlined in the ToR and reproduced in the box below. Annex II shows a basic questionnaire that was used for the collection of information. This questionnaire was adjusted to the various stakeholders that were interviewed.

Box 2: Evaluation Criteria

The following criteria, drawn from the UNEG norms and standards and OECD DAC evaluation criteria, were used in the evaluation:

a. Relevance:

- To what extent was the PFD designed in line with the national priorities and needs?
- Has the PFD document been used by UN agencies and government institutions in planning their activities, setting goals, and in cooperation?
- Was the PFD results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the PFD cycle?
- How/to what degree the PFD outcomes were used by UN agencies and government to fulfil human rights obligations of Turkmenistan and attain SDGs?

b. Effectiveness:

- To what extent is the current PFD on track to achieve planned results?

- Which are the main factors that contributed positively or negatively to the progress towards the PFD outcomes and national development goals?
- To what extent and in what ways did UN support to promote national execution of human rights programmes and / or the use of national expertise and technologies, the realization of human rights and promoting gender equality?
- To what extent did PFD strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of sex, migration status, geographic location, and other grounds and did those people exposed to discrimination and disadvantage benefited from priority attention?
- Did the PFD effectively use the principles of environmental sustainability to strengthen its contribution to national development results?
- To what extent has the UN been able to form and maintain partnerships with other development actors including bilateral and multi-lateral organisations, civil society organisations and the private sector (where relevant) to leverage results?
- How were the five programming principles mainstreamed in the design, implementation and monitoring/evaluation of the PFD 2015-2020.

c. Efficiency:

- To what extent and in what way has the UN system mobilized and used its resources (human, technical and financial) and improve inter-agency synergies to achieve its planned results in the current PFD cycle?
- In what ways could transaction costs be reduced?
- To what extent and in what ways were the concepts of gender equality reflected in the PFD (in terms of specific goals, targets, disaggregated data and indicators etc.)?

d. Sustainability:

- What is the likelihood that the benefits that resulted from the previous and current UNDAF will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government?
- To what degree did the PFD contribute to establishing and enhancing the critical factors for progress towards national development goals?
- Have complementarities, collaboration and /or synergies fostered by PFD and development partners intervention contributed to greater sustainability of results?

- To what extent and in what way have national capacities been enhanced in government, civil society (and where relevant private sector)?

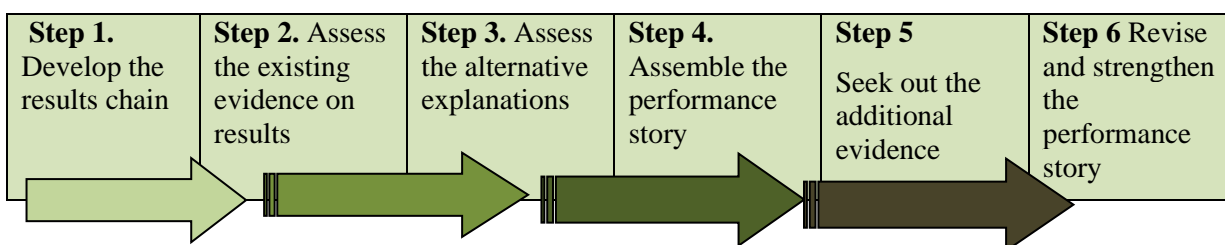
Although not identified in the ToR, to the extent that is possible and based on the data available, the evaluation will also seek to identify the extent to which impact has been achieved by UN interventions. The assessment will be guided by the following questions.

e. Impact

- Is there evidence of long-lasting desired changes in the outcome areas identified in the PFD? In which aspects?
- Has the PFD appropriately reached its target groups and contributed to empowerment of disadvantaged ones and women?
- Has the PFD contributed to (more) sustainable institutions?
- Is there evidence that institutional systems/mechanisms are in place which:
 - Support further capacity development at the national and local level; and
 - Promote sustainable and inclusive development.

The figure below shows the steps that were taken for the analysis. The analysis covered aspects of PFD formulation, including the extent of stakeholder participation during the formulation process; replication approach; design for sustainability; linkages between the programme components; adequacy of management arrangements, etc. The ToR, where the scope and main steps of the evaluation process are laid out, are attached in Annex I of this report.

Figure 4: Steps in Analysis Process



1.3. LIMITATIONS

All possible efforts were made to minimize potential limitations that emerged in the evaluation process. The evaluation team was granted access to a large amount of information, organized properly by the UNCT staff. The following are some challenges that were encountered in the process which could be instructive to UNCT for future exercises of this nature.

- The international evaluator was unable to visit project sites in all velayats due to the requirement of obtaining prior government approval for such visits. As mentioned above, the international evaluator was able to visit only the Ahal velayat. This constraint was mitigated by having the national evaluator visit all velayats before the country mission of the international evaluator.
- As will be discussed in more detail further in this report, some of the indicators in the PFD results framework are difficult to interpret or link directly to programme activities. This, combined with the lack of data in certain areas, limited the analysis of the programme's results framework.
- Another limitation was the limited amount of time available to them for this evaluation. A total of 30 days was not sufficient in the opinion of evaluators for an exercise of this scale. The development of the inception report alone – given its hefty requirements - took a significant amount of that time. To mitigate the impact of this limitation, the consultants committed to use additional time to bring this exercise to successful completion.

1.4. QUALITY ASSURANCE AND ETHICS

The quality of the evaluation was ensured through a rigorous and inclusive process. The steps that were undertaken to ensure the quality of evaluation include:

- The evaluation ToRs have been developed by the UNCT in a participatory fashion.
- The Inception Report was discussed and agreed with the UNCT.
- The Inception Report underwent quality assessment.
- UN agencies, Results Groups and programme beneficiaries were key participants in the interviews conducted for this evaluation.
- Initial evaluation findings were presented to the Results Groups and the National Steering and Coordination Committee (NSCC) at the end of the evaluation mission.
- Draft evaluation reports were reviewed by the UNCT, UN programme staff and Results Groups members.
- The evaluation report will undergo quality assessment.

The evaluation has been conducted in accordance with the United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the UN System. Specific commitments include:

Independence and Impartiality. The consultants are independent from the UN at all times. The final report makes clear that it is the view of the consultants, and not necessarily that of UN which may articulate its voice through a Management Response.

Credibility and Accountability. The consultants aimed at using best review practices to the best of their abilities at all times and ensure that all deliverables were met in the timeframes specified.

Rights to self-determination, fair representation, protection and redress. All data collection included a process of ensuring that all contributors and participants gave free, prior and informed consent. Contributors were given opportunities to refuse, grant or withdraw their consent based upon clear understandings of the persons/institutions involved, the intention of the process, and possible risks or outcomes.

Avoidance of Harm. The consultants worked with UN staff to identify vulnerable groups prior to workshops, and to ensure that any participatory processes are responsive to their needs.

Accuracy, completeness and reliability. During the desk review and data collection and analysis phases, the consultants ensured that all evidence was tracked from its source to its use and interpretation.

1.5. STRUCTURE OF THE REPORT

The report's introductory section provides a description of the PFD and the country and operating context. The second chapter provides an overview of the evaluation objectives and methodology. The third chapter presents the main findings of the report and consists of two parts: the first part assesses key aspects of programme design and implementation in response to development challenges; and, the second part presents an assessment of UN's contributions to country results. The fourth chapter summarizes the main conclusions and identifies key "lessons learned" drawn from the experience of this project and the last (fifth) chapter provides a set of recommendations for the consideration of UNCT and government. Additional information supporting the arguments made throughout the document is provided in annexes attached to this report.

CHAPTER 2: SITUATION ANALYSIS⁸

Turkmenistan is an upper middle-income country (World Bank (WB), 2012)⁹, with a population of 5.8 million (WB, 2017), and GDP per capita amounting to \$6,587 (2017)¹⁰ and Human Development Index (HDI) rank 0.706 (2017), which puts the country in the high human development category.

In 2018, officially reported gross domestic product (GDP) growth rate was 6.2%¹¹ that was mainly supported by gas exports, import substitution, and expansionary credit lines. The ratio of government expenditure to GDP was estimated at 18% in 2017.¹² The International Monetary Fund (IMF) Article 4 mission in April 2018 concluded that Turkmenistan continues adjusting its economy to challenging - although improving—external environment.¹³ The follow up IMF mission (October 2018) also indicated that the national macro-economic policies need to mitigate any adverse short-term impact on growth and protect the vulnerable through well-targeted social support. Public investment should focus on growth-enhancing projects in infrastructure, education and health. Although the announced removal of universal free access to water, gas, electricity, and salt in 2019 would help save public resources, the social impact of these reforms needs to be evaluated, and vulnerable groups protected.

The country is still at the stage of transition to the full market economy. The priorities of the socio-economic policies of Turkmenistan remain the same: ensuring high-living standards of the population, improving social conditions of life in rural areas, diversification of the national economy, creating a solid industrial base and development of the non-state sector, attracting foreign investments, promoting national exports and creating import substituting industries.

The government realizes that private sector should play a critical role in successful economic transformations. In 2018, as per the official statistics, its share in the national economy reached 62% (2018). To ensure incentives for the private sector, increase competitiveness of the national economy the government developed the State Program of support for small and medium-sized enterprises (SME) for 2018-2024. The government introduced major agricultural reforms approved by the September 2018 People’s Council meeting. They include the provision of farm land for 99 years’ lease, soft loans to producers to purchase agricultural machinery, increasing government procurement prices for cotton and wheat, and creating incentives for farmers to sell the surplus product in external markets.

⁸ This section uses text and information from various documents related to UN activities covered by the evaluation.

⁹<http://www.worldbank.org/en/country/turkmenistan>

¹⁰<http://www.worldbank.org/en/country/turkmenistan/overview>

¹¹<http://orient.tm/en/2018/10/13/10865.html>

¹² <https://www.statista.com/statistics/1034336/ratio-of-government-expenditure-to-gross-domestic-product-gdp-in-turkmenistan/>

¹³IMF Staff Concludes Article IV Consultation Visit to Turkmenistan
<https://www.imf.org/en/News/Articles/2018/03/09/pr1881-imf-staff-concludes-article-iv-consultation-visit-to-turkmenistan>

The country is a State Party to 7 out of 9 core human rights treaties¹⁴ as well as some of the Optional Protocols to them. Turkmenistan has not yet acceded to the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CRMW), the Convention for the Protection of All Persons from Enforced Disappearance (CPED). Turkmenistan actively engages with UN HRMs. As of 1 December 2018, the country has no overdue reports. The most recent recommendations were received from the following UN Treaty Bodies: CAT (2016), CERD (2016), HRC (2017), UPR (2018), CEDAW (2018) and CESCR (2018). The state should submit its next periodic reports to CERD by October 2019 and to CAT, CCPR and CRC in 2020.

Turkmenistan's Constitution upholds the principle of equality between women and men and prohibits all forms of discrimination. In addition to the country's ratification of CEDAW and the Optional Protocol on violence against women, it has achieved gender parity in education and literacy. While laws generally remain gender-neutral, the Family Code 2012 and Law on Refugees 2012 both pay special attention to the status of women. Many gender-related development gains in Turkmenistan are found largely among women in urban areas. Rural women continue to face more challenges.

In February 2017, Turkmenistan adopted the Foreign Policy Concept for 2017-2023 that aims to further strengthen the country's cooperation with other states and international organizations. The collaboration with the United Nations is of special importance for the government, especially in terms of using the instruments of preventive diplomacy to address emerging conflicts. The 2030 Agenda and the achievement of the Sustainable Development Goals is clearly stated in Turkmenistan's foreign policy. In search of sustainable solutions to problems of energy and energy security, creation of sustainable transport system, environment protection and ecology and food security, the government broadened its cooperation with international organizations and other countries. Deepening cooperation with neighboring countries and countries of the Caspian region, developing bilateral ties with the countries of Asia, Europe, Northern and South America and Africa remain in the focus of the country.

The government's commitment to implement the Agenda 2030 for Sustainable Development with the Sustainable Development Goals at its core has translated in concrete actions taken by the country. The country has become a leader in nationalization of SDGs. On 20 September 2016, the government approved 17 Goals, 148 targets and 175 indicators as the national system of SDGs. It has established an institutional mechanism for SDGs monitoring and is working towards setting up a statistical measurement system. On 1 September 2017, a Training and Methodology Center on SDGs was opened in the Institute of International Relations of the Ministry of Foreign Affairs.

¹⁴https://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Treaty.aspx?CountryID=180&Lang=EN

CHAPTER 3: PROGRAMME OVERVIEW

This section provides a broad overview of UN activities under the Partnership Framework for Development (PFD) 2016-2020. Its objective is to highlight major activities, describe their purpose, and provide a description of key features of the programme, such as implementation timelines, budgets, sources of funding, organizational structure, etc. This overview places provides the context on which the report's successive analysis builds.

3.1. OVERVIEW OF ACTIVITIES

The PFD document, which was signed on April 4, 2016¹⁵ and is in its penultimate year of implementation, applies to the national level and guides the joint programme of the UN system in Turkmenistan and the government. The PFD consists of eight outcomes which are fully aligned with priorities defined in Turkmenistan's *National Programme for Socio-Economic Development* (2011-2030)¹⁶ and the country's SDG framework. The eight outcomes are grouped into the following five strategic areas:

1. Quality data and progress monitoring
2. Quality, inclusive social services
3. Environmental sustainability and energy efficiency
4. Employment, economic diversification, and trade
5. Governance and rule of law.

The PFD outcomes are summarized in the box below, whereas the associated indicators and targets are presented in the results matrix attached as Annex VIII of this report.

Box 3: PFD's Expected Results

The following are the eight key results (outcomes) expected from the PFD.¹⁷

- **Outcome 1:** Quality data, aligned with international standards, are available to policy makers, legislators, and the interested public to monitor the major goals of National Programmes, the post-2015 SDGs, and PFD and to formulate new national strategies and programmes
- **Outcome 2:** Pre-school, primary and secondary education services are of higher quality, in line with international standards, and with priority given to inclusive education
- **Outcome 3:** The social protection system is ready to provide inclusive quality community-based support services

¹⁵ UNPFD is the equivalent of the United Nations Development Assistance Framework. The PFD title was chosen to reflect a move away from donor – recipient relations toward a partnership with an Upper Middle-Income Country that aspires to continue with high economic growth rates obtained through the use of sustainable development approaches and that can contribute to healthier and more prosperous lives for the people of Turkmenistan.

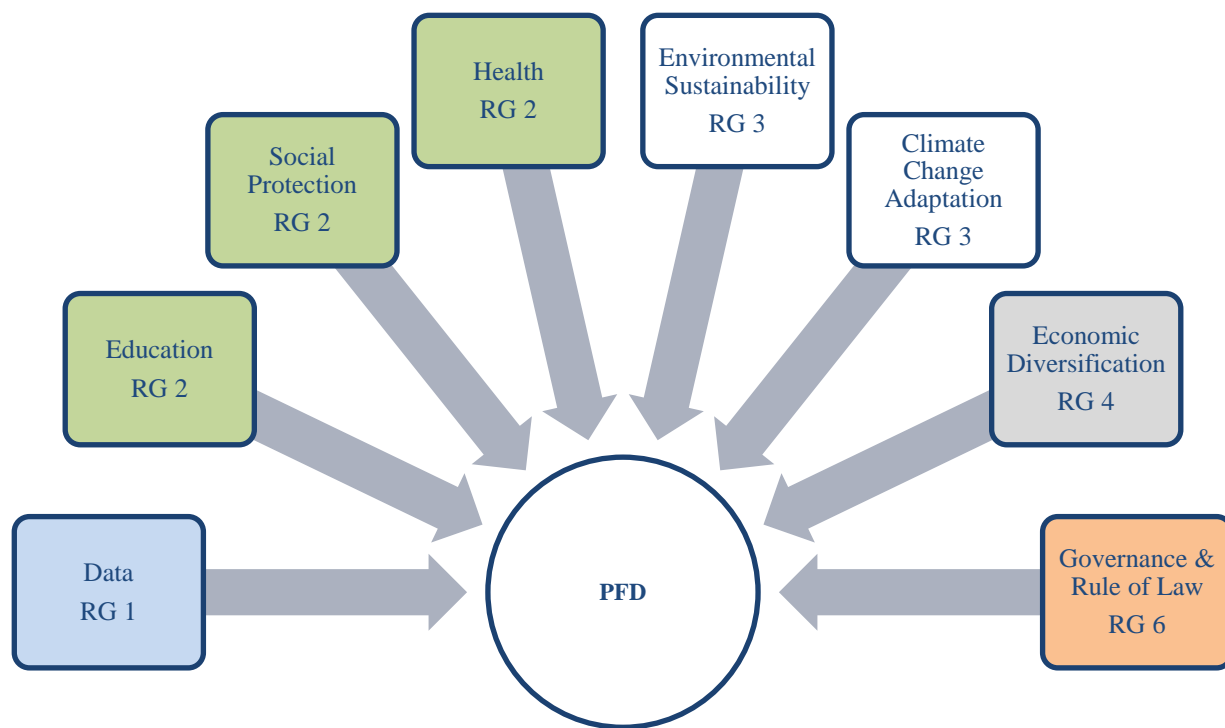
¹⁶ In February 2019 Turkmenistan adopted the National Programme for Socio-Economic Development (2019-2025).

¹⁷ The formulation of the outcomes presented in the table is taken from the UNPFD document.

- **Outcome 4:** The people of Turkmenistan, especially vulnerable groups, enjoy better coverage of quality health care services focusing on women and child health, nutrition, non-communicable diseases (NCDs), TB and Multiple Drug Resistant Tuberculosis (MDR TB), early detection and early prevention of diseases.
- **Outcome 5:** The national policy, legislative and institutional frameworks are aligned to reduce greenhouse gas emissions and to promote sustainable practices on energy efficiency, the use of renewables, urban development and waste management
- **Outcome 6:** The national policy, legislative and institutional frameworks are responsive to climate change issues by promoting climate resilience, adaptation, climate risk management and disaster risk reduction measures at sector and community level
- **Outcome 7:** Strategies and simplified regulations are in place to promote high quality inclusive employment through sustainable economic diversification
- **Outcome 8:** State institutions implement and monitor laws, national programmes, and strategies in a participatory manner and in line with the country’s human rights commitments

The figure below shows a simplified schematic representation of the eight PFD outcomes, with simplified terms to label these areas.

Figure 5: Outcomes



The colors used in the above figure represent the five strategic areas into which the eight PFD outcomes are organized. The grouping of outcomes in strategic areas matters because the UNCT and the government have established joint working groups – called Result Groups – to attend to

each strategic area. The five Result Groups that correspond to the five strategic areas are listed in the table below, showing for each group the leading organizations from both government and UN.

Table 2: Result Groups Established under the PFD

Result Group	Result Group Name	PFD Outcomes	Co-Chair from Government	Co-Chair from UN
1.	Quality Data and Progress Monitoring	1	<u>Outcome 1</u> State Statistics Committee	UNICEF
2.	Quality, Inclusive Social Services	2, 3, 4	<u>Outcome 2</u> Ministry of Education <u>Outcome 3</u> Ministry of Labor and Social Protection of Population <u>Outcome 4</u> Ministry of Health and Medical Industry	WHO
3.	Environmental Sustainability and Energy Efficiency	5, 6	<u>Outcome 5</u> Ministry of Energy <u>Outcome 6</u> State Committee for Environment¹⁸ Protection and Land Resources	UNDP
4	Employment, Economic Diversification and Trade	7	<u>Outcome 7</u> Ministry of Economy and Development¹⁹	UNDP
5	Governance and Rule of Law	8	<u>Outcome 8</u> Mejlis of Turkmenistan²⁰	UNFPA

¹⁸ On 1 February 2019, the State Committee for Environment Protection and Land Resources and the Ministry of Agriculture and Water were merged into the Ministry of Agriculture and Environment Protection.

¹⁹ In 2017, the Ministry of Economy and Development and the Ministry of Finance were merged into the Ministry of Finance and Economy.

²⁰ Although the Mejlis of Turkmenistan was formally assigned to co-chair the Result Group, the National Institute of State, Law and Democracy was the group's actual co-lead.

3.2. KEY STAKEHOLDERS

The table below lists the UN agencies that have been part of the UNCT in the current PFD cycle. As can be seen from the table, a total of 15 UN agencies have had activities in the current programme cycle - six of them are resident in the country, whereas nine have operated from outside of the country. All the agencies are coordinated by the Resident Coordinator’s Office (RCO), a structure of the UNCT that has been recently delinked from the UNDP.

Table 3: Resident and Non-resident UN Agencies

Resident Agencies	Non-resident Agencies
1. International Organization for Migration (IOM)	1. Food and Agriculture Organization of the United Nations (FAO)
2. United Nations Development Programme (UNDP)	2. International Labour Organization (ILO)
3. United Nations Children’s Fund (UNICEF)	3. Office of the United Nations High Commissioner for Human Rights (OHCHR)
4. United Nations Office on Drugs and Crime (UNODC)	4. UN Women
5. United Nations Population Fund (UNFPA)	5. United Nations Conference on Trade and Development (UNCTAD)
6. World Health Organization (WHO)	6. United Nations Economic Commission for Europe (UNECE)
	7. United Nations Educational, Scientific and Cultural Organization (UNESCO)
	8. United Nations Environment Programme (UNEP)
	9. United Nations High Commissioner for Refugees (UNHCR)

It should be added that also UN Women was resident in the country in the initial part of the programme but closed down its office in January 2018. Moreover, two additional members of the UN family have a presence in Turkmenistan - the United Nations Regional Center for Preventive Diplomacy for Central Asia (UNRCCA)²¹ and the WB.

For obvious reasons, the most active agencies have been those resident in the country. They have had the largest budgets, greatest number of activities and are certainly central to this evaluation.

²¹ The Regional Centre is mandated to liaise with regional governments on issues relevant to preventive diplomacy; to provide monitoring and analysis; to maintain contact with regional organizations and facilitate coordination and information exchange. In addition, the Centre is to provide leadership to the preventive activities of the UN country teams and to maintain close contact with the UN Assistance Mission in Afghanistan to ensure a comprehensive and integrated analysis of the situation in the region. (<https://unrcca.unmissions.org>)

The box below provides a very brief overview of the main areas of work for each of the resident agencies.

Box 4: Main areas of work for resident agencies

1. **UNICEF:** Main areas of work include promoting equal opportunities for vulnerable girls and boys, including children with disabilities, inclusive education, giving all newborns the best chance to survive and thrive, strengthening children's resilience for disasters and climate change adaptation, improving access to data for children's wellbeing, promoting quality early learning and development for all children, strengthening the social protection system to benefit all children, implementation of the National Plan of Action for Realization of Child Rights for the period 2018-2022.
2. **UNDP:** Main areas of work include quality disaggregated data aligned with international standards, implementation of health programmes funded by the Global Fund to Fight AIDS, TB and Malaria and the government, reduction of greenhouse gas emissions through promotion of sustainable practices on energy efficiency, use of renewables, urban development and waste management, promoting climate resilience, adaptation, climate risk management and disaster risk reduction measures at sector and community levels, and supporting state institutions to implement and monitor laws, national programmes, and strategies, in a participatory manner and in line with the country's human rights commitments.
3. **UNFPA:** Main areas of work include reproductive health and rights of women and men, prevention of the preventable causes of maternal mortality, empowerment of young people – girls and boys - on the issues of reproductive health and adapting positive life skills, advancement of gender equality and prevention of gender-based violence through the support to the implementation of the National Action Plan on Gender Equality for 2015-2020, analyzing population dynamics and evidence-based policy making, including HMIS.
4. **WHO:** Main areas of work are advancing universal health coverage, addressing health emergencies and promoting healthier population of the country and include reducing the burden of non-communicable diseases and its risk factors, prevention of the spread of communicable diseases, including fighting TB, improving health of mother, child and adolescents, developing national regulations to prevent and address health related emergencies, strengthening health systems and work to promote access to quality health data.
5. **IOM:** Main areas of work include assisting in promoting the rights of migrants, including labor migrants, providing hotlines/shelters to victims of human trafficking, advocating for the development and sharing the passenger information systems and implementation of the National Action Plan to Fight Trafficking in Persons.
6. **UNODC:** Main areas of work include preventing crimes related to drug and human trafficking, UNODC country office is involved in the implementation of Turkmenistan component of the regional Central Asian programs, covering Afghanistan as well.

From the government side, a range of ministries and agencies have been closely involved in the PFD process, closely cooperating with the UN system. The interaction of government entities with UN agencies has primarily coordinated through the National Steering and Coordination Committee

(NSCC) and five Result Groups (RGs), two coordination structures which have been quite active and well institutionalized in Turkmenistan (this will be discussed in more detail further in this report). The following table shows the main government bodies and UN agencies that are engaged in each of the five Result Groups.

Table 4: Key Stakeholders by Result Group

Results Group	Outcomes	Relevant Ministries	Relevant UN Agencies
RG 1 Quality Data and Progress Monitoring	1	<ul style="list-style-type: none"> • State Statistics Committee • Ministry of Health and Medical Industry • Ministry of Labor and Social Protection of Population • Ministry of Education • Turkmen National Institute for Democracy and Human Rights • Ministry of Economy and Development • Institute of Strategic Planning and Economic Development 	<ul style="list-style-type: none"> • UNICEF • UNDP • UNFPA • WHO • UN Women • UNESCO • UNHCR
RG 2 Quality Inclusive Social Services	2, 3, 4	<p><u>Education:</u></p> <ul style="list-style-type: none"> • Ministry of Education • Deapartments of Education in velayats • Academy of Sciences • National Institute of Education <p><u>Social Protection:</u></p> <ul style="list-style-type: none"> • Mejlis of Turkmenistan • Ministry of Health and Medical Industry • Ministry of Labor and Social Protection of Population • Ministry of Internal Affairs • Bodies of local executive and representative power • Local Self-Governance Bodies • Public Organizations <p><u>Healthcare:</u></p> <ul style="list-style-type: none"> • Ministry of Health and Medical Industry • State Sanitary and Epidemiological Service • Mother and Child Health Research Institute • State Medical University 	<ul style="list-style-type: none"> • UNICEF • UNDP • UNFPA • WHO • UN Women • UNESCO • UNHCR • UNODC • IOM

		<ul style="list-style-type: none"> • Infectious Diseases Centre • Ministry of Education • Ministry of Labor and Social Protection of Population • Mejlis of Turkmenistan • State Committee for Tourism • State Committee for Sports • Union of Manufacturers and Entrepreneurs • National Red Crescent Society of Turkmenistan • Ministry of Internal Affairs 	
RG 3 Environmental Sustainability and Energy Efficiency	5, 6	<p><u>Energy Efficiency:</u></p> <ul style="list-style-type: none"> • Mejlis of Turkmenistan • Ministry of Energy • Ministry of Economy and Development • Ministry of Agriculture and Water • Ministry of Oil and Gas • Ministry of Automobile Transport • Ministry of Construction and Architecture • State Committee for Environment Protection and Land Resources • Ministry of Municipal Services • National Committee for Hydrometeorology • Union of Manufacturers and Entrepreneurs • Academy of Sciences <p><u>Environmental Sustainability:</u></p> <ul style="list-style-type: none"> • Ministry of Defense • Ministry of Education • Ministry of Health and Medical Industry • Ministry of Labor and Social Protection of Population • State Committee for Environment Protection and Land Resources • National Committee for Hydrometeorology • State Statistics Committee • Union of Manufacturers and Entrepreneurs • Academy of Sciences • Institute of Seismology • State Enterprise for the Caspian Sea Issues • Bodies of local and Representative Power 	<ul style="list-style-type: none"> • UNDP • UNICEF • UNESCO • UNEP • UNECE • FAO • UNRCCA • WB

<p>RG 4</p> <p>Employment, Economic Diversification and Trade</p>	<p>7</p>	<ul style="list-style-type: none"> • Mejlis of Turkmenistan • Ministry of Economy and Development • Ministry of Finance • Ministry of Trade and Foreign Economic Relations • Ministry of Labor and Social Protection of Population • Ministry of Education • Ministry of Agriculture and Water • State Statistics Committee • Institute for Study of Turnover of National Products • Institute of Strategic Planning and Economic Development • State Customs Service • National Trade Unions Center • Union of Manufacturers and Entrepreneurs • Chamber of Commerce and Industry • Women’s Union • Youth Union • Bodies of local representative and executive power 	<ul style="list-style-type: none"> • UNDP • UNICEF • WB • UNECE • UNCTAD • FAO • ILO
<p>RG 5</p> <p>Governance and Rule of Law</p>	<p>8</p>	<ul style="list-style-type: none"> • Mejlis of Turkmenistan • Ministry of Labor and Social Protection of Population • Ministry of Justice • Ministry of Interior • Ministry of Education • Turkmen Institute of State, Law and Democracy • Office of Ombudsperson • Office of Prosecutor General • State Migration Service • State Border Service • Supreme Court • State Customs Service • Civil Service Academy • Women’s Union • Union of Manufacturers and Entrepreneurs • Other public organizations 	<ul style="list-style-type: none"> • UNDP • UNICEF • UNFPA • UNHCR • IOM • OHCHR • UNODC • UN Women

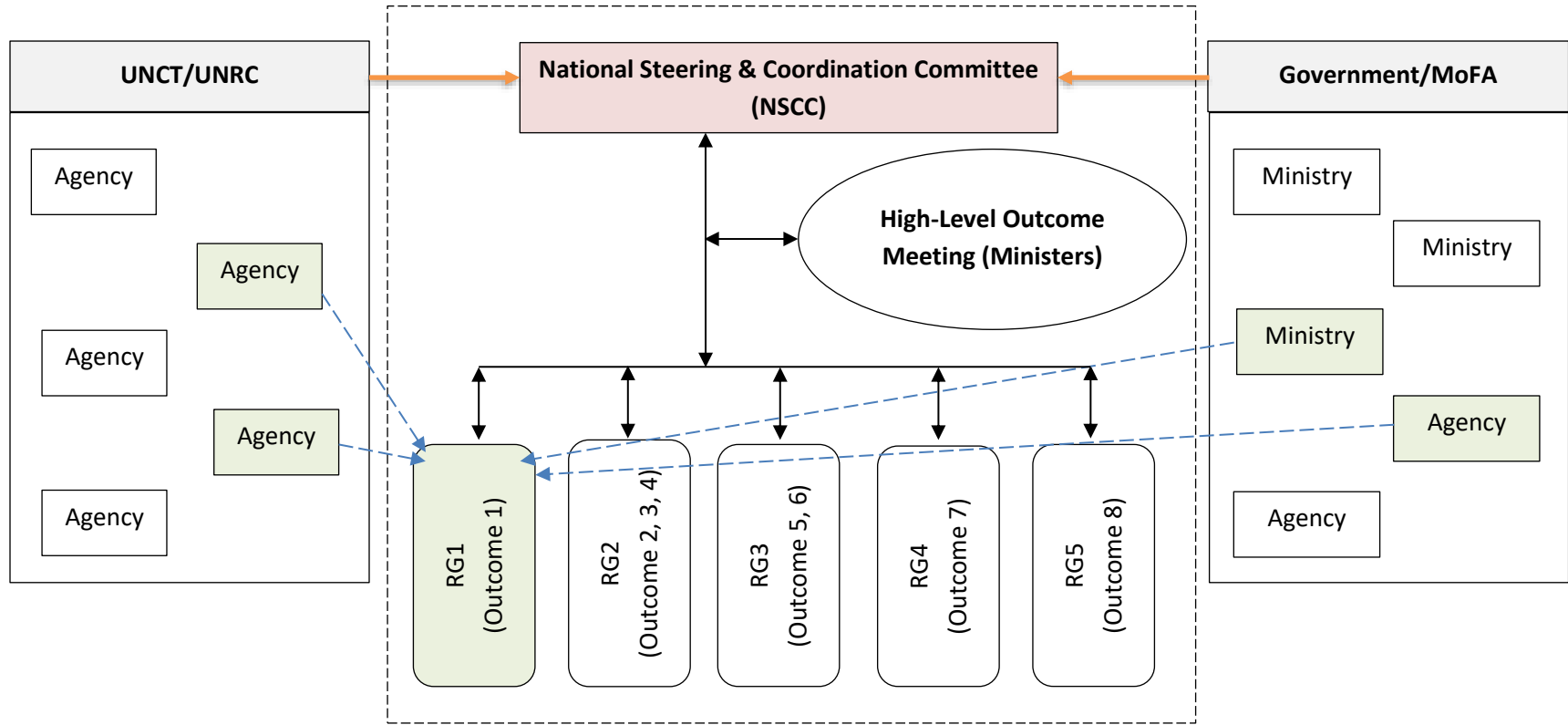
3.3. PFD COORDINATION MECHANISM

Coordination among UN agencies and national partners in the context of the PFD takes place through a number of mechanisms and structures that have been established and institutionalized to facilitate the implementation of the programme. Within the UN family, the RCO is the entity that coordinates the UNCT in the country and ensures that the work of the agencies supports national development priorities based on commitments made in the PFD. The government, on the other hand, has its own internal coordination mechanisms (which are not subject to this evaluation). As for the interaction between the UN agencies and national partners, the UNCT and the government have established a set of joint formal structures for guiding, coordinating and monitoring the implementation of joint activities under the PFD.

The following are the key joint mechanisms. They are further illustrated in the figure in the next page.

- **National Steering & Coordination Committee (NSCC)** – This is the overarching coordinating entity that provides leadership to the PFD process. NSCC consists of Deputy Ministers, UNCT Members and is co-chaired by the UNRC and Minister of Foreign Affairs.
- **High-Level Outcome Meeting (HLOM)** – These meetings may be organized in an ad-hoc fashion when there are major constraints in the implementation of the PFD. They are chaired by the Minister/Deputy Minister of Foreign Affairs and are attended by all relevant ministries and agencies involved in the implementation of those PFD outcomes that are experiencing challenges.
- **Result Groups** – These groups are at the heart of coordination between the UN system and national partners. As can be seen from the figure below, they correspond to the five strategic areas identified in the PFD and bring together managers and technical staff from relevant UN agencies and government departments. The composition of each Result Group is shown in Table 4 (above). They meet at a minimum twice a year and their responsibilities are shown in Box 5 on page 32. Result Groups develop Joint Work Plans where they identify deliverables, responsible parties as well as related costs and available resources. They also develop Monitoring and Evaluation Plans which outline monitoring events, surveys and evaluations to be conducted in the course of the programme cycle to monitor and evaluate the achievement of outcomes based on the results matrix attached to the PFD document. On the basis of their monitoring work, Result Groups prepare annual monitoring reports and conduct annual joint review meetings with the NSCC (at the level of the deputy-ministers).

Figure 6: PFD Coordination Mechanism



Box 5: Responsibilities of Result Groups

The following are the major responsibilities of Result Groups:

- Prepare annual Monitoring and Evaluation Plans (MEP);
- Prepare a 5-year Integrated Monitoring and Evaluation Calendar per the Result Area to be approved by the NSCC;
- Monitor progress towards the achievement of PFD Outcomes, using agreed indicators and track the extent to which these results contribute to national priorities;
- Collect data for outcome indicators and identify and propose solutions to address data gaps;
- Review risks and assumptions and consider major constraints and lessons from implementation, future risks and good practices that can be taken to scale and make decisions thereon and present them to NSCC;
- Review and propose adjustments to expected results, strategies and recourses to the NSCC;
- Prepare requests for meetings of the HLOM, if they deem it necessary, and document results of discussions at HLOM.
- Review implementation progress and report on the progress to the NSCC;
- Conduct national workshops on the results achieved;
- Prepare PFD Outcome Implementation Updates and Monitoring Reports for review by NSCC;
- Contribute to the preparation of the UN Country Results Report;
- Review progress on commissioned research/evaluations, review research/evaluation reports, where available and agree on follow-up actions (drafting management responses to evaluation recommendations).

Besides the joint structures with the government, the UNCT has also established internal coordination mechanisms that facilitate cooperation across agencies. The agencies have established a number of UNCT theme groups – Human Rights/Gender/Youth Theme Group,²² Health Group, UN Communication Group, Operations Management Team,²³ DRR Group and the HACT Task Force. These groups discuss program and operational issues and make recommendations to the UNCT on implementation of programme-related initiatives, proposing ideas for new business practices, joint advocacy and communication activities. To strengthen coordination and cooperation, the agencies also undertake an exercise called “*Joint Implementation of the Common Chapters of the UNDP/UNFPA/UNICEF Strategic Plans for 2018-2021*” through which they have identified initiatives in the respective agency strategic plans that can be jointly implemented. Further, the UNCT has developed a Resource Mobilization Strategy (2018-2020), serving as a guiding tool for joint resource mobilization efforts.

²² The Human Rights, and Gender Theme Group (HRGTG) was created to mainstream in agency activities human rights and gender equality. In 2016, activity of the group was extended and the youth component was added (HRGYTG). This group aims to provide leadership for more consistent and coherent actions among UN agencies to address human rights and gender equality in the context of the UN’s assistance.

²³ OMT’s task is to identify measures that contribute to the harmonization of business procedures and strengthening of cooperation around common services.

Despite the limited presence of development partners in Turkmenistan, the UN system plays a crucial role in the coordination of development assistance. UNRC chairs the Development Partners Coordination Group (DPCG), which convenes at least twice a year and serves as a platform for development partners to exchange information on ongoing development assistance projects. In the last two years, the UNRC has been inviting government entities to present to the group their sectoral priorities. The DPCG has 6 sub-groups or Thematic Groups – Human Rights, Education, Health, Law Enforcement (Drug Trafficking, Border Security, Human Trafficking), Finance and Private Sector Reform; Water, Land and Agricultural Development/Energy Efficiency and Climate Change – in which the relevant UN agencies play an active role.

While these structures have enabled the UNCT to coordinate quite effectively with the government, the involvement of civil society and private sector in the implementation of the PFD has been quite limited (as will be seen further in this report).

3.4. FINANCIAL OVERVIEW

As can be seen from the table below, UN agencies have spent more than USD 35 m during the 2016-2018 period.²⁴ It is obvious that major contributions in terms of spending have come from resident agencies, which have each spent at a minimum more than USD 1 m. UNDP stands out for the size of its expenditure – in the three-year period it has spent more than USD 24 m. The expenditures of non-resident agencies have been under USD 500,000 each for the whole period.

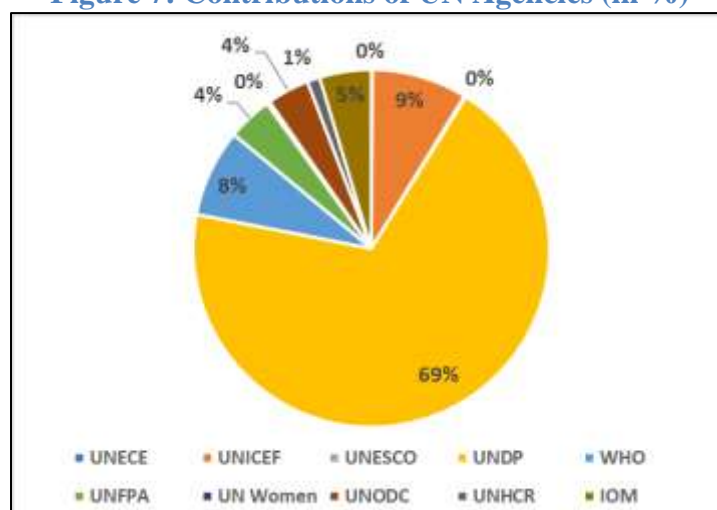
Table 5: PFD Expenditure by Agency (in USD)

Expenditure	2016-2017		2018		2016-2018	
	Planned	Executed	Planned	Executed	Planned	Executed
UNECE	70,000	19,000	27,000	16,000	97,000	35,000
UNICEF	1,269,553	1,072,000	2,000,000	2,000,000	3,269,553	3,072,000
UNESCO	179,326	39,770	31,000	10,700	210,326	50,470
UNDP	15,960,488	14,018,603	11,525,510	10,496,310	27,485,998	24,514,913
WHO	3,159,971	2,013,599	786,550	800,000	3,946,521	2,813,599
UNFPA	893,007	916,202	353,900	518,623	1,246,907	1,434,825
UN Women	165,859	101,527	0	0	165,859	101,527
UNODC	780,127	780,127	817,628	578,000	1,597,755	1,358,127
UNHCR	273,702	239,340	157,945	167,000	431,647	406,340
IOM	1,130,709	1,024,591	413,063	640,484	1,543,772	1,665,075
Total	23,882,742	20,224,759	16,112,596	15,227,117	39,995,338	35,451,876

²⁴ The amounts reported in the table are based on figures provided by the UN agencies. Contributions by certain non-resident agencies have not been captured, but they are minor and therefore do not change substantially the picture provided by the table.

The figure below shows the shares of agency contributions. UNDP’s contributions in this period are quite significant – with more than USD 24 m or about 70% of total UN expenditure.

Figure 7: Contributions of UN Agencies (in %)



Another important feature of the PFD has been financing provided by the government of Turkmenistan for the implementation of joint activities. The table below shows the amount of financing contributed by various government agencies for joint PFD activities (these contributions are referred to as “cost-sharing” in this report). As can be seen from the table, the Ministry of Health and Medical Industry (MOHMI) is a major provider of financing, with about USD 7.7 m for the period 2016-2018, which constitutes 62% of total financing provided by the government. This financing is allocated primarily for the purchase of medical goods. Two other major contributing agencies are the State Customs Service and the State Statistics Committee.

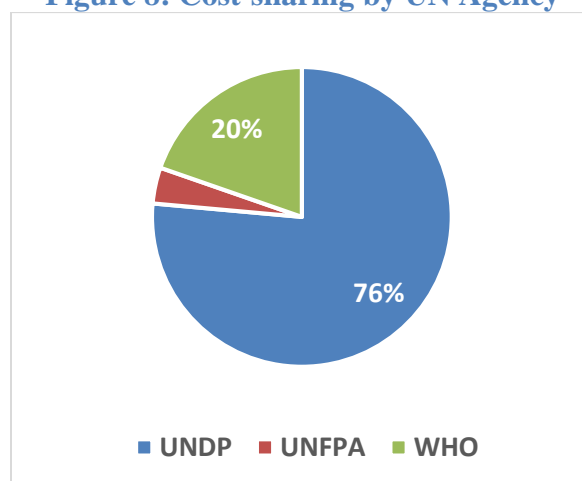
Table 6: Government Cost-sharing for 2016-2018 (in USD)

Institution	2016-2018 Period	Percent
Ministry of Health and Medical Industry	7,673,029	62%
State Customs Service	1,704,146	14%
State Statistics Committee	1,343,129	11%
State Bank for Foreign Economic Affairs	593,000	5%
Institute of Seismology and Physics of the Atmosphere of the Academy of Science	343,258	3%
Ministry of Labour and Social Protection	194,089	2%
Academy of Civil Service under the President of Turkmenistan	187,585	2%
Ministry of Finance and Economy	168,165	1%
Ministry of Education	136,500	1%
Total	12,342,901	100%

The figure below shows the proportions of cost-sharing by the government going to each UN agency. In the current programme cycle, cost-sharing has been a practice that has been applied by

UNDP, WHO and UNFPA. UNDP has mobilized the largest amount of cost-sharing, which constitutes about 76% of the total amount mobilized by all three agencies.²⁵

Figure 8: Cost-sharing by UN Agency



In addition to cost-sharing by the government, UN agencies have also mobilized financial contributions from development partners. The table below shows the main development partners by agency. Again, UNDP has had the largest number of partners, when it comes to funding.

Table 7: Contributing Development Partners

	IOM	UNDP	UNFPA	UNICEF	UNODC	WHO
1	Government of Norway	Global Fund to Fight AIDS, Tuberculosis and Malaria	British Embassy (FCO)	USAID	US Government	Government of Germany
2	USAID	Global Environment Facility (GEF)	Government of UK	Government of Canada		USAID
3	US Government	Adaptation Fund (AF)	EU			Global Fund to Fight AIDS, Tuberculosis and Malaria
4	UK Government	Special Climate Change Fund (SCCF)	OSCE			Government of Netherlands

²⁵ In the case of UNICEF, cost-sharing was implemented through parallel funding in workplans with selected Government entities (Ministry of Education, Ministry of Health and Medical Industry and State Statistics Committee) without transferring funds to the agency. A separate arrangement has been made with two ministries for procurement of vaccines and premix for flour fortification, the amounts of which are not included into the cost-sharing or agency-specific expenditures above.

	IOM	UNDP	UNFPA	UNICEF	UNODC	WHO
5		Government of UK				KNCV Tuberculosis Foundation
6		Government of Japan				
7		Government of Germany				
8		Government of Finland				

It should be noted here that reporting financial information for the UNCT by outcome/result area was not possible, as data at the level of outcomes was not available. The UNRC office tries to track overall expenditure across agencies, but it does not have a system that allows regular monitoring of expenditure by outcome. This requires UNCT’s attention in the upcoming programme cycle. The recently introduced corporate UN INFO tool²⁶ will enable UNCT to track more accurately programme expenditures at the outcome level, but this will require the establishment of an effective process around data collection and reporting.

²⁶ UN INFO is a planning, monitoring and reporting system to track how the UN system at the country level supports governments to deliver on the Sustainable Development Goals and the 2030 Agenda. UN INFO is currently available to UN personnel only. A public version of the system is expected to be available soon. (description from the UN Info website).

CHAPTER 4: MAIN FINDINGS

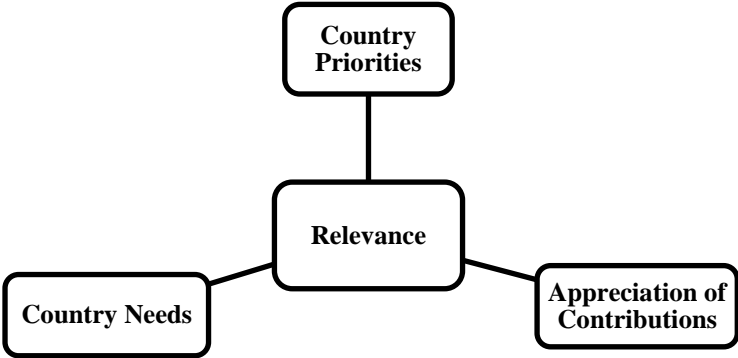
This evaluation’s findings are organized in the following four sections: i) relevance (the extent to which the programme has been relevant to the country’s priorities and needs); ii) effectiveness (whether the programme has been effective in achieving planned outcomes); iii) efficiency (whether the delivery of results has been efficient); and, iv) sustainability (the extent to which programme benefits are likely to be sustained).

4.1. RELEVANCE

This section provides an assessment of the relevance of the work of the UN system in the country according to the following three criteria:

1. Alignment with country priorities defined in national strategies, policies and programmes.
2. Responsiveness to country needs, especially those of the neediest and most disadvantaged.
3. Extent to which UN contributions are valued by partners and beneficiaries.

Figure 9: Assessment of Relevance



4.1.1. Alignment with Government Priorities

Overall, UN’s work in the country has been well-aligned with national priorities articulated in strategic documents in areas where UN agencies have been working. First of all, UN’s contributions have been aligned with Turkmenistan’s *National Programme for Socio-Economic Development (2011-2030)*.²⁷ This alignment is demonstrated in the PFD’s Results and Resources Framework (RRF), which maps planned PFD outcomes to specific national development goals in the national programme for socio-economic development.

²⁷ The implementation period of the National Programme is 2011-2030 and is divided into various phases. The current phase runs from 2019 to 2025 and is based on an updated version of the programme that was developed with UN support.

Further, the table below shows linkages between PFD outcomes and the six overarching objectives of the National Programme for Socio-Economic Development. As can be seen from the table, all PFD outcomes directly support the achievement of national development objectives. PFD’s outcome 1 is peculiar in that through improved data availability and quality, and hence improved policy making, it supports the achievement of all other PFD outcomes and national development objectives.

Table 8: National Programme Objectives and PFD Outcomes

Key Objectives of the National Programme	PFD Outcomes
1. To achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products;	Outcomes 5, 6, 7
2. To expand the export capacity of fuel and energy, chemical, textile and agricultural industries;	Outcomes 5, 6, 7
3. To ensure high level intellectual development as a result of improvement of quality of social services;	Outcomes 2, 3, 4
4. To ensure rapid and improved integration of Turkmenistan into international economic sectors;	Outcomes 5, 6, 7, 8
5. To establish advanced institutions of market economy;	Outcomes 7, 8
6. To improve regional socio-economic development.	Outcomes 2, 3, 4, 5, 6, 7, 8
<i>Outcome 1 supports the achievement of all these objectives/outcomes through evidence-based policy making.</i>	

Further, UN agencies have supported the development of a large body of national policies, programmes and laws, which has ensured that UN activities have been largely integrated into the national policy framework. Annex IX of this report shows the impressive list of national programmes, policies and laws – a total of 96 – that have been developed during the present PFD cycle with the support of UN agencies. The list is impressive not only due to the large number of policy and legal instruments that have been created, but also because of the large range of issues and areas that have been covered. The UN has also played a major role in the establishment of the national SDG framework, ensuring that the activities of UN agencies are largely aligned with Turkmenistan’s SDG commitments.²⁸

²⁸ It should also be noted the PFD has been implemented in a context in which the Government of Turkmenistan, with support from UNCT, has shown strong commitment to the SDGs and is recognized internationally as one of the first countries to have nationalized the SDGs.

Another key area of UN assistance for Turkmenistan has been support for the country's achievement of commitments and obligations under international and regional agreements. For example, in close cooperation with the National Institute for Democracy and Human Rights,²⁹ the UN has supported the development of key national human rights action plans. One major achievement in this area is the endorsement by the government of an overarching National Human Rights Action Plan for 2016-2020 and a number of specific human rights plans – for instance, the National Action Plan on Gender Equality, National Action Plan on Combating Human Trafficking, National Plan of Action for Realization of Child Rights, and National Action Plan on the Elimination of Statelessness. In addition to supporting the development of these plans, the UN has also organized a series of initiatives aimed at supporting their implementation. Further, the UN has assisted the government with the preparation of national reports to international bodies, such as the committees on the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) or the Covenant on Economic, Social and Cultural Rights (CESCR). In this period, the UN has also provided Turkmenistan with support to undergo reviews by UN human rights structures such as the Committee against Torture (CAT) or the Committee on Elimination of Racial Discrimination (CERD). UNCT provided support to strengthen the capacity of the National Institute for Democracy and Human Rights (currently renamed to the Institute of State, Law and Democracy) to conduct gender expertise of the Constitution of Turkmenistan and to make relevant changes: ex. updated Articles 27 and 40 of the Constitution which proclaim equal civil rights for men and women, and equal rights for men and women in family relations. Besides, the updated version of the Constitution includes Article 29 in which equal rights and opportunities for men and women in Turkmenistan proclaimed.

What adds to the relevance of UN interventions in the country is also the open and participatory process through which the PFD programme was designed, allowing a range of government and non-governmental stakeholders to be involved (as will be shown in detail throughout this report). The UN has sought to further maintain this openness in the implementation stage through the involvement of various stakeholders as will be shown further, although this report will further argue that there is potential for stronger engagement with civil society and the private sector.

It should also be noted that the PFD was formulated in a way that allowed the agencies to adapt their programmes flexibly to the country's changing priorities – as defined by the government – and funding and partnership opportunities. Also, as will be seen further in this report, the UNCT and partner national institutions showed flexibility and agility in adjusting some of the PFD indicators and targets to reflect changing circumstances and lessons learned during the implementation process.

²⁹ In July 2017, the National Institute of Democracy and Human Rights under the President of Turkmenistan and the Institute of State and Law under the President of Turkmenistan were merged into the Institute of State, Law and Democracy of Turkmenistan.

Overall, there was general consensus among stakeholders interviewed for this evaluation that the UN programme in this cycle has been quite relevant to country priorities. This opinion was also unanimously shared by UN agency staff who responded to the online survey. The PFD’s high relevance was also confirmed by recent independent evaluations of the UNDP and UNFPA programmes and a recent self-assessment by UNICEF.³⁰

4.1.2. Responsiveness to Country Needs

As will be seen throughout this report, one key feature of the work of the UN system in the present programme cycle has been its significant focus on vulnerable and disadvantaged people – the poor, children, youth, women, persons with disabilities or health challenges, etc. Such focus has enabled the UNCT’s work to be largely compliant with the “no one left behind” principle espoused by the UN at the global level. During the PFD period, the government has made progress in integrating equity and rights-based approaches into national policies and programmes, thus promoting the rights of vulnerable people.

Although gender equality has been one of the guiding principles for many activities, it has still not become a key driver of support provided by the agencies. With UN support, national institutions have begun to mainstream gender equality concerns into policies and decision making, but this work requires a lot more sustained efforts. The Gender Scorecard exercise³¹ conducted in 2016 by the UNCT generated a score between 2 and 3.5 for the eight dimensions of the assessment (see Table 9 below).³² These scores – which fall between “inadequate” and “needs improvement” categories – indicate that a lot more work is required to strengthen the gender dimension of the UN’s work.

Table 9: Average Score for Each Dimension of the Gender Scorecard

No.	Dimension	Average score
1	Planning	3.5
2	Programming	3.4
3	Partnerships	3.0
4	Policies and capacities	2.3
5	Decision-making	3.0
6	Budgeting	2.5
7	Monitoring and evaluation	2.0
8	Quality control and accountability	3.0

³⁰ UNICEF’s self-assessment was conducted in December 2018 and is called “Mid-term ‘Strategic Moment of Reflection’ on Turkmenistan-UNICEF Country Programme 2016-2020”.

³¹ Gender Scorecard of UNCT in Turkmenistan Narrative Report, Dinara Alimjanova, Ashgabad, October 2016.

³² The score ranges from 0 to 5, with 0 as “not applicable”, 1 as “missing”, 2 as “inadequate”, 3 as “needs improvement”, 4 as “meets minimum standards” and 5 as “exceeds minimum standards.”

The meetings conducted in the framework of this evaluation in all the regions (velayats) revealed a better perception among stakeholders of the PFD's focus on the disadvantaged. Further, 75% of UN staff who responded to the online survey indicated that the PFD had addressed the needs of women, children and the most vulnerable groups and had adequately incorporated gender equality and rights of children and PwDs as a cross-cutting principle. Further, about 95% of UN staff thought that the PFD had adequately incorporated human rights as a cross-cutting principle.

A major guiding principle of UN programming has been sustainable development, guided by the national SDG framework. As will be highlighted in the following sections (especially, the sections on outcome areas 6 and 7 in the effectiveness chapter), many UN activities have been underpinned by the principles of environmental sustainability. Stakeholders interviewed for this evaluation indicated that the UN has been instrumental not only in supporting the government in refining development priorities and adopting its own SDG targets and indicators, but also in integrating environmental protection, climate change mitigation and adaptation and disaster risk reduction into national plans and programmes. About 96% of UN staff who responded to the online survey thought that the PFD had adequately incorporated environmental sustainability as a cross-cutting principle.

Also, UN's work in the area of data generation and analysis, including disaggregation by gender and other key dimensions, is very relevant in light of country needs. During the field work, interview after interview confirmed the real challenge around the lack of data for many areas of policy making. This was strongly confirmed not only by development partners, who are seriously constrained in their work by the lack of statistics and clear baselines, but also by certain government departments. The importance of this work also came up in the online survey conducted with UN staff. Lack of data was one of the major challenges they identified when asked about the negative factors that had affected the achievement of PFD results. One crucial instrument supported by the UN in this area has been the Multiple Indicator Cluster Survey (MICS), which has not only helped authorities establish baselines for selected indicators, but has also enabled them to collect disaggregated information and thus obtain a much better understanding of vulnerabilities by location, sector, and many other dimensions.

Another important feature of the UN programme has been the fact that it has responded not only to the needs of the stakeholders at the central level in Ashgabat, but has also delivered tangible contributions to the communities in the regions (velayats). At this level too, the focus of interventions has been on the needy and vulnerable – children, women, youth and persons with disabilities.

For all the strengths in terms of relevance listed here, there is also room for improvement in the upcoming programme cycle. One area that could benefit from greater attention by the UNCT is stronger engagement with local governments, civil society and the private sector. This opinion was expressed not only by representatives of these three groups who were interviewed for this evaluation, but also by many staff members of UN agencies. In fact, when asked in the online

survey to rate partnerships with stakeholders, most UN staff responded that engagement with local governments, civil society and private sector had been weak.³³ The following are some broad points with regards to these three constituencies.

- **Local Governments** – Although they have limited powers, local governance structures are closer to the citizens, especially in disadvantaged and remote communities. UN agencies should engage these structures more actively in their activities at the sub-national level and seek to strengthen their capabilities. This will require not only a firmer commitment from UN agencies to work more closely with local governments, but also stronger advocacy towards the central government for more space at this level.
- **Civil Society** – Although the involvement of civil society is challenging due to the weakness of the sector and prevailing political and regulatory constraints, there are opportunities for greater engagement with non-governmental organizations. In particular, UN agencies should continue to explore ways of engaging civil society organizations in the provision of community-based social services.
- **Private Sector** – The involvement of private sector came up consistently in the online survey with UN staff as a matter that requires more attention by the UNCT. While the involvement of civil society is more challenging, there are far more opportunities for a more active engagement of the private sector, in line with the market-related objectives and priorities of the national programme outlined in the table above. UN agencies should capitalize more effectively on the private sector to contribute to the key national priority of economic diversification by strengthening the crucial role that businesses play in the economic sphere. This implies more work around employment, SME development, Vocational Education and Training, agriculture, etc.

4.1.3. Perceptions of the Value of UN Contributions

Another indication of the relevance of the work of the UN is the fact that national partners highly value the contributions of the UN system. This was evident in the interviews conducted in the course of this evaluation – both at the central level and in the velayats. Overall, programme beneficiaries showed satisfaction with the partnership and the degree of change that has had resulted from it.

Another indication of the value that partners place on UN interventions is the strong ownership of the UN programme by national counterparts, especially the relevant government entities. As will be discussed further in this report, government officials take seriously their role in the Result

³³ The share of respondents who thought engagement was weak or non-existent was the following: for private sector 95%, civil society 60% and local governments 60%.

Groups and participate actively in the design, implementation and monitoring of PFD activities. The National Steering and Coordination Committee meets regularly, is well attended by Deputy Ministers of all relevant ministries, and conducts meaningful meetings where key decisions are taken jointly.

Also, the fact that the government has provided a significant amount of co-financing (cost-sharing) is a clear indication of the value that it places in the joint activities with the UN. In the three-year period, government cost-sharing has constituted about 35% of total expenditure by UN agencies and about 43% of total expenditure by the three UN agencies that have benefited from it. The table below shows that this type of financing represents a significant share of the expenditure of three major resident agencies (UNDP, UNFPA and WHO).

Table 10: Share of Government Financing to Total Expenditure (2016-2018)

Agency	Government Financing (Cost-sharing)	Total Expenditure	Share of Gov. Financing
UNDP	9,434,134	24,514,913	38%
UNFPA	479,850	1,434,825	33%
WHO	2,428,917	2,813,599	86%
Total	12,342,901	28,763,337	43%

It should also be noted that UN agencies have a quite special status in Turkmenistan. They are much influential and perhaps the most important development partners in the country. Due to the country's upper middle-income status, the presence of bilateral donors, international financial institutions and consulting companies is quite limited, which makes the role of UN agencies essential for the country. They play an important role in providing national institutions access to international structures and good practices from other countries, but also keeping local institutions and communities engaged with the outside world.

Also, the UN's convening power in the country is considerable, especially vis-à-vis development partners. As was mentioned in the previous sections of this report, the UNRC and UN agencies provide significant contributions in coordinating development assistance and facilitating cooperation between development partners and government bodies. All development partners met in the course of this evaluation – both bilateral and multilateral – stated in unambiguous terms that the UN has a significant comparative advantage and is strategically positioned in leading development assistance and facilitating contacts with the government. Even large multilateral organizations with bigger budgets than the UN system as a whole, such as the European Union and Asian Development Bank, seemed keen to forge trilateral partnerships that involve not only the government, but also the UN. This need to partner with the UN stems from the fact that the UN agencies provide credibility in the eyes of local stakeholders and access to decision making in the government.

4.2. EFFECTIVENESS

This section provides an assessment of achievements of the UNCT in the period in question. The first part examines how those achievements were planned in the PFD document and its Results and Resources Framework (RRF). The second part compares the commitments the UNCT had made at the beginning of the programme with what it has actually achieved and provides a broad overview of UN's major contributions to the country's development process.

4.2.1. Programme Design

With regards to the design of the PFD, it should be recognized that the UNCT has invested significant efforts in developing a comprehensive programme document and RRF. The PFD document lays out with clarity the country context, development needs and priorities and the UN's strategic approach to contributing to those needs and priorities. Interventions under each outcome area are described in clear terms and linked to the broader context. The PFD document does also a good job in linking outcome areas to specific national development goals under Turkmenistan's *National Programme for Socio-Economic Development (2011-2030)*. Furthermore, institutional arrangements for the PFD implementation are described with clarity and have turned out to be as were designed in the document – including key structures such as the NSCC, Result Groups, etc.

This evaluation provides two suggestions for improvement in the new cooperation framework (see recommendations section for more details on this). First, the first outcome on data/statistics does not have to be a stand-alone outcome area, as it is in the current programme. It is understandable that this is a major area of work for the UN in the country, and that the availability and quality of data is a major challenge in Turkmenistan not only for UN agencies, but also for government bodies which need baselines to plan and monitor activities. And the magnitude of the contributions of the UN agencies in this programme cycle in this area is unquestionable. However, given the cross-cutting nature of data, it is still possible to pay the same degree of attention to this matter and at the same time have it integrated into substantive areas such as health and education. Such integration will allow for better discussion of policy issues in Result Groups and better policy making both at the level of the UN and government. Second, the two environmental outcomes (5 and 6) should be merged. There are already many overlaps between these two outcomes and, given the high level of the PFD document, they will be better understood and managed together.

Further, the PFD document should have been better gender sensitized. Gender implications are missing in some important areas of possible interventions, and not mentioned in outcomes description, and this is reflected in missing gender implications in outputs formulation and rationale. Also, only Outcome 4 specifically refers to women and children. Other outcomes are gender neutral. There are 39 indicators at outcome level with 4 indicators that are women specific which is 10%, only 5 indicators are sex-disaggregated which is 12,8%, and 3 indicators are gender sensitive which is 7,6%.

As far as the PFD RRF is concerned, the number and nature of challenges is more serious. Granted, developing a unified RRF at the level of the UNCT is always a challenge because the nature of activities that it encompasses is quite broad and diverse. For an RRF to be useful it has to be underpinned by SMART indicators (Specific, Measurable, Attributable, Realistic and Time-bound). It is clear that a lot of thinking and effort has gone into developing the current RRF. However, a number of the indicators identified in it are not SMART and it is challenging to use them to assess progress in the achievement of objectives. In fact, the evaluation team made an attempt to assess the achievement of targets (as will be seen in the next section of this report), but this assessment was quite challenging and not very conclusive because of the inadequate nature of many of the indicators.

This report is not the right place for a detailed discussion of the quality of indicators, as it would take too much space and would divert the focus of this document. Therefore, it should be the subject of a separate assessment that could be conducted by the UNCT in the process of developing the new cooperation framework. Here it will be sufficient to provide a few examples of weak indicators. Outcome 8 is an area where the indicators are particularly weak. For example, one indicator under this outcome area is framed as *“number of new initiatives implemented that strengthen law enforcement and judiciary bodies to promote greater access to justice”* (indicator 8.6). It is quite difficult to understand from this indicator what has been achieved – therefore, it is impossible to measure it adequately. There are too many questions that emerge from how this indicator is framed. But the most basic ones are – What counts as an initiative in this area? What would be a “new” initiative? How do we decide whether a “new initiative” is able to strengthen law enforcement and promote greater access to justice? How do we measure the latter? The list of questions that emerge in this discussion is just too long. We can extend the same argument to another indicator under this outcome area which is framed as *“number of e-governance services offered to improve the efficiency and accountability of public governance service delivery”* (indicator 8.5).

Another outcome area that has particularly weak indicators is Outcome 7. Here is an example of a weak indicator – *“number of enhanced and simplified legal instruments (or measures), bylaws to facilitate import and border crossing procedures”* (indicator 7.1). Again, a large number of questions emerge in relation to this indicator. What counts as a legal instrument? How can we tell if a legal instrument has been enhanced or simplified? How can we assess the potential that they have to facilitate import and border crossing procedures? The bigger problem here is that having a legal instrument does not guarantee that it will be implemented and have a positive effect. After all, why not just focus on the ease of border crossings, if that is what these legal instruments are intended to achieve? Another indicator in this outcome area is the following – *“share of non-hydrocarbon sectors to GDP”* (indicator 7.1). The main question with this indicator is whether it is possible to say anything about the quality of the UN interventions and their contributions towards such a major transformation in the structure of the economy that this indicator captures.

Do UN interventions in this area have the power to affect in a significant way this indicator? If not, then what is it telling us about the quality of UN contributions?

This analysis could be extended to many indicators, especially in outcome areas 3, 6, 7 and 8, to show that many indicators are not strong enough to demonstrate the real contributions of the UN system. It is not a coincidence that a few of the targets had to be revised in the course of programme implementation (in particular two of the four targets in the areas of education – outcome 2). Furthermore, in certain outcome areas the number of indicators is just too large. For example, outcome area 4 has 10 indicators, whereas outcome areas 7 and 8 have 6 indicators.

In the new programme, the UNCT should consolidate some of these indicators and identify more meaningful ones. Furthermore, there is an opportunity now to ground the new results framework firmly in the national SDG framework.³⁴ It was also suggested by some UN staff that the new RRF could be developed in closer cooperation with all involved partners. The Result Groups – and in particular Result Group 1 – represents a good venue for that cooperation.

The new partnership framework will also benefit from a more coherent and well-rounded theory of change that brings together all the different pieces of the programme under one unified framework. What will be essential is this theory of change is to identify in clear terms the mechanisms through which change at the level of institutions and behaviour happens. The box below shows an excerpt from the UN's internal guidance on the development of cooperation frameworks that is related to the theory of change.

Box 6: Guidance on the Theory of Change in UN Cooperation Framework Document³⁵

The theory of change should be based on the needs of the country (demand) and examined through the lens of the Cooperation Framework Guiding Principles, rather than just the immediately available capacities and resources available (supply) of the UN development system and other partners. The theory of change shows where and how development actors need to come together to contribute to the desired change, providing the basis for wider, higher quality and transformational partnerships. Based on a shared understanding of opportunities, risks and bottlenecks, and the inequalities that persist, the UN development system agrees on results that it can contribute to through the UNCT's own resources and through leveraging those of other stakeholders. It also identifies areas of comparative advantage for the UN development system to make its best collective contribution. To leave no one behind, the theory of change must address structural barriers to equality, resources and opportunities, and any discriminatory laws, social norms and stereotypes that perpetuate inequalities and disparities.

³⁴ UN guidance on the preparation of the cooperation framework states that SDG targets and indicators become the default monitoring framework, informed by country-defined and disaggregated baselines.

³⁵ From Internal Guidance, United Nations Sustainable Development Cooperation Framework, 3 June 2019.

4.2.2. Achievement of Outcomes and Main Contributions

Achievement of Outcomes

The UNCT tracks all RRF indicators through a spreadsheet which it updates every year. Progress on the achievement of RRF targets for all outcomes areas is shown in the tables in Annex VIII of this report (PFD Results Framework). The information in these tables is provided by the UNRC Office based on their monitoring tool. While data for most indicators is available from this spreadsheet (as can be seen from the tables), given the challenges and limitations discussed above, it is was challenging to draw a solid picture of progress made on achievement of targets as set in the PFD document. However, for all the weaknesses of the current framework, it is possible to make an assessment of progress towards the achievement of targets based on the information provided by the UNCT on the basis of their monitoring and reporting tools and were not independently verified by the evaluator in the course of this assignment (an independent collection or verification of detailed quantitative information did not fall under the scope of this evaluation). The table below presents a tally of the achievement of targets based on information available at the beginning of 2019. Also, the assessment of whether a target is on track to being met by the end of 2020 is based on extrapolation of progress made in the period 2016-2018.

Table 11: Achievement of PFD Targets

Outcome Area	Progress	Notes on measurement of progress
1. Data	On Track	Indicator 1.1 based on self-assessment.
2. Education	On Track	2 of 4 targets have been revised downwards
3. Social Protection	On Track	Quality of indicators needs to be improved.
4. Health	On Track	<ul style="list-style-type: none"> Number of indicators could be reduced. Mismatch in the use of international and national methodologies.
5. CC Mitigation	On Track	For indicator 5.3. (emissions reduction) progress in unclear - monitoring system needs to be in place.
6. CC Adaptation	On Track	All three indicators require substantial improvement.
7. Econ Diversification	On Track	Indicators need to be improved as they lack clarity.
8. Rule of Law	On Track	Indicators need to be improved as they lack clarity.

From the table, we can see that based on the way the indicators are currently framed and interpreted all eight outcome targets are on track to being met at the end of the PFD period. The table also lists some challenges with indicators in each outcome area, some of which were described in the previous section. As has already been mentioned, a detailed analysis of these challenges could be the subject of a separate assessment. So, the focus of the rest of this section will be on some concrete contributions that the UN has provided to the country.

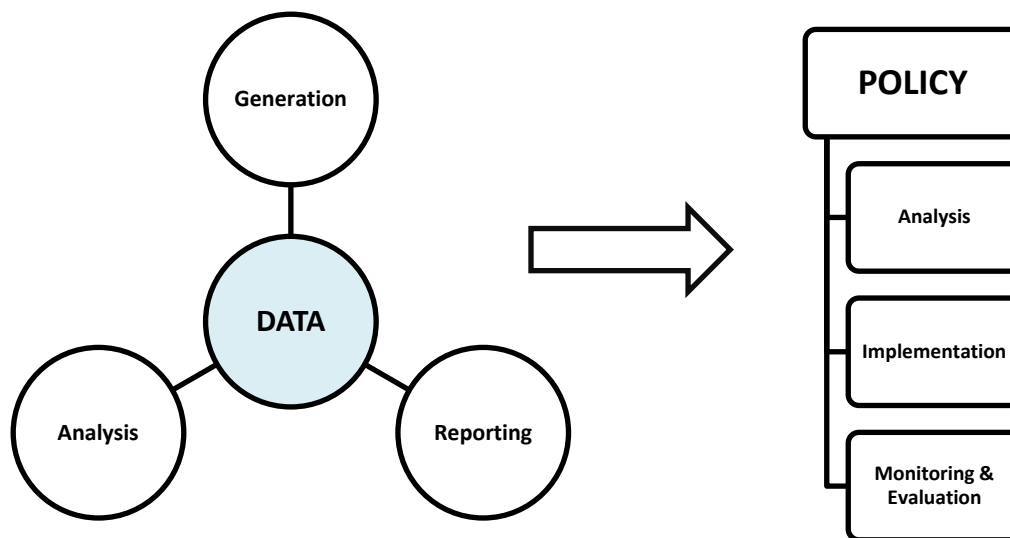
Main Contributions

Given the large swathe of areas and issues that the operations of UN agencies have covered during the programme cycle, it is impossible to provide an exhaustive description of activities by individual agencies in the space of this report. Such description is provided in the UN annual reports.³⁶ The focus of this section will be on describing in broad brushes the main contributions of UN agencies in each outcome area.

1. Quality Data and Progress Monitoring

One of the primary contributions of the UNCT has been the strengthening of the capacities of national institutions in the generation, analysis and reporting of data, in support of evidence-based policy-making. The figure below provides a simplified schematic representation of this contribution.

Figure 10: Support for Data Generation and Policy Making



One of the most important contributions of UN's work in Turkmenistan has been the generation of data and statistics in vital areas for policy analysis and decision-making. Annex X of this report lists 29 initiatives supported by UN agencies that are directly related to data generation and improvement of statistics in the country. The following are the major ones, worth highlighting.

- The *Multiple Indicator Cluster Survey* (MICS) is one of the most important sources of information about wellbeing and living conditions in Turkmenistan.³⁷ UNICEF and UNFPA have played a crucial role in the conduct of this survey – and are now supporting

³⁶ The UNCT has produced two annual reports in the period in question – one for fiscal years 2016 and 2017 and a second one for the fiscal year 2018.

³⁷ UN supported the survey's fifth round in 2015-16. The fieldwork for the 2019 MICS was being completed as this report was being finalized.

the conduct of its fifth round. Survey data is publicly open and is being used to inform policy making and establish baselines for a group of SDG indicators.³⁸

- In the area of health, a number of surveys have been supported by WHO, UNFPA and UNDP. The following are some key examples - *STEPS* (NCD risk factor surveillance), *GYTS* (Global youth tobacco survey), *COSI* (childhood obesity), *DRS-2* (TB drug resistant survey), *Health Status of Women in Families* (to be conducted in 2019-2020), etc.
- In the social sector, it is important to mention some key assessments by UNICEF - “*Analysis of the Situation of the Children and Women*” (SitaAn),³⁹ “*Situation Analysis of Youth*” (with UNDP, UNFPA and UNRC), assessment of “*State Programme for Juvenile Justice for 2012-2016*”, evaluation of “*Nutrition Programme for 2013-2017*”, *Assessment of the Mother, Newborn, Child and Adolescent Strategy for 2015-2019* (jointly with UNFPA and WHO), etc.
- In other areas, the UNDP has supported initiatives such as the development of a “*System of Economic and Environmental Accounts*” (SEEA), implementation of the “*System of National Accounts-2008*”, improving international trade statistics through the implementation of *Eurotrace software*, enhancing the institutional and technical capacity of the State Statistic Committee through the provision of state of art computer equipment, etc.

In all these initiatives, UN agencies have supported the State Statistics Committee and other government entities in the development of methodologies for the definition of indicators and their alignment with international standards, organization of data collection processes, establishment of systems for the storage and analysis of data (i.e. databases), etc. Key examples here are the support UNDP is providing to the State Statistics Committee on the establishment of an SDG database and support by UNFPA, UNESCO, UNICEF and WHO to the Ministry of Education and Ministry of Health and Medical Industry on the creation of the respective electronic management information systems (EMIS). UNFPA has also supported the development of a National Health Information Management Strategy for 2019 - 2025 that envisages use of gender disaggregated data and integration of evidence-based analysis on population dynamics, reproductive health and reproductive rights, adolescents and youth and support for SDGs data collection and monitoring. Another important aspect of this work has been the advocacy of UN agencies for disaggregated information.

³⁸ The findings of the 2015-16 Turkmenistan Multiple Indicator Cluster Survey became available and were made public in early 2017

³⁹ SitAn was aimed at understanding the current situation of children and women, outlining progress and areas where more attention is required to improve their wellbeing.

Sustainable Development Goals

A large number of UN activities have taken place around the SDGs. This work has contributed to all outcome areas, but will be reviewed here because of its direct linkages to quality of data and access to statistics.

UN support to the government for the establishment of a national SDG framework has been considerable. UN agencies have played a key role in the SDGs nationalization process, including establishment of the national institutional mechanism and monitoring framework.

- ***Policy Level*** – The UN has supported the government in the review and identification of suitable indicators and targets for the national SDG framework. Existing indicators have been identified, along with sources and frequency of reporting, as well as responsible government entities for data collection and analysis.⁴⁰ This has resulted in the adoption of the national SDG framework with a concrete number of targets and indicators which the government is committed to achieving.⁴¹ The UN has also assisted with the inclusion of references to the SDGs into the Presidential Programme for 2019-2025. Further, UN agencies initiated a process of identification of national sectors for acceleration of SDG implementation through a MAPS (Mainstreaming, Acceleration and Policy Support) approach.⁴²
- ***Institutional Level*** – The UN has provided the government with key support in the establishment of the SDG institutional infrastructure, which includes the national coordination and monitoring mechanisms for the implementation of SDGs. This has included the identification of roles and responsibilities among relevant institutions on data collection, analysis and reporting. Key elements of this support have been the establishment of a “*Working Group on SDGs*”⁴³ and a “*platform*” for the coordination of all activities related to SDGs in the country. As has been mentioned, the UN is also supporting the State Statistics Committee in developing a database for the SDG indicators, which will be used to inform the planning and budgeting process. Another contribution has been the establishment of the “*Training and Methodological Centre for SDGs*” under the Institute of International Relations of the Ministry of Foreign Affairs, whose mandate is to promote the SDGs among students, public service and the broader society.

⁴⁰ For example, UNICEF has conducted a ‘Baseline Assessment for Child-related SDG indicators’ in close consultation with the State Statistics Committee to review availability and disaggregation of baseline data for 55 child-related indicators. UNDP has conducted analysis of environment-specific SDG indicators. UNFPA has conducted the ICPD-related baseline assessment for SDG indicators.

⁴¹ The national SDG framework consists of 149 targets and 187 indicators.

⁴² The MAPS process identified three priority areas for acceleration, existing gaps in planning, policy making, monitoring and financing for SDGs.

⁴³ The SDG Working Group consists of the Deputy Heads of 47 national entities responsible for the implementation of the SDGs. The Ministry of Finance and Economy has been given the responsibility to monitor progress on the achievement of SDGs.

- **Advocacy and Engagement** – To increase awareness of local governments about the SDGs and related statistical processes, the UN organized a series of workshops in all regions. UN agencies have also facilitated the engagement of civil society and private sector in the SDG processes. UN agencies have facilitated exchange of experience, discussions, study visits and materials for government officials. The UN has also supported the government in the preparation of the National Voluntary Review (VNR) for submission to the 2019 High-Level Political Forum (HLPF) on sustainable development.⁴⁴

The box below provides a broader overview of the UN’s work around the SDGs.

Box 7: UNCT’s SDG-related Work⁴⁵

UNCT’s main focus in the area of SDGs has been to support the government in mainstreaming the SDGs in national plans and programmes, identifying baselines for nationally-adopted SDG indicators, assigning roles and responsibilities to national institutions on the implementation of SDGs and establishing a national monitoring system.

The UNCT organized two visits of the UN high-level mission on UNDG’s MAPS approach. The two MAPS missions, in July and November 2017, introduced the MAPS approach; explored specific country needs; identified opportunities for the implementation of SDGs, including financing for development, and priority areas considered as “accelerators”: (1) Inclusive and sustainable growth through diversification and development of human capital; (2) Social development for all; (3) Mitigation of climatic risks and resilience in rural areas. The MAPS mission provided a number of recommendations for mainstreaming SDGs into the national planning and budgeting process, as well as establishing monitoring system for measurement progress of SDGs.

Following discussions with stakeholders, the UN and the government agreed on a Roadmap with the following recommendations: (1) to establish three thematic working groups at the level of Heads of Department under the SDG Coordination Council in each area of acceleration to work on the specific SDG targets and indicators, and their monitoring and implementation; (2) to develop an Implementation Action Plan for the National Working Group on SDG implementation; (3) to strengthen sectoral policies and programmes by developing a unified planning system in line with international standards and adopting a law on strategic planning to regulate the national planning process. Strongly linked to this is the need to accelerate the budget reform process aimed at introducing Medium-Term Expenditure Framework (MTEF) and programme-based budgeting to ensure financing for the national and sectoral programmes, including SDGs. This will significantly improve the government’s capacity to implement SDGs and realize its ambition for sustainable development.

Further, the UN supported the development of a baseline assessment for child-, women- and health-related indicators (especially in non-communicable diseases) and made

⁴⁴ UN support focused on the review of metadata and development of the reporting formats for the preparation of the VNR report.

⁴⁵ Based on information from UNCT’s “Strategic Summary of Coordination Results”.

recommendations for the monitoring of these indicators. The Rapid Integrated Assessment (RIA) of nearly 20 policy documents, conducted as part of the MAPS mission, helped the government to assess the extent to which national policies and legislation were aligned with SDG targets. RIA revealed that 84% of SDG targets were aligned with national development programmes. However, from a monitoring perspective, the assessment showed that less than 30% of national SDG indicators were included in strategies assessed by RIA. The initial review of the status of child-related SDG indicators revealed critical data gaps. Out of 55 indicators, accounting for 29 % of all nationally-adopted indicators, some data was available for 39 indicators, whereas for 7 indicators it was limited. The analysis also showed that data disaggregation was limited.

The UN also supported the government with the establishment of an SDG Training and Methodology Centre, formally launched on 1 September 2017. The support included exposing national partners to the experiences and expertise of similar institutions around the globe, including the UN's Knowledge Center for Sustainable Development in Bonn and UNESCO's Mahatma Gandhi Institute for Peace and Sustainable Development in New Delhi; development of draft Regulations of the Center and its structure; providing the Center with various learning materials and other resources. The Center's mandate is to promote the Global Agenda 2030 among academia, tertiary and secondary levels of education and civil service and has already started its activities by delivering lectures on the Agenda 2030 for civil society and public organizations. The UNCT sees the Center as a platform for the application of innovative approaches in research and data generation. Therefore, the UN will continue rendering support and seek the ways to strengthen the Center's capacity and advance its knowledge generation and dissemination capacity.

Overall, UN's work in the area of data and statistics has led to an improvement of data availability and quality in support of policy making in a range of areas, including living standards, health, education, early childhood development, trade, economic and environmental accounting, etc. The SDGs have now become well established in government practices and underpin major policy initiatives. On the basis of this work, a wide range of policies have been supported, some of which will be outlined in the following sections of this report. The upcoming UN country programme should build on these foundations and take this work to a higher level. One suggestion emanating from this evaluation is that this outcome area could be integrated with the other more substantive outcomes to achieve a more effective integration of work around data and statistics with support to results-based programming and policy making.

2. Education

In the area of education, the UN has supported the development of a range of policies and programmes, which are shown in Annex IX of this report among other sectors (outcomes areas). A few crucial policy instruments worth pointing out here are the drafting of a new Early Childhood

Development Strategy for 2019-2024⁴⁶ and the 2013 Youth Policy Law and State Programme on Youth Policy for 2015-2020 and its Action Plan. UNICEF, in particular, has supported the development of a range of policy documents on pre-school and pre-primary policy and an operational plan for the introduction of universal pre-primary education.

UNICEF and UNESCO have been supporting the Ministry of Education in the establishment of an electronic Management Information System (E-MIS) for the education sector, which is expected to improve data collection and analysis, measurement of quality of education and monitoring of progress in the sector. UNFPA's promotion of youth peer-to-peer approach resulted in the opening of three youth centers under the Ministry of Education and Youth Organization. This initiative represents a platform for young people to connect and promote reproductive health issues and rights using youth friendly approaches. Also, with UN support, the Ministry of Education is expanding the youth education network and integrating peer-to-peer education on reproductive health into the work of the centers.

UNICEF has supported the development of professional standards for early childhood educators with a focus on pre-primary education and a training programme for quality teaching. Support was also provided on the formulation of a policy document on child-friendly standards across pre-school, primary and secondary education. The policy document also guides the inclusion of children with disabilities in participatory learning environments. With UNICEF support, the Ministry of Education approved the pre-primary curriculum resource and parental empowerment documents with child-friendly school readiness measurement tools. Further, the topics of sexual and reproductive health have been introduced into school curricula. UNFPA has supported the development of a set age-appropriate comprehensive sexual and reproductive health education standards and the updating of the "Sexual and Reproductive Health Education" manual for teachers. Reproductive health is now included into mandatory school subjects (Basics of Life Skills).

UNICEF has assisted with the introduction of inclusive kindergarten-based services for children with disabilities based on the social model of disability and early identification and intervention. These services are delivered by a team of professionals, including a developmental pediatrician, pedagogue, early communication specialist, psychologists, physical and occupational therapist. Based in regular kindergartens, these services improve the inclusion of children with disabilities in mainstream education and society.

In the area of advocacy, the UNICEF has organized the National Campaign on Early Moments, which helped to reinforce the importance of early childhood development. It has also advocated for increased physical education and sports for children and youth to promote healthy lifestyles and improve education outcomes at various high-level national events. UNESCO and the Ministry

⁴⁶ Government approval of the ECD strategy is still pending. The strategy confirms Turkmenistan's commitment towards comprehensive early childhood development, with a focus on cross-sectoral integration of vulnerable young children and their families.

of Education jointly launched the 2016 Global Education Monitoring report, entitled “Education for People and Planet”, which showed that Turkmenistan is one of only twelve countries in the world on track to reach its global education targets.

Overall, UN’s main contribution in this area has been the promotion of access to and quality of early learning for all children by expanding child-friendly principles to preschool, pre-primary and primary education. In line with the principles of early childhood development, the major focus of activities has been on pre-primary education and the establishment of multi-disciplinary supports. In this area as well, there has been good focus on inclusive learning approaches for children with disabilities, enabling the UN to be in line with the global principle of “leaving no one behind”. In the upcoming programme, it will be important to aim for further integration of education-related activities with initiatives in the areas of health, social protection, climate change, disaster risk reduction, etc., under the multi-dimensional “early childhood development” umbrella.

3. Social Protection

UN’s work in the area of social protection has focused on supporting the government’s efforts to reform the system by making social protection services more targeted to the most vulnerable, in particular children and persons with disabilities.⁴⁷ As in the area of education, his work too has been largely in line with the UN’s commitment of “leaving no one behind”.

At the policy level, the UNICEF supported the Ministry of Labor and Social Protection in developing a ten-year Action Plan for Introduction of Social Services in Turkmenistan and operational manual for providers. UNICEF has also assisted the government with the development of a “*Conceptual Framework for Implementation of Developmental Pediatrics and Early Intervention*” for the period of 2016-2020 which is guiding the Ministry of Health and Medical Industry and the Ministry of Education in providing new multi-disciplinary support services on early interventions for young children with developmental delays and their families.

Support has been provided to the Ministry of Education and the Pedagogical College to start the introduction of a training course for social workers supporting vulnerable citizens, with plans to introduce a similar curriculum at the National Medical University. UNICEF has also supported the training of health professionals from ECD Centers on the timely identification of developmental delays and adequate intervention.⁴⁸ Support has also been provided to the government in undertaking a program to build housing for vulnerable citizens – including those with disabilities.

Furthermore, as a result of a UNHCR review of national legislation related to refugees and statelessness, the Government has granted citizenship to 735 individuals who were previously

⁴⁷ Services and benefits had been previously provided free of charge across the board, with limited targeting.

⁴⁸ Home visiting nurses and pediatricians were trained to identify vulnerable individuals and families.

stateless.⁴⁹ UNHCR has worked with local NGOs⁵⁰ to help individuals with unconfirmed nationality clarify their eligibility status and obtain the necessary identification documents, such as birth certificate.

In line with the government's objective of strengthening the efficiency of social services, UNDP has also advocated for strengthening the role of NGOs in the provision of social services. UNDP and the government have organized two national forums on the role of NGOs in social service delivery for sustainable development which generated ideas about social contracting options. A rapid assessment of social services by UNDP identified short-term measures for introducing social contracting within existing legislation. Study visits were organized for NGOs to learn about best practices in the area of social contracting.

Going forward, the area of social protection will benefit from stronger synergies across UN agencies. Inter-agency synergies are especially important, considering the small size of activities in this area. There is also potential for joint contributions among the agencies on the introduction of community-based social services, relying on the capacities of the non-governmental sector. Work in this area will benefit from the establishment of an inter-ministerial expert working group which will facilitate coordination and better integrated policy making. Also, meetings with beneficiaries and civil society groups in the veleyats revealed that activities in this area have a largely "top-down" orientation, with persons with disabilities treated as passive recipients of support. While they are pleased with the support provided to them, they are left behind when it comes to decision-making and involvement with activities that are directly related to them. In the upcoming programme cycle, work in this area will benefit from stronger involvement of persons with disabilities in UN-supported activities.

4. Health

UNCT's focus in the area of health has been the improvement of the quality of health services, especially for children, women and adolescents. The main dimensions of this work have been nutrition, non-communicable diseases (NCDs) and its risk factors, mental health, disability prevention, communicable diseases, including pandemic influenza preparedness, infectious diseases hazard management, tuberculosis and multi-drug-resistant tuberculosis (TB and MDRTB), environment and health, food safety, health systems, access to medicines and other health technologies and strengthening regulatory capacity, human resources for health, health information system, early detection and prevention of diseases, etc.

⁴⁹ These measures are in line with the 1951 Convention on the Status of Refugees, the 1954 Convention on the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.

⁵⁰ Main NGOs in this area are Keik Okara and the National Red Crescent Society.

During the period in question, UNCT has assisted the government in the adoption of a number of policies and strategies to implement the National Programme “Saglyk” (Health) for 2016-2020.⁵¹ A large part of the policies and programmes listed in Annex IX of this report – which shows all policies and programmes developed with UN support – belongs to the health sector. Furthermore, as has been mentioned in the previous sections, WHO has also helped partner organizations to improve the availability and quality data in the health sector by conducting a number of surveys on nutrition and key risk factors of NCDs – i.e. urban food environment (FEED cities), obesity in children (COSI), prevalence of risk factors for NCD (STEPS), second drug resistant survey (DRS-2), joint WHO-UNICEF evaluation of Turkmenistan’s Nutrition Programme for 2013-2017, etc. This report’s Annex X shows all data-related initiatives supported by the UN, including the list of initiatives related to the health sector which is quite impressive.

In order to achieve better health outcomes for mothers, children and adolescents, the UN has assisted the Ministry of Health and Medical Industry (MOHMI) to improve treatment (clinical) protocols and develop “intervention packages” targeted at the quality of antenatal, perinatal and neonatal care, postnatal follow-up, and parents’ ability to care for their children. UNFPA, UNICEF and WHO have jointly conducted an assessment of the “*Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) Strategy*”, which provided a wealth of information for future programming. Training has been provided to obstetricians and neonatologists on new-born care and neonatal resuscitation, as well as frontline health workers on new protocols of treatment (including safe pregnancy and delivery, neonatal care, young child survival, feeding and development). The UN has also supported the establishment of core training team on new-born care and resuscitation based on clinical protocols. The UN and the International Step by Step Association (ISSA) have assisted with the development of pre- and in-service curricula for home visitors for better counselling of parents and training of trainers for nationwide learning.

In the area of reproductive health, the UN has advocated for and contributed to improved access to reproductive health services and commodities, not only for women, but also for men. The promotion of the inclusive approach to creating a shared experience of responsible family planning based on gender equality is a significant contribution because men’s attitudes and practices shape and govern women’s reproductive realities. In this area, UNFPA has supported the establishment of a screening system for cervical cancer and training of obstetrician-gynecologists in the early detection of cervical cancer. Support has also been provided on the establishment of a public-private coordination committee to ensure the supply of reproductive health commodities in state and private pharmacies, reproductive health centres and rooms. The committee is tasked to improve women’s access to reproductive health services, enabling them to realize more effectively their reproductive rights. The government has begun to independently determine the need for

⁵¹ Examples: National Program for 2018-2022 for the protection of the mental health of the population in Turkmenistan and the Action Plan for its implementation; National Strategy for 2018-2025 to increase the physical activity of the population in Turkmenistan and the Action Plan for its implementation; National Program for 2018-2024 on prevention of harmful effects of alcohol and the plan of measures for its implementation; etc.

contraceptives for risk groups (women with certain diseases and adolescents) and take responsibility for their procurement. Training of andrologists to work with adolescents was another area of support. UNFPA has also assisted the government in establishing the foundations of the educational system on reproductive health matters.⁵²

Overall, UNFPA has contributed to the following main results in the areas of reproductive health: (i) ending preventable maternal deaths through regionalization of the maternal health care; (ii) ending preventable women deaths from cervical cancer through introduction of nationwide cervical cancer screening; and (iii) increased access of young people to quality SRH services and education by facilitating adoption of regulations that provide for free provision of contraceptives to 15-19 year old girls, creating opportunities for over 16 thousand young people to get SRH knowledge from Y-PEER volunteers and improved quality of RH teaching in schools that have already received methodological recommendations and teaching aids developed with the programme support.

The box below provides an overview of the main findings derived from interviews with stakeholders that have been involved in activities in this area at the sub-national level.

Box 8: Reproductive Health and Family Planning at the Local Level

Stakeholders interviewed in the Ahal and Mary velayats⁵³ welcomed and appreciated UN's activities on reproductive health and family planning, with a focus on vulnerable women. They have benefitted from a variety of trainings on family planning and human dignity. The gender approach has been significant, especially understanding men as gendered human beings and that their health, especially reproductive health, is addressed.

However, they expressed the need for more engagement in this area (i.e. working with women with disabilities or mental health challenges, reaching out to men or teenagers and so on). Mary specialists expressed great interest in working with adolescents. They are expecting a government project on adolescent health centers to launch soon. They see it as an opportunity not only to address challenges related to infrastructure, but also similar protocols, standards, guidelines and training programs/materials. They are eager to improve their knowledge in the area of psychology and social work. They want to support their patients and are interested in gaining trust and work on behavior change among vulnerable populations, especially teenagers. Ahal specialists inquired about opportunities to host capacity building events at their center, in addition to having them organized at the central level.

⁵² This is done through a course called "Fundamentals of Life" which includes a methodological manual for teachers, programme of continuing education for teachers, and didactic materials.

⁵³ The national evaluator visited the Mary velayat where she met the lead gynecologist in the regional department of health (part of the Ministry of Health) and head doctor of the Mary perinatal hospital. Both evaluators visited the perinatal center of the Ahal velayat central hospital and local etrap polyclinic (head doctors, head gynecologists, reproductive health specialists, reproductive health room's coordinator/doctor).

UNICEF has worked closely with the Ministry of Health and Medical Industry to address critical gaps in survival and development of children with a range of life-saving interventions combined with policy and regulation development and putting it into the practice: (i) standards of quality of young child care and essential drug list for children under 5; (ii) perinatal mortality audit with UNFPA (iii) introduction of the international quality assurance tools into the practice of the maternities and children hospitals with focus to implement the Global Every Newborn Action Plan (ENAP). UNICEF's support has been also reflected in two other directions: providing technical assistance in 1) development of the national standards on delivering early identification and intervention service for care of children under five; 2) building capacity of local professionals, working in health and education with establishing pathways for multi-sectoral cooperation with digitalization of early identification services. UNICEF's advocacy and technical support has made significant progress towards creating an enabling environment for Early Childhood Development at the policy level. This includes adoption the National Concept on Development Pediatrics and Early Identification and Intervention for 2016-2020.

In the area of nutrition, UNICEF has supported the development of a regulatory framework for Infant and Young Child feeding, with all maternities and primary health care facilities in the country transforming in line with the Baby Friendly Initiative programme. A Food Fortification Monitoring and Surveillance System (FORTIMAS) was established to track nutrition indicators and effects of the food fortification programme.

In support of government's efforts to reduce the burden of noncommunicable diseases (NCDs), WHO's efforts have focused on preventive measures related to key NCD risk factors – cardiovascular diseases, cancer, diabetes and chronic pulmonary diseases. One of the most significant steps in the health sector at the regional and global level was the adoption of the Ashgabat Declaration, which established a roadmap for action to control NCDs in the European Region and around the world. The Ashgabat declaration was adopted during the WHO European Ministerial Conference on the Prevention of Noncommunicable Diseases in the Context of Health 2020 that was held in Ashgabat in 2013. The UN has assisted the development of surveys examining the link between nutrition and risk factors.⁵⁴ Significant progress has been made in limiting the use of tobacco⁵⁵ – Turkmenistan has the lowest rate of smokers in the region.⁵⁶ WHO has supported the government in adopting the National Programme on the implementation of WHO Framework Convention on Tobacco Control⁵⁷ for 2017-2021, aiming to reduce tobacco prevalence of smoking among the adult population to 5% or less by 2025.⁵⁸ Support has also been provided on the development of guidelines for tobacco cessation and treatment of tobacco

⁵⁴ Three surveys were conducted – on urban food environments, obesity in children, and NCD common risk factors.

⁵⁵ Tobacco use is one risk factor common to the four main groups of NCDs — cardiovascular disease, cancer, chronic lung disease and diabetes.

⁵⁶ The 2013-2014 STEPS survey confirmed that only 8,3% of Turkmenistan's adult population smokes.

⁵⁷ Turkmenistan ratified the WHO Framework Convention on Tobacco Control (FCTC) in March 2011.

⁵⁸ Initiatives under the tobacco control programme included supports for tobacco cessation and new methods of taxation on tobacco products.

addiction. Additionally, WHO has supported government in the development and approval of the Strategy on Mental Health Strategy on Prevention of Harmful Use of Alcohol and Strategy on Physical Activity.

In June 2016, WHO supported MoHMI to conduct the Joint External Evaluation (JEE) on introduction of International Health Regulations requirements and government potential to enable a proactive and coordinated joint response. Further, MoHMI received WHO support in the development and implementation of “National strategy of combating to development of antimicrobial resistance in Turkmenistan for period 2017-2025 years”, “National Policy, strategic and operational plans for the development of laboratory services in health care of Turkmenistan” (2018), “Emergency risk communication national plan” (2018). To strengthen the government’s ability to respond to communicable diseases, especially influenza and based on past pandemic influenza experience, the UN has supported the development of National Pandemic Influenza Preparedness Plan, guidelines for clinical management patients with Severe Acute Respiratory Infections, guidelines on outbreak investigation and response measures, guidelines on quality management system in laboratories and several trainings on their implementation were conducted. Also, WHO has supported the development of the national strategy for prevention and control of viral hepatitis in Turkmenistan for 2019-2025 and further development and implementation of electronic register of patients with Viral Hepatitis B and C which will allow to reduce burden of viral hepatitis by increasing data quality at the stage of registration, diagnosis and treatment. The government pays great attention to the strong and effective immunization program.

Support by the UNCT was provided for the introduction of several new vaccines in the national vaccine schedule in particular vaccines against Hib infections, human papilloma viruses, rotavirus, pneumococcus, viral hepatitis A. Support to MoHMI on maintaining status of polio free country, elimination of malaria, measles and rubella is being continued.

The MoHMI received support on implementation of WHO End TB Strategy. WHO provided technical assistance in implementation of integrated patient-centered TB prevention and care. Outpatient model of TB care have been introduced in Ashgabat and Lebap velayat and gradually are being rolled out in other regions of the country. WHO contributed to ensuring quality of TB laboratory diagnostics by implementation of WHO new guidelines for laboratory diagnosis of TB. WHO provided technical assistance in revision of the country TB recording and reporting guidelines, strengthening TB control in penitentiary system, revision of providers’ payment mechanisms to improve efficiency of TB service system. In addition, WHO provided technical assistance to MoHMI in updating policy documents related to TB control and building TB and PHC doctors’ capacity for programmatic management of drug-resistant tuberculosis, including doctors of penitentiary system. Furthermore, WHO contributed to strengthening capacity of TB doctors for treatment of TB in children, including drug resistant TB, and treatment of latent TB infection and vaccination of children with the bacilli Calmette-Guerin (BCG) vaccine. By training TB doctors, epidemiologists of sanitary and epidemiology services and engineers who provide equipment maintenance services on infection control measures, WHO contributed to strengthening

infection control measures in the TB facilities. Furthermore, WHO provided support to NTP to undertake second drug resistant survey (DRS-2) and now, is conducting evaluation of implementation of the National TB program for the period of 2016-2020 (NTP review). All findings from both DRS-2 and NTP review will serve as basis for development of the TB National Strategic Plan for 2021-2025.

The government has further received support in the implementation of the “Stop Tuberculosis Strategy”, which has included initiatives to improve diagnosis procedures in laboratories, the introduction of new drugs, and new treatment options. With funding from the “Global Fund to Fight AIDS, Tuberculosis and Malaria”, WHO has provided technical advice to improve quality-assured testing and treatment of patients with drug-resistant tuberculosis, including in prisons. Moreover, the national tuberculosis programme started detection and treatment of extensively drug-resistant tuberculosis. Further, trainings were provided on the maintenance of the laboratory equipment, ventilation system and biosafety cabinets, and the use of tools for the management of anti-tuberculosis drugs and prevention of stock out. The National Red Crescent Society, a sub-recipient of Global Fund grants, has provided social and psychological support to tuberculosis patients and their families and conducted home visits and awareness raising activities with citizens. The UN has traditionally implemented Global Fund grants to Turkmenistan, allowing the government to benefit from a well-established and efficient procurement and supply chain system for the procurement of medical goods. More recently, the UN has supported the government’s transition from Global Fund support to its own funding for the purchase of anti-TB medicines and reagents, as well as other medical products.⁵⁹ Through UNDP support, the government ensured uninterrupted and quality-assured supplies of HIV tests for HIV screening among most-at-risk people. UN agencies also supported the government with initial actions on strengthening detection, registration and treatment of viral hepatitis.

Overall, UNCT’s contributions in this area have been significant. Through their support for policy and institutional frameworks, UN agencies have helped the government to optimize the management and logistics of public health systems, improve the efficiency of the use of resources and maximize impact. Given the focus on vulnerable groups, UN interventions have contributed to the integration of equity and rights-based approaches into policies and practices through which healthcare institutions have addressed health-related vulnerabilities.

⁵⁹ The UN Annual Report for 2018 reported that under “*the cost-sharing agreements signed in 2016-2017, the government provided financing to procure high-quality TB medicines, reagents, and HIV tests. The government and UN agreed on a new cost-sharing arrangement for procurement of diagnostic equipment and medicines for 2019-2020.*”

5. Environmental Sustainability and Energy Efficiency

UN activities in this area have focused on promoting sustainable practices of energy efficiency, use of renewables, urban development and waste management. At the policy level, the UNDP has supported the development of the national action plan for the rational use of energy in residential buildings and the revision of the National Strategy on Climate Change,⁶⁰ including a plan to implement the Paris Agreement. UNDP has also launched the Sustainable Cities initiative which is expected to strengthen the policy framework around the management of cities.

At the practical level, UNDP has piloted a gravity-flow approach to irrigation municipal water supply, which resulted in improved irrigation and stable access to quality drinking water for 35,000 residents, shut-down of 40 water pumps and reduction of associated greenhouse gas (GHG) emissions. This initiative has potential for replication in other regions. Over 120 irrigation pumps, including 44 diesel ones which are part of the water management system were audited to assess pump efficiency, energy consumption and potential for emissions reductions. The audit revealed that up to 50% of energy can be saved through replacement of old and inefficient pumps and adequate pump maintenance. Based on the findings, UNDP has procured and installed energy efficient pumps to demonstrate the modern pumping technologies. Results of ongoing monitoring and comparison exercise will lay the ground for recommendations for further strategic development of the water pumping sector resulting in major reduction of GHG. Pump regulations are now being revised to introduce more stringent energy efficiency standards to ensure long-term emissions reductions. UNDP has also piloted the construction of energy efficient buildings, contributing to the adoption of four new building codes in the residential sector.

UN agencies have also supported public awareness campaigns and events targeted at environmental sustainability and environmentally-friendly waste management. UNICEF and UNDP have introduced climate change related subjects into school curricula and provided the required training for pedagogical staff. UNDP introduced the Climate Box education toolkit in educational institutions and provided training to teachers and methodologists. UNICEF has supported integration of climate change topics into primary and secondary school curricula. Also, UNDP supported the formulation of the Sixth National Report to the Convention on Biological Diversity which was submitted to the Secretariat of the UN Convention on Biological Diversity.

Overall, UN support in this area has contributed to research and piloting of energy efficiency, use of renewables and waste management in rural and urban areas. Going forward, what will be crucial in this area is the extent to which some of the measures that have been promoted and piloted will be scaled up and implemented nation-wide. As will be seen further in this report, the piloting of new models and solutions requires a more systematic approach and better follow up over time. Also, the sustainability and scaling up of piloted infrastructure projects requires continued

⁶⁰ The purpose of the revision is to integrate climate change issues into the newly adopted National Social and Economic Development Programs and align it with international documents such as the 2030 Development Agenda and the Paris Agreement on Climate Change adopted in 2015.

financing beyond the lifetime of a piloting project. Hence, to ensure sustainability and replication in areas such as energy efficiency or waste management, it will be important to link piloting initiatives to market-based solutions from the private sector, such as financing from the banking sector. In general, there are opportunities for stronger engagement of the private sector in these types of initiatives.

6. Climate Change Adaptation

In this area, UN has provided major contributions in the development of policies and legislation (the full list is shown in Annex IX of this report). A major result of UNDP's support has been the adoption by the Parliament of several key legal documents related to sustainable land and water management, such as the Water Code, a number of regulatory acts (by-laws) to support the Water Code and Land Code, the Law on Land Cadaster, the Law on Ecological Audits, amendments to the Law on Waste, etc. With UNDP's support, a new version of Land Code, a package of amendments to the Laws on Farmers Associations and Farmers Unions have been prepared and submitted to the national partners. UNDP has also supported the development of the National Adaptation Program, which identified a set of priority measures in response to climate change. These policy instruments have introduced well-defined regulatory measures in areas where there was lack of action. For example, the Water Code enables community-based water management, creation of water user groups, introduction of progressive water tariffs, etc. The Law on Land Cadaster enables more efficient use of land resources, greater food and water security, and community resilience.

In the area of agriculture, UNDP has supported the establishment of Agricultural Information Centers, which provide free advice on agricultural issues to communities. They also focus on demonstration of most effective adaptation measures and the use of the climate-smart information systems. As a result of supports from these centers more than 15,000 farmers have improved their income by an average of 5% to 10%, thanks to larger crop yields and reduction of water use. UNDP has supported the training of farmers, government officials and specialists on the rational use of water and land resources, sustainable agriculture and climate change adaptation. Further, more than 2,000 farmers and their families were supported to improve crop production through better irrigation practices, land levelling with the help of laser guided equipment, and land reclamation through water recycling practices.

The box below provides an overview of findings related to agro-information centers derived from interviews for this evaluation at the regional level.

Box 9: Agro-Information Centers

In interviews with various stakeholders engaged with the “*agro-information*” centers in the Lebap and Dashoguz velayats,⁶¹ participants recognized agro-information centers not only as a source of expertise, but also as a collective space where they can meet each other equally. This is something many participants wouldn’t be able to do in other situations and roles in the context of the village/etrap. The agro-information center provides the space where stakeholders can discuss pressing issues (climate adaptation, risk reduction, yield and innovation, livelihoods and wellbeing, business and technologies) and jointly identify solutions in their multitude of capacities, roles and affiliations. The centers also build knowledge and skills not only of local agriculture specialists, but also of farmers and entrepreneurs, agriculture university students and administrative associates of local institutions. One agriculture specialist said that farmers have become more knowledgeable partners when it comes to monitoring and evaluation of water, soil and so on. They are now able to make informed decisions and hold local specialists accountable when assessing the quality of water, soil and related services. Farmers, entrepreneurs and land users have been empowered to address their questions, inquires and complaints in an informed and evidence-based manner. Young people see the center as a space for education, mobilization and networking. The center in Dashoguz has formed a partnership with the agriculture university in the city.

Through trainings, simulations and field presentations, agro-information centers not only strengthen the capacity of local stakeholders, but also build connections between farmers and other actors who play crucial roles in legal, policy and administrative processes. Etrap-level administration representatives expressed appreciation about improved communications with community members thanks to UN support. One local official stated that, thanks to a field presentation, she was able to understand how her processing of paperwork can directly affect farmers. She said that she can now provide better services and advice to farmers. The centers have regular working hours which allows stakeholders, especially farmers from remote villages and fields, to organize their own meetings, access information online, receive additional consultations and analyses, and take a tea (and air-conditioned) break in between errands in the etrap center.

The agro-information centers have achieved a range of outcomes. The Dashoguz center at first targeted the stagnant saline water ponds, which prevented local community from both farming and leisure. The pilot initiative has not only made soil suitable for agriculture but has also contributed to the maximization of harvest yields. Community members are able to contribute to the larger velayat harvest plan and use additional income to improve their living condition and leisure. When asked about leisure, farmers responded that they have clean air since the stagnant water ponds have been dried out and they can now enjoy after-work hours at home. Once the quality of water improved, households started use it for domestic purposes such as

⁶¹ Taking into the account that June is one of the busiest time of the year for farming communities, the following stakeholders participated in focus group discussions: farmers from pilot remote villages (selected for the lowest harvest yields and harsh environmental conditions), associates and specialists of local farmers’ union (private-public institution), agriculture specialists of velayat municipality, small and medium entrepreneurs, UNDP staff. There was equal representation of women, men, and young people. Approximately, 53 people participated in the discussions held during the visits in Gorogly etrap (Dashoguz velayat), Danev etrap (Lepab velyat) and Goekdepe etrap (Ahal velyat).

laundry and dish washing, which previously wasn't possible as washing machines would break due to salination. These improvements have been shared with other velayat communities.

Similar outcomes have been achieved in Lebap. In both locations, farmers have invested additional income into the diversification of economic activities. They've opened textile workshops, silkworm farms, hotels and restaurants. This has contributed to the employment of community members outside the farming sector. Smaller farmers have also shown their commitment to volunteer community activities as part of this project. Larger businesses have shared their equipment to support those with smaller fields and incomes.

Some participants thought that agro-information centers should be sustained as this neutral space where they would continue to facilitate and/or supply "solutions" for the local community. Agro-information centers could sustain themselves as social enterprises or public associations. Middle-size enterprise owners have expressed an interest in paying for such "supply of solutions", if they continue to prove themselves to be cost-effective. Farmers and specialists want more institutional engagement and an opportunity to train students during summer breaks, offer them research and professional training internships. Participants emphasized the importance of building the institutional capacity of, and closer partnership with, the agriculture departments of municipality/local governments and the Union of Industrialists and Entrepreneurs. They also proposed more events facilitating exchange of skills, knowledge and best practices among farmers, specialists and experts across the velayats. They are interested to know how fellow farmers in neighboring communities address similar issues.

UNDP has also supported the capacities of local communities in sustainable management of water and land and the establishment of water user groups, ensuring balanced decision-making, implementation and monitoring for water management and thus equal and fair benefits for all community members.⁶² UNDP has also piloted innovative water-saving irrigation and land management techniques such as laser land leveling, drip irrigation, sprinklers, rotary and linear water systems. Within less than a year, the pilot demonstrated water savings of about 50% compared to traditional water use practices and a 40-50% surplus of yields depending on crop type.

In the area of disaster risk management (DRM), UNDP has assisted the government in the forecasting of probabilities of seismic events and strengthening of national capacities to respond to such events. UNDP and UNICEF have further supported the development of the National Disaster Risk Management Strategy with a special emphasis on the most vulnerable to disasters (women, children, and persons with disabilities). Support was also provided to the government in establishing an inter-sectoral Technical Evaluation Group on School Safety Assessment and conducting an assessment of schools and kindergartens for compliance with disaster risk reduction safety standards. UN has also supported the mainstreaming disaster risk reduction into the curricula of secondary schools and programmes of teacher training colleges and pedagogical

⁶² More than 45,000 community members in the Nohur, Sakarchaga and Karakum areas benefitted from adaptation measures.

institutes. Further, WHO has been supporting the Ministry of Health and Medical Industry with the development of a strategy on the adaptation of the health sector to climate change. Also, UNECE has enhanced national capacity for assessing industrial safety and developing national action plan for the implementation and accession to the Industrial Accident Convention.

Overall, in the area of climate change adaptation, UN's support has contributed to improvements in natural resource management and the promotion of climate change adaptation across all sectors of the economy. Disaster risk management practices have been strengthened and awareness among government officials and the general population has increased. DRM activities have had a strong focus on vulnerable groups, enabling the UN to stand by its commitment to "leave no one behind". Looking forward, this area of work will benefit from stronger engagement of the private sector, especially in the scaling up of the measures that has been piloted in agriculture. It will be essential that the methods and techniques in farming showcased through pilots (such as laser land leveling, drip irrigation, sprinklers, rotary and linear water systems) be implemented on a larger scale by farmers. This is an ongoing process and it will be important to track carefully the potential that these schemes have for wide replication and ensure that any barriers that stand on the way to scaling up be removed on time. Greater focus on agriculture in the upcoming programme will be crucial for supporting the government's priority of agriculture and private sector development and economic diversification.

7. Employment, Economic Diversification and Trade

In the area of economic diversification, employment and trade, UN's focus has been on capacity development, knowledge generation and sharing, and technical assistance to different actors, including government institutions, research entities and the private sector. A major UN contribution at the policy level has been the support for the development of the Programme of the President of Turkmenistan on Socio-Economic Development for 2019-2025, which has had a major focus on private sector development and economic diversification. The UN has also supported the Ministry of Labour and Social Protection in reviewing the national labour and employment legislation for compliance with international human rights obligations and ILO conventions. The UN also supported the government to align the national labour safety system with international standards.

Also, in this area, the focus of activities has been on disadvantaged people – people with disabilities, youth, women, etc. UNDP has supported a needs assessment in the area of youth employment, which identified employment challenges that youth faced in rural and urban areas. The youth organization has become a training hub which provides support for soft skill trainings for vulnerable groups of young men and women. So far, trainings on communication skills, resume writing, job search and stress management to change violent behaviors have been offered to unemployed young men and women vulnerable on the labour market in major cities. Initiatives

were undertaken to expand employment opportunities for people with disabilities – including the first career fair in the country, which enabled them to meet representatives from the private sector, government, and non-governmental sector. In partnership with the Ministry of Labour and Social Protection and the Turkmen Deaf and Blind Society, the UN organized a forum to promote career opportunities for women with disabilities. It also sensitized government officials on issues of domestic unpaid work, occupational segregation, and structural barriers to the labour market. An active labour market programme for inclusive employment was initiated in pilot cities with the endorsement and support from the Ministry of Labour and Social Protection of Population: profiling work as well as assessing motivation and counselling work for young men and women vulnerable on the labour market has been carried out by trained specialists of employment services in pilot cities of the country.

A major partner of the UN in this area has been the State Bank for Foreign Economic Affairs (TFEB). UNDP has worked with TFEB in the development of strategies for innovations in business, IT, retail banking and project financing grounded in enhanced corporate governance, innovative and competitive financial services, improved banking infrastructure, improved financial literacy and improvements to consumer protection. UNDP has also assisted with workshops for TFEB, government institutions, union members and business leaders on a wide range of issues, including project management, innovative financing, strategic negotiations, IT management and security, employment legislation and labour safety.

UNDP has supported the organization of investment-related events that have brought together officials from the government, international financial institutions, and the business sector to discuss international financing opportunities. Support has also been provided to the government to improve financial reporting in compliance with International Financial Reporting Standards and increase transparency and accountability of the public sector, including corporate enterprises.

In the area of trade, UNDP has supported the upgrade of the Eurotrace programme for processing customs documentation and producing trade statistics. The new programme allows the management of records on international trade, analysis of export and import operations, etc. In addition, the UNDP has supported the State Customs Service in implementing the Integrated Customs Information System based on the newest version of the Automated System for Customs Data (ASYCUDA), the UN global platform. Jointly with Eurostat, UNDP has also organized a two-day regional seminar on foreign trade statistics.

Other areas of support have been tourism and the digitalization of the economy. UNESCO, in cooperation with World Federation of Tourist Guides Associations and the State Committee of Tourism, has supported training in the area of tourism, heritage management and conservation. UNDP has promoted the introduction of digital economy through the formulation of national concept called “Digital Turkmenistan”. WHO has been supporting Ministry of Health and Medical Industry with the development of a Human Resources for Health Strategy, as well as in improving the quality of training and postgraduate education of health and health related personnel.

Overall, UN's support in this area has focused on improvement of employment opportunities, diversification of the economy through the development of tourism, attraction of investment and promotion of innovations. As in the other areas discussed above, this area of work has had a substantive focus on vulnerable people. Going forward, this work will benefit from further integration of activities and creation of synergies. Especially at the local level, there is potential for stronger integration of activities related to youth, employment, agriculture, climate change adaptation, disaster risk management, etc. UNCT will benefit from a more integrated approach to local development that is shared to some level by all agencies and coordinated through the UNRC Office. Further, the role of the private sector and civil society in this area is crucial and their involvement in programme activities should be further strengthened – especially at the local level. One initiative that came up constantly in interviews for this evaluation was the concept of “Digital Economy”, which is mentioned above. Stakeholders in different sectors mentioned this idea, but there did not seem to be consistency in how they perceive or understand it. There seems to be a need to work further on supporting the government develop a clear vision of this concept and improve the stakeholders' understanding of it.

8. Rule of Law

One of the key contributions of the UN in the area of human rights has been the support for the establishment of the institution of the ombudsperson, with the first ever Ombudsperson of the country elected in 2017. The UN has conducted capacity building activities, including provision of information about good practices in the Central Asia region and beyond, presentation of guiding international standards and principles for the establishment of Ombudsperson Office, exposure of the Ombudsperson to international networks of human rights institutions, particularly to the Global Alliance of the National Human Rights Institutions. UN agencies have also facilitated the dialogue of the new Ombudsperson with the civil society.

Another major achievement in this area has been the close cooperation that the UNCT has developed with the National Institute for Democracy and Human Rights (currently renamed to the Institute of State, Law and Democracy), which led to the development of the National Human Rights Action Plan and a number of specific human rights plans – for instance, the National Action Plan on Gender Equality, National Action Plan on Combating Human Trafficking, National Plan of Action for Realization of Child Rights, and National Action Plan on the Elimination of Statelessness. What is notable here is that the Government of Turkmenistan has provided funding (cost-sharing) for the development and implementation of human rights action plans.

UN agencies have contributed to the development or amendment of key pieces of legislation, such as the law on Human Rights Ombudsperson, Combating Human Trafficking, Criminal Code, etc. The government has been assisted to also develop relevant policies to address in an integrated manner emerging cross-border issues, including flows of goods and people. IOM has assisted the

establishment of a Working Group for the development of procedures for the determination of statelessness, by which identification and documentation of stateless migrants will be possible.⁶³ UN also supported the establishment of the State Service for Combating Economic Crimes and the national response to the implementation of the Paris Pact on combating illegal financial flows.

Also, a number of analytical documents focused on the rights of disadvantaged groups have been formulated with UN support. These include the situation analyses on children, women and youth, analysis of women rights, assessment of the State Programme for Juvenile Justice, etc.

UN has also assisted Turkmenistan in meeting its international obligations as a signatory to major international and regional agreements (see the box below for more details). In addition to supporting the development of key national human rights action plans (mentioned above), the UN has also organized a series of events aimed at supporting their implementation. Further, the UNCT has assisted the government's reporting to the Universal Periodic Review, as well as the Committee on Elimination of all Forms of Discrimination Against Women (CEDAW), Committee on the Rights of Persons with Disabilities (CRPD), Committee on Elimination of Racial Discrimination (CERD), International Covenant on Economic, Social and Cultural Rights (CESCR), UN Committee Against Torture (UNCAT), etc.

Box 10: UNCT's support to the country's international human rights commitments⁶⁴

The UNCT has supported the government in preparing national reports to a number of Treaty Bodies and has advocated for the implementation of recommendations by HR bodies.

The UN has introduced the government to follow-up procedures on the concluding observations from CAT, ICCPR and CERD as a self-assessment tool to take stock of the implementation of the priority recommendations, reflect on gaps and challenges and plan the work ahead of the next reporting cycle. Further, the UNCT has assisted the Interdepartmental Commission for Ensuring the Implementation of Turkmenistan's International Human Rights Obligations and International Humanitarian Law (Interdepartmental Commission) with the preparation of the national report to the third cycle of UPR. The UN used the opportunity of supporting the government with the reporting to once again draw the national stakeholders' attention to the importance of providing concrete data on implementation of the recommendations accepted by the country.

The UN has also assisted the government in setting up the monitoring system for the national Human Rights Action Plans, including NHRAP 2016-2020; NAP on Gender Equality 2015-2020 and NAP to Fight Human Trafficking 2016-2018. The fourth National Plan of Action on Children (NPAC) was submitted to the Office of the President and was approved in July 2018. UN interventions and advocacy have helped the Working Group of the Interdepartmental Commission to agree on priority steps toward creation of the M&E system. This included: (1) mapping of indicators through all national human rights action plans and aligning them with the

⁶³ This is done in the framework of Turkmenistan's commitment to the Global Action Plan to End Statelessness during 2014-2024.

⁶⁴ Based on information from UNCT's "Strategic Summary of Coordination Results".

SDG Monitoring system; (2) standardization of data provision forms/templates for reporting data on human rights to be carried out; (3) review of monitoring issues for all National Human Rights Action Plans; (4) define roles of national institutions in the monitoring process. When finalized, all these deliverables are going to be presented for approval by the Interdepartmental Commission in 2018.

In May 2018, the Government of Turkmenistan participated in the 30th session UPR of the UN HRC, where it made a presentation on the main directions of Turkmenistan's policy to implement the commitments undertaken in the field of human rights, and also informed about progress on implementation of the recommendations received during the previous dialogue on the UPR held at the HRC in 2013. In April 2019, the UN supported the government in developing a Road Map on the Implementation of UPR (2018), CEDAW (2018) and CESCR (2018).

Also, a range of trainings have been provided by UN agencies in this area. UNODC organized workshops for police, prosecutors and judges on prosecution and investigation procedures related to human trafficking, including methods of identifying victims of human trafficking. Manuals that were used for the workshops were shared with post-secondary educational facilities. The UN organized mock sessions for international human rights experts to enable them to engage more effectively with international human rights processes.⁶⁵ The UN also assisted with the organization of a range of lectures, courses and awareness raising events related to human rights for various audiences – judges, lawyers, government officials, academia, civil society, students, etc.⁶⁶

Given the peculiarities of the country context, work in this area has been quite important. The establishment of the institution of the Ombudsperson is a major contribution, with significant potential for impact down the road. Also, the strong partnership with the National Institute for Democracy and Human Rights has been crucial and has resulted in the development of key national human rights action plans that incorporate all key recommendations that Turkmenistan has received from international bodies (and in particular in the framework of the Universal Periodic Review process at the UN Human Rights Council). Going forward, the focus should be on strengthening human rights institutions – such as the Ombudsperson institution – making progress in the implementation of the national human rights plans which lay out ambitious targets for the respective areas. The implementation of these plans requires clear financial commitments, and hence linking these plans to clearly identified budgets will be essential for implementation.

⁶⁵ Mock sessions enabled participants to learn about the purpose of government reporting, requirements necessary for the government to fulfill its obligations under conventions, procedures for engaging in constructive dialogue, and roles and expectations of delegation members.

⁶⁶ Topics included victim-centered investigations, role of NGOs in the protection of human rights, volunteer opportunities with NGOs, money laundering, drug trafficking and human trafficking, prevention of corruption and conflicts of interests in the public sector, etc.

In conclusion and based on the foregoing, the impact of UN's activities in the current programme cycle has been tangible. A part of the impact of this work has taken place at the institutional level. UN interventions have strengthened the policy and legal framework, as was the case with a number of laws, regulations and methodologies mentioned above and listed in Annex IX of this report. By helping introduce change at this level, the UN has helped shape the incentives of the respective organizations and public officials, which ultimately has an effect on their behavior (assuming these instruments are implemented – more on this in the sustainability section of this report). Further, through the various training activities, the UNCT has supported the development of the capacities of various governmental and non-governmental organizations to carry out their functions. The demonstration pilots across a range of areas have had two dimensions in terms of their contributions. First, they have demonstrated the value and feasibility of business models and technologies. Second, they have demonstrated approaches for how these initiatives could be identified and implemented on a larger scale. On both counts, the UNCT has introduced new concepts which have the potential to improve the efficiency of existing practices. Overall, interventions have focused on disadvantaged people and vulnerable groups, especially persons with disabilities and youth. The gender dimension has been particularly visible in outcome area 4 (health) where many interventions have targeted the health of mothers, reproductive rights and health and so on. In the other areas there is potential for stronger engagement on gender, especially given the absence of an office of UN Women in the country. The programme could also have a stronger focus on the economic empowerment of women, which essential for enabling women to achieve their rights and potential. There is also a need for UNCT activities to include key elements of gender mainstreaming institutionalization, such as gender analysis, sector-specific gender surveys, gender-sensitive studies, gender-impact analysis methodologies, the creation of accountability mechanism for gender mainstreaming, etc.

4.3. EFFICIENCY

This section provides an assessment of the efficiency of the UN programme by focusing on key parameters closely associated with efficient management.

- Operational efficiencies such as budget execution rates and timeliness of activities;
- Strength of cooperation among UN agencies which allows the UNCT to deepen interventions through pooled efforts and synergies;
- Quality of collaboration between the UNCT and the Government.

4.3.1. Operational Efficiencies

One aspect of efficiency is the adequacy of planning. Of course, planning is not easy especially for organizations which for their operations rely on external, and hence unpredictable, funding. Nevertheless, good planning is an essential prerequisite for efficient implementation because it allows organizations to sequence measures accordingly and allocate funding appropriately. One indicator of the quality of planning – albeit not a perfect one – is the budget execution rate. This shows the amount of money that was spent compared to what was planned initially. When expenditure deviates substantially from the plan, the implication is that planning was not adequate.

The table in the next page shows planned and executed expenditure by agency for the period 2016-2017 and for year 2018.⁶⁷ Overall, agencies spent about USD 35 m out of USD 40 m that was planned, which means that about 90% of planned expenditure for the three-year was executed. Given the challenges associated with external funding, this is not a bad execution rate. However, there is some variety behind this overall figure. First, there is variety in the execution rate over time – while in the first two years the execution rate was 85%, in the third year it improved to 95%. The table also shows that there is significant variability among agencies, with some of them having execution rates as low as 25% and others spending more than initially planned. Another interesting observation from the table is that resident agencies have better execution rates than non-resident agencies. This is perhaps because resident agencies are able to plan better thanks to closer contacts with partners and better understanding of the local context.

Based on interviews with national partners, it seems that the planning tools that UN agencies use are generally appropriate. UNDP uses project documents through which it plans in specific terms activities, budgets, roles and responsibilities. Agencies like UNICEF, WHO and UNFPA use bi-annual or annual work plans which they sign with their government partners. Both models work well from the perspective of government counterparts – the only remark made was to try to move as a minimum to a bi-annual planning mode, as that will allow partners to avoid the lengthy approval procedures every year.

⁶⁷ It was not possible to obtain separate information for years 2016 and 2017. This, however, does not affect the overall execution rate for the three years in question.

Table 12: Execution Rates by Agency⁶⁸

Expenditure	2016-2017			2018			2016-2018		
	Planned	Executed	Execution Rate	Planned	Executed	Execution Rate	Planned	Executed	Execution Rate
UNECE	70,000	19,000	27%	27,000	16,000	59%	97,000	35,000	36%
UNICEF	1,269,553	1,072,000	84%	2,000,000	2,000,000	100%	3,269,553	3,072,000	94%
UNESCO	179,326	39,770	22%	31,000	10,700	35%	210,326	50,470	24%
UNDP	15,960,488	14,018,603	88%	11,525,510	10,496,310	91%	27,485,998	24,514,913	89%
WHO	3,159,971	2,013,599	64%	786,550	800,000	102%	3,946,521	2,813,599	71%
UNFPA	893,007	916,202	103%	353,900	518,623	147%	1,246,907	1,434,825	115%
UN Women	165,859	101,527	61%	0	0	-	165,859	101,527	61%
UNODC	780,127	780,127	100%	817,628	578,000	71%	1,597,755	1,358,127	85%
UNHCR	273,702	239,340	87%	157,945	167,000	106%	431,647	406,340	94%
IOM	1,130,709	1,024,591	91%	413,063	640,484	155%	1,543,772	1,665,075	108%
Total	23,882,742	20,224,759	85%	16,112,596	15,227,117	95%	39,995,338	35,451,876	89%

⁶⁸ Based on the agency delivery updates collected by the UNRC Office in 2016-2018.

A major challenge related to the efficiency of the programme that was identified by many interviewees for this evaluation is the fact that approval procedures related to programme activities within the government are complicated, time-consuming and lengthy, which leads to delays and inefficiencies. The terms “*bureaucracy*” and “*red tape*” were top items in the online survey with UN staff when they were asked to identify factors that had played a negative role in the achievement of PFD results. All UN agencies recognized the need to react more rapidly to requests from partners for support (technical advice, international exchanges, procurement, etc.) where and when needed. In light of the new programme, the UNCT and the Government need to work closely towards streamlining the administrative and bureaucratic procedures related to programme planning and implementation.

4.3.2. Cooperation among UN Agencies

One of the most essential factors of efficiency in the context of UN programming is the strength and quality of cooperation among UN agencies. This is the main purpose behind the “Delivering as One” agenda promoted by the UN globally. This is also one of the main motivations behind the restructuring of the institution of the UN Resident Coordinator. Therefore, this section will focus on cooperation within the UN family in the context of Turkmenistan.

Overall, UN staff who responded to the online survey identified the good cooperation among the UN agencies as one of the key positive factors in the current programme cycle. There are a number of factors that have been important in facilitating cooperation. The following are the most important ones.

- ***Role of the PFD as a planning tool*** – The PFD has been an important instrument for coordination among UN agencies. More than 90% of UN staff who responded to the online survey answered that the PFD has created complementarities among UN agencies and has contributed to increased collaboration between them. About 75% thought that the PFD has created a clearer division of labor among agencies. Also, about 80% stated that the PFD has created a UN system that is more effective than the work of individual agencies. However, when it comes to actual synergies and efficiencies, the response was less consistent. Only 60% thought that the PFD has contributed to better synergies among programmes of the agencies and less than 40% agreed that the PFD has contributed to a reduction of transaction costs in their agency.
- ***Inter-agency coordination mechanisms*** – Besides the joint structures with the government (NSCC and Result Groups), the UNCT has also established internal coordination mechanisms that facilitate cooperation across agencies. The agencies have established a number of UNCT thematic groups – Human Rights/Gender/Youth Theme Group, Health

Group, UN Communication Group,⁶⁹ Operations Management Team (OMT)⁷⁰ and the HACT⁷¹ Task Force. These groups discuss program and operational issues and make recommendations to the UNCT on implementation of programme-related initiatives, proposing ideas for new business practices, joint advocacy and communication activities. The OMT in particular is an important structure, because it enables the agencies to harmonize operational procedures. OMT members indicated that currently OMT meetings are primarily focused on issues related to the common management of premises, but there is potential for them to cover more extensively issues related to joint programming and delivery. To strengthen cooperation, the agencies also undertake an exercise called “*Joint Implementation of the Common Chapters of the UNDP/UNFPA/UNICEF Strategic Plans for 2018-2021*” through which they identify initiatives for joint implementation. The UNCT has also developed a Resource Mobilization Strategy (2018-2020), serving as a guiding tool for joint resource mobilization efforts, and a Communications Strategy, which outlines joint communication and advocacy activities. Further, some agencies have signed joint MoUs which lay out in detail terms of bilateral cooperation. Overall, more than 90% of UN staff who responded to the online survey indicated that the PFD coordination mechanisms have worked adequately.

- ***Role of the Resident Coordinator*** – The office of the Resident Coordinator is another important mechanism of UN coordination at the country level. About 75% of UN staff that responded to the online survey indicated that the RC Office has played a crucial role in coordinating agencies. There was also broad agreement (more than 85% of survey respondents) that the recent restructuring of the RCO function is a positive development that will strengthen UN coordination and effectiveness.
- ***Coordination around the SDGs*** – Given their cross-sectoral nature, the SDGs have been another mechanism that has facilitated closer cooperation among the UN agencies. The SDG platform established by UNDP serves as a good basis for cooperation between UN agencies for SDGs implementation in the country, especially in monitoring and reporting. The mainstreaming of SDGs was mentioned by survey respondents as a good example of inter-agency cooperation that has reduced duplication, generated economies of scale and resulted in development synergies and effective delivery of the PFD. About 85% of UN staff who responded to the online survey thought that work around the SDGs was coordinated well among the agencies.

⁶⁹ The mandate of the Communications Group is to ensure a unified and coherent voice for the UN System in the country, both internally and externally.

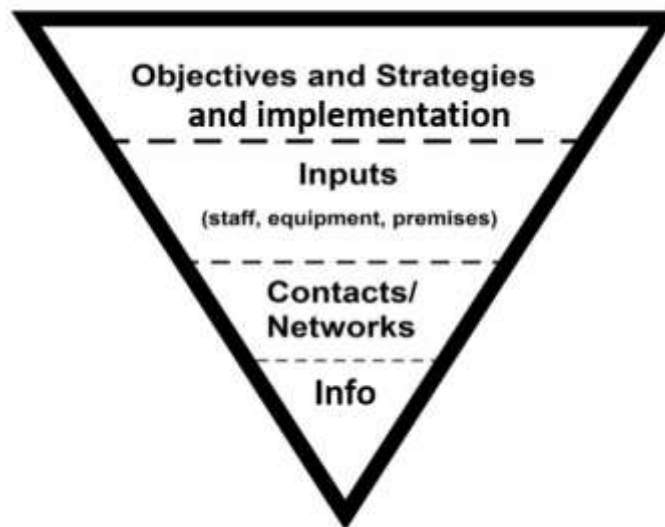
⁷⁰ OMT’s task is to identify measures that contribute to the harmonization of business procedures and strengthening of cooperation around common services.

⁷¹ Harmonized Approach to Cash Transfers.

- **Joint infrastructure** – Another no less important factor that has facilitated cooperation among the agencies is the shared premises that have been generously provided by the government. The current building hosts all agencies resident in the country, including the World Bank. Such close physical proximity of all agencies enables daily contacts that contribute to increased trust and partnerships.

For all these factors that have facilitated cooperation, the question going forward is whether there is potential for stronger cooperation. This is particularly pertinent to the UN system in Turkmenistan because the agencies cover a large swathe of areas (as described in the previous sections), and yet their budgets are small. Given the trade-off between depth and breadth that individual agencies face, the best way to resolve the dilemma and create the necessary depth (and impact) is through synergetic efforts with other UN agencies. The figure below helps us understand what kind of cooperation UN agencies could forge. At the lowest level, agencies could exchange of information and knowledge. At a higher level, the agencies could share contacts or give other agencies access to their networks. Agencies could further share inputs – staff, equipment, premises, etc. At the highest level, agencies implement together towards shared objectives.

Figure 11: Levels of Cooperation



These levels of cooperation are further summarized in the box below.

Box 11: Levels of Cooperation

The following is a brief description of the levels of cooperation, listed in the order of increasing intensity.

1. Cooperation takes place through the sharing of information (lessons learned and knowledge).
2. Cooperation could take place by sharing not only knowledge and lessons, but also contacts and networks. For example, one agency that is already established in an area

provides another agency with access to government partners, NGOs, academia, international expert networks, etc.

3. Cooperation takes the form of shared inputs, which may be staff, equipment, project premises, etc. For example, an agency may use another's infrastructure (such as offices and vehicles) in a particular location where it has no presence.
4. Agencies contribute to shared objectives and strategies which makes their activities fully cohesive and synergetic. They work closely together to avoid overlaps and specialize in different activities that are fully synergetic. Efficiency gains, in this case, are the highest as agencies reinforce each other's work.

Most of cooperation among UN agencies in the current programme cycle has taken place in the first three levels – they have shared information and networks, knowledge and lessons learned, premises, etc. As far as the fourth level is concerned, there have been a number of joint activities, which are outlined in the “*Joint Implementation of the Common Chapters of the UNDP/UNFPA/UNICEF Strategic Plans for 2018-2021*” document. The following are some key examples:

- ***Situation Analysis of Youth***, conducted jointly by UNDP, UNICEF and UNFPA.
- ***Joint Assessment of the Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) strategy***, conducted by UNFPA, UNICEF and WHO.
- ***Joint Analysis of Women Rights***, conducted by UNFPA and UNICEF.
- UNDP, UNICEF and UNFPA support jointly the drafting of the national strategy for disaster risk reduction.
- Introduction of climate change education in schools, supported jointly by UNICEF and UNDP.
- Cooperation between WHO and UNDP in ***support to National TB Programme***.
- Within the framework of Result Group 1, UNICEF conducted ***a baseline assessment*** focusing on 55 child-related SDG indicators, providing a framework for similar assessments.
- Another area of joint activities is the conduct of ***joint awareness raising events*** (i.e. 70th anniversary of adoption of the Declaration on Human Rights, Road Safety Week, SDG Month, 16 Days of Activism, etc.).
- UNDP and UNFPA jointly supported ***participation of Turkmen youth delegates to ECOSOC Forum***, held in New York in April 2019.
- Assessment of ***Health Information System and development of strategy*** – joint activity of WHO, UNICEF and UNFPA.
- Joint development of ***Nutrition Action Plan*** by WHO and UNICEF.
- UNICEF, WHO and UNFPA supported the development of the ***National Risk Communication Strategy*** (2017) at the request of the Ministry of Health and Medical Industry within the framework of the International Health Regulations.

Despite all these cooperation achievements, the agencies have not been able to implement joint programming. UNDP, UNICEF, WHO jointly submitted a proposal on disabilities to the UNPRPD Fund, but the application was not successful. There was also a Joint Program on Gender Equality developed by UNCT in 2016, but its implementation did not start due to no buy-in from the government and lack of financing. Another joint proposal on social services has been submitted to the SDG fund and the UNCT has been selected to develop a full-fledged programme. The development of joint programmes is something that should be explored more systematically in the new programme.

But even outside the scope of joint programmes, there is potential for the agencies to achieve greater efficiencies by undertaking more joint activities (trainings, communications, advocacy, operations, etc.). The following are some areas where there are opportunities for the agencies to strengthen cooperation.

- **Gender** – UNCT could advocate with and sensitize government partners more effectively on gender than the individual agencies. This could include joint efforts on the development of gender-sensitive legislation (i.e. gender-based violence), implementation of international commitments, etc. While a joint communications strategy exists, the UNCT could adopt a joint advocacy and communication strategy and work plan to promote gender equality adapted to the Turkmenistan’s context. It will be also beneficial for the agencies to adopt joint external communications on gender to ensure consistent messages and information and promote gender equality in external communications.
- **SDGs and Data** – Also, cooperation around data and the SDGs could be further strengthened. In the area of SDGs, there is a need for a clearer division of labour between UNRC, UNDP and other agencies. The further mainstreaming SDGs into the national planning and budgeting process requires stronger coordination among all agencies. Cooperation could be strengthened also around the monitoring system for measuring progress on SDGs (including the SDG database under development). The agencies could coordinate more closely all the “data management systems” (education, health, etc.) they are supporting. The SDG platform that UNDP is supporting provides an opportunity for integration of the work of all UN agencies and national institutions in implementing, monitoring and reporting on the SDGs, but for it to be successful it requires the full buy-in and active involvement of all stakeholders.
- **Cross-sectoral Analytical Products, Strategies and Assessments** – Cooperation could also be strengthened through the joint production of analytical products in sectors or areas of common interest, such as sectoral analyses or other areas. Agencies could also undertake jointly joint strategies/assessments provide many efficiency and effectiveness advantages (good examples: Health Assessment, Health Information System, etc.)

- ***Trainings*** – Also, the conduct of trainings is another area that would benefit from closer cooperation. It will be beneficial if agencies could assess training needs and design and deliver training programme jointly. This will certainly not be possible in all areas, but there are areas where the same training principles, approaches and content could be delivered independently of the agency or sector. These are areas like RBM systems and methods, gender mainstreaming, human rights-based approaches, etc. The UNRC office could play a more active role in coordinating joint training activities by promoting joint training programmes and capacity development events, where feasible.
- ***Advocacy, Awareness Raising and Communications*** – There is also potential for synergies in the conduct of joint advocacy activities, especially around important issues such as gender equality, disability, prevention of violence, as well as the streamlining of bureaucratic procedures around the conduct of UN activities. The agencies are already doing some of this (i.e. Road Safety Week, SDG Month, 16 Days of Activism, etc.) and the development of a joint communications strategy is a good start. Also, as can be seen from Annex XII, which shows all awareness raising campaigns and activities conducted in the course of the PFD, there has been a good degree of involvement of the UNCT Communications Group in advocacy, awareness raising and communications activities. However, there is potential for intensifying cooperation in this area much further and for the agencies to deliver stronger one-voice messages on critical issues to external audiences.
- ***Operations, Resource Mobilization and Partnerships*** – As was mentioned previously, the OMT has played an important role in coordinating agencies stances on the joint management of premises. This is certainly an area of success in the current PFD. Looking forward, the OMT could play a more important role in the identification of opportunities for synergies and cooperation in the implementation of joint activities and, in particular, joint programming. The agencies could also coordinate more closely their fundraising activities, including cost-sharing with government entities. Currently, not all agencies perceive the role and importance of cost-sharing in the same way. For some agencies cost-sharing has been a crucial part of their financing strategy and they have pursued it diligently, whereas for others it has not played any role and there have been no particular efforts to mobilize it. Joint cost-sharing could provide the foundations for joint programming among UN agencies, so it will be beneficial for the agencies to approach this matter in a more coordinated way. In general, better coordination of resource mobilization efforts will also help avoid any competitive pressures among UN agencies when dealing with the same donors or government partners. The UNRC Office could play a major role in coordinating resource mobilization.

The UNCT and the government could create incentives for joint programming among UN agencies in partnership with their government counterparts. Various instruments could be explored for this

purpose, but potential options could include government co-financing linked to joint programming criteria, establishment of national SDG pooled fund for the financing of joint activities, etc.

4.3.3. Collaboration between UNCT and Government

Overall, the documentary review of the available material and interviews with stakeholders revealed a strong partnership between the UNCT and government counterparts. Most counterparts stated that the partnership with the UN had allowed them to achieve specific objectives which they would not have been able to achieve on their own. The UN has certainly a very good reputation and high visibility among government officials. The close collaboration of the UNCT with the government is also confirmed by the seriousness with which government officials take the NSCC and Result Groups meetings. These meetings are organized regularly and are very well-attended and have enabled open and effective discussions and guided joint activities. The regularity of meetings is shown in the table below.

Table 13: NSCC and Result Groups Meetings

Meetings	NSCC	RG 1	RG 2	RG 3	RG 4	RG 5
Meeting 1	08-Jun-16	04-Oct-16	26-Sep-16	27-Sep-16	28-Sep-16	23-Sep-16
Meeting 2	20-Dec-17	15-Dec-16	22-Nov-16	04-Apr-17	06-Dec-16	11-Nov-16
Meeting 3	15-Feb-19	14-Apr-17	18-Apr-17	08-Nov-17	07-Apr-17	13-Apr-17
Meeting 4		14-Nov-17	14-Nov-17	15-Mar-18	09-Nov-17	24-Oct-17
Meeting 5		13-Mar-18	13-Mar-18	22-Jan-19	15-Mar-18	03-Apr-18
Meeting 6		27-Jul-18	16-Jan-19		24-Jan-19	23-Jan-19
Meeting 7		23-Jan-19				

When asked about factors that had positively affected the achievement of PFD results, UN staff who responded to the online survey mentioned factors such as “*monitoring the progress through the Result Groups*”, “*strong collaboration with the Government*”, “*increased government ownership for the results*” and “*good coordination of the UN agencies work with partners*”. Clearly, there is a strong perception shared by UN staff that collaboration with government counterparts is strong. This was also confirmed in interviews with government counterparts. Also, most UN staff who responded to the online survey has the perception that the Result Groups had convened regularly and had been an important instrument of inter-agency cooperation.

Also, as has already been mentioned, the amount of cost-sharing by the government (shown in the table below) is another indication of the importance it pays to the UN programme.

Table 14: Government Financing (cost-sharing)

Institution	2016-2018 Period	Percent
Ministry of Health and Medical Industry	7,673,029	62%
State Customs Service	1,704,146	14%
State Statistics Committee	1,343,129	11%
State Bank for Foreign Economic Affairs	593,000	5%
Institute of Seismology and Physics of the Atmosphere of the Academy of Science	343,258	3%
Ministry of Labour and Social Protection	194,089	2%
Academy of Civil Service under the President of Turkmenistan	187,585	2%
Ministry of Finance and Economy	168,165	1%
Ministry of Education	136,500	1%
Total	12,342,901	100%

4.4. SUSTAINABILITY

The strong national ownership of the PFD programme (which has already been discussed in previous sections) is the most important aspect of the programme’s sustainability because it ensures that changes effectuated by the agencies’ work will last beyond the intervention. Also, another important factor of sustainability is the programme’s good balance between support for economic growth on the one hand, and support for vulnerable populations and environmental sustainability on the other. Other key aspects of sustainability that will be reviewed below are: i) policy implementation; ii) pilots, replication, and institutionalization; iii) sustainability of funding; and, iv) information sharing and awareness raising.

4.4.1. Policy Implementation

A common feature of UN’s work in this programme cycle, with important implications for the sustainability of its interventions, has been its significant focus on policy formulation. This can be seen from the description of main contributions in the previous sections, as well as the extensive list of policies, programmes and laws developed with the support of UN agencies which is shown in Annex IX to this report. In each outcome area, the agencies have provided major contributions to the development of policy. Also, the support the UN agencies have provided to their counterparts on the improvement of the availability and quality of data has been crucial for strengthening policy analysis and the monitoring and evaluation of policies.

However, as can be seen in the figure below, the analysis, formulation and monitoring and evaluation of policy is not enough – it is crucial that policies get implemented and implementation requires that the focus be placed not only on the development of policies and strategies, but also on the development of the capabilities of the respective organizations to implement them.

Figure 12: Policy Cycle



Insufficient implementation was identified as a serious challenge by many stakeholders interviewed for this evaluation. There are cases when approved plans and strategies exist on paper, but often do not get fully implemented. Also, there tends to be a disconnect between what gets stated on paper with regards to gender equality and what gets implemented in reality. The lack of implementation has an impact on the sustainability of UN initiatives supporting policy reforms, including exercises such as gender mainstreaming, because in such situations UN interventions are unable to turn outputs (such as policies, regulations, studies, etc.) into sustained action leading to improved outcomes.

At a basic level, this requires the development of actions plans which spell out specific measures and activities that will be undertaken to ensure the implementation of a policy. Not all strategies supported by the UN have specific action plans. However, recognizing this challenge, the UN agencies have provided significant contributions in the development of a number of action plans across sectors (as discussed in the previous sections of this report). For example, the human rights action plans mentioned previously are important because they lay out specific measures and activities to be undertaken by specific actors. Also, the development of the M&E framework attached to the human rights action plan (along with the indicators, targets, timeline for implementation, and parties responsible for implementation) is a significant achievement because it facilitates the implementation of activities.

However, even action plans are not sufficient. There is also a need to identify and allocate the financial resources that are necessary for implementation. This is a challenge for a number of instruments developed with the support of the UN. For example, for the plans to become fully implementable and their results sustainable, specific budget allocations from the state budget should be identified for each activity. This is also the case with regards to the SDGs – their achievement requires clear budget allocations from the state budget. Further, as outlined in the gender scorecard assessment of the UNCT, there is a need to mainstream more effectively gender concerns into action plans and associated budgets. In particular, gender-sensitive budgeting remains a challenge to the UNCT and national partners. Gender focal points in the individual agencies lack the adequate capacity to carry out their mainstreaming work and their TOR need to be revised based on the concept and methods for mainstreaming.

Overall, in order to ensure sustainability, support to policy making should be linked more closely to the country's public financial management system. The UN recognizes that there is a possible risk of disconnect between its work at the policy level and the reality on the ground. The UN's Annual Report for 2018 states that "to ensure sustainability of results and their scale-up in education, it is important that sectoral or multi-sectoral policy documents also contain relevant sectoral budgetary allocations."⁷² Also, UNICEF's "*Strategic Moment of Reflection*"⁷³ recognizes this challenge and focuses on the need to operationalize the National Plan of Action on Realization of Child Rights. It pays particular attention to the organization's work in the area of Public Financial Management (PFM). The document highlights the need for UNICEF to reinforce its capacity and presence in PFM and support the capacities of the Ministry of Finance and Economy and line ministries in PFM and outcome-based budget formulation.

Overall, there is a need for more focus on the implementation of laws and regulations. Activities should focus not only on passing laws and strategies, but also on ensuring their effective implementation. At the level of programme design, the UN could take a more systematic approach to the support it provides to national partners, covering the whole policy-making spectrum,

⁷² UN Annual Report, 2018 – page 17.

⁷³ Mid-term 'Strategic Moment of Reflection' on Turkmenistan-UNICEF Country Programme 2016-2020, Dec. 2018.

including implementation.⁷⁴ Policy and strategy documents should be accompanied with action plans and should be linked to the budget. There should also be more focus on the establishment of systems that track implementation parameters linked to results, rather than inputs/outputs, and assess the sustainability of achievements.

4.4.2. Pilots, Replication and Institutionalization

UNCT activities in this cycle have had a significant focus on piloting and demonstrating innovative solutions to specific problems, with the expectation that if successful they will be replicated, scaled up and institutionalized. The key idea here is that UN is not in the business of itself solving Turkmenistan's problems, but helping national stakeholders identify systemic solutions to these problems. Annex XI of this report shows a list of pilot initiatives pursued in the current programme cycle.

For all the importance of pilots, it is not always clear how they will be replicated and taken to scale. A major challenge is that some pilots are not fully institutionalized into national structures which can then take them forward sustainably. For example, interviews in the velayats showed that the youth centers established with the support of the UN do not have strong ownership. The question is whether these youth centers are sufficiently institutionalized to continue their existence in the long run. The same question applies to the water user associations in the agriculture sector. Also, the stakeholders involved in the gravity-flow pilot in Ahal did not seem to know how this pilot that has already shown positive results will be taken to scale throughout the country. Even the SDG center in Ashgabat does not seem to be resourced properly in financial and human resources' terms, so that it can become a permanent and vibrant institution. The innovative ideas on the achievement of SDGs that it is soliciting from young people are great, but to have real impact these ideas require financing which the SDG center is not able to provide. Further, UNICEF supported the Ministry of Labor and Social Protection in developing a framework for service delivery and piloting of community services, but the scheme has not been rolled out yet as funding requirements are not in place.

Overall, there is a need to follow through on successfully piloted initiatives to ensure that they become systemic, scaled up or replicated and that effects are not limited in scope, but nation- or society-wide. This challenge has already been noted in some programme documents. UNICEF's "**Strategic Moment of Reflection**"⁷⁵ noted the "*institutionalization and scaling up of new early*

⁷⁴ In this approach, UN's focus should be not only on passing laws and strategies, but also on creating and strengthening the organizational structures that will implement those laws and strategies. A series of steps need to be considered for building successful organizations, including drafting and adopting laws that create institutions and organizations, staffing organizations and allocating funding for their operations, training management and staff to implement policies, etc.

⁷⁵ Mid-term 'Strategic Moment of Reflection' on Turkmenistan-UNICEF Country Programme 2016-2020, December 2018.

intervention services that have been introduced with UNICEF's support across the health and education sectors" as a key priority. Also, the evaluation of the UNFPA programme recognized the importance of institutionalization through the integration of innovative pilots into existing national systems.⁷⁶

Crucial for the scaling up of piloted interventions is that their design should include a clear plan for what is expected from the pilot initiatives. How are they expected to be replicated? Under what timeframes? What resources will be required for the replication and scaling up? There is also a need for longer term planning and scenario building exercises that may not necessarily cover the period of one programme cycle.

Another area where the UNCT could make improvements is in strengthening the system for the tracking and evaluation of the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up. Information about pilots and replication was not easily available or sufficient in the reporting documents reviewed for this evaluation. More data on this will be useful not only for the UN, but also for partners and donors. As part of the monitoring and evaluation system, the UNCT could track pilot initiatives over time and way beyond the end of a pilot's lifetime – which is typically too short to allow for a definitive assessment of the success of pilots. Ultimately, the UNCT should strengthen its planning and monitoring of pilot initiatives and their demonstration effects, so that their replicability and scaling up are monitored and supported more effectively. The UNCT should focus more on documenting results, lessons, experiences, and good practices so that they are shared more widely, replicated, and scaled up. The UNRC Office could play a coordinating role by coordinating and harmonizing the approaches the agencies take when piloting. It could also play a more active role in the tracking of these pilot initiatives across agencies over time.

4.4.3. Sustainability of Funding

The availability and sustainability of programme funding emerged as the top challenge in interviews with UN staff. This was also confirmed by the online survey conducted with agency staff. This is a challenge for the agencies for a number of reasons. First, Turkmenistan is an upper-middle income country and as such it does not attract a lot of donor interest. Furthermore, because of political constraints, there are limited opportunities for work in the area of governance and human rights, and consequently limited funding for these areas in which the UN plays an important role globally. Another factor is the weakness of the private sector, which in the country remains small.

In these conditions, government cost-sharing has emerged as a crucial component of the funding strategy of some UN agencies. In UNCT's Joint Resource Mobilization Strategy for 2017-2020,

⁷⁶ Preliminary Results of Evaluation of UNFPA Country Programme, Powerpoint Presentation, slide 45.

cost-sharing is indeed identified as a main source of funding. As has already been noted and shown in the table below, the 2016-2018 PFD programme has actually involved significant cost-sharing by the government. In the three-year period since the beginning of this PFD cycle, government financing (cost-sharing) has constituted about 35% of all spending by UN agencies. The table below shows that this type of financing represents a significant share of the expenditure of the three major resident agencies (UNDP, UNFPA and WHO).

Table 15: Share of Government Financing to Total Expenditure (2016-2018)

Agency	Government Financing (Cost-sharing)	Total Expenditure	Share of Gov. Financing
UNDP	9,434,134	24,514,913	38%
UNFPA	479,850	1,434,825	33%
WHO	2,428,917	2,813,599	86%
Total	12,342,901	28,763,337	43%

As shown in the table below, cost-sharing from the Ministry of Health and Medical Industry (MOHMI) has been significant. It has focused on health services in the areas of communicable diseases (TB, HIV, viral hepatitis), NCDs and reproductive health commodities.⁷⁷ Another major initiative funded by MOHMI has been on the regional cooperation to implement the global health treaty on Tobacco Control and to reach the goals of the 2017-2021 National Programme and Plan of Action on the realization of the WHO Framework Convention on Tobacco Control. Other government entities that have provided significant financing are the Customs Service and the Statistics Committee.

Table 16: Government Cost-sharing for 2016-2018 (in USD)

Institution	2016-2018 Period	Percent
Ministry of Health and Medical Industry	7,673,029	62%
State Customs Service	1,704,146	14%
State Statistics Committee	1,343,129	11%
State Bank for Foreign Economic Affairs	593,000	5%
Institute of Seismology and Physics of the Atmosphere of the Academy of Science	343,258	3%
Ministry of Labour and Social Protection	194,089	2%
Academy of Civil Service under the President of Turkmenistan	187,585	2%
Ministry of Finance and Economy	168,165	1%
Ministry of Education	136,500	1%
Total	12,342,901	100%

⁷⁷ It must be noted that increased government funding for communicable diseases has been mainly driven by the transition requirements from the Global Fund to Fight AIDS, TB and malaria: as the Global Fund is to phase out from Turkmenistan by mid-2021, the Government has started the gradual planning of transition arrangements in 2016.

Going forward, there is a need for greater financial capacity of UN agencies to respond to unmet demand from national partners for collaboration and support. The UNCT should explore financing models that increase availability of funding for programming in strategic areas where there is unmet demand. This could include:

- A broader co-financing framework between the UN and government, allowing for increased funding that can be tapped more flexibly on a needs' basis. If such an overarching co-financing framework will have to be established, it will need to be coordinated by the UNRC Office.
- Trilateral partnerships between the UN system, government and International Financial Institutions or other multilateral organizations, where each party brings substantial contributions and comparative advantages to the table. Here as well, the UNRC Office can play a major role in coordinating the agencies.
- Greater engagement of the private sector in the resolution of development problems and the achievement of national SDGs and other national priorities.

4.4.4. Information Sharing and Awareness Raising

UN agencies have engaged intensively in information-sharing and awareness-raising activities, with significant budgets dedicated to communications and information sharing. Awareness raising activities have been particularly intensive in the area of SDGs. Annex 12 of this report provides a list of about 50 public information and awareness-raising campaigns and events conducted by UN agencies in the current PFD cycle.

Some of these activities have produced positive results. One such example is the “Month of Women’s Health” campaign organized in 2018 by the Ministry of Health and Medical Industry with support by UNFPA to raise awareness among women about the importance of maintaining their reproductive health. The campaign encouraged women to visit their doctors and spread the word about important, but underutilized, services such as cervical cancer screenings. Free cervical cancer screenings and reproductive health counselling were made available around the country throughout the month. Cervical cancer is the second most common cause of cancer-related death among women in Turkmenistan, but its precancerous form can be easily treated if identified early. Yet too few women receive routine screenings. Many do not even know about them. But the campaign made an impact. During the women’s health month, more than 140,000 women received a reproductive health consultation and cervical cancer screening – 17 times the typical monthly average. More than 100 were referred to oncologists for treatment, and 26 were diagnosed with cervical cancer.

While many of these activities are useful and serve a clear purpose, this is probably a good time for the UN to take a closer look at this area and see how it can strengthen the impact generated through these activities. What is crucial here is that agencies do not lose sight of the fact that

information-sharing and awareness-raising are ultimately not done for the sake of sharing information but to change people's behaviors and social norms. So, when designing information campaigns and events, it is important to ask what behavior and whose behavior the programme is trying to change. This requires a lot of careful thinking about the type of behavior the agencies are seeking to promote and the agents whose behavior they are trying to change. They need to also identify the type of information that can change behavior and channel through which this information has to be communicated to the target group. The way the information is constructed matters a lot, but the way it is transmitted to the targeted audience matters equally. Therefore, it is important to identify whose opinion matters for the target group and how that opinion can be used to influence behavior. It is also important to recognize that individuals operate in a social environment and that human behavior is largely influenced by social norms set within the community in which the individual lives. So, if an agency intends to change an individual's behavior, it needs to understand the social norms prevailing in his/her community and the factors that shape those social norms.

As can be seen from this very short discussion, the area of information sharing and awareness raising is quite complex and requires a lot of thinking and strategizing. The latest research on social psychology has produced many interesting insights about this type of work which many development organizations have begun to internalize in their work. The approach that was noted during this evaluation in the activities of the agencies was more simplistic, focusing on carrying a certain message to the target group without reflecting too deeply about the process of behavior change and strategizing about the various instruments that can be used to change behavior. UNICEF has good experience with its "communication for development" approach which is not limited to activities and events only, but also includes the development of country capacities through effective communication platforms and channels that focus on social change. This experience could be shared with the other agencies which should upgrade their approaches to public information campaigns. Overall, the UNCT could consider not only strengthening cooperation in the organization of joint events, but also jointly approaching this area more strategically and systematically in the context of the development of the new development cooperation framework.

CONCLUSIONS

In conclusion, the following points can be made on the strengths that have characterized the implementation of the PFD 2016-2020.

1. UNCT's activities in the current programme cycle have had strong relevance. The work of the agencies has been well-aligned with national priorities articulated in strategic documents in areas where the agencies have been working. The UN has supported the development of an impressive body of national policies, programmes and laws, which has ensured that UN activities have been largely grounded in and integrated into the national policy framework.
2. The programme has been characterized by an exemplary partnership between the UNCT and the government. This partnership is based on trust and mutual understanding. National counterparts at all levels highly value the contributions of the UN system. The cost-sharing provided by the government is a clear indication of the value that national institutions place on UN contributions.
3. In addition to the close partnership, the programme has also been well coordinated between the UN agencies and the respective partners. The NSCC and Result Groups have played an important role in facilitating this coordination. In addition, the UN has established a range of inter-agency mechanisms that have provided their share of contribution in the coordination process.
4. A crucial feature of the work of the UN in the present programme cycle has been its significant focus on vulnerable and disadvantaged people – the poor, people with health issues, children, youth, women, persons with disabilities, etc. The programme has responded not only to the needs of the stakeholders at the central level in Ashgabat, but has also delivered tangible contributions to the communities in the regions (velayats). The focus on vulnerable groups could be further expanded to cover minorities: language, ethnic, religious and others.
5. The UNCT has also provided crucial support in nationalizing the SDG agenda. The agencies have supported the government to establish and operationalize the National Working Group on SDGs, engage the civil society and private sector, review the SDG targets and indicators and assign responsibilities to different national entities for data collection, analysis and reporting. Good foundations have been laid to ground the upcoming cooperation framework between the UN and the government partnership has now been grounded in the national SDG framework.

In the run up to the development of the new programme, the UNCT should focus its attention on the following key issues:

1. The upcoming programme should maintain the present focus on vulnerable groups. This has been a crucial feature of the current programme. What the UNCT could strengthen in the new programme would be its engagement in the gender dimension, especially the economic empowerment of women, focusing on social determinants of health and ensuring health lives and promoting well-being, as has been discussed in this report. Also, the UN should strengthen engagement with local governments, civil society and the private sector.
2. There is also a need for strengthening the mainstreaming of national SDGs into the government's policy making and programming activities, as well as budget allocations. This is an ever-lasting process which will require sustained support from all UN agencies. Care should be taken to closely coordinate contributions in this area. The SDG platform that is being established under the Ministry of Finance and Economy provides a good basis for this coordination. The UNRC Office also can play a crucial in coordinating this aspect of the work of the UN system in the country.
3. While cooperation in the framework of the PFD is assessed positively in this evaluation, there is always room for further improvements. There is potential for further strengthening cooperation among the agencies in the areas that were highlighted in the previous sections of this report. UN agencies and the government should also explore joint programming more vigorously, with the UNRC Office playing a crucial role in promoting such partnerships.
4. One crucial issue that the UN agencies are facing, and which has been highlighted in this report, is the availability of funding to do more and better. Funding limitations was the main concern that UN staff raised in their response to the online survey conducted for this evaluation. Going forward, it will be important for the agencies to identify sustainable sources of funding – in particular, cost-sharing from the government and resources from the private sector. The resource mobilization process could benefit from stronger coordination among agencies, facilitated by the UNRC Office.
5. While the amount of support that the UN has provided for the development of government policies and strategies is impressive, in the upcoming programme the agencies should pay greater attention to the challenge of implementation. This will reexamination of some of the support that is provided in the development of policies, to ensure that concerns about the degree to which policy is implemented gets reflected into the planning process.
6. Furthermore, the scaling up of pilot initiatives and their institutionalization is an area where challenges were identified in the course of this evaluation and where there is room for

further improvement. The UNCT, under the coordination of the UNRC, should establish systems for tracking more effectively pilots and ensuring that those that are feasible and successful get replicated in a systematic and sustainable way elsewhere.

If there is one important lesson to be learned from this evaluation, it is that coordination structures between the government and UN agencies (such as NSCC and Result Groups) can work quite effectively, but for that to happen these structures need a clear purpose and role and also require the right degree of support to function. In Turkmenistan, these structures have served as fora where meaningful discussions have taken place. They have provided usefulness for most participants, aiding them in their daily functions and responsibilities. Furthermore, the UNRC Office has provided crucial logistical support to the functioning of these mechanisms. It should also be added that the commitment of higher levels of leadership in the government is crucial for maintaining the momentum of these processes.

Another lesson that can be drawn through this evaluation is that cost-sharing by the government is not impossible. The UN system in Turkmenistan has proved this. But for the government to come forward with substantive funding for UN programming, the agencies have to provide some real value for which the government is willing to pay. This makes the quality of contributions that UN agencies provide crucial. As the country develops, the quality of assistance that it requires becomes more sophisticated. UN agencies should be flexible in their response and make sure that their support is constantly improving in quality.

RECOMMENDATIONS

Based on the analysis presented in this report, this evaluation report provides the following recommendations for the consideration of the PFD stakeholders.

Recommendation 1: Programme Design and Results-Based Management

- The new cooperation framework document will benefit from a more coherent Theory of Change which brings together all the different pieces of the programme under one unified framework. The Theory of Change should not be seen as a theoretical exercise, but as an opportunity to have a structured analysis and discussion about specific roles and responsibilities in the programme and the mechanisms through which the desired change at the level of institutions and behaviour happens.
- The outcome on data (in the current PFD) does not have to be a stand-alone outcome in the new cooperation framework. While work on data generation and quality is essential, it will be more effective to integrate it with the other “substantive” outcomes. In this way, each outcome area will have its data/statistical component which will inform discussions and policy making in the respective area.
- The two environmental outcomes should be merged together into a single outcome. As they currently stand, there is no need for having them separate. If more than one outcome is required to prioritize the large array of environmental protection, climate change, disaster risk management, waste management and energy efficiency issues, it is possible to have two outcomes. But in that case, the borders between the outcome areas should be clearly delineated.
- In preparation for the new cooperation framework, the Results Groups should review existing PFD indicators and targets and draw practical lessons from the experience with them. New indicators should be selected carefully to be meaningful and meet the SMART criteria. They could be fewer in number than currently, but stronger in terms of meaningfulness. Gender sensitivity needs to be incorporated in PFD formulations and avoid the usage of gender-blind terms. Furthermore, the new RRF should be firmly grounded in the national SDG framework and relevant state programmes.
- During programme implementation, the UNCT should track more effectively a number of parameters, some of which have been discussed in this report. They include overall expenditure not only across agencies, but also across outcomes, cost-sharing across the programme, pilot projects and their performance over time (further after the respective projects have ended), the status of adoption and implementation of various policy

instruments, etc. The UNRC Office can play a major role here in establishing the systems that will allow the tracking of these parameters at the UN level.

- The process through which the new cooperation framework and the respective RFF will be developed should be highly participatory. Result Groups should be clearly the main vehicle for the development of the programme. However, the process should be inclusive of other stakeholders, especially from civil society, who are not part of the Result Groups.

Recommendation 2: Strengthening Inter-agency Cooperation

The UNCT, under the coordination of the UNRC Office, should explore and establish measures and incentives for closer cooperation between the agencies. The following are some key areas that were identified in this evaluation:

- ***Joint Programming*** – The UNCT, in partnership with local counterparts, should explore opportunities for creating and establishing incentives for the agencies to engage in joint programmes at the country level, taking into account the agencies’ respective mandates and rules and regulations. The UNRC Office has a key role to play in the promotion of joint programming. This evaluation does not recommend a specific instrument or model – it is up to the UNCT and partners to explore different options and decide which ones are more suitable to the local conditions. Potential options that could be considered where feasible include government co-financing linked to joint programming criteria, establishment of national SDG pooled fund for the financing of joint activities, etc.
- ***SDGs and Data*** – The UNCT should strengthen cooperation around data and the SDGs. With the coordination of the UNRC Office, the agencies should establish a clearer division of labour. This includes further mainstreaming of SDGs into national planning and budgeting processes, monitoring of SDGs (including the SDG database under development), etc. The agencies should also coordinate more closely all the “data management systems” (education, health, etc.) they are supporting. The SDG platform that UNDP is supporting provides an opportunity for integration of the work of all UN agencies and national institutions in implementing, monitoring and reporting on the SDGs, but for it to be successful it should have the full buy-in and active involvement of all stakeholders.
- ***Advocacy, Awareness Raising and Communications*** – UNCT should undertake more actively joint advocacy activities, especially around important issues such as human rights. Programmes should be designed taking into account recommendations from UN human rights mechanisms and bodies to address human rights issues, discrimination and embracing people in vulnerable groups (leaving no one behind). The agencies should further intensify cooperation in the area of communications to be able to deliver stronger one-voice messages on critical issues to external audiences.

- ***Trainings, Analytical Products, Strategies and Assessments*** – UNCT should strengthen cooperation by organizing joint events and activities in areas where the potential for synergies is considerable. This includes the joint production of analytical products in sectors or areas of common interest, such as sectoral analyses or other areas, joint development of strategies or conduct of assessments, health systems strengthening, information management systems, joint organization of trainings for UN staff and national partners (in areas such as RBM, gender mainstreaming, human rights-based approaches, emergency preparedness and response, systemic approaches to disability programming, etc.). As in the other areas, the UNRC Office will have an important role to play in coordinating such joint activities.
- ***Gender*** – UNCT should cooperate more actively on gender equality. The results of cooperation should be greater than the sum of the results of individual agencies. Cooperation should include joint efforts on the economic empowerment of women, education opportunities especially in post-secondary education for young women, development of gender-sensitive legislation and support services (i.e. gender-based violence), implementation of international commitments, social norms related to gender discrimination, gender representation in public communication and media, etc. The UNCT should adopt a joint advocacy and communication strategy and work plan to promote gender equality adapted to the Turkmenistan’s context. It will be also beneficial for the agencies to adopt joint external communications on gender to ensure consistent messages and information and promote gender equality in external communications. Agencies should allocate resources for improving the capacity of their gender focal points to mainstream gender concerns into programming documents and activities. Gender focal points should be equipped with specific methodological tools on promoting gender mainstreaming within the work in their sectors, including clear steps on ‘how to’. Their TOR need to be revised based on the concept and methods for mainstreaming gender equality.

Recommendation 3: Positioning and Impact

- UNCT should identify areas where it can create more depth at the expense of breadth. Given the agencies’ small budgets and large breadth of areas covered by the PFD, the UNCT should conduct an assessment of areas where more depth, impact and value-added could be created. There will always be areas of key importance where there will be value in maintaining even limited activities, but in general this evaluation found that there are opportunities for consolidation and better synergies.

- The UN should maintain, and where possible strengthen, support in the area of statistics, which are essential for planning, implementation and monitoring of national and agency policies. Work in this area should concentrate on:
 - Further enhancing the national SDG framework by further adopting methodologies, setting benchmarks, etc.;
 - Further mainstreaming SDGs into the national planning and budgeting process;
 - Strengthening the country’s monitoring capabilities through further development and coordination of data management systems.

- Activities at the subnational level should be expanded where feasible and should be coordinated more closely or even integrated where possible. The scale of interventions is small at this level, so integrated approaches across agencies will not only be more efficient, but easier for the local governments and counterparts to manage. This should be done in line with the presidential programme targeting the modernization of the village. The Aral Sea Assessment by UNICEF demonstrates that the Dashoguz velayat is the most disadvantaged across all social-economic domains – this region represents an opportunity for coverage in a more rigorous and integrated fashion by the UNCT as a whole.

Recommendation 4: Engagement with Local Governments, Civil Society and Private Sector

- The UNCT should explore opportunities for more work with local governments, civil society and private sector. The UN could contribute to the key national priority of economic diversification by strengthening the crucial role of the private sector. The UNCT should also exploit more effectively the opportunity of using civil society organizations in providing community-based social services, building on existing regional networks. Engagement with both the private sector and CSOs will require more effective advocacy with the government as it is related to regulatory matters.

Recommendation 5: Sustainability of Structures Created by Agencies

- The UNCT should follow through on successfully piloted initiatives to ensure that they become systemic, scaled up or replicated and that effects are not limited in scope, but nation- or society-wide. Pilots should be evaluated, adapted and integrated into the larger nation-wide efforts by these responsible parties. The design of projects that involve piloting should include a clear plan for what is expected from the pilot initiatives.
 - How are they expected to be replicated?
 - Under what timeframes?
 - What resources will be required for the replication and scaling up?
 - Further, the agencies should track pilot initiatives over time and beyond the end of the project’s lifetime to understand how they are doing in the long run.

- The UNCT should focus not only on the development of policies and strategies, but also on their implementation. This requires specific actions plans and identification of financing. Activities should focus not only on passing laws and strategies, but also on ensuring their effective implementation. Policy and strategy documents should be accompanied with action plans and should be linked to the budget. There should also be more focus on the establishment of systems that track implementation parameters linked to results, rather than inputs/outputs, and assess the sustainability of achievements.

Recommendation 6: Sustainability of Funding

- The UNCT needs greater financial capacity to respond to unmet demand for collaboration and support. The UNCT should explore financing models that increase availability of funding for programming in strategic areas where there is unmet demand. This could include:
 - The UNCT and government could establish a broader co-financing framework which allows for increased funding and could be tapped more flexibly on a needs' basis.
 - The UNCT should explore the feasibility of trilateral partnerships with International Financial Institutions and other multilateral organizations, where each party brings substantial contributions and comparative advantages.
 - Also, partnerships with the private sector should be explored more effectively.

Recommendation 7: Administrative Efficiencies

- The UN and government should work towards streamlining administrative/bureaucratic procedures related to programme planning and implementation. The UNCT should improve its advocacy with the relevant government structures for the streamlining of bureaucratic procedures.
- The UNCT should strengthen its capacity to quickly mobilize support (i.e. expertise, etc.) where and when needed.

ANNEX I: TERMS OF REFERENCE OF THE ASSIGNMENT

BACKGROUND

Development context

Turkmenistan is an upper middle-income country (WB, 2012)⁷⁸, with a population of 5.8 million (WB, 2017), and GDP per capita amounting to \$6,587 (2017)⁷⁹ and HDI rank 0.706 (2017), which puts the country in the high human development category.

In 2018, officially reported GDP growth rate was 6.2%⁸⁰ that was mainly supported by gas exports, import substitution, and expansionary credit lines. The IMF Article 4 mission in April 2018 concluded that Turkmenistan continues adjusting its economy to challenging - although improving—external environment⁸¹. The follow up IMF mission (October 2018) also indicated that the national macro-economic policies need to mitigate any adverse short-term impact on growth and protect the vulnerable through well-targeted social support. Public investment should focus on growth-enhancing projects in infrastructure, education and health. Although the announced removal of universal free access to water, gas, electricity, and salt in 2019 would help save public resources, the social impact of these reforms needs to be evaluated, and vulnerable groups protected.

The country is still at the stage of transition to the full market economy. The priorities of the socio-economic policies of Turkmenistan remain the same: ensuring high-living standards of the population, improving social conditions of life in rural areas, diversification of the national economy, creating a solid industrial base and development of the non-state sector, attracting foreign investments, promoting national exports and creating import substituting industries.

The Government realizes that private sector should play a critical role in successful economic transformations. In 2018, as per the official statistics, its share in the national economy reached 62% (2018). To ensure incentives for the private sector, increase competitiveness of the national economy the Turkmen Government developed the State Program of support for small and medium-sized enterprises (SME) for 2018-2024. The Government introduced major agricultural reforms approved by the September 2018 People’s Council meeting. They include the provision of farm land for 99 years’ lease, soft loans to producers to purchase agricultural machinery, increasing

⁷⁸<http://www.worldbank.org/en/country/turkmenistan>

⁷⁹<http://www.worldbank.org/en/country/turkmenistan/overview>

⁸⁰<http://orient.tm/en/2018/10/13/10865.html>

⁸¹IMF Staff Concludes Article IV Consultation Visit to Turkmenistan <https://www.imf.org/en/News/Articles/2018/03/09/pr1881-imf-staff-concludes-article-iv-consultation-visit-to-turkmenistan>

government procurement prices for cotton and wheat, and creating incentives for farmers to sell the surplus product in external markets.

The country is a State Party to 7 out of 9 core human rights treaties⁸² as well as some of the Optional Protocols to them. Turkmenistan has not yet acceded to the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CRMW), the Convention for the Protection of All Persons from Enforced Disappearance (CPED). Turkmenistan actively engages with UN HRMs. As of 1 December 2018, the country has no overdue reports. The most recent recommendations were received from the following UN Treaty Bodies: CAT (2016), CERD (2016), HRC (2017), UPR (2018), CEDAW (2018) and CESCR (2018). The state should submit its next periodic reports to CERD by October 2019 and to CAT, CCPR and CRC in 2020.

In February 2017, Turkmenistan adopted the Foreign Policy Concept for 2017-2023 that aims to further strengthen the country's cooperation with other states and international organizations. The collaboration with the United Nations is of special importance for the Government, especially in terms of using the instruments of preventive diplomacy to address emerging conflicts. The 2030 Agenda and the achievement of the Sustainable Development Goals is clearly stated in Turkmenistan's foreign policy. In search of sustainable solutions to problems of energy and energy security, creation of sustainable transport system, environment protection and ecology and food security, the Government broadened its cooperation with international organizations and other countries. Deepening cooperation with neighboring countries and countries of the Caspian region, developing bilateral ties with the countries of Asia, Europe, Northern and South America and Africa remain in the focus of the country.

The Government's commitment to implement the Agenda 2030 for Sustainable Development with the Sustainable Development Goals at its core has translated in concrete actions taken by the country. The country has become a leader in nationalization of SDGs. On 20 September 2016, the Government approved 17 Goals, 148 targets and 175 indicators as the national system of SDGs. It has established an institutional mechanism for SDGs monitoring and is working towards setting up a statistical measurement system. On 1 September 2017, a Training and Methodology Center on SDGs was opened in the Institute of International Relations of the Ministry of Foreign Affairs.

The current UNDAF is called the Partnership Framework for Development (PFD), signed in 2015- represents a strategic programme framework for development that guides the work of the Government and UN until the end of 2020. It signifies a move away from donor – recipient relations toward a partnership with an Upper Middle-Income Country that aspires to continue with high economic growth rates obtained through the use of sustainable development approaches and that can contribute to healthier and more prosperous lives for the people of Turkmenistan. Participating agencies include: Office of the United Nations High Commissioner for Human Rights (OHCHR), Food and Agriculture Organization of the United Nations (FAO), International

⁸²https://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Treaty.aspx?CountryID=180&Lang=EN

Organization for Migration (IOM), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), United Nations Economic Commission for Europe (UNECE), United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations International Children's Emergency Fund (UNICEF), United Nations High Commissioner for Refugees (UNHCR), World Health Organization (WHO) and United Nations Office on Drugs and Crime (UNODC).

The PFD was developed in alignment with the National Programme of Turkmenistan on Socio-Economic Development for the period 2011-2030 and the proposed Sustainable Development Goals (SDGs). The partnership between Turkmenistan and the United Nations is implemented within 5 strategic areas:

- Quality data and progress monitoring
- Quality, inclusive social services
- Environmental sustainability and energy efficiency
- Employment, economic diversification, and trade
- Governance and rule of law

The eight key results expected from the PFD, called outcomes were identified jointly by the Government of Turkmenistan, the UN, and civil society partners:

- Outcome 1: Quality data, aligned with international standards, are available to policy makers, legislators, and the interested public to monitor the major goals of National Programmes, the post-2015 SDGs, and PFD and to formulate new national strategies and programmes
- Outcome 2: Pre-school, primary and secondary education services are of higher quality, in line with international standards, and with priority given to inclusive education
- Outcome 3: The social protection system is ready to provide inclusive quality community-based support services
- Outcome 4: The people of Turkmenistan, especially vulnerable groups, enjoy better coverage of quality health care services focusing on women and child health, nutrition, non-communicable diseases (NCDs), TB and Multiple Drug Resistant Tuberculosis (MDR TB), early detection and early prevention of diseases.
- Outcome 5: The national policy, legislative and institutional frameworks are aligned to reduce greenhouse gas emissions and to promote sustainable practices on energy efficiency, the use of renewables, urban development and waste management
- Outcome 6. The national policy, legislative and institutional frameworks are responsive to climate change issues by promoting climate resilience, adaptation, climate risk management and disaster risk reduction measures at sector and community level

- Outcome 7. Strategies and simplified regulations are in place to promote high quality inclusive employment through sustainable economic diversification
- Outcome 8. State institutions implement and monitor laws, national programmes, and strategies in a participatory manner and in line with the country's human rights commitments

PFD comprises of results matrix and a monitoring and evaluation framework and UNCT has prepared annual monitoring reports and annually conducted a joint review meeting with the Steering Committee at the level of the deputy-ministers. The Framework's outputs are made operational through the development of joint annual work plans (JWPs). The JWPs identify the exact deliverables, responsible parties as well as the exact costs and the available resources. The design, implementation, monitoring and evaluation of joint annual work plans are coordinated by the Results Groups, which are co-chaired by the Government and the United Nations.

Monitoring and evaluation (M&E) are a shared responsibility within the UN and the Government of Turkmenistan. Therefore, a Monitoring and Evaluation Framework for the PFD 2015-2020 makes full use of the combined capacities of the Government and the respective comparative advantages of each UN agency.

The M&E Framework adopts the institutional structure used for the formulation of the PFD, i.e. it includes a joint high-level steering and coordination committee for strategic guidance and decision making, and technical Result Groups to facilitate implementation, monitoring and evaluation.

The results framework has been continuously reviewed by the Result Groups, consisting of Government and UN representatives and results tracked in a participatory manner on regular basis and, including adjustment of indicators. Up-dated Results Matrix Available in the Country Results Report 2018 through the following link: [\(Link\)](#)

The institutional arrangements for the monitoring and evaluation of the PFD are home-grown. This allows to strengthen existing capacities for M&E and promote M&E culture within the UN and the Government of Turkmenistan, thus promoting its sustainability.

This sustainability supported through the implementation of Outcome 1 of the PFD that is designed to build capacities for wider monitoring of its national and sectoral development plans, Sustainable Development Goals (SDGs) and any other development partnership frameworks, including future development frameworks with the UN.

To ensure sufficient financing for the PFD a Resource Mobilization Strategy 2018-2020 has been developed and serves as a guiding tool in support of UNCT resource mobilization efforts. Key strategic considerations and specific actions to be taken are identified to target the most viable donors to UN resource mobilization potential in a challenging and evolving development landscape.

EVALUATION

The UNCT Turkmenistan in close partnership with the Government and other national counterparts will conduct the PFD 2016-2020 Evaluation, which is mandatory in the penultimate year of the Programme cycle and should serve as a major input for the planning process of next Programme cycle. As the UN System in Turkmenistan will start preparing for a new cycle it is critical to assess what has worked to inform the PFD approach moving forward and ensure it is evidence-based.

The PFD Evaluation will be based on United Nations Evaluation Group (UNEG) norms and standards. Its major focus is on policy and strategy coherence, donor co-ordination, development effectiveness and organizational efficiency. In addition, the PFD evaluation will address how the intervention sought to mainstream the five programming principles: Human Rights & Human Rights Based Approach, Gender, Environmental Sustainability, Result Based Management and Capacity Development.

The main users of the PFD Evaluation will be the Government, UNCT, development partners, incl. the IFIs, private sector and civil society participating in UN programmes. The primary users of this evaluation are the decision-makers within the UNCT including resident and non-resident UN entities, UN partners and the Result Groups, which will use the results to strengthen accountability and learning, both for implementation of the ongoing PFD and for the preparation of a new one. Secondary users are other development partners and civil society organisations participating in UN programmes as well as the UNDCO.

National counterparts will be major partners in the evaluation contributing both through data from national systems and validation of PFD evaluation results through the Steering Committee, who will accept the final evaluation results.

The PFD evaluation process will also seek to capitalise on other evaluations and reviews that took place earlier or at the same time, including the Annual Reviews and Progress Reports. The aspects of human rights and gender equality will be assessed and taken into consideration throughout all aspects of the PFD evaluation.

The PFD evaluation will seek to be independent, credible and useful, and will adhere to the highest possible professional standards in evaluation. It will be responsive to the needs and priorities of Turkmenistan and provide accountability and learning opportunities to the UN system. The evaluation will be conducted in a consultative manner and will engage the participation of a broad range of stakeholders.

EVALUATION PURPOSE, OBJECTIVES AND SCOPE

The **purpose** of the present PFD evaluation is, on the one hand, to gather key findings and lessons learned to inform the next Partnership for Development Framework planning cycle and to improve

UN coordination in Turkmenistan and, on the other hand to support greater accountability of the UN system towards agreed national objectives and priorities in the country.

The objectives of the evaluation, as per the UNEG guidance <http://www.unevaluation.org/document/detail/1211> are:

- Assess the contribution made by the UNCT in the framework of the PFD to national development results through making judgements using evaluation criteria based on evidence (accountability):
- Review its relevance, efficiency, effectiveness and sustainability on the national development agenda;
- Review design, focus and comparative advantage of the UN system in the inception process;
- Examine how the five UN programming principles have been mainstreamed in the results-based management cycle (design, implementation and M&E) of PFD
- Identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks (learning):
- Provide actionable strategic recommendations for improving the UNCT's contribution to the national development priorities under PFD 2015-2020 and which can be considered for the next PFD. These recommendations should take into consideration the nationalised SDGs (and not be a compilation of agency specific evaluations or review exercises or comment on any agency specific performance).

The PFD Evaluation scope will be global, in the sense that it will cover all strategic areas of the PFD. The PFD evaluation will examine the progress for 2016 – 2020, hence the period from April 2015 to April 2018. As such it is a country-level evaluation carried out jointly with the UNCT and the overall approach is participatory and orientated towards learning on how to jointly enhance development results at the national level. The evaluation will also assess how the UN coordinates itself under the PFD 2016-2020 including with regard to joint funding and resource mobilization, e.g., through joint programmes and joint initiatives. Evidence and findings of the PFD evaluation will be based on the views of all key stakeholders, including civil society organisations, youth and private sector representatives. Benefit gained by vulnerable population from PFD implementation and focus on velayats lagging behind should be given attention to during evaluation. Two velayats (regions) might be selected by the evaluator, what will be confirmed during the preparation of the inception report.

Limitations to the evaluation are data disaggregation, time and budget. Information on vulnerable groups will be provided through the focus group discussions or review of the available documents.

PROPOSED EVALUATION METHODOLOGY AND APPROACH FOR THE PFD EVALUATION

The evaluation is expected to be conducted over a period of 25 working days including home-based desk review and report finalisation and must be completed by the mid-May 2019. PFD evaluation is taking place concurrently with the evaluation of the country programme (CP) of UNDP and UNFPA. UNICEF also conducted the mid-term light review of their country programme in 2017 (early-moments of reflection), what needs to be taken into consideration by Evaluator.

UNDP CP evaluation (field phase) is scheduled during 3-10 May, UNFPA are planning their field phase also in the period from 1 till 18th of May. UNDP preliminary results are expected in June and UNFPA between June and August. Therefore, the PFD evaluator is expected to work in close coordination with the UNDP and UNFPA evaluation team to avoid duplication of efforts, promote synergies and efficiencies throughout the process. The PFD evaluator should propose the methodology of incorporating the findings of the UNDP and UNFPA evaluation reports in its report to ensure that the PFD evaluation takes a comprehensive account of the progress.

Given that (a) outcomes are, by definition, the work of a number of partners, and (b) PFD outcomes are set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be difficult. The evaluation will therefore consider **contribution** of the UNCT to the change in the stated PFD outcomes and the evaluators will need to explain how the UNCT contributed to the observed results. In conducting the assessment, first, the evaluator will examine the stated PFD outcomes for 2015-2020; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy and actions relevant to the focus of the PFD and the role of the UN in support of that change. Second, the evaluator will examine the implementation of PFD strategy and actions in support of national efforts.

The following key areas of inquiry, drawn from the United Nations Evaluation Group (UNEG) norms and standards and UN SWAP Evaluation Performance Indicator and the Organization for Economic Cooperation Development/Development Assistance Committee (OECD/DAC) evaluation criteria, must be addressed by the evaluation:

f. *Relevance*:

- To what extent was the PFD designed to be in line with the national priorities and development needs?

- Has the PFD document been used by UN agencies and Government institutions in planning their activities, setting goals, and in cooperation?
- Was the PFD results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the PFD cycle?
- How/to what degree the PFD outcomes were used by UN agencies and Government to fulfil human rights obligations of Turkmenistan and attain SDGs?

g. *Effectiveness:*

- To what extent is the current PFD on track to achieve planned results (including intended and unintended)
- Which are the main factors that contributed positively or negatively to the progress towards the PFD outcomes and national development goals?
- To what extent and in what ways did UN support to promote national execution of human rights programmes and / or the use of national expertise and technologies, the realization of human rights and promoting gender equality?
- To what extent did PFD strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of sex, migration status, geographic location, and other grounds and did those people exposed to discrimination and disadvantage benefited from priority attention?
- Did the PFD effectively use the principles of environmental sustainability to strengthen its contribution to national development results?
- To what extent has the UN been able to form and maintain partnerships with other development actors including bilateral and multi-lateral organisations, civil society organisations and the private sector (where relevant) to leverage results?
- How were the five programming principles mainstreamed in the design, implementation and monitoring/evaluation of the PFD 2015-2020.

h. *Efficiency:*

- To what extent and in what way has the UN system mobilized and used its resources (human, technical and financial) and improve inter-agency synergies to achieve its planned results in the current PFD cycle?
- In what ways could transaction costs be reduced?

- To what extent has the PFD increased synergies between the programmes of the UN agencies?
 - To what extent and in what ways were the concepts of gender equality reflected in PFD (in terms of specific goals and targets set, sex disaggregated data and indicators etc.)?
- i. *Sustainability:*
- What is the likelihood that the benefits that resulted from the previous and current UNDAF will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government?
 - To what degree did the PFD contribute to establishing and enhancing the critical factors for progress towards national development goals?
 - Have complementarities, collaboration and /or synergies fostered by PFD and development partners intervention contributed to greater sustainability of results in the country?
 - To what extent and in what way have national capacities been enhanced in government, civil society and private sector (where relevant)?

In addition to these core questions, the evaluator needs to develop context-specific sub-questions and present them in the Inception report. To this purpose, it will require to analyse the stakeholders that required to be met for the interview. The inception report will also confirm the objectives around which to assess results and consider the preparation for the new PFD. The evaluation is intended to be forward looking and therefore needs to take into consideration what is important for the future, including with regards to the 2030 Agenda.

Methodology:

Once the Evaluator has been selected, a thorough preparatory work should be conducted to adjust the methodology and questions, select data collection methods and required evaluation tools. An Inception report will be developed accordingly.

Data collection: The PFD evaluation will use a multiple method approach, which will include the following: desk reviews of reference material, interviews with relevant stakeholder groups (e.g. UN staff, government officials, donors, civil society organizations, the private sector and beneficiaries), site visits and surveys. The evaluation should use a mixed – method analysis, employing the most appropriate qualitative and quantitative approaches, data types and methods of data analysis.

Validation: All findings should be supported with evidence. Triangulation will be used to ensure that the information and data collected are valid. A report will be prepared including identified constraints, lessons and challenges in relations to the priority interventions as well as specific

recommendations made both to the UNCT and to individual agencies. In addition, a participatory approach to involve key stakeholders and boost ownership of the evaluation shall be adopted, ensuring the involvement of civil society organizations, youth and private sector representatives (where relevant).

In the Inception Report Evaluator should propose a detailed methodology designed to provide evidence around the result areas of the PFD 2015-2020. An evaluation matrix should be part of the report and represent the sources of data, methods and criteria for each evaluation question, including assuring triangulation of data. The inception report should include:

- 1) Description of data sources
- 2) Data collection and analysis methods
- 3) Indicators
- 4) Triangulation plan
- 5) Factors for comparative analysis
- 6) Validation strategy
- 7) Detailed stakeholder analysis and methods to be used to engage them into the process (ex: focus groups, interviews or other)
- 8) Methods to incorporate the views of civil society organisation, youth and private sector
- 9) Which velayats (regions) to be visited and with what evaluation purposes, if document review will reveal the necessity to conduct such visits
- 10) Advantages and limitations of the use of particular methods should be clearly explained

The UNDAF evaluation will use a variety of validation methods to ensure that the data and information used, and conclusions made carry the necessary depth including, but not limited to:

- **Document review** focusing on PFD planning documents, progress reviews, annual reports and past evaluation reports (incl. those on projects and small-scale initiatives), strategy papers, national plans and policies and related programme and project documents. These should include reports on the progress against national and international commitments.
- **Semi-structured interviews** with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members, and implementing partners;

- **Surveys and questionnaires** including participants in development programmes, UNCT members, and/ or surveys and questionnaires involving other stakeholders at strategic and programmatic level;
- **Focus group discussions** involving groups and sub-groups of stakeholders and decision-makers;
- **Other methods** such as outcome mapping, observational visits, etc.

In general, the evaluation approach should follow the UNEG guidance on integrating human rights and gender equality, UNEG norms and standards and international principles for development evaluation. In particular, in line with the UN System-Wide Action Plan (UN-SWAP) on gender equality, data collection methods and process should consider gender sensitivity. The final report should be compliant with UNEG quality checklist of evaluation reports and acknowledge how inclusive stakeholder participation was ensured during the evaluation process and any challenges to obtaining the gender equality information or to addressing these issues appropriately.

Adherence to a code of ethics and a human rights based and gender sensitive approach in the gathering, treatment and use of data collected should be made explicit in the inception report. Perspective from both rights holders and duty bearers shall be collected.

MANAGEMENT PROCESS

The PFD Evaluator will have overall responsibility for producing the PFD Evaluation Report and for quality and timely submission of the same Report to the UN RC Office and UNCT. PFD Steering Committee is the decision-making organ for the PFD evaluation. Final evaluation findings need to be validated by the Steering Committee.

Direct supervision is provided by the UN M&E Specialist, responsible for the day to day implementation of the evaluation and the management of the evaluation budget. The UN M&E Specialist reports to the UNCT. The key role of the UN M&E Specialist is to ensure that 1) the evaluation process meets UNDG Guidance and UNEG standards and that 2) the evaluation findings are relevant and recommendations are implementable and that 3) the evaluation findings are disseminated and available for use and learning from the evaluation.

The PFD Evaluation will be commissioned and overseen by the UNCT. The UNCT, chaired by UN RC will have the major task to facilitate the process of evaluation and ensuring the adequate data flows with the represented institutions/agencies. The work of UNCT will be supported by the Result Group on data collection.

Result Group 1 on Quality Data and Progress Monitoring, consisting of the UN and Government representatives will function as the guardian of the independence of the evaluation. Result Group 1 will provide inputs and comments to the inception report and final report and provide quality assurance. The group will meet at least two times: 1) to discuss inception report and 2) to discuss

the final report. All other Result Group members will provide inputs, where necessary. All deliverables will be reviewed by Result Group 1 before sharing with the UNCT.

EXPECTED DELIVERABLES

The expected deliverables are outlined in the table below

Deliverables/Outputs	Estimated duration to complete (days)	Review and Approvals Required
<u>Desk review</u> of materials (assessments, reports, evaluations, studies, surveys, analyses etc)_to define the national context for the Inception Report and identify additional sources of information (such as surveys, observations, etc). <i>A skype – briefing and orientation of evaluator, conducted by the M&E Specialist to direct the preparation of the Inception report.</i>	5	Home based
<u>Inception Report</u> should refine the overall evaluation scope, approach, design and timeframe, provide a detailed outline of the evaluation methodology. An <u>Inception Report</u> which defines the specific evaluation design and tools, confirmed evaluation questions and procedures, with a specific date for key deliverables within established timelines. Please refer to the quality check for the Inception Report: http://uneval.org/document/detail/608	3	UNCT
<u>In country mission:</u> - <u>Meetings (semi-structured interviews)</u> with national and international stakeholders (government, private sector, NGOs, development partners, IFIs, UNCT members, PFD Results Groups, UNCT Theme Group members, youth): - to identify the current PFD implementation challenges, strengths, opportunities and lessons learnt;- to establish the level of country development, understand development financing flows in the country	10	Field work
A presentation with preliminary findings to be shared with UNCT and Results Groups (de-briefing)	2	At the end of country mission; Approved by UNCT
First draft report for circulation and identification of factual corrections from stakeholders. Number of pages	2	Approved by UNCT

should not exceed 50 pages or 35,000 words, excluding executive summary (2,500 words) and annexes. Please refer to the UNEG Quality Checklist for Evaluation Report for guidance: http://www.unevaluation.org/document/detail/607		
Second draft report for circulation to the external advisory panels (Regional DCO) for quality assurance	2	Approved by UNCT
Final reports that incorporate comments of regional desks, (DCO/ non-resident agencies)	1	Approved by UNCT

The quality of the evaluation report will be assessed according to the UNEG norms and standards for evaluation and the UNICEF quality assurance system for evaluations.

EVALUATION TIMELINE

The evaluation should follow the steps and deliverables as presented in the following evaluation calendar:

Phase I – Desk-review and in country mission	Responsible Parties		Timeframe	
	Lead Party	Other Parties	Begin	End
1. <u>Briefing of the Evaluator</u> : the M&E Specialist , in close collaboration with the UNCT members, provides access to all relevant documentation to the Evaluator .	M&E Specialist	UNCT	April 2019	April 2019
2. <u>Development of the Inception report</u> : in consultation with the M&E Specialist , the Evaluator prepares a detailed work plan outlining specific dates for key deliverables.	Evaluator	UNCT	April 2019	April 2019
3. <u>Data Collection and in-country mission</u> : The Evaluator collects data deploying various data collection methods agreed upon in the Inception Report such as observation, interviews, focus groups and surveys. Relevant stakeholders from UNCT and the different UN agencies will facilitate access to information and provide all necessary logistical and organisational support.	Evaluator	UNCT	May 2019	May 2019

4. <u>Preliminary findings</u> : The Evaluator delivers a presentation on the evaluation preliminary findings to UNCT	Evaluator	UNCT	May 2019	June 2019
5. <u>Reporting</u> : Evaluator prepares the report in accordance with the UNEG Norms and Standards. The report has to be logically structured, containing evidence-based findings, conclusions, lessons and recommendations.	Evaluator	UNCT	May 2019	June 2019
6. UNCT provide final feedback to the Evaluator.	UNCT	Evaluator	May 2019	June 2019
7. Evaluator produces a final report based on the final feedback.	Evaluator	UNCT	May 2019	June 2019
Phase II – Follow-up	Responsible Parties		Timeframe	
	Lead party	Other	Begin	End
1. <u>Dissemination of Evaluation Findings</u> : through the release of the evaluation report. The report is disseminated broadly to internal and external stakeholders, partners, donors and other interested parties. The report will also be published on the UNCT website and shared with UNDCO for posting on the UNDG website.	M&E Specialist	UNCT	July 2019	August 2019
2. <u>Development of the Evaluation Management Response</u> : UNCT issues a management response that outlines agreed upon actions as to how the evaluation findings and recommendations will be addressed by the UNCT. The Evaluation Management Response should be issued within two months after the evaluation findings become available and shared with DCO and other entities as per the management response guidance (forthcoming).-	M&E Specialist	UNCT, National counterparts	July 2019	August 2019

Documents for desk review

- PFD 2016-2020
- Country results Report 2016-2017
- Country results Report 2018
- Minutes of the Steering Committee Meeting in 2017

- Up-dated PFD Result Matrix
 - Resource Mobilisation Strategy 2018-2020
 - UN Common Budgetary Framework
 - UN Communications Strategy
 - Joint AWP's 2017, 2018 and 2019
 - Minutes UNCT Retreat 2016, 2017, 2018
 - Surveys/Studies/Evaluations 2016-2018
 - MAPS mission Reports
 - Rapid Integrated Assessment Report
 - UNICEF/UNFPA SitAn on women and children
 - UNICEF/UNDP/UNFPA SitAn on Young People
 - SDG Baseline Assessment Report
 - The recommendations from the UN treaty bodies, UPR, CEDAW, CRC, Special Procedures
 - UNICEF/UNFPA/WHO MCH assessment
 - ICPD -related SDG Baseline assessment
 - UNDP SDG Baseline Assesments UNICEF Early-moments of reflection (mid-term review of the country programme)
- + Other documents as required

ANNEX II: SITES VISITED FOR THE EVALUATION

Ahal/Ashgabat	Mary	Dashoguz	Lebap	Balkan
<p>Department of labor and employment, Tejen city</p> <p>Youth Union, Tejen city</p>	SDG 10 Youth Ambassador	Pre-primary, ECD	Agro-informational center of the eynrap Deinau of the Lebap velayat	SDG 15 Youth Ambassador
Bar Association, Ashgabat	Mary city - in the Resource Center for Human Rights in the State Energy Institute of Turkmenistan	Agro-informational center of the Goroglu etrap of the Dashoguz velayat	the city of Turkmenabad - in the Resource Center for Human Rights in the Turkmen Pedagogical Institute. Sadie;	Labor and Employment Department of Turkmenbashi
Hivaabad-Kaahka gravity water pipeline	<p>Mary Perinatal Center "Ene Mahri"</p> <p>Pilot for regionalization of perinatal care, introduction of quality control tools for medical care for mothers and children:</p> <p>Confidential audit of perinatal infant mortality,</p> <p>Confidential audit of maternal mortality "What lies behind the numbers"</p>			

Scientific and Clinical Center for Maternal and Child Health, Ashgabad.	NGO «Dap Dessur» NGO «Mashgala»			
Deaf and Blind Society				
Research Department of the Turkmen State Water Science Research and Production and Design Institute “Turkmensuvlymtaslam” of the State Committee of Water Management of Turkmenistan.				

ANNEX III: INTERVIEW AND FOCUS GROUP GUIDE

The following is the questions guide for the conduct of semi-structured focus group discussions with stakeholders and beneficiaries in the vilayats.

- Please describe your partnership with the United Nations in Turkmenistan?
- What are the common key priorities, objectives and activities do you have with the United Nations in Turkmenistan?
- What are the main achievements of the partnership?
- What UN agencies and programs do you closely engage with?
- How the current activities are informed by the previous program cycle?
- What was the process of working together like? What approaches and methods have you used to achieve your results?
- What were unexpected outcomes and impact of your partnership?
- What are the lessons learned and ideas emerging in the current cycle?
- What issues and challenges have you experienced in your work within the partnership framework? How have they been addressed? How they can be addressed in the next program cycle?
- Which pilot activities can be scaled up? Which new pilot ideas emerged from the study tours and knowledge/experience exchange with other projects, regions in the country and international partners?
- How do you document and measure your achievements?
- How can your results be sustained by the local community, local government and/or national state efforts, private sector and/or other stakeholders?
- How activities have been funded so far within partnership? What is a cost-share whether financial or in-kind have been contributed by the community members, private sector and/or government, or other donors/stakeholders?
- What alternative and/or new funding and cost-sharing opportunities can be explored in future?
- If new funding sources and
- In case of training and/or services, how are beneficiaries identified? Who covers the costs of training/expertise? Who decides for training/expert content and selection of trainers/experts? How training/service outcomes are measured? Does training of trainers take place? What is the multiplication of the training/services provided? How this can be strengthened, improved and/or advanced at a new level or with other innovative ideas/technologies?
- What are the takeaways and/or new ideas of the study tours and experience/knowledge exchanges?
- How they can be introduced and/or facilities within the partnership with the United Nations in Turkmenistan?
- How have been the life/state of your community/sector affected by the project results?
- What are the priorities, recommendations, ideas and wishes do you set/envision for your community/sector and country as the whole in the next program cycle?

ANNEX IV: KEY QUESTIONS DRIVING THE ANALYSIS OF DATA

The following questions were based on the evaluation criteria outlined in the evaluation's Terms of Reference with some small modifications to allow for better focus and clarity of analysis.

Dimension	Key Questions
Relevance	<p>Were programme activities relevant to national priorities and development needs? Were programme activities relevant to main beneficiaries? Has the programme tackled key challenges and problems? How was the PFD document used by UN agencies and Government institutions in planning their activities, setting goals, and in forging cooperation?</p> <p>Was the PFD results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the PFD cycle? To what extent was the programme relevant to the strategic considerations of the government institutions involved? To what extent was the programme implementation strategy appropriate to achieve the objectives?</p> <p>Has PFD been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of UN system and the Government? How/to what degree the PFD outcomes were used by UN agencies and Government to fulfil human rights obligations of Turkmenistan and attain SDGs? Were cross-cutting issues, such as gender equality, principles and quality criteria duly considered/mainstreamed in the programme implementation and how well is this reflected in the programme reports? How could they have been better integrated? How did the programme link and contribute to the Sustainable Development Goals?</p>
Effectiveness	<p>To what level has the UN system reached the purpose and the expected results as stated in the PFD, including those on gender equality? To what</p>

extent is the PFD on track to achieve planned results (including intended and unintended)?

Which are the main factors that have contributed positively or negatively to the progress towards the PFD outcomes and national development goals? What challenges have been faced? What has been done to address the potential challenges/problems? What has been done to mitigate risks?

How did the UN promote national execution of human rights programmes and / or the use of national expertise and technologies, the realization of human rights and promoting gender equality? Did the PFD effectively use the principles of environmental sustainability to strengthen its contribution to national development results? To what extent did PFD strengthen national capacities for data collection and analysis to ensure disaggregated data on the basis of sex, migration status, geographic location, and other grounds and did those people exposed to discrimination and disadvantage benefited from priority attention?

How has the UN been able to form and maintain partnerships with other development actors including bilateral and multi-lateral organizations, civil society organisations and the private sector to leverage results? How have the programming principles been mainstreamed in the design, implementation and monitoring/evaluation of the PFD 2016-2020.

Efficiency

How has the UN system mobilized and used its resources (human, technical and financial) and improve inter-agency synergies to achieve its planned results in the current PFD cycle?

Have the resources been used efficiently? In what ways could transaction costs be reduced? How well have the various activities, including those aimed at improving gender equality, transformed the available resources into the intended results in terms of quantity, quality and timeliness? (in comparison to the plan)

Were the management and administrative arrangements sufficient to ensure efficient implementation of the programme?

Sustainability

What is the likelihood that the benefits that resulted from the previous UNDAF and current PFD will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government? How will the PFD ensure sustainability of its results and impacts (i.e. strengthened capacities, continuity of use of knowledge, improved practices, etc.), including those aimed at improving gender equality? Has the PFD had a concrete and realistic exit strategy to ensure sustainability?

How has the PFD contributed to establishing and enhancing the critical factors for progress towards national development goals? Have complementarities, collaboration and /or synergies fostered by PFD and development partners intervention contributed to greater sustainability of results in the country? To what extent and in what way have national capacities been enhanced in government, civil society (and where relevant private sector)? Were there any jeopardizing aspects that have not been considered or abated by the programme activities? In case of sustainability risks, were sufficient mitigation measures proposed? Has ownership of the actions and impact been transferred to the corresponding stakeholders? Do the stakeholders / beneficiaries have the capacity to take over the ownership of the actions and results of the project and maintain and further develop the results?

Impact

Is there evidence of long-lasting desired changes in the outcome areas identified in the PFD? In which aspects?

Has the PFD appropriately reached its target groups and contributed to empowerment of disadvantaged ones and women?

Has the PFD contributed to (more) sustainable institutions?

Is there evidence that institutional systems/mechanisms are in place which:

1) Support further capacity development at the national and local level;
and

2) Promote sustainable and inclusive development.

ANNEX V: LIST OF STAKEHOLDERS MET FOR THE EVALUATION

Agenda for the mission on PFD 2016-2020 Evaluation

17 – 29 June 2019

Time	Activities
Meetings in the UN Building, 17.06.2019	
09:00 – 10:00	Meeting with the UNRC Office
10:00 – 12:00	Meeting with UNICEF staff and Siraj Mahmudlu, as a co-chair of the Result-Group #1
12:00 – 13:00	Meeting with the UNFPA staff and co-chair of the Result Group #5,
14:00 – 16:00	Meeting with UNDP staff and Natia Natsvlishvili, as a co-chair of the Result Groups #3 and #4
16:00-17:00	IOM and UNODC
17:00 – 18:00	Meeting with OMT
Meeting with the ministries and institutions, 18.06.2019	
10:00 – 11:00	Meeting with the members of the Result Groups from the State Statistics Committee and Araznury Atayev, as a co-chair of the Result group#1
11:30 – 12:30	Meeting with the members of the Result Groups from the Ministry of Education and Ogulkurban Gurturdurdiyeva, as a co-chair for the Result Group #2
14:00 – 15:00	Meeting with the members of the Result Groups from the Ministry of health and medical industry
15:30 – 16:30	Meeting with the members of the Result Groups from the Ministry of labor and social protection of the population of Turkmenistan
16:30-18:00	Meeting with the members of the Results Groups from the Ministry of Agriculture and environment protection and Berdi Berdiyev, as a co-chair of the Result Group #3
Meeting with the ministries and institutions, 19.06.2019	

- 10:00-11:00** Meeting with the members of the Result Groups from the Ministry of Finance and Economy and Allanurova Akjeren, as a co-chair of the Result Group#4
- 11:15-12:15** Meeting with strategic and sustainable development department staff from the Ministry finance and economy and head of department – Atajan Atayev
- 12:15 – 13:00** Meeting with the members of the Result Groups from the Institute of democracy, state and law and Shemshat Atajanova, as a co-chair of the Result Group #5
- 15:00 – 16:00** Meeting with SDG Ambassadors and SDG Center staff at the SDG Center
- 16:15 – 18:00** Meeting with the UN Resident Coordinator

Meetings with NGOs, 20.06.2019

- 09:00 – 10:00** Youth Union (members of the Result Groups)
- 10:30 – 11:00** Women Union (members of the Result Groups)
- 11:15 – 12:15** Red Crescent Society
- 12:30 – 13:00** Environment protection society
- 14:00 – 15:00** National Center of Labor Unions
- 15:30 – 16:30** Keik Okara
- 16:45 – 18:00** Ynam

Meetings with private sector and Ministries/Insitutions, 21.06.2019

- 10:00 – 11:00** Meeting with the members of the result Groups from the Union of Entrepreneurs and industrialists
- 11:30 – 12:30** Meeting with the members of the Result Groups from Mejlis
- 15:00 – 16:00** Meeting with the members of the Result Groups from the Office of Ombudsmen
- 16:00 – 17:00** Meeting with the Ministry of internal affairs
- 17:15-18:00** Meeting with Prosecutors Office

22.06.2019 Car trip to the Ahal veleyat:

- 10:00 – 12:30** Gokdepe:
- Perinatal care Center in the Central Etrap Hospital

- Research and scientific field in etrap center

15:00 – 16:00 ECD in Bezmein etrap

16:00 – 18:00 Up-date of the preliminary reviews, preparation for the presentation to UNCT

Desk-work to draft first observations, 23.06.2019

Meeting with international organizations, 24.06.2019

10:00 – 11:00 OSCE

11:15- 12:15 EU

14:00 – 15:00 ADB

15:15 – 16:15 EBRD

16:30 – 17:00 World Bank

17:00 – 18:00 Meeting with the UN Resident Coordinator

25.06.2019 Preparation of preliminary observations and meetings at the UN Building

10:00 – 11:30 Meeting with WHO staff and Poulina Karwowska, as a co-chair of the Result Group #2

12:00 – 15:00 Up-date of the preliminary reviews, preparation for the presentation to UNCT

15:00 – 18:00 **Presentation to UNCT and UN Agencies**

Presentation of the preliminary findings to the Result Group members, 26.06.2019

10:00 -13:00 Result Groups №1,2

15:00 – 17:00 Result Group №3

17:00 – 18:00 Meeting with RC

Presentation of the preliminary findings to the Result Group members and National Steering Committee Meetings, 27.06.2019

10:00 – 13:00 Result Groups № 4,5

15:00 – 18:00 National Steering Committee Meeting, MFA

ANNEX VI: EVALUATION MATRIX

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information	
<i>RELEVANCE: alignment of PFD interventions with the country's national priorities and international commitments</i>				
EQ1	<p>Were programme activities relevant to national priorities and development needs? Were programme activities relevant to main beneficiaries? Has the programme tackled key challenges and problems?</p> <p>How was the PFD document used by UN agencies and Government institutions in planning their activities, setting goals, and in forging cooperation?</p>	<p>Evidence of consistency between the outcomes and specific interventions of PFD and the national priorities and targets identified in the country policy papers and strategies.</p> <p>Common understanding amongst stakeholders about the expected and actual links between PFD results and selected national priorities</p> <p>Stakeholders can identify actual or potential areas of divergence between the national strategies and PFD results and strategies</p>	<p>Mapping of situation and contextual analyses</p> <p>Documentary review focused on links between key national strategies and results matrix; minutes/reports of strategic planning consultation events</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
EQ2	<p>Was the PFD results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the PFD cycle? To what extent was the programme relevant to the strategic considerations of the government institutions involved? To what extent was the programme implementation strategy appropriate to achieve the objectives?</p>	<p>Evidence that outcome coordinators, in liaison with UN agencies, could adapt results and strategies to new situation and had flexibility to reallocate resources as required to achieve the desired outcomes</p> <p>Evidence that the UNCT was open and responsive to the need/requests to adapt the PFD design</p>	<p>Documentary review focused on the annual reviews and progress reports</p> <p>Interviews with key informants</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p>

EQ3	<p>Has PFD been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of UN system and the Government? How/to what degree the PFD outcomes were used by UN agencies and Government to fulfil human rights obligations of Turkmenistan and attain SDGs? Were cross-cutting issues, such as gender equality, principles and quality criteria duly considered/mainstreamed in the programme implementation and how well is this reflected in the programme reports? How could they have been better integrated? How did the programme link and contribute to the Sustainable Development Goals?</p>	<p>Stakeholders confirm that PFD was used by UN agencies and Government in planning their activities, setting goals and in cooperation</p> <p>Clear identification of specific issues and recommendations from treaty body reports, SDG reports and other reports in PFD results matrix and programme strategies</p>	<p>Documentary review and structured desk analysis focused on relevant treaty body reports, concluding observations and recommendations, SDG reports and other reports and linkages with PFD results matrix</p> <p>One-pager</p> <p>Questionnaire Interviews</p> <p>Focus groups Round tables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
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EFFECTIVENESS: contribution of UNCT to the achievement of the PFD planned outcomes

EQ4	<p>To what level has the UN system reached the purpose and the expected results as stated in the PFD, including those on gender equality? To what extent is the PFD on track to achieve planned results (including intended and unintended)?</p>	<p>Objective comparison of actual outputs achieved against the set targets, including consideration of annual adjustments</p> <p>The actual outputs are likely to make a significant contribution towards the expected outcomes</p> <p>There are positive trends in the outcome indicators</p> <p>Plausible evidence that UN-supported results under the PFD</p>	<p>Documentary review focused on annual reviews and progress reports; contribution of PFD results and strategies to national development priorities and indicators</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p>
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		have made a contribution to national priorities and change	One-pager Questionnaire Interviews	Donors/International development partners representatives
		Stakeholders at both the strategic and programmatic levels can offer examples of for how institutional and/or behavioural changes resulting from PFD have influenced concrete changes in national development situation and indicators	Focus groups Round tables	
EQ5	Which are the main factors that have contributed positively or negatively to the progress towards the PFD outcomes and national development goals? What challenges have been faced? What has been done to address the potential challenges/problems? What has been done to mitigate risks?	<p>Factors (including challenges) identified and rated as promoting or diminishing the effectiveness of the PFD</p> <p>Evidence of UN agencies of making good use of facilitating factors and country context (operating space) to achieve outputs and contribute to the attainment of planned outcomes</p> <p>Assessment of assumptions and risks in the overall PFD and results chain</p> <p>Evidence that assumptions and risks were considered during programme reviews and for progress reporting</p>	<p>Mapping of factors which promoted or impeded the progress against intended results for contribution analysis</p> <p>Documentary review focused on annual reviews and progress reports, risks and assumptions, risks analyses, evaluation reports</p> <p>Questionnaire</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Results Groups</p> <p>UN Outcome coordinators</p> <p>UN Communications Team</p> <p>CSO and private sector representatives</p> <p>International development partners representatives</p>
EQ6	How did the UN promote national execution of human rights programmes and / or the use of national expertise and technologies, the realization of human rights and promoting gender equality? Did the PFD effectively use the	<p>Stakeholders at both the strategic and programmatic levels are able to provide examples of how HRBA, was applied during the programming process</p> <p>PFD strategies, results and indicators address the standards of ratified human rights treaties by the</p>	<p>Documentary review focused on the overall PFD design and on the target groups identified in PFD, annual work plans, programme</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Results Groups</p>

principles of environmental sustainability to strengthen its contribution to national development results? To what extent did PFD strengthen national capacities for data collection and analysis to ensure disaggregated data on the basis of sex, migration status, geographic location, and other grounds and did those people exposed to discrimination and disadvantage benefited from priority attention?

country and major recommendations of treaty body reports

PFD strategies, results and indicators are informed by key human rights principles of non-discrimination and equality, participation and inclusion.

PFD strategies, results and indicators have been informed by gender analysis

Evidence that the PFD was informed by an understanding of the linkages between environment and development, including screening for environmental issues and review of draft PFD results

Stakeholders are able to provide examples about how PFD strategy and delivery was informed and adapted to address environmental sustainability concerns

Where relevant, PFD indicators are disaggregated by gender, age, income levels and geographic location

Stakeholder perceptions about the availability of disaggregated data from PFD implementation and influence on national statistical systems

Evidence that PFD efforts were successfully targeted to vulnerable groups, including change in disaggregated indicators

reviews and progress reports

Questionnaire

Interviews with key informants

Focus groups

CSO and private sector representatives

International development partners representatives

		Stakeholders at both strategic and programmatic levels are able to provide examples about how programme strategy and delivery was adapted to reach vulnerable groups		
EQ7	How was the UN able to form and maintain partnerships with other development actors including bilateral and multi-lateral organizations, civil society organisations and the private sector to leverage results? How have the programming principles been mainstreamed in the design, implementation and monitoring/evaluation of the PFD 2016-2020.	<p>Evidence that PFD promoted effective partnerships and strategic alliances around its main outcome areas and national development goals (e.g. within the government, national partners, donors and other international development partners)</p> <p>Stakeholders consider partnerships established for the implementation of the PFD to be both an essential prerequisite and modality of achieving successful results</p> <p>Stakeholders are able to provide examples of successful results obtained through partnerships</p> <p>Evidence that programmatic work under each outcome was informed by an understanding of the major capacity assets and constraints of implementing partners</p> <p>Stakeholder perceptions about the level of engagement and success in national capacity development under the PFD</p>	<p>Documentary review focused on the PFD and preparatory documents and reports on UNCT comparative advantages; MTR</p> <p>Questionnaire</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p>

EFFICIENCY: extent to which outcomes have been achieved at reasonably low cost and maintenance of minimum transaction costs

EQ8	How has the UN system mobilized and used its resources (human, technical and financial) and improve inter-agency synergies to achieve its	Triangulation of perceptions about the benefits of the PFD and a ‘one programme’ approach for greater coherence and collaboration by UN agencies and Government partners	Document review and system analysis focused on the PFD management, monitoring and quality assurance	Reference materials for evaluation UNCT
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planned results in the current PFD cycle?	Efficiency gains achieved through synergy (concerted efforts to optimise results and avoid duplication)	arrangements and responsibilities, TORs and actual performance for progress monitoring, learning and reporting	Government officials
	Examples of cross-practice collaboration and cross-agency harmonization and programme and policy coherence	Questionnaire	UN Chairs of Results Groups
	Programme management arrangements (outcome and results groups) produced:	Interviews	UN outcome coordinators
	a. Efficient joint programming processes by UN agencies and implementing partners	Focus groups	Operations Management Team
	b. A regular, user-friendly stream of information and data about progress against the plan	Round tables	Communications Team
	c. Actionable lessons and good practices for consideration by the UNCT and the government		CSO and private sector representatives
			International development partners representatives
EQ9	Have the resources been used efficiently? In what ways could transaction costs be reduced? How well have the various activities, including those aimed at improving gender equality, transformed the available resources into the intended results in terms of quantity, quality and timeliness? (in comparison to the plan)	Document review focused on the UNCT budget, annual changes through work plans, financial analysis and delivery rates for the outcomes from programme reviews and progress reports	Reference materials for evaluation
	Evidence of efficient management and benefits of Deliver as One approach		UNCT
	Outcome budgets are broadly in line with scale and scope of expected results		UN Chairs of Results Groups
	UN annual work planning process is aligned with the national budget process to generate greater coherence in programme design and delivery		UN Outcome Coordinators
	Perceptions about costs vs. benefits of PFD results and the efficiency of	Interviews	

implementation modalities used
(avoiding waste and duplication)

Perceptions about the financial
costs of UN programmatic
assistance vs those of other
international partners

Timeliness and quality of outputs
and use of resources

EQ10	Were the management and administrative arrangements sufficient to ensure efficient implementation of the programme?	Stakeholder perceptions about the efficiency of the overall management arrangements for PFD progress monitoring, learning and reporting, including the roles of the UNCT and the government	Document review focused on the UNCT budget, annual changes through work plans, financial analysis and delivery rates for the outcomes from programme reviews and progress reports	Reference materials for evaluation UNCT Government officials Results Groups Operations Management Team
		Stakeholder perceptions about the likeliness that actual outputs could have been or not delivered more efficiently by other partners or with the use of other partnership approaches	Interviews	
		Examples of management intervention for overcoming barriers and constraints in PFD implementation		

SUSTAINABILITY: extent to which the obtained benefits (results) have continued, or are likely to continue, after the PFD-related intervention has been completed

EQ11	What is the likelihood that the benefits that resulted from the previous UNDAF and current PFD will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government? How will the	Triangulation of perceptions about the sustainability of PFD results/benefits Evidence of exit strategies and measures undertaken by UNCT to ensure sustainability of results (legal/policy, financial and institutional)	Document review focused on institutional measures in place or expected that will help to sustain PFD results/benefits	Reference materials for evaluation UNCT Government officials Results Groups
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	PFD ensure sustainability of its results and impacts (i.e. strengthened capacities, continuity of use of knowledge, improved practices, etc.), including those aimed at improving gender equality? Has the PFD had a concrete and realistic exit strategy to ensure sustainability?		Questionnaire Interviews Focus groups Roundtables	CSO and private sector representatives Donors/International development partners representatives
EQ12	How has the PFD contributed to establishing and enhancing the critical factors for progress towards national development goals? Have complementarities, collaboration and /or synergies fostered by PFD and development partners intervention contributed to greater sustainability of results in the country? To what extent and in what way have national capacities been enhanced in government, civil society (and where relevant private sector)? Were there any jeopardizing aspects that have not been considered or abated by the programme activities? In case of sustainability risks, were sufficient mitigation measures proposed? Has ownership of the actions and impact been transferred to the corresponding stakeholders? Do the	Ensuring sustainability is a subject matter regularly discussed by the UNCT and the government Stakeholders at both strategic and programmatic levels offer examples of ways national institutions are sustaining programmatic results Complementarities and collaboration fostered by the PFD between UN agencies and their implementing partners contribute to, or are expected to contribute to, the sustainability of results Examples of beneficiaries taking over the ownership of the actions and results of the project and maintain and further develop the results	Documentary review focused on exit strategies, minutes of meetings between UNCT and the government, assessment of systemic barriers to sustainability Questionnaire Interviews Focus groups Round tables	Reference materials for evaluation UNCT Government officials Results Groups CSO and private sector representatives Donors/International development partners representatives

stakeholders / beneficiaries have the capacity to take over the ownership of the actions and results of the project and maintain and further develop the results?

IMPACT: extent to which the obtained benefits (results) have continued, or are likely to continue, after the PFD-related intervention has been completed

EQ13	<p>Is there evidence of long-lasting desired changes in the outcome areas identified in the PFD? In which aspects?</p> <p>Has the PFD appropriately reached its target groups and contributed to empowerment of disadvantaged ones and women?</p> <p>Has the PFD contributed to (more) sustainable institutions?</p> <p>Is there evidence that institutional systems/mechanisms are in place which:</p> <p>1) Support further capacity development at the national and local level; and</p> <p>2) Promote sustainable and inclusive development.</p>	<p>Evidence of:</p> <p>a. Lasting changes in national laws, policies, regulations, and plans that can sustain PFD results and strategies</p> <p>b. Scaling-up of pilot initiatives</p> <p>c. Adoption of major lessons and good practices that led to changes in the strategic and organisational direction of the Government</p> <p>d. Additional allocations of national budget and/or other donor resources</p> <p>e. Institutional capacity in place to sustain levels of achievement or a strategy/plan exists to indicate how it will be developed and funded</p>	<p>Document review focused on institutional measures in place or expected that will help to sustain PFD results/benefits</p> <p>Questionnaire</p> <p>Interviews</p> <p>Focus groups</p> <p>Roundtables</p>	<p>Reference materials for evaluation</p> <p>UNCT</p> <p>Government officials</p> <p>Results Groups</p> <p>CSO and private sector representatives</p> <p>Donors/International development partners representatives</p>
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ANNEX VII: ONLINE SURVEY FOR UN STAFF

The following is the text of the survey, as it appears online. The survey should be seen as complementary to the questionnaire used for interviews (although both are harmonized), so they should not be compared for compatibility.

Overall Instructions

The UNCT Turkmenistan, in close partnership with the Government and other national counterparts, has decided to conduct an evaluation of the Partnership Framework for Development (PFD) 2016-2020, which is mandatory in the penultimate year of the programme cycle and should serve as a major input for the planning process of next programme cycle.

The purpose of the PFD evaluation is, on the one hand, to gather key findings and lessons learned to inform the next Partnership for Development Framework planning cycle and to improve UN coordination in Turkmenistan and, on the other hand to support greater accountability of the UN system towards agreed national objectives and priorities in the country.

The PFD evaluation scope will be global, in the sense that it will cover all strategic areas of the PFD. The PFD evaluation will examine progress for the 2016 – 2019 period. As such it will be a country-level evaluation carried out jointly with the UNCT and the overall approach is participatory and orientated towards learning on how to jointly enhance development results at the national level.

To facilitate the data collection process, the evaluators have designed this survey which is intended to gather the views and perceptions of UN staff on the overall relevance, efficiency and effectiveness of the PFD. Your participation in this evaluation through the completion of this survey will be greatly appreciated.

The survey should take **20 minutes** to complete. Wherever there is an opportunity for a write-in response, you are encouraged to make reference to a specific activity or project. If for any reason you cannot respond to a question, please select “Don’t know”. We kindly request that you complete this survey by 15 June 2019. The information you provide will be kept strictly confidential. Responses will be combined through our analysis and reporting so that individual responses are not identifiable to any individual. Thank you!

1. Background Information

1.1 Which UN Agency do you work for?

- UNRC
- FAO
- IOM
- OHCHR
- RCO
- UN Women
- UNCTAD
- UNDP
- UNECE
- UNFPA
- UNHCR
- UNICEF
- UNODC
- WB
- WHO
- ... additional choices...

1.2 What is your association with the PFD process?

- Formulation
- Implementation
- M&E
- Resource mobilization
- Partnership
- Coordination
- Other, please specify _____

1.3 In what capacity do you work for the UN?

- Programme
- Finance
- Administration (including HR)
- Communications
- M&E
- Other, please specify _____

1.4 How long have you been working with the UN in Turkmenistan?

- Less than 1 year
- Between 1-2 years
- More than 2 years but less than 5 years
- More than 5 years

1.5 What is your gender?

- Male
- Female
- Prefer not to say

2. Questions on PFD Relevance

Please select the answer that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
2.1 The PFD adequately reflected Turkmenistan national priorities at the time of its formulation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.2 The PFD addresses the needs of women, children and the most vulnerable groups in Turkmenistan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.3 The PFD is flexible enough to respond to the changing context in Turkmenistan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.4 The PFD is relevant to the work of my agency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.5 The PFD has created a clearer division of labor	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

among UN agencies in Turkmenistan

2.6 The PFD has created complementarities among UN agencies in Turkmenistan

2.7 Are there any priority areas that should be added to the next PFD?

Please provide 1-2 areas if applicable.

Area 1: _____

Area 2: _____

2.8 Are there any priority areas that should NOT be included in the next PFD?

Please provide 1-2 areas if applicable.

Area 1: _____

Area 2: _____

3. Questions on PFD Effectiveness

Please select the answer that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
3.1 The targets for the PFD outputs my agency is involved in are realistic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.2 The targets for the PFD outputs my agency is responsible for are on track to be achieved by the end of the current cycle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3.3 The PFD has contributed to increased collaboration between UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.4 The PFD has created a UN system that is more effective than the work of individual agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.5 The PFD has adequately incorporated human rights as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.6 The PFD has adequately incorporated gender equality and right of children and PwDs as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.7 The PFD has adequately incorporated environmental sustainability as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.8 The PFD implementation has adequately incorporated capacity building as a cross-cutting principle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.9 The PFD implementation has adequately incorporated results-based management (RBM) principles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please rate the following statements from your agency’s perspective:

STRONGLY DISAGREE DISAGREE AGREE STRONGLY AGREE DON’T KNOW

3.10 The RCO has played a crucial role in coordinating agencies

3.11 The recent restructuring of the RCO function is a positive development that will strengthen UN coordination and effectiveness

3.12 What are the main sources of funding for your activities in the current PFD cycle?

- Core (own funding)
- Donor funding
- Other, please specify _____

3.13 How does your funding situation compare to the last CPD cycle?

- Better
- Worse

3.14 What are the main challenges related to funding for your agency?

- Answer _____

3.15 What would be the factors that have positively affected the achievement of PFD results?

Please provide 1-2 areas if applicable.

Area 1: _____

Area 2: _____

3.16 What would be the factors that have negatively affected the achievement of PFD results?

Please provide 1-2 areas if applicable.

Area 1: _____

Area 2: _____

4. Questions on PFD Efficiency

Please select the answer that best reflects your perception of the following statements:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
4.1 The PFD oversight mechanisms have worked adequately (i.e., UNCT, OMT, and other governance bodies)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.2 The PFD has contributed to achieving better synergies among the programmes of the UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.3 The PFD has contributed to a reduction of transaction costs in my agency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.4 My agency has mobilized enough resources to achieve the PFD outcome/output targets we support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.5 The value of the PFD process outweighs the efforts required to administer it	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.6 Pertinent information on the PFD is readily available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4.7 Information sharing on the PFD is transparent

4.8 The PFD has increased the capacity of UN agencies to engage the government on critical UN matters

Please rate the following statements from your agency’s perspective:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON’T KNOW
4.9 The agency I work for frequently uses the PFD document to plan its activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.10 The agency I work for uses the PFD document to plan Joint-Programmes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.11 The agency I work for actively communicates with other UN agencies on work related to PFD	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.12 The PFD result groups have convened regularly and have been an important instrument of inter-agency cooperation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.13 Work around the Sustainable Development Goals is well coordinated among UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4.14 In how many Joint Programmes has your agency been involved in the current PFD cycle?

- One
- Two
- Three
- Four
- Five
- More than five

4.15 Following up on the previous question, in which areas have you been involved in joint programming with other UN agencies?

Please provide 1-5 areas if applicable.

Area 1: _____

Area 2: _____

Area 3: _____

Area 4: _____

Area 5: _____

4.16 Following up on the previous question, in which areas there is potential for more joint programming with other UN agencies?

Please provide 1-5 areas if applicable.

Area 1: _____

Area 2: _____

Area 3: _____

Area 4: _____

Area 5: _____

4.17 Can you provide any specific examples of inter-agency coordination or cooperation that reduced duplication, generated economies of scale or resulted in development synergies and effective delivery of the PFD?

4.18 What your agency’s activities and contributions in the area of SDGs? Have you cooperated with other agencies in this area?

4.19 From the perspective of your agency, how would you rate the partnerships with the following stakeholders throughout the PFD implementation:

	NON- EXISTENT	WEAK	STRONG	VERY STRONG
Other UN agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Central government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local governments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Civil Society Organizations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Private sector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bilateral donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Multilateral Development Banks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4.20 What are the main challenges related to coordination among UN agencies?

Please provide 1-4 areas if applicable.

Area 1: _____

Area 2: _____

Area 3: _____

Area 4: _____

5. Questions on PFD Sustainability

Please rate the following statements from your agency's perspective:

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
5.1 The PFD promotes ownership of UN programmes by the government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.2 The PFD results are sustainable given the financial resources mobilized so far	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.3 My agency develops exit strategies to ensure results are sustained over time	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.4 Building capacities of government institutions will lead to sustainable results	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. Conclusion and Recommendations

6.1 What changes or recommendations should be made to the current PFD programming and management to support the realization of the PFD outcomes for the next cycle?

6.2 What changes should be made to support the integration of the Sustainable Development Goals for the next cycle?

6.3 Are there any additional comments you wish to make for consideration by the evaluation team?

(up to 200 words)

Thank you for your kind participation!

ANNEX VIII: PFD RESULTS FRAMEWORK

OUTCOME 1: Quality data, aligned with international standards, is available to policy makers, legislators, and the interested public to monitor the major goals of national programmes, the post-2015 SDGs, UNPFD and to formulate new national strategies and programmes (UNICEF and State Statistics Committee)				
OUTCOME Responsible Agency: UNICEF/SSC				
Strategic Area 1: Quality Data Progress Monitoring				
National Development Goals: Attention to policy reform, institutional capacity development, planning, budgeting, monitoring and information systems				
SDG # To implement the SDGs, it is important to improve the availability of and access to data and statistics disaggregated by income, gender, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts to support the support the monitoring of the implementation of the SDGs. There is a need to take urgent steps to improve the quality, coverage and availability of disaggregated data to ensure that no one is left behind.				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
Indicator 1.1 % of the recommendations from the adapted Global Assessment of the national Statistical System (NSS) implemented	20% (SSC, 2016)	21.6%	33.7%	40% (2020)
Indicator 1.2 SDG targets adopted and incorporated into national strategies and sector plans	Relevant MDG targets adopted by Turkmenistan	Rapid integrated assessment identified, that nearly 84% of SDG targets are incorporated into national strategies	New programme of socio - economic development is under development for the years 2019-2025, that envisions SDG targets incorporation	Relevant SDG targets adopted by Turkmenistan
Indicator 1.3 National system on SDG monitoring is in place in line with international standards	no	Presidential Decree on the development of monitoring system on SDGs and creation of the working group	Detailed review of the indicators, sources of data and frequency of data collection, with the special focus on VNR SDGs	yes

<u>OUTCOME 2:</u> Pre-school, primary and secondary education services are of higher quality, in line with international standards, and with priority given to inclusive education				
<i>OUTCOME Responsible UN Agency: WHO</i>				
Strategic Area 2: Quality, Inclusive Social Services				
National Development Goals: General education schools (primary and secondary) will be aligned with international standards, quality of education will be improved, interactive tools and information technologies will be used in teaching methodologies, electronic books and education aid tools will be developed for teachers and students (3.4)				
SDG #4 Ensure inclusive and equitable quality education and promote life-long learning opportunities for all; 4.1 by 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes; 4.8 build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
<u>Indicator 2.1</u> % of five-year-old girls and boys enrolled in pre-primary education	33.5% (SSC, 2012)	46.20%	proposed to change the target to 48%	80% by 2020 (proposed in 2015) changed to:48% in 2019
<u>Indicator 2.2</u> % of secondary (incl. primary) schools that implement quality and inclusive education standards	5.5% (Ministry of Education, 2015) changed to 4.2% in 2016	4.20%	proposed to change the target to 5.5%	80% by 2020 (proposed in 2015) changed to:5.5% in 2019
<u>Indicator 2.3</u> % of secondary school Basics of Life Skills teachers certified in comprehensive gender sensitive and age appropriate reproductive health education	42% (Regional methodology-training centers, Pedagogy Institute named after Seidi, 2015)	51%*	68%*	95% (2020)
<u>Indicator 2.4</u> Availability of sex and age disaggregated data to track access to education for girls and boys, including children with disabilities	Sex disaggregated primary school enrollment data is available (SSC, 2015)	In progress	In progress	all TransMonee education related indicators

OUTCOME 3: The social protection system is ready to provide inclusive quality community-based support services

OUTCOME Responsible UN Agency: WHO

Strategic Area 2: Quality, Inclusive Social Services

National Development Goals: Ensuring social protection of citizens during transition from state to a market economy (2.2); Introduce international standards in social protection sector (4.2)

SDG #1 End poverty in all its forms everywhere 1.3 implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable; 1.5 build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters

Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
<u>Indicator 3.1</u> Coverage of social protection systems, disaggregated by sex, age, rural/urban and at risk groups	No data	Measured in absolut numbers, data available from Ministry of labor and social protection	Measured in absolut numbers, data available from Ministry of labor and social protection	Data Available in 5 velayat capitals and the city of Ashgabat
<u>Indicator 3.2</u> Availability of inclusive community based support services compliant with international standards	Services not available	In Progress	Developed plan for 10 years on the introduction of social work	Services available in 5 velayat capitals and the city of Ashgabat
<u>Indicator 3.3</u> % of Population (disaggregated by residence, age, and disability status) who have knowledge of where and how to access community based social services	Will be measured in 2018	To be measured in 2019	MICS 2019 is planned	will be identified by 2020

OUTCOME 4: The people of Turkmenistan, especially vulnerable groups, enjoy better coverage of quality health care services focusing on women and child health, nutrition, NCDs, Multiple Drug Resistant Tuberculosis(MDRTB), early detection and early prevention of diseases <i>*Focus: young children, children with developmental delays, MDRTB patients, young people, pregnant and lactating women, reproductive age women</i>				
OUTCOME Responsible UN Agency: WHO				
Strategic Area 2: Quality, Inclusive Social Services				
National Development Goals: Improvement of health insurance system of population; Prevention of diseases, promotion of healthy life style, increased investments for healthcare sector, bringing the healthcare system to the level of international standards (3.5)				
<p>SDG #3.Ensure healthy lives and promote well-being for all at all ages; 3.2 by 2030 end preventable deaths of newborns and under-five children: 3.3 by 2030 end the epidemics of AIDS, tuberculosis, malaria, and neglected tropical diseases and combat hepatitis, water-borne diseases, and other communicable diseases; 3.4 by 2030 reduce by one-third pre-mature mortality from non-communicable diseases (NCDs) through prevention and treatment, and promote mental health and wellbeing; 3.7 by 2030 ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes; 3.8 achieve universal health coverage (UHC), including financial risk protection, access to quality essential health care services, and access to safe, effective, quality, and affordable essential medicines and vaccines for all.</p>				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
Indicator 4.1 U5 mortality rate	51 per 1000 live birth (UN IGME 2015)	47 (UNIGME, 2017) 29* (Ministry of Health and Medical Industry)	In progress	15% reduction by 2020
Indicator 4.2 % percentage of pregnant women covered by antenatal care in 1st trimester	70% (MOH,2014)	76.00%	82.00%	90.00%
Indicator 4.3 % of maternity facilities providing comprehensive emergency obstetric and neonatal care in line with adopted clinical protocols	42% (MOH, 2014)	68%	74%	60%

Indicator 4.4 Mortality rate from cardio-vascular diseases, cancer, diabetes mellitus and chronic respiratory diseases	650/100,000(WHO EURO indicator on NCDs (2010) Death likelihood (%), 24.9% (MOHaMI, 2016) Male: 30% Female: 20.3%	Death likelihood, 24.5% (MOHaMI, 2017) Male: 29.9% Female: 19.7%	In progress	1.5% annual reduction to achieve 10% reduction by 2020
Indicator 4.5 Proportion of people receiving medical treatment and counselling (including glycemic control) for prevention of heart attack and stroke, out of all in need	25% (STEPS 2013-2014)	STEPS is planned	79.3% (STEPS 2017-2018)**	50%
Indicator 4.6 Tobacco use rate among population groups of 18-64 age	8.3% (STEPS 2013-2014)	STEPS is planned	3.4%(STEPS, 2017-2018)**	6%
Indicator 4.7 TB and MDR-TB incidence rate disaggregated by sex, education, age and urban/rural groups	42.6/100,000 (MOH, 2014) 39.1% (MOH, 2016) Disaggregation is available only by age and sex. By urban/rural and education is not available.	35.9% (MOH, 2017)	34.8% (MoH, 2018)	20% reduction of 2014 baseline by 2020
Indicator 4.8 % of people who have access to drug demand reduction services disaggregated by sex, age, urban/rural	To be established in 2017	Not envisioned the collection of data	Deleted	20% increase from baseline by 2020
Indicator 4.9 Neonatal mortality rate (deaths per 1,000 live births) disaggregated by sex	23 per 1,000 livebirths (UN IGME, 2015)	22 (UNIGME) 13.6 %* (MOH, 2017)	In progress	5% reduction by 2020
Indicator 4.10 Prevalence of stunting, moderate and severe	Moderate: 11,5% Severe: 2.7% (MICS 5)	Planned in MICS 2019	Planned in MICS 2019	10% reduction by 2020

*Dissagregation is available in the provided by the Government Documents

** Dissagregation by gender is available in the STEPS Report.

<u>OUTCOME 5:</u> The national policy, legislative and institutional frameworks are aligned to reduce greenhouse gas emissions and to promote sustainable practices on energy efficiency, the use of renewables, urban development and waste management				
OUTCOME Responsible UN Agency: UNDP				
Strategic Area 3: Environmental Sustainability and Energy Efficiency				
National Development Goals: Environmental protection and efficient and rational use of natural, agricultural and energy resources (4.1); Sound improvement of environmental situation, increased ecological standards, quality drinking water supply (3.2)				
SDG #7 Ensure access to affordable, reliable, sustainable, and modern energy for all; 11. Make cities and human settlement inclusive, safe, resilient and sustainable; 13. Take urgent action to combat climate change and its impacts;				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
Indicator 5.1 Number of current and new institutions that research, pilot and replicate sustainable energy efficiency initiatives in rural and urban development, and the use of renewables, urban development and waste management practices	0	1 (Ministry of construction and architecture)	3 (Ministry of construction and architecture, Ministry of agriculture and environment protection, Hakimlik of Ashgabat city)	2
Indicator 5.2 Number of state laws, regulations and procedures developed or amended that incorporate energy efficiency standards and practices, the use of renewables and sustainable waste management	0	4 construction norms	6 (+2 regulations and decree on exploitation of water pumps)	1 law and 2 normative standards
Indicator 5.3 Annual emissions of carbon dioxide (in million metric tons) are measured by an established integrated monitoring system in place	53mln metric ton (2010, National communication 2)	No data	No data, Started development of National strategy on climate change. In progress of preparation of the 4th National communication	Implemented on national level and verifiable data

<u>OUTCOME 6:</u> The national policy, legislative and institutional frameworks are responsible to climate change issues by promoting climate resilience, adaptation, climate risk management and disaster risk reduction measures at sector and community level				
OUTCOME Responsible UN Agency: UNDP				
Strategic Area 3: Environmental Sustainability and Energy Efficiency				
National Development Goals: Environmental protection and efficient and rational use of natural, agricultural and energy resources (4.1); Sound improvement of environmental situation, increased ecological standards, quality drinking water supply (3.2)				
SDG #6 Ensure availability and sustainable management of water and sanitation for all; 13. Take urgent action to combat climate change and its impacts; 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development; 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
Indicator 6.1* Availability of solutions developed and implemented at national and sub-national levels for climate change adaption, sustainable management of natural resources and ecosystems services as part of National Programme on implementation of Paris Agreement, <i>Number</i>	0	3	7	10% from the Paris Agreement Recommendations
Indicator 6.2 <i>Hectares of land that are managed sustainably under a conversation, sustainable use or access and benefits sharing regime (EXCLUDED)</i>	Deleted			
Indicator 6.2 Availability of DRR and CRM/adaptational legal instruments approved and under implementation with appropriate financial and technical arrangements, and quality sector plans developed and initiated that have DRR/CRM adaptation practices, include gender aspects and appropriate DRR cross-sector coordination mechanisms included	0	2 laws (Water code and Law on Land Cadaster)	2 laws (Water code and Law on Land Cadaster)	3 legal documents и 2 sector plans

Indicator 6.3** Number of cross boundary water and climate change initiatives undertaken to support regional efforts for building climate resilience and adaptation	0	0	1	2
<p>*Justification 6.1.: - The Law on Land Cadaster was adopted on 25 November 2017. The design of the law was prepared through the joint effort of the United Nations Development Programme (UNDP) and the State committee for nature protection and land resources of Turkmenistan in the framework of the SCRL project.</p> <ul style="list-style-type: none"> - The new version of the Land Code was drafted and provided to partners and Parliament for review. Revised version of Land Code incorporates different aspects including issues of climate change. - Package of amendments to the Laws on Daykhan associations and Ddaykhan economy societies were drafted and submitted to partners for review. - four regulatory acts to support Water Code were developed, including (i) operational regulations for pump stations; (ii) regulation for scheduled preventive maintenance and repair of water systems and facilities; (iii) technical regulations of irrigation infrastructure; and (iv) technical regulations of drainage infrastructure 				
<p>**Justification 6.3:</p> <ul style="list-style-type: none"> - UNDP cooperated with the International Fund for saving Aral sea (IFAS) during Turkmenistan’s chairmanship and supported activities of the Fund related to solving the problems of the Aral Sea Basin. 				

<u>OUTCOME 7:</u> Strategies and simplified regulations are in place to promote high quality inclusive employment through sustainable economic diversification				
OUTCOME Responsible UN Agency: UNDP				
Strategic Area 4: Employment, Economic Diversification and Trade				
National Development Goals: Diversification of the national economy (1); Ensuring competitiveness of Turkmen companies in worldwide high technologies markets, creation of scientific-education sector and industries with highly developed technologies (3.3)				
SDG #8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; 8.2 achieve higher levels of productivity of economies through diversification, technological upgrading and innovation, including through a focus on high value added and labour-intensive sectors.				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
<u>Indicator 7.1</u> Number of enhanced and simplified legal instruments (or measures), bylaws to facilitate import and border crossing procedures	2 (Program on increasing exports volumes for products produced in Turkmenistan, Program on production in Turkmenistan of the import-substituting products)	4* (2 state programs and 2 regulations)	6* (2 state programs and 4 regulations)	2 (additional)
<u>Indicator 7.2</u> Share of non-hydrocarbon sectors to GDP	73.10%	82.20%	79.50%	Increased to 80% (Ministry of Economy)
<u>Indicator 7.3</u> Number of state, sectoral, regional programs including on SME development aimed at piloting new initiatives related to economic diversification at national and sub national levels	2 State program of support for small and medium-sized businesses in Turkmenistan 2011- 2015, State program of privatization in Turkmenistan of enterprises and objects of state ownership for 2013-2016	n/a	4 (Program for the development of small and medium businesses 2018-2024 Created fund to support small and medium businesses Created a state	2 (additional)

			commission to support small and medium businesses)	
Indicator 7.4 Number of newly created jobs	10,897 (Ministry of Labor and Social Protection of Population of Turkmenistan, 2015)	16,444 (5547 additionally) (Ministry of Labor and Social Protection of Population of Turkmenistan, 2017)	21,097 (4,653 additionally) (Ministry of Labor and Social Protection of Population of Turkmenistan, 2018)	92,984 (projection, Ministry of Labor and Social Protection of Population of Turkmenistan, 2016-2020) 35,000 (re-calculated, based on the Ministerial consultations and changed by the Ministry of Labor and Social protection)
Indicator 7.5 A national action plan has been developed to create conditions and opportunities for the realisation of rights for employment of people with disabilities	Program to improve the employment system and the creation of new jobs in Turkmenistan for 2015-2020	Information of the Ministry of Labor and Social Protection of the Population about the activities carried out	Information of the Ministry of Labor and Social Protection of the Population about the activities carried out	program realised

<p>Indicator 7.6 Employment to population ratio disaggregated by sector, sex, age and excluded group - Deleted</p>	<p>Deleted</p>			
<p>Indicator 7.6 A national socio/economic interim plan 2017-2021, developed and a monitoring system established to measure progress in implementation</p>	<p>National presidential Programme 2012-2016rr.</p>	<p>In progress</p>	<p>The program of the President of Turkmenistan on the socio-economic development of the country for 2018-2024. Program approved for 2019-2025</p>	<p>National Presidential Programme 2018-2024</p>
<p>*Additional clarifications in the provided by the Government Documents</p>				

Outcome Monitoring & Evaluation Plan				
<u>OUTCOME 8:</u> State institutions implement and monitor laws, national programmes, and strategies, in a participatory manner and in line with the country's human rights commitments				
OUTCOME Responsible UN Agency: UNFPA				
Strategic Area 5: Governance and Rule of Law				
National Development Goals: Development of a governance system which is able to ensure political stability, security, social equality and social order (2.2)				
SDG #16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; 16.2 16.6 develop effective, accountable and transparent institutions at all levels; 16.7 ensure responsive, inclusive, participatory and representative decision-making at all levels				
Indicators	Baseline, 2016	Progress		Target, 2020
		2017	2018	
<u>Indicator 8.1</u> Number of new laws, and amendments that are gender sensitive and developed in line with UN human rights standards	0	5 (The law of Turkmenistan on information about privacy and its protection, the Law of Turkmenistan on refugees (new edition), New Edition of the Labor Code of Turkmenistan, the Law of Turkmenistan on guardianship and trusteeship, the Law of Turkmenistan on administrative procedures)	7 (amendments to the Family Code of Turkmenistan, the Law on Advocacy and Advocacy in Turkmenistan, the Law of Turkmenistan on combating trafficking in persons, the Law of Turkmenistan on education, amendments to the Law of Turkmenistan on employment, amending the Law of Turkmenistan on advertising, the Code of Turkmenistan on social protection of the population)	4 (1 law/amendment each year, starting from 2017)
<u>Indicator 8.2</u> Number of human rights national plans approved and percentage of actions implemented				

<i>Plans approved</i>	1	2	-	4(total) 2016 (2) 2017(1)
<i>Implementation rate</i>				65%
<i>% NAP on Gender (2015)</i>		44%	60%	65%
<i>% NAP on HR</i>		20%	60%	65%
<i>% NAP on TiP</i>		65%	90%	65%
<i>% NAP on CR</i>		-	10%	65%
Indicator 8.3 Number of civil society development bodies representing women, youth, children and people with disabilities participating in design and implementation of national and sectoral programmes	5	9 (National Red Crescent Society of Turkmenistan, Union of Women of Turkmenistan, Union of Youth of Turkmenistan, Support Center for Disabled, Bar Association, Yenme NGO, Ynam, Keik Okara, Masgala)	9 (National Red Crescent Society of Turkmenistan, Union of Women of Turkmenistan, Union of Youth of Turkmenistan, Support Center for Disabled, Bar Association, Yenme NGO, Ynam, Keik Okara, Masgala)	10 (2017-1, 2018-1, 2019-1, 2020 - in addition to 5 existing)
Indicator 8.4 Number of new key initiatives implemented that can assist with addressing emerging cross border issues including the legal flows of goods and people in an integrated manner	0	10	19	3 (1-2018, 2-2019)
Indicator 8.5 Number of e-governance services offered to improve the efficiency and accountability of public governance service delivery				
Indicator 8.5 Number of e-governance services offered to improve the efficiency and accountability of public governance service delivery	0	1 The concept of development of a digital education system	1 The concept of the digital economy	2

Indicator 8.6 Number of new initiatives implemented that strengthens law enforcement and judiciary bodies to promote greater access to justice	0	1	1	2
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ANNEX IX: PROGRAMMES, POLICIES AND LAWS SUPPORTED BY THE UN

The following is a list of national programmes, policies and laws that were supported by UN agencies during the current PFD Cycle.

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
1	National Presidential Program on Socio-Economic Development of Turkmenistan for 2019-2025	Adopted	UNDP, UNICEF, UNFPA, WHO, UNODC
2	Concept on Digital economy 2019/2025	Adopted	UNDP
3	National Nutrition Programme	Completed	UNICEF, WHO
4	Economic Assessment of Pasture Ecosystems	Completed	UNDP
5	Assessment of Vulnerability and Risks in the Lebap and Dashoguz velayats	Completed	UNDP
6	Assessment of school and pre-school institutions for Emergency Preparedness	Completed	UNDP
7	National Human Rights Action Plan 2016/2020	Adopted	UNDP
8	Law on Ombudsman of Turkmenistan 2016	Adopted	UNDP
9	Draft of the Law on Domestic Violence, Gender Equality	In process	UNDP/UNFPA
10	Draft of the Labor Code	In process	UNDP
11	Youth Employment Programme	Adopted	UNDP
12	National Programme on Employment of People with Disabilities	Adopted	UNDP
13	UNODC Legal analysis of Turkmenistan's national legislation, incl. the Criminal Code, to assess compliance with the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons	Analysis report of the assessment published and distributed to national and international counterparts	UNODC
14	National Action Plan on Counter-trafficking 2016-2018	Adopted, Completed	IOM
15	Revision of Law on Counter-trafficking (2016)	Adopted	IOM
16	Revision of Criminal Code (articles criminalizing trafficking in persons)	Approved	IOM
17	Revision of Administrative Code (relating to trafficking in persons)	Approved	IOM
18	Water Code (2016)	Adopted	UNDP
19	Law on Land Cadastre (2017)	Adopted	UNDP
20	Land Code (2018-2019)	Draft	UNDP

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
21	Several regulatory acts (by-laws) to support Water Code and Land Code (2018-2019): 1) Operational regulations for pump stations 2) Regulation for scheduled preventive maintenance and repair of water systems and facilities 3) Technical regulations of irrigation infrastructure 4) Technical regulations of drainage infrastructure 5) Regulation on procedures of the state land cadaster 6) Methodological guidance on land evaluation and economic assessment of arable lands	Draft	UNDP
22	A package of amendments to the Laws on Farmers Associations and Farmers Unions (2018-2019)	Draft	UNDP
23	Two Model Agreements for irrigation water supply and land leasing have been revised in terms of juridical expertise and adaptation to climate change 1) Проект Типового договора по поставке поливной воды для орошения 2) Проект Типового договора между государственными водохозяйственными организациями и водопользователями о поставке оросительной воды	Draft	UNDP
24	National Adaptation Program	Draft	UNDP
25	Revision of the National Strategy of Turkmenistan on Climate Change (2019)	Draft	UNDP
26	Plan on Implementation of the Paris Agreement (2019)	Draft	UNDP
27	National Strategy on Emergency Risk Reduction (2017)	Draft	UNDP
28	Amendments to Law on Waste (2019)	Adopted	UNDP
29	Law on Ecological Audit (2019)	Adopted	UNDP
30	National self-assessment and action plan on industrial safety	Endorsed	UNECE
31	Health Information Management Strategy	Draft	UNFPA, UNICEF, WHO
32	Clinical protocols on obstetrics (18): 8 in 2017 and 10 in 2018	Signed	UNFPA
33	Clinical protocols on newborn health (16) in 2016	Signed	UNFPA
34	Guidelines on regionalised MCH services / May 2017	Signed	UNFPA
35	Curriculum for postgraduate education of secondary school teachers on reproductive health (RH) topics and methodology materials 2018	Signed	UNFPA
36	RH manual for school teachers (7-10 grades) in Turkmen and Russian languages 2019	Signed	UNFPA
37	MoH order #279 on improvement of Adolescents RH services /July 2018	Signed	UNFPA

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
38	MoH order #383 On improving access of vulnerable women to volunteer Family planning services and contraceptives/Oct 2018	Signed	UNFPA
39	MoH order #355 On improvement of integrated RH services	Signed	UNFPA
40	MoH order # 280 On Male RH service provision and designating of staff units	Signed	UNFPA
41	MoH Order on comprehensive response to cervical cancer, 2019	Advanced draft	UNFPA
42	Trainers manual on Peer to Peer Education in Turkmen and Russian for Youth Centers, 2019	Endorsed and currently under registration process	UNFPA
43	RH data collection forms developed on adolescents and updated on women, and male population	Signed	UNFPA
44	Order on providing TB services to population in TKM - update of the part related to "Drug resistant TB case management" (Order #109, attachment 17). Concept note for strengthening TB control in Turkmenistan.	Draft	WHO
45	Development of National TB program for the period of 2016-2020	Draft	WHO
46	Update of national protocols on management and treatment of latent TB infections in children and review (inclusion) of new drugs for latent TB treatment in TKM	Draft	WHO
47	Update of national protocols on management and treatment of MDR TB infections in children and adolescents	Draft	WHO
48	Development of new model of outpatient TB care for TKM (concept paper)	Adopted	WHO
49	Update of legislation on pharmacovigilance and active drug safety management for better quality of care for TB patients (update of Order 109)	Draft	WHO
50	Review model of care and incentive mechanism for TB service providers (concept paper)	Draft	WHO
51	Update of monitoring and evaluation forms for TB reporting (concept note for update national guidelines)	Draft	WHO
52	Update of legislation (order) on TB control in penitentiary system	Draft	WHO
53	Turkmenistan National Tuberculosis Program Infection Prevention and Control - Assessment report	Draft	WHO
54	Self-assessment on the implementation of core components Infection Prevention Control programmes at national and facility levels. Result and action plans	Draft	WHO
55	National Pandemic Influenza Preparedness Plan	Draft submitted for Cabinet Ministry approval	WHO
56	National Guide on Influenza and Acute Respiratory Infections Epidemiologic Surveillance	Draft	WHO
57	National Action Plan on climate change adaptation to health sector	Draft	WHO

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
58	National Guide on biosafety and biosecurity for laboratories	Draft	WHO
59	National Strategy for prevention and control of viral hepatitis 2019-2025	Adopted	WHO
60	National guide on clinical management of patients with SARI (Severe Acute Respiratory Infections)	Adopted	WHO
61	National Guide on outbreak investigation and response	Draft	WHO
62	National Guide for quality management system in laboratories	Draft	WHO
63	National guide on transportation of clinical samples in and outside of Turkmenistan	Draft	WHO
64	Assessment on national influenza laboratory to obtain WHO NIC recognition	Draft	WHO
65	Strategy for Development of a Health Information System in Turkmenistan for 2019 – 2025	Adopted by MoH TKM	WHO, UNICEF, UNFPA
66	Strategy on Human resources for Health Development for 2019-2025	Draft submitted for MoH approval	WHO
67	Law on mental health services	Approved	WHO
68	National strategy for 2018-2025 on Physical Activity of population and the Action Plan on its implementation	Approved	WHO
69	National Guidelines on tobacco cessation	draft	WHO
70	Law on prevention of harmful effects of Alcohol	Approved	WHO
71	National program to fight against the spread of HIV/STI/parenteral viral hepatitis in Turkmenistan for 2017-2021	Approved	WHO, UN
72	Assessment of the situation of Human Resources for Health in Turkmenistan	Draft	WHO
73	National Guidelines for physical activity among pregnant women	draft	WHO
74	Law on Medical drugs supply	Approved	WHO
75	National Drug Formulae	Approved	WHO
76	Law of Turkmenistan on prevention of a spread of disease caused by HIV infection	Approved	WHO, UN
77	Mental Health Strategy	Adopted	WHO
78	National Action Plan on Tobacco Control	Adopted	WHO
79	Law on Psychological Support	Adopted	WHO
80	RMNCAH Programme	Adopted	WHO, UNICEF, UNFPA
81	National Plan of Action for Realisation of the Rights of the Children for 2018-22	Adopted, 22 June 2018	UNICEF
82	National Plan of Action for Elimination of Statelessness in Turkmenistan for 2019-2024	Adopted, 25 January 2019	UNHCR, IOM, UNFPA, UNICEF

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
83	Action plan for the development of social services and social services workforce 2018-2028	NA. This was not prepared as a document for adoption	UNICEF
84	Assessment of the General Programme on the Development of Juvenile Justice System in Turkmenistan for the period of 2012-16	N/A	UNICEF
85	Analysis of Situation of Children's and Women's Rights in Turkmenistan	N/A, February 2019	UNICEF
86	Situational Analysis on Youth in Turkmenistan A UN Inter-Agency Initiative	N/A, April 2019	UNICEF, UNFPA, UNDP
87	Evaluation of the National Nutrition Program for 2013-2017 and UNICEF's contribution to its implementation	N/A, 2017	UNICEF
88	National ECD Strategy for 2019-2024	Draft	UNICEF
89	State Programme for Socioeconomic Development of Turkmenistan for 2019-2025	Adopted	ALL UN agencies
90	Health Data Strategy	Draft	UNFPA, WHO and UNICEF
91	Conceptual Framework for Implementation of Developmental Pediatrics and Early Intervention in Turkmenistan. Action Plan 2016-2020.	Adopted	UNICEF
92	The State Law on Breast feeding Support and Propaganda	Adopted	UNICEF
93	The MOH Regulation on Infant and Young Child Feeding	Adopted	UNICEF
94	The Draft National Nutrition Programme for 2019-2024	Draft	UNICEF
95	National Disaster Risk Reduction Strategy	Adopted; however, there appears to be a notable difference between the draft and adopted versions	UNDP leading, UNICEF and UNFPA
96	Revision of the National Strategy on Climate Change	Ongoing	UNDP leading; UNICEF will provide inputs
97	National Guide on treatment of multiple- and extensively- drug-resistant tuberculosis (M/XDR-TB) with new medicines	Adopted	UNDP
98	National Algorithm for Laboratory Detection of TB	Adopted	UNDP
99	National strategy of combating to development of antimicrobial resistance in Turkmenistan for period 2017-2025	Adopted	WHO

No.	Name	Current Status (Draft or Adopted)	Agencies that provided support
100	National Policy, strategic and operational plans for the development of laboratory services in health care of Turkmenistan	Adopted	WHO
101	Emergency risk communication national plan	Adopted	WHO, UN

ANNEX X: DATA-RELATED INITIATIVES

List of statistical/data generating initiatives that were supported in the course of the current PFD Cycle (i.e. SDG-related initiatives, surveys, baselines, data management systems, census, etc.).

No.	Name of Initiative	Brief Description	Current Status (Planned, Ongoing or Implemented)	Agencies that provided support
1	MICS 2019	MICS is designed to provide statistically sound and internationally comparable data for key social indicators and it is targeted at women, children and vulnerable and marginalized population groups. The results of this survey are one of the most important databases, and for many indicators related to health, development and education of children, youth and women, MICS is the only source of data. Turkmenistan has implemented three previous MICS rounds (a total of five). The new round, MICS6, was launched in October 2016 and it is specifically aimed at collecting data related to the SDGs.	Ongoing	UNICEF, UNFPA
2	STEPS	The 2nd round national survey of NCD risk factors in Turkmenistan	Implemented	WHO
3	Childhood Obesity Surveillance Initiative (COSI) Turkmenistan 2015/2016	The WHO European Childhood Obesity Surveillance Initiative (or COSI) is a unique system that for over 10 years has measured trends in overweight and obesity among primary school aged children. Turkmenistan joined over 40 countries in the fourth round of the study, 2015/2016, and for the first time now has high quality and comparable data on childhood overweight and obesity as well as healthy and unhealthy behaviours	Implemented	WHO
4	Survey on drug resistant tuberculosis (DRS)	In 2018, WHO and UNDP with the funding from the Global Fund and WHO Euro assisted National TB Programme of Turkmenistan with conducting a DRS. The survey aims at measuring the burden and trends of drug-resistant tuberculosis. The results of the DRS will be used for planning the National TB Programme's activities and budget for the next programme cycle 2021-2025.	Implemented	UNDP, WHO
5	Annual 2019 TB data collection	TB data was provided to WHO EURU/Global database	Implemented	WHO

No.	Name of Initiative	Brief Description	Current Status (Planned, Ongoing or Implemented)	Agencies that provided support
6	TESSY	Epidemiological data on ARI (acute respiratory infections) and influenza	Ongoing	WHO
7	Annual reporting to WHO on measles, rubella, polio	Annual reporting to WHO on measles, rubella, polio	Ongoing	WHO
8	Joint WHO/UNICEF reporting on vaccination	Annual reporting to WHO, UNICEF	Ongoing	WHO
9	Assessment on the situation of Human Resources for Health in Turkmenistan	The aim of the work was to analyze the status of human resources in Turkmenistan, the alignment of the preparation and planning of HRH with the state of public health in the country, together with the response measures taken and the indication of the baseline, after which future work and any new HRH strategies can be evaluated	Implemented	WHO
10	Assessment of current status of health information system in Turkmenistan	As a part for the work on development of a Strategy for Development of a Health Information System in Turkmenistan for 2019 – 2025 an analysis was carried out by a WHO expert.	Implemented	WHO, UNICEF, UNFPA
11	International Health Regulations Joint External Evaluation of Turkmenistan, Mission Report, June 6-10, 2016	Using a peer to peer, collaborative process between WHO experts and Turkmenistan experts, Turkmenistan’s capacities in 19 technical areas of IHR were assessed	Implemented	WHO
12	Country assessment of better noncommunicable disease outcomes: challenges and opportunities for health systems	The report reviews the challenges and opportunities of the health system in Turkmenistan for scaling up core services for the prevention, early diagnosis and management of NCDs. The report also provides examples of good practice in tobacco control. Policy recommendations are made for further action, based on the assessment	Implemented	WHO

No.	Name of Initiative	Brief Description	Current Status (Planned, Ongoing or Implemented)	Agencies that provided support
13	Report on Climate change and health in Turkmenistan	On request from the Ministry of Health and Medical Industry (MOH) of Turkmenistan, during the period 28 January- 01 February 2019, WHO/EURO mission was carried out. The purpose was to assist MOH on the provision of advisory and technical support in the field of climate change and health policy development and to conduct a stakeholder's seminar to discuss issues related to climate change and its impact on health in Turkmenistan. The assessment gathered information through interviews with stakeholders and discussions with meeting participants of the seminar carried out on 30 January 2019 in Ashgabat. This report presents an analysis of the information and recommendations on priorities for development of a Health National Adaptation Plan due to climate change.	Implemented	WHO
14	The food environment in cities in eastern Europe and central Asia – Turkmenistan	This cross-sectional survey was conducted in Ashgabat, Turkmenistan in October 2016 to evaluate the local urban food environment. It characterized the vending sites, the food offered and the nutritional composition of the industrial and homemade street foods available in these settings. It also described the nutritional composition of ready-to-eat foods sold in supermarkets and at vending sites in food courts. The policy implications of the findings are outlined.	Implemented	WHO
15	Trade statistics	The survey was conducted in 2018 within the framework of the joint project with State Statistics Committee of Turkmenistan and aimed to determine more accurate volumes of exports and imports by individuals engaged in informal import and export of goods and identification of discrepancies between these volumes and data provided in customs declarations. As a result of the survey, the relevant recommendations were developed.	In process	UNDP
16	System of national accounts	The project is aimed to to strengthen national statistical and institutional capacity for implementation the conceptual transition from 1993 version of the System of National Accounts (SNA) to 2008 version and to expand the scope, degree of detailed elaboration and quality of national accounts and complementary data of macroeconomic statistics.	In process	UNDP
17	SDG database		In process	UNDP
18	Economic-environment accounts		In process	UNDP

No.	Name of Initiative	Brief Description	Current Status (Planned, Ongoing or Implemented)	Agencies that provided support
19	Informal economy survey	The survey on non observed economy is planned to conduct in September, 2019.	In process	UNDP
20	STEPS survey in 2013 and 2018		Implemented	WHO
21	Feedcities survey		Implemented	WHO
22	GYTS in 2015		Implemented	WHO
23	Baseline Assessment for child-related SDG indicators of Turkmenistan	The Assessment was prepared in close consultation with the State Statistics Committee and is an attempt to look into availability, recentness and disaggregation of data to serve as baselines for SDG indicators, focussing primarily on child-related indicators, which includes 55 indicators accounting for 29 per cent of all indicators adopted by Turkmenistan. The report considers data availability and when possible establishes status and trends both at national and disaggregated levels.	Implemented	UNICEF
24	TransMONEE	<p>The Transformative Monitoring for Enhanced Equity (TransMonEE) Database, established in 1992 by the UNICEF Innocenti Research Centre, captures a vast range of data relevant to social and economic issues relevant to the situation and wellbeing of children, young people and women in Eastern Europe and Central Asia.</p> <p>The data represent a particularly useful tool for governments, civil society organization, funding institutions and academia in considering their decisions, policies, programmes and agendas. The database is updated every year thanks to the collaboration of National Statistical Offices in the countries of Europe and Central Asia. The published database presents only a selection of the larger amount of indicators annually collected.</p>	Annual	UNICEF
25	Support to EMIS development	Two missions and several deliberations took place with the MoE in introduction of EMIS. The first mission of UNICEF RO took place in 2017, at the end of which a draft roadmap and costing were prepared. The second mission took place recently, which enabled reviewing of the current forms used for data collection. Discussions are going on both in terms of improvement of the current system of data collection and its digitalization, but progress is slow.	Ongoing	UNICEF and UNESCO

No.	Name of Initiative	Brief Description	Current Status (Planned, Ongoing or Implemented)	Agencies that provided support
26	Baseline establishment for 10 SDG indicators for which UNICEF is a custodian/co-custodian.	UNICEF initiated the first-ever round of national consultations on core SDG indicators for which UNICEF joint or sole custodian. This was the first ever process UNICEF set in place for official consultation of government authorities on data for the child-related SDG indicators. At the latest IAEG-SDGs meetings, this process (and its results) was heralded by Member States as a “gold-standard” for consulting and validating official data used for SDG reporting by a custodian agency. Overall, 124 countries participated in the consultation process. Governments proposed 98 new data sources to UNICEF’s databases, enriched 46 existing data sources, and modified 11 data values.	Ongoing	UNICEF
27	VNR report development	UNICEF engaged with all concerned parties in development of the VNR, review of drafts and supported the capacity development of the State Statistics Committee and the Ministry of Finance and Economy (including a workshop on data disaggregation).	Implemented	All resident UN agencies

ANNEX XI: PILOT INITIATIVES

List of pilots (initiatives that were designed and implemented as pilots - with the intention of being replicated further).

No.	Name of Pilot Initiative	Brief Description (what was piloted)	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	If implementation completed, what progress has been achieved with piloting?	Piloting Agency (ies)
1	Youth Employment Programmes (PVE project)	Active labour market programme methods – profiling, assessing motivation, counseling and assisting with employment introduced for youth vulnerable at the labour market.	Outcome 7	In process	In piloting stage and will be continued	UNDP
2	Youth Empowerment Programmes (PVE project)	Training on soft skills, employment and prevention of violence offered by Youth organization to young men and women	Outcome 7	In process	In piloting stage and will be continued	UNDP
3	Mobilisation of communities Programmes (PVE project)	Coordination committees led by Employment departments and with the participation of local youth centers, municipalities, entrepreneurs, business schools, local gengeshi councils, other governance representatives were formed in each pilot city with the purpose to provide supervision, social support and employment for the target vulnerable youth;	Outcome 7	In process	In piloting stage and will be continued	UNDP
4	Youth Self-Employment Programmes (PVE project)	Training on starting a business and writing business plans in pilot cities of the country.	Outcome 7	In process	In piloting stage and will be continued	UNDP

No.	Name of Pilot Initiative	Brief Description (what was piloted)	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	If implementation completed, what progress has been achieved with piloting?	Piloting Agency (ies)
5	Resilience to climate change enhanced in targeted communities through the introduction of community-based adaptation approaches	Field-level adaptation measures/water infrastructure improvement projects in the three typical agro-ecological regions – mountains (Nohur), desert (Karakum) and oasis (Sakarchage)	Environmental sustainability and energy efficiency	Implemented	Some of the climate resilient water management adaptation measures implemented in pilot regions such as drip irrigation, water harvesting and others was picked up by neighboring households/communities, so there is potential for replication of the project results in a more broader level	UNDP
6	The 145-ha research site for application of the latest irrigation technologies in agriculture, such laser land levelling, drip irrigation, sprinklers, rotary and linear irrigation systems	Various types of low-water irrigation, including drip, rotating sprinkler, center-pivot and linier-move sprinkler machines, and other irrigation were installed. Project staff supported by national and international consultants and local and foreign engineers and construction companies built several infrastructure facilities including pump stations, power line, field camp, desilting reservoir, water supply system and installed water efficient irrigation.	Environmental sustainability and energy efficiency	Ongoing		UNDP

No.	Name of Pilot Initiative	Brief Description (what was piloted)	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	If implementation completed, what progress has been achieved with piloting?	Piloting Agency (ies)
7	Agro-information centers in Lebap and Dashoguz pilot regions	Agro-information centers were established in Lebap and Dashoguz pilot regions to serve as extension service and provide an access to essential information focusing on specific aspects of agriculture including farming, land and water legislation issues, food safety, water and soil quality, climate change adaptation and rural information. These Centres are the most direct way to teach farmers about adapting to a changing environment and adopting technologies and practices.	Environmental sustainability and energy efficiency	Ongoing		UNDP
8	Implementation of new drugs and regimens for treatment of MDR-TB patients	New drugs (Bedaquiline and Delamanide) were introduced into the treatment of MDR patients in Ashgabat, assuring better quality treatment for TB patients	4	Ongoing	Itt will be expanded to regions of the country in starting September 2019	WHO and National TB Prevention and Treatment Center
9	Outpatient model of TB care in Ashgabat and Turkmenabad	Outpatient model of TB care in Ashgabat and Turkmenabad. The new mode is targeting shifting of TB care from hospitals to outpatient clinics. This will assure better and more feasible access of treatment to patients = patient centered mode of care	4	Ongoing	At present, two more health care facilities added to pilot	WHO and National TB Prevention and Treatment Center
10	SENTINEL surveillance electronic database on influenza	Central collection on information on cases of influenza in velayats and Ashgabat	4	Ongoing	Ongoing	WHO and MoH
11	Improving the physical activity for pregnant and 35+ women in Lebap region	Increasing physical activity among pregnant women in Lebap	4	Ongoing	Ongoing	WHO and MoH

No.	Name of Pilot Initiative	Brief Description (what was piloted)	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	If implementation completed, what progress has been achieved with piloting?	Piloting Agency (ies)
12	Operationalization of 2 ECD Centers in mainstream kindergartens in Abadan and Turkmenabat city	Multi-disciplinary teams of professionals (pedagogue, pediatrician, psychologist, speech therapist, occupational and physical therapist) initiated individualized support for CwD and their families guided by child and family focused assessments and case management principles, in line with principles of social model of disability. The above service provision aims to support optimal development of the child towards child's transition to and inclusion in mainstream education, and overall social inclusion.	Pre-school, primary and secondary education services are of higher quality, in line with international standards, and with priority given to inclusive education	Ongoing	Ongoing	UNICEF

No.	Name of Pilot Initiative	Brief Description (what was piloted)	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	If implementation completed, what progress has been achieved with piloting?	Piloting Agency (ies)
10	Support to introduction of the Early Intervention Services at system level, within Health Sector	Two National Hubs within Scientific-Clinical MCH Center and University MCH Hospital established. Hubs provide on-job and in-service training to health professionals, as well family-centered early intervention services. 17 national trainers prepared, 3 out of them received a Certified GMCD Trainer status. Starting August 2015, over 4,000 children and their families have received services at these Centers. The standard tool (GMCD) for timely identification of developmental difficulty and monitoring of the child development is adopted by the country to be used nation-wide. Currently UNICEF supports its digitalization and building a unified database to monitor the progress of implementation of the programme. Effecting 2018, first phase of the service provision and delay identification initiated at Dashoguz MCH Hospital, Dashoguz HoH No 3, Mary MCH Hospital, Mary HoH No 3, Iolotan etrap, of Mary velayat, Sakar etrap of Lebap velayat, Turkmenabat MCH Hospital and Turkmenabat HoH No 3. For the period of January-April 2019, 1488 children out of 11494 (13%) were monitored with the tool. 10% of them monitored children identified with delays in development.		Ongoing	Ongoing	UNICEF

ANNEX XII: PUBLIC INFORMATION/AWARENESS-RAISING CAMPAIGNS AND EVENTS

No.	Name of Campaign/Event	Brief Description of the Purpose of the Campaign/Event	Date	Outcome Area (PFD Outcome)	Current Status (Planned, Ongoing or Implemented)	Agency (ies)	Links	Additional links
1	International child protection day	Young advocates for child rights - students of the International University for Humanities and Development in Turkmenistan - were in the spotlight during celebration the International Child Protection Day. Throughout various activities, around five hundred university students and professors highlighted the critical importance of promoting and protecting child rights and upholding to the principles of the Convention on the Rights of the Child. The students shared their knowledge of child rights through the stories, posters, videos, sketch, quiz and exhibition. Students also shared their feedback on how to better promote child rights in Turkmenistan through a special feedback poster displayed at the University exhibition, which displayed the artistic and academic works of young talented students that reflected their aspirations on promoting rights of children, such as right to education, healthcare, and protection from violence and other rights.	June 1 2016	Outcome 2	held annually	UN Communication group		
2	International Democracy Day	A number of events devoted to the International Democracy Day were conducted with NGOs. These events focused on enhancing NGOs advocacy skills and promoted civil society participation in the life of society.	15-Sep-16	Outcome 8	implemented	UN Communication group		
3	UN Day Debating Cup	Students debates "Should Youth participate in policy decision-making" as part of the UN Day Debating Cup for students of 5 universities within the celebration of UN Day	21-Oct-16	Outcome 1	held annually	UN Communication group		

4	16 days of activism	<p>The United Nations in Turkmenistan has kicked off the 16 Days of Activism campaign to fight violence against women and girls. The campaign has begun on 25 November, the International Day for the Elimination of Violence against Women and will last until 10 December, Human Rights Day. Starting on 25 November, a "Selfie Booth" was set up at the UN Turkmenistan, where all staff, partners and guests of the building were invited to take selfies with an Orange ribbon and important messages to end violence and discrimination against women and girls. The volunteers of Y-PEER, Youth Peer Education Network in Turkmenistan, a group of young leaders committed to promoting healthy living and gender equality among their peers, led the engagement at the "Selfie Booth." This educational campaign aimed to increase knowledge of the UN colleagues and guests on the substance of the problem and how each can contribute to prevent and combat violence against women and girls, among them girls' education, early childhood development, gender-responsive social services, combating patriarchal norms and practices, women's economic and political empowerment, reliable data on situation of women in the country and many others. All UN Staff got the orange ribbons to wear to show their commitment to prevention and prosecution of the gender-based violence. The facts on gender-based violence were displayed across building, and Y-PEER led "Selfie booth" treated all guests to the orange ribbon cookies and invited all to take a quiz and view the videos GBV and key messages on prevention/elimination of GBV. The campaign continued on 29 November, where a briefing session was organized by the United Nations Human Rights, Gender and Youth (HRGY) Theme Group at the UN conference hall. Ms. Bayramgul Garabayeva, UNFPA Assistant Representative and Chairperson of the HRGY Theme Group, made an opening remark, followed by the official statements of UNFPA Executive Director Dr. Babatunde Osotimehin, and</p>	Nov-16	Outcome 2	held annually	UN Communication group	https://turkmenistan.unfpa.org/en/news/%E2%80%9C16-days-activism%E2%80%9D-campaign-kicked	
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		UN Women Executive Director Phumzile Mlambo-Ngcuka, as well as the videos and short presentation on the importance of the day. All photos with selfies were posted at social media.						
5	70th anniversary of UNICEF	UNCT also celebrated the 70th anniversary of establishment of UNICEF with participation of Government official at the level of deputy ministers and rectors of universities, diplomatic community, NGOs and youth. The event provided an opportunity to present achievements in reducing child and maternal mortality, and advocate for human rights and access to data.	Nov-16	Outcome 2		https://www.unicef.org/turkmenistan/media_31052.html		
6	World Disability Day	The UN Agencies also marked the Disability Day by collecting views of public at large through social media on three empowering real life stories about persons with disabilities, which were posted on Facebook and VKontakte. More than 250 people reacted to these stories online.	Dec-16	Outcome 3	held annually	UN Communication group		
7	World AIDS Day	The information session for UN staff and volunteers. The presentation on challenges and achievements in preventing spread of HIV/AIDS globally and in the region was made. The participants' attention was drawn to the need of tackling stigma around HIV/AIDS and the rights that people with HIV/AIDS have.	03-Dec-16	Outcome 4	held annually	UN Communication group		
8	International Anti-Corruption Day	UNCT also marked International Anti-Corruption Day under the slogan "UNITED AGAINST CORRUPTION". The event focused on problems of corruption in different countries with presentation of short movies showing how corruption affects education, health, justice, democracy, prosperity and development. The campaign stressed importance of joint efforts in combating corruption. An information session was conducted for Youth Volunteers which broadened their knowledge on the history of corruption and acknowledge importance of struggling against corruption.	09-Dec-16	Outcome 8	implemented	UNODC		

9	25th anniversary of Turkmenistan membership to UN	The activities to mark the 25 years of Turkmenistan-UN cooperation commenced on 27 February and continued through 4 March, 2017. They include interviews of the heads of UN Agencies to the national TV; lectures at various universities in the country; joint conference; UN agencies' presentations at the new UN House for students, NGOs and mass media; and a sports event with the participation of UN staff and youth.	Mar-17	Outcome 1	implemented	UN Communication group		https://turkmenistan.un.org/en/2014-un-open-doors-25th-anniversary-its-membership
10	All Staff Open Clinics	The UNCT organized the firsts Town-Hall meeting during the UNSG's visit in June 2017 and the second one on 11 July 2017. The UN staff had an opportunity to raise their issues and get feedback from the UN Chief Executive and the UNCT members responding to the questions related to staff development, UN access issues, services provided, staff benefits and programme implementation.	Jun-17		implemented	UNCT, UN communication group	https://turkmenistan.un.org/en/592-un-sg-antonio-guterres-pays-visit-turkmenistan	
11	UN in Turkmenistan builds awareness of NGOs on the SDGs	Turkmen NGOs have enhanced their knowledge of Sustainable Development Goals and shared their gender related activities during a UN-led workshop devoted to International Women's Day.	Mar-17	Outcome 1	implemented	UN Women, UN communication group	https://turkmenistan.un.org/en/404-un-turkmenistan-builds-awareness-ngos-sdgs	

12	UN Day Debating Cup	<p>The UN hosted a UN Debate Cup which focused on the Sustainable Development Goals (SDG). The youth debated over the theme “Is economic growth only sufficient to achieve sustainable development of the country?” In total six university teams competed for the revolving UN Debating Cup while presenting their argumentations in support, or against the debate motion. At this event, the importance of the active involvement of youth in implementation of the 2030 Agenda was stressed. Throughout the debate the students presented their views on the SDGs while clearly and informatively supporting their argumentations with actual data. During the debate students asked questions, counter-argued statements and expressed ideas about the development in Turkmenistan and youth participation in achieving SDG. The winner team, the Institute of World Languages named after D. Azadi, was awarded the UN Debate Cup. The debates were followed by the UN Open Doors event, where the students could learn more on UN work in Turkmenistan</p>	19-Oct-17	Outcome 1	held annually	UN Communication group	https://turkmenistan.un.org/en/2017-university-students-debate-sustainable-development	
13	UN Sporting Event	<p>To join the government in celebrating the hosting of the V Asian Indoor and Martial Arts Games held in September 2017, the UNCT used this opportunity to promote the 2030 Agenda for Sustainable Development and implementation of SDGs in Turkmenistan. The event coincided with celebrations of the 25th anniversary of the TKM membership in WHO on the week from 3-7 July 2017. The sporting events, conference and discussions with state officials, civil servants, NGOs, youth and diplomatic community were held in the frame of celebrations. The UN Country Team and the stakeholders shed light on the importance of cooperation in implementation of the 2030 Agenda especially with a view to leave no one behind and focused on implementation of SDGs 3, 4, 5, 16, 17. The statements also advocated for the accessibility of health care and education services for all and accountability of duty-bearers on the quality of services delivered. The sports festival took place on 7</p>	07-Jul-17	Outcome 4	implemented	WHO, UN communication group		https://turkmenistan.un.org/en/2018-un-and-partners-engage-youth-promote-sdgs

		July and included competitions in mini-football, chess, darts, Zumba and Healthy Eating master classes. The event gathered over 100 participants representing civil servants, persons with disabilities, diplomatic community, families and kids.						
14	16 days of activism	The United Nations Office in Turkmenistan, led by UNFPA, marks 16 Days of Activism for ending violence against women by raising awareness to national partners, Civil Society and UN staff. This two-week campaign will consist of a number of activities to help join in to the global initiative to take action and to end violence against women. From November 27 an information board and a "Selfie Booth" were set up at UN House where all staff, partners and guests of the building were invited to take selfies with an Orange ribbon and share the important messages to end violence and discrimination against women and girls. The volunteers of Y-PEER, Youth Peer Education Network in Turkmenistan, a group of young leaders committed to promoting healthy living and gender equality among their peers, led the engagement at the "Selfie Booth." This educational campaign aimed to increase knowledge of UN staff and guests on the substance of the problem and how everyone can contribute to prevent and combat violence against women and girls. This campaign focused on girls' education, early childhood development, gender-responsive social services, the combating of patriarchal norms and practices, women's economic and political empowerment, reliable data on the current situation of women in the country and many others key areas.	01-Nov-17		implemented	UNFPA, UN Communication group	https://turkmenistan.unfpa.org/en/news/unfpa-turkmenistan-joins-global-campaign-against-gender-based-violence	https://turkmenistan.un.org/en/215-16-days-activism-campaign-against-gender-based-violence

15	World Children's Day: #KidsTakeOver	Today, on the World Children's Day with a theme #KidsTakeOver and the anniversary day of the adoption of the Convention on the Rights of the Child, Turkmenistan's youth took-over spaces as they gathered at the United Nations building voicing their support for thousands of their peers to shine a light on the most pressing issues that matter for their generation. Young people, as part of #KidsTakeOver, enjoyed taking over the role of the UNICEF Representative taking turns to share their plans and how they would undertake their responsibility of advancing child rights mandate delivering on SDGs.	Nov-17	Outcome 2	implemented	UNICEF/UNFP A	https://turkmenistan.un.org/en/591-world-childrens-day-kidstakeover	
16	UN and Turkmenistan Mark the International Day of Neutrality	The UN and the Government celebrated the joint event to mark the International day of Neutrality and 10th anniversary of the Regional Center for Preventive Diplomacy in Central Asia.	Dec-17	Outcome 1	implemented	UN Communication group	https://turkmenistan.un.org/en/430-un-and-turkmenistan-mark-international-day-neutrality	
17	'Get Tested' Dialog and Discussion on World Aids Day	As part of the UNAIDS campaign to end HIV and AIDS as a public health threat by 2030, the UN held an event on World Aids Day to raise awareness of the impact that HIV and AIDS is having worldwide. This event also showed support for people living with HIV and commemorated those who have died from an AIDS-related illness.	Dec-17			WHO, UN communication group	https://turkmenistan.un.org/en/590-get-tested-dialog-and-discussion-world-aids-day	

18	International Women's Day	8 March: Empowering Stories of Women of Turkmenistan was a successful campaign and was one of most active post on social media channels	Mar-18	Outcome 3	implemented	UNDP, UN communication group	http://www.tm.undp.org/content/turkmenistan/en/home/our-blog/2018/3/7/8-March-Empowering-Stories-of-Women-of-Turkmenistan.html	
19	Earth Day celebration	Present plan for the World Earth Day observance. Introduce reduce-Reuse-Recycle (RRR) in UN Building -launch. Exhibition of pictures/photos/crafts Cleaning up of the surroundings by adults. Or, new trees/flowers plantation at required places. Earth Day crafts with kids.	Apr-18	Outcome 5		UNICEF/UN communication group	https://turkmenistan.un.org/en/3844-united-nations-turkmenistan-launched-its-first-lets-go-green-initiative	https://turkmenistan.un.org/en/700-earth-day-celebration

20	Inclusive mini-marathon marks the International Day of Families	International Day of Families celebration was a blast with one of the most inclusive mini-marathons organized in the capital. The morning of sports events was organized by UNFPA, the United Nations Population Fund, United Nations Office on Drugs and Crime and International Organization for Migration. The Ministry of Sports and Youth Policy of Turkmenistan, the Football Federation of Turkmenistan and Sports Club of People with Disabilities of Turkmenistan were the partners of the celebration.	May-18	Outcome 4	implemented	UNFPA/UN Communication group	https://turkmenistan.unfpa.org/en/news/inclusive-mini-marathon-marks-international-day-families	https://turkmenistan.un.org/en/710-2018-international-family-day
21	World No Tobacco Day	The United Nations jointly with the Government initiated a series of Tobacco free activities in Turkmenistan. The culmination of these initiatives was the launch of the Tobacco free UN Building. UN staff and their partners came together to discuss benefits of tobacco-free working place and steps to establish a Tobacco-free UN building. Young volunteers performed a flesh mob and a special designated Smoking places were introduced at UN campus. The series of events dedicated to “No Tobacco May” which included public information campaign in City Park, a contest "Best coffee without tobacco", an action «Tobacco-free car» in the framework of UN Global Road safety week, a training for Olympic village’s volunteers and UN personnel have been conducted within month of May. The theme of the World No Tobacco Day this year is "Tobacco is a threat to development". The Government of Turkmenistan started to implement the provisions of the World Health Organization Framework Convention on Tobacco Control to reduce the proportion of people who use tobacco.	May-18	Outcome 4	implemented	WHO		https://turkmenistan.un.org/en/709-no-tobacco-day
22	World Refugee Day	Online campaign and display in UN Hall	2018	Outcome 8	held annually	UNHCR		

23	The Leadership Academy and Innovation Lab	The Leadership Academy and Innovation Lab held in the capital of the country and regions with young people with diverse backgrounds joining their hands and presenting social innovation projects on health, environment, inclusiveness, youth participation and education. The young people generated more than 200 issues and 28 social innovation projects. The Academy participants had a very diverse background with 220 young people composed of high school students, university and college students, youth with disabilities and orphans. The issues and social innovation projects will feed into the new Action Plan of the State Programme on implementation of Youth Policy Law for 2021-2026.	September-November 2018	Outcome 2	implemented	UNFPA	https://turkmenistan.unfpa.org/en/news/mobile-leadership-academy-and-innovation-lab-amplifies-youth-voices-encourages-youth-adult	https://turkmenistan.unfpa.org/en/events/unfpa-leadership-academy-innovation-lab
24	Month of Women's Health in Turkmenistan changes attitudes	In mid-July, the Ministry of Health and Medical Industry of Turkmenistan announced a "Month of Women's Health," a UNFPA-supported campaign that would raise awareness among women about the importance of maintaining their reproductive health. The campaign encouraged women to visit their doctors, and spread the word about important, but underutilized, services such as cervical cancer screenings. Free cervical cancer screenings and reproductive health counseling were made available around the country throughout the month.	August 2018			UNFPA	https://turkmenistan.unfpa.org/en/news/month-womens-health-turkmenistan-changes-attitudes	-

25	SDG raise awareness campaign	About 300 young people presented the 17 Sustainable Development Goals (SDGs) through modern dances at the performance organized by the United Nations and the Music Society of Turkmenistan with the support of the Ministry of Foreign Affairs. The Dance Festival aimed to raise public awareness about Agenda 2030 for Sustainable Development and was part of the Programme of SDG Month of October. With thematic dances, the performers conveyed the ideas and principles of Agenda 2030 through contemporary choreography with the core principle “leaving no one behind”.	Oct-18	Outcome 1	implemented	UN Communication group	https://turkmenistan.un.org/en/481-dance-festival-global-goals-reaches-over-one-thousand-people	https://turkmenistan.un.org/en/766-sustainable-development-goals-dance-festival
26	UN Day Debating Cup	Universal healthcare, youth health habits, model state health policy and healthcare taxation were all topics debated by students from six university at the United Nations Day Student Debate Tournament hosted at the International University for Humanities and Development. The Tournament was organized by UNFPA, United Nations Population Fund jointly with all United Nations agencies on the occasion of the upcoming United Nations Day.	Oct-18	Outcome 1	held annually	UNFPA, UN Communication group	https://turkmenistan.unfpa.org/en/news/university-students-debate-universal-healthcare-united-nations-day-student-debate-tournament	https://turkmenistan.un.org/en/219-students-talk-about-healthcare-debate-tournament

27	Model UN in Turkmenistan	UN Model for forty students from four universities was organized with the support of the Ministry of Foreign Affairs of Turkmenistan. The agenda of the 73rd session of the UN General Assembly was taken as the basis. Participants presented various countries during General debate with priority positions of the selected country. During the simulation, students also held informal consultations, which resulted in the adoption of a UN resolution on the role of youth in achieving Agenda 2030.		Outcome 1	implemented	UN Communication group	-	https://turkmenistan.un.org/en/695-model-un-turkmenistan
28	Launch of SDG Ambassadors contest	On UN Day, October 24 we launched the SDG Youth Ambassadors contest. During the first two stages, the best representatives of young people will be selected, and starting from January 2019 they will start working to raise awareness of the SDGs at all levels. We believe that the participation of young people in the achievement of the Global Agenda is crucial. We hope that this event will mobilize and unite the youth of Turkmenistan, whose activities can contribute to the effective achievement of the Sustainable Development Goals.	Oct-18	Outcome 1	ongoing	UN Communication group	https://turkmenistan.un.org/en/4025-young-sdg-ambassadors-advocate-agenda-2030-turkmenistan	https://turkmenistan.un.org/en/223-sdg-youth-ambassadors-contest-launched
29	What Makes the Turkmen Youth Tick?	Young people with diverse backgrounds who joined their hands during the Leadership Academy and Innovation Lab this week presented the social innovation projects on health, environment, inclusiveness, youth participation and education. This was the pilot Leadership Academy and Innovation Lab in the capital and this year the project will be held in all five velayats with focus on rural girls.	20-Nov-18	Outcome 4	implemented	UNFPA	https://turkmenistan.un.org/en/586-what-makes-turkmen-youth-tick	https://turkmenistan.un.org/en/693-world-childrens-day-2018

30	Open dialogue on partnerships for gender equality concluded the #16Days of Activism	An Open Dialogue to discuss partnership for achieving gender equality and addressing the gender-based violence gathered the representatives of the Parliament, government ministries and agencies and public organizations. The meeting was jointly organized by UNFPA, United Nations Population Fund and the Women's Union of Turkmenistan within the global campaign "16 days of activism to stop violence against women and girls".	Nov-18	Outcome 4	implemented	UNFPA	https://turkmenistan.unfpa.org/en/news/open-dialogue-partnerships-gender-equality-concluded-16days-activism	https://turkmenistan.org/en/706-16-days-activism-against-gender-based-violence
31	Commemorate anniversary of the #Ibelong campaign for stateless persons	#Ibelong campaign held at UN House for UN staff and visitors, video materials were shown and information materials were disseminated	Jun-18	Outcome 8	implemented	UNHCR		
32	International Day of Persons with Disabilities	Jointly with UK Embassy Christmas bazaar was organized to support people with disabilities	Dec-18	Outcome 4	implemented	UNDP/UN Communication group		https://turkmenistan.org/en/849-christmas-bazaar-2018

33	Human Rights Day/70th anniversary of UDHR	UDHR booklet was printed in Russian and Turkmen languages and are being disseminated within all activities in the frames of 70th anniversary of UDHR aimed at raising awareness of what the declaration means in everyday life and to show how it empowers all people. The activities include braing rings for students of high and middle schools. 3 games were conducted in Turkmenabat, Mary and Ashgabat. Lectures for students are being organized at SDG center and Human Resources centers in Mary and Lebap velayats. Round table for national and international partners is planned for December to culminate the global campaign.	through out 2018	Outcome 8	implemented	UNDP, UN communication group	http://www.tm.undp.org/content/turkmenistan/en/home/presscenter/pressreleases/2018/undp-Brain-Ring-70th-anniversary-of-UDHR.html	
34	International Conference and exhibition devoted to the International Day of Neutrality	UN Agencies took part at the International Conference and exhibition.	11-Dec-18	Outcome 1	implemented	UN Communication group		https://turkmenistan.undp.org/en/877-international-conference-and-exhibition-devoted-international-day-neutrality
35	Youth Forum of the Leadership Academy and Innovation Lab fosters a youth-	More than 80 representatives of the government organizations, civil society organizations, development partners and United Nations agencies, as well as mass media, participated in the Forum. Young leaders from the capital and all five velayats presented six out of 28 most powerful projects generated during the Academy.	Mar-19	Outcome 1, 4	implemented	UNFPA	https://turkmenistan.undp.org/en/1214-youth-forum-leadership-	

	adult dialogue						academy-and-innovation-lab-fosters-youth-adult-dialogue	
36	Sustainable Fashion- new way of thinking for UN Turkmenistan	UN Team in Turkmenistan launched its next “greening” initiative and this time it is about Sustainable Fashion	Apr-19	Outcome 5, 6	implemented	UNICEF, UN Communication group	https://turkmenistan.un.org/en/1365-sustainable-fashion-earth-day-celebration	https://turkmenistan.un.org/en/1364-sustainable-fashion-earth-day-celebration
37	Musical performance by Joss Stone, British singer known worldwide within CRC@30 years celebration	Joss Stone had visited UN House and gave a concert at Watan Cinema Hall	Mar-19	Outcome 4	implemented	UNICEF, UN Communication group		https://turkmenistan.un.org/en/1217-musical-performance-joss-stone-british-singer-known-worldwide-within-crc30-years-celebration

38	Celebrations of the International Day against Drug Abuse and Illicit Trafficking 2019 in Turkmenistan	The events were held in the context of Joint National Agencies Action Plan with regard to organizing and carrying out awareness raising activities dedicated to WDD. More than 600 representatives of government organizations, law enforcement agencies, media, international and civil society organizations gathered to mark the WDD in Ashgabat on 21 June and in Mary on 26 June in the biggest trade centers. The youth events became a wonderful platform for participants, artists, singers, NGOs and young people - to raise public awareness on risks and consequences of drug abuse, crime and violence prevention.	Jun-19	Outcome 8	implemented	UNODC	https://turkmenistan.un.org/en/8916-celebrations-international-day-against-drug-abuse-and-illicit-trafficking-2019-turkmenistan	https://turkmenistan.org/en/8962-celebrations-international-day-against-drug-abuse-and-illicit-trafficking-2019-turkmenistan
39	Employment opportunities for People with Disabilities, join project of UN and UK Embassy	The current project aims to mobilize private sector of Turkmenistan including companies with foreign investment share to employ PWDs further. To do that we will revise the information leaflet on legal framework of employment of PWDs prepared in 2018, and work with the private sector representatives in the regions of Dashoguz and Lebap to popularize the topic of employing PWDs.	August-December 2019	Outcome 3, 7	ongoing	UN Communication group	http://www.tm.undp.org/content/turkmenistan/en/home/presscenter/pressreleases/2019/undp-uk-sign-cooperation-agreement-2019.html	

40	PopUp festival/World Largest Lessons launch	IN collaboration with UNICEF HQ and 6 seconds network UN communication group plans to launch in Turkmenistan.	October-November 2019	Outcome 1	ongoing	UN Communication group		
41	World Hepatitis Day	In collaboration with MoH To raise awareness hepatitis	28 July 2017	Outcome 4	Annually	WHO		
42	World Vaccination Week	In collaboration with MoH To raise awareness about vaccinations benefits	April	Outcome 4	Implemented annually	WHO		
43	World Antibiotic Awareness week	In collaboration with MoH To raise awareness about antimicrobial resistance	November	Outcome 4	Implemented annually	WHO		
44	World Health Day	In collaboration with MoH. Each year topic is dedicated to different health problem (UHC - 2018/2017)	7 April Yearly	Outcome 4	Implemented annually	WHO		
45	Flu Awareness Day	In collaboration with MoH To raise awareness about flue vaccinatin benefits	24 Oct 2018	Outcome 4	Implemented annually	WHO		
46	World TB Day	Ministry of Health, National TB Programme, UN agencies, National Red Crescent Society conduct various events to raise awareness about TB: publications, TV talks, a scientific conference, public concerts etc.	24 March annually	Outcome 4	Implemented annually	WHO		
47	World Blood donor day	The event raised awareness of the need for regular blood donations to ensure that all individuals and communities have access to affordable and timely supplies of safe and quality-assured blood and blood products. This is an integral part of universal health coverage and a key component of effective health systems. The MOHMI organized the campaign in collaboration with the National Blood Centre and the	June 14	Outcome 4	Implemented	WHO		http://www.euro.who.int/en/countries/turkmenistan/news/news/2019/6/ce

		Ministry's Health Information Centre, with active support from the WHO Country Office in Turkmenistan, the Turkmen State Publishing Service and the media.						Celebrating-world-blood-donor-day-2019-in-turkmenistan-by-donating-blood,-you-can-save-lives!
48	International Conference and exhibition devoted to the celebration of Health care worker Day	UN Agencies took part at the International Conference and exhibition devoted celebration of health care worker day and achievements in the health sector.	July 19-21	Outcome 4	Implemented	WHO		

