



# **Sustainable Development Cooperation Framework**

**between**

**United Nations and the Government of Turkmenistan**

**2021-2025**

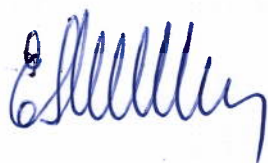
## **Declaration of Commitment**

The Government of Turkmenistan (GoT) and the United Nations (UN) are committed to working together to achieve the country's national vision for an '*...economically developed, socially protected, [and] ecologically clean society*'<sup>1</sup>.

The United Nations Sustainable Development Cooperation Framework (Cooperation Framework) will guide the work of the GoT and the UN system until 2025. This framework builds on the successes of our past cooperation and represents a joint commitment by the GoT and the UN system to work in close partnership for the achievement of the national priorities framed by the Sustainable Development Goals (SDGs) and international human rights commitments. The collective results expected from this Cooperation Framework will help the people of Turkmenistan to live longer, healthier and more prosperous and secure lives.

In signing hereafter, the participating partners endorse this Cooperation Framework and underscore their joint commitment towards the achievement of its results.

**United Nations Country Team**



**Elena Panova  
United Nations  
Resident Coordinator**

**Government of Turkmenistan**




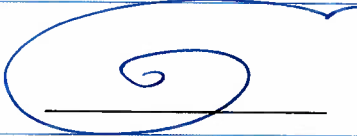
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<sup>1</sup> Government of Turkmenistan, National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030).

## Signatures

In witness thereof, the undersigned<sup>2</sup>, being duly authorized, have signed this Government of Turkmenistan and United Nations Sustainable Development Cooperation Framework for the period of 2021-2025 on 14 March 2020 in Ashgabat, underscoring their joint commitment to its priorities and cooperation results.

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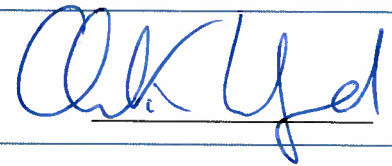
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## Executive Summary

The United Nations Sustainable Development Cooperation Framework (Cooperation Framework) articulates the strategic programme planning framework for collaboration between the UN system and the Government of Turkmenistan for the 2021-2025 period. It is closely aligned with Turkmenistan's national programmes for socio-economic development<sup>3</sup>, and reflects the country's commitment to the 2030 Agenda for Sustainable Development and international human rights obligations.

Based upon its Voluntary National Review (VNR)<sup>4</sup>, Turkmenistan reports significant progress in its social policy, economic development, and environmental measures. Yet, the country faces sustainability challenges related to its landlocked status and connectivity, incomplete efforts to diversify its economy and create more and better jobs, the need to strengthen water and land resources management, including adaptation to climate change, and the need for sustained improvements in social protection, health and education. These challenges have been recognized by the Government in its national development programmes.

The country has strong potential to achieve the Sustainable Development Goals (SDGs), if it invests more in human capital and governance, diversifies its economic base and creates a more conducive business environment, and takes urgent climate actions and uses efficiently its natural resources.

The Cooperation Framework reaffirms the shared vision and partnership between the Government of Turkmenistan and the UN system. It expresses our collective aspirations for a prosperous, inclusive, and resilient Turkmenistan. It envisions that the country, by 2025, will make a significant progress in achieving its national development goals aligned with the SDGs with the UN support within the following three strategic priorities:

- » People-centered governance and rule of law
- » Inclusive, green, and sustainable economic growth
- » Quality, inclusive and affordable health, education, and social protection

Leveraging its principle roles – as a convenor of diverse stakeholders, an advisor on development, a promoter of international best practice and an advocate for leaving no one behind – the UN system will work to address the major bottlenecks and risks and partner with the Government of Turkmenistan to accelerate the achievement of the SDGs. There are five expected outcomes from cooperation:

» Outcome 1: People have access to more effective, innovative, and transparent public administration based upon the rule of law, human rights, gender equality, labour rights, and quality data;

» Outcome 2: Conditions for sustainable and inclusive economic diversification are strengthened with competitive private and financial sectors, enhanced trade and investment promotion, and the adoption of new and digital technologies;

» Outcome 3: There is effective design and implementation of disaster risk reduction and climate adaptation and mitigation measures, enabling a more rational use of resources, increased resilience, and a 'green' economy transition;

» Outcome 4: The population of Turkmenistan enjoys higher quality and inclusive health and social protection services;

» Outcome 5: The education and skilling system offers all people the skills and knowledge for employment success in a diversifying economy and enhanced social integration and resilience.

The strategic priorities and outcomes are interlinked to reflect the integrated nature of the 2030 Agenda for Sustainable Development. Together with human rights and gender equality, they embody a nexus of change with progress under each outcome requiring and contributing to progress of other priority areas. While all five outcomes are equally important and will be pursued in tandem, frontloading investments to enhance inclusive and people-centered governance will ensure a solid and forward-looking institutional and regulatory framework. This is fundamental for long run sustainable development and particularly important in resource abundant countries.

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<sup>3</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Programme of the President of Turkmenistan for Socio-economic Development of the country for 2019-2025 (PPSD, 2019-2025).

<sup>4</sup> [Turkmenistan Voluntary National Review \(VNR\)](#) - Empowering people and ensuring inclusiveness and equality, 2019.

The strategic priorities and outcomes recognize the broader Central Asia context and support Turkmenistan in its engagement with neighboring countries to address common development challenges and priorities, as well as in forming strategic partnerships with regional and sub-regional development institutions working in Turkmenistan in particular, and Central Asia in general.

None of the priorities and outcomes concerns a *single sector* or *single stakeholder* and they require engagement with a more diverse range of partners and stakeholders. At local levels this will help to make cooperation results more sustainable and to increase engagement with and the resilience of communities and local actors. The UN system will establish strategic partnerships with private sector and international financial institutions to leverage technical and financial resources for achievement of the Cooperation Framework outcomes. Civil society will remain the key partner of the UN, especially with respect to the vulnerable groups to leave no one behind. The UN system will cooperate with the established national coordination mechanisms to promote the human rights agenda and maintain a strategic dialogue on financing the SDGs achievement. The latter will help identify new sources of finance, including options for blended finance and influencing the policy environment to facilitate greater resource flows for SDG-related country priorities.

In line with the UN's commitment to national ownership, implementation of the Cooperation Framework will involve mutual accountability and joint Government-UN system mechanisms for the effective coordination and implementation of the cooperation. Joint Government-UN oversight will be formally exercised by a Steering Committee, while Results Groups established in line with the five outcomes, will allow for improved coordination and joint programming. The annual One UN Country Results Report will be the key document used by the Steering Committee to review progress, identify resource gaps and foster stronger partnerships in order to achieve the Cooperation Framework targets by 2025.

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## Acronyms and Abbreviations

### National institutions and Frameworks

|             |  |
|-------------|--|
| GoT         | Government of Turkmenistan   |
| MoAEP       | Ministry of Agriculture and Environment Protection   |
| MoC         | Ministry of Culture  |
| MoE         | Ministry of Energy   |
| MoES        | Ministry of Education  |
| MoFE        | Ministry of Finance and Economy  |
| MoFA        | Ministry of Foreign Affairs  |
| MoH         | Ministry of Health and Medical Industry  |
| MoIA        | Ministry of Internal Affairs   |
| MoLSP       | Ministry of Labor and Social Protection of Population  |
| MoIC        | Ministry of Industry and Communications  |
| MoTFER      | Ministry of Trade and Foreign Economic Relations   |
| NPSD        | National Programme for Socio-Economic Development of Turkmenistan 2011-2030                            |
| PPSD        | Programme of the President of Turkmenistan for Socio-Economic Development of the country for 2019-2025 |
| SCWM        | State Committee for Water Management   |
| TurkmenStat | State Committee for Statistics   |

### United Nations System Agencies

|            |  |
|------------|--|
| FAO        | Food and Agriculture Organization                                      |
| ILO        | International Labour Organization                                      |
| IMF        | International Monetary Fund  |
| IOM        | International Organization for Migration                               |
| OHCHR      | Office of the High Commissioner for Human Rights                       |
| UNAIDS     | Joint United Nations Programme on HIV/AIDS                             |
| UNCT       | United Nations Country Team  |
| UNSDG      | United Nations Sustainable Development Group                           |
| UNDP       | United Nations Development Programme                                   |
| UNEP       | United Nations Environment Programme                                   |
| UNDRR      | United Nations Office for Disaster Risk Reduction                      |
| UNESCO     | United Nations Educational, Scientific and Cultural Organization       |
| UNESCAP    | United Nations Economic and Social Commission for Asia and the Pacific |
| UNFPA      | United Nations Population Fund   |
| UN-Habitat | United Nations Human Settlements Programme                             |
| UNHCR      | United Nations High Commissioner for Refugees                          |
| UNICEF     | United Nations Children's Fund   |
| UNIDO      | United Nations Industrial Development Organization                     |
| UNODC      | United Nations Office on Drugs and Crime                               |
| UNRC       | United Nations Resident Coordinator                                    |
| UN Women   | United Nations Entity for Gender Equality and the Empowerment of Women |
| WB (IBRD)  | World Bank   |
| WHO        | World Health Organization  |
| WTO        | World Trade Organisation   |

### Other

|                 |  |
|-----------------|--|
| ADB             | Asian Development Bank                             |
| ALMP            | Active labour market policy/programme              |
| CAREC           | Central Asia Regional Economic Cooperation Program |
| CCA             | Common Country Assessment                          |
| CO <sub>2</sub> | Carbon dioxide (Greenhouse gas)                    |
| CSO             | Civil society organisation                         |
| DRR             | Disaster risk reduction                            |
| EBRD            | European Bank for Reconstruction and Development   |
| ECD/ECE         | Early childhood development/ education             |
| FDI             | Foreign Direct Investment                          |
| GDP             | Gross Domestic Product                             |
| GEF             | Global Environment Facility                        |
| GEWE            | Gender equality and women's empowerment            |
| GhG             | Greenhouse Gases                                   |



|        |   |
|--------|---|
| HDI    | Human Development Index                               |
| JWP    | Joint work plan ( <i>for outcomes in CF</i> )         |
| ME     | Monitoring & evaluation                               |
| IFI    | International Financial Institutions                  |
| MEA    | Multilateral environmental agreement                  |
| MTEF   | Medium-term expenditure framework                     |
| NCD    | Non-communicable disease                              |
| RBM    | Results-Based Management                              |
| RG     | CF Outcome Results Groups                             |
| SC     | CF Steering Committee                                 |
| SDGs   | Sustainable Development Goals                         |
| SMEs   | Small and medium enterprises                          |
| SOE    | State-owned enterprise                                |
| TVET   | Technical and vocational education and training       |
| UNFCCC | UN Framework Convention on Climate Change             |
| UPR    | Universal periodic review                             |
| VNR    | Voluntary national review of progress toward the SDGs |

# 1. Country progress towards the 2030 Agenda

## 1.1 Country context

1. Turkmenistan is a presidential republic. Following independence in 1991, Turkmenistan adopted a gradual approach to economic and political reforms with the state playing a leading role in the economy. The Constitution provides for legal reform towards the market economy and democratization of state and public life. In 2020, the country is planning to introduce the bicameral model of the Parliament, where the People's Council currently chaired by the President, is integrated as a unit of the Parliament.

2. Turkmenistan is an upper middle-income country of more than 6.2 million people<sup>5</sup>. High economic growth averaging 6.3 percent in 2016-2018<sup>6</sup>, derived mainly from hydrocarbon development and state-led activities, is vulnerable to external risks. These include commodity price volatility, slower global growth, intensified trade tensions and rising geopolitical risks. The country continues to pursue an investment-led growth strategy underpinned by import substitution and export promotion policies, directed concessional lending, and broad foreign exchange controls on international transactions and payments<sup>7</sup>. Diversification and private sector development are key policy priorities, calling for a highly skilled workforce, accelerated structural reforms and transition towards the market economy.

3. Strong economic performance contributed to improvements in social and development indicators. Turkmenistan's Human Development Index value for 2018 was 0.710 ranking the country 108 out of 189 countries and in the high human development category<sup>8</sup> with lagging rates for life expectancy, public health spending, access to potable water and low penetration of information technology (IT). Since 2007, the government commits at least 70 percent of the state budget expenditure to the social sector, including health, education, social protection, culture and housing<sup>9</sup>, which can be still increased as a percentage of GDP. The National Programme of the President of Turkmenistan on improving social and living conditions in villages, towns, cities in etrap and etrap centers for 2020 (Rural Development Programme) continues to be key investment programme aimed at improving rural infrastructure and access to basic services and reducing regional disparities.

4. Climate change poses serious risks to economic activities, environmental sustainability and human development. It is likely to reduce the volume of water available for irrigation, potentially limiting crop production and national food production capacity to meet the demand of the growing population, while driving more frequent and severe climate-related extreme events. The country has enormous renewable energy potential, especially solar power, which can be unleashed with market incentives for renewable energy use. The Aral Sea and transboundary water issues have been receiving growing attention in cooperation with other Central Asian countries in the framework of the International Fund for saving the Aral Sea (IFAS).

## 1.2 National vision for sustainable development

5. The long-term vision for the country's development is set out in the National Programme for Socio-Economic Development, 2011-2030 (NPSD)<sup>10</sup>. Approved in 2010, the NPSD calls for the country's development to be accelerated through a combination of stronger institutions and policies, better synergy between the public sector and private market forces, greater use of modern technology, and deeper integration into the global economy. It incorporates four guiding principles, namely: i) High rates of growth; ii) Macroeconomic stability; iii) Private sector development; and iv) Improved living standards and quality of life of the population. Improved living standards of the population are to be achieved through a blend of economic and social policies. Economic policies focus on diversification, innovation, and infrastructure. Social policies target two strategic objectives: i) expanding the size of middle-class *inter alia* through new, more attractive private sector jobs, expanded employee training and re-training, and higher incomes; and ii) reducing the number of disadvantaged and vulnerable people through more and better targeted social assistance and higher quality social services.

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<sup>5</sup> Figures provided by Turkmen side

<sup>6</sup> State Statistics Committee, Statistical Yearbook, 2019

<sup>7</sup> IMF Press Release, November 2019

<sup>8</sup> UNDP Human Development Report, 2019 [hdr.undp.org](http://hdr.undp.org)

<sup>9</sup> Statistical Publication "Finances of Turkmenistan for 2016-2017"

<sup>10</sup> Based on the Review of National Programme of Turkmenistan on Socio-economic Development for 2011-2030 carried out by UNICEF 2012 and the World Bank in the Country Engagement Note, FY16-17

6. Against this background, the NPSD envisions several qualitative long-term outcomes for the country's economic and social development by 2030. These include: a more diversified economy, less dependent on the extraction and export of hydrocarbons and minerals, that is characterized by: enhanced human capital with an improved skills base; upgraded market institutions; expanded domestic processing of agricultural and other products, such as cotton textiles, fruit, vegetables, and livestock; increased production of chemicals and construction materials, increased use of alternative, renewable sources of energy; and the mainstreaming of modern, evidence-based approaches to the protection of the country's environment, including enhanced management of its scarce arable land, water, and forestry resources.

7. Upgrading the country's rural infrastructure and increasing the rural population's living standards are the focus of the ongoing Rural Development Programme. Approved in April 2007 until 2020, this large investment programme represents the major effort to upgrade educational, health, and cultural facilities, energy and water supply, communications and transport, and local government infrastructure at the district, town, and village level in the country's five regions. It is also designed to complement and support accelerated implementation of reforms in agriculture. In 2019, it was integrated into the Presidential Programme for Socio-economic Development of the country for 2019-2025 and extended for another five years.

8. The Presidential Programme for Socio-economic Development of Turkmenistan for 2019-2025 (PPSD) is a key mid-term national development strategy. Adopted in February 2019 and developed with UN support, the PPSD presents the government's first attempt to align national development priorities with the SDGs and integrate environmental aspects into socio-economic development planning. It also includes a special chapter devoted to the SDGs implementation in the country that describes the nationalization process, institutional mechanisms, progress achieved so far and priorities for cooperation with the UN system.

9. The PPSD maintains the strategic priorities of the 2030 national vision with a focus on the continuation of the market reforms, anchored in knowledge and innovation; absorption and diffusion of new technologies in the economic, social and environmental spheres; diversification of economic sectors and ownership; and improvement of living standards and bringing the country's intellectual capital up to world standards<sup>11</sup>.

10. Specific objectives of the PPSD include: industrialization and production of oil and gas products for export; development of the agricultural sector to meet local market demand; development of digital economy; public spending efficiency and reducing budget funding for the state enterprises; increase wage growth to match economic growth; transition to market economy by denationalizing state-owned enterprises and developing a securities market; establishing transit corridors, creating free-economic zones, and improving conditions for foreign companies and FDI. The PPSD also aims for consistent implementation of the SDGs and achievement of the nationalized SDG targets.

11. The PPSD calls for large capital investments of 229.3 billion manat (*USD 65.5 billion*). 209.22 billion manat or USD 59.8 billion (91.2 percent of the planned spending) is expected to be for production facilities, 20.04 billion manat or USD 5.7 billion will be invested in non-production facilities, including 10 billion manat or USD 2.9 billion for social infrastructure, as part of the Rural Development Programme. More than 60 percent of the total capital investment are planned for development of the oil and gas sector, while the agricultural sector will receive 3 percent of total investment. The main sources of funding for the planned capital investment will be domestic public resources and external borrowing.

12. The Rapid Integrated Assessment (RIA), conducted in 2019 analyzed 18 national and sectoral development programmes, including the NPSD, PPSD and Rural Development Programme. RIA results show 85 percent alignment with the SDG targets and 29 percent alignment with the SDG indicators. The NPSD and PPSD cover the largest number of the SDG targets (48 and 40 SDG targets respectively), while the Rural Development Programme covers 11 SDG targets. Alignment of the national and sectoral programmes with indicators from the SDG monitoring framework is limited. Out of three national development programmes, the NPSD and the Rural Development Programme do not cover any SDG indicators, and the PPSD includes 15 SDG indicators. There is almost no coverage of

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<sup>11</sup> Presidential Programme for Socio-economic Development of the country for 2019-2025.

the environment-related SDG indicators. While the GoT has made significant efforts to integrate the SDGs into its national development programmes, the PPSD is mostly focused on economic development and less focused on social inclusion and environmental protection. The work to better integrate SDG indicators as measure of success into newly developed sectoral plans and strategies is underway.

### 1.3 Progress towards the SDGs

13. Turkmenistan was the first country in Central Asia to nationalize the Sustainable Development Goals in 2016. A Presidential Decree in 2017 established the national architecture for monitoring the SDG implementation, including the National SDG Working Group<sup>12</sup> chaired by the Ministry of Finance and Economy of Turkmenistan. The State Statistics Committee is responsible for the collection and processing of statistics for the SDGs. The Government, with the support of the UN established the SDG Training and Methodology Centre at the Institute of International Relations of the Ministry of Foreign Affairs. This has become a platform for learning and increasing awareness of the 2030 Agenda among students, civil servants, CSOs and the private sector.

14. The Government of Turkmenistan and the United Nations Country Team (UNCT) conducted an SDG analysis in 2017 to identify key policy areas and accelerators<sup>13</sup> with the potential to increase the speed of SDG achievement. Following further consultation and refinement, three acceleration areas were identified: 1) Inclusive and sustainable growth through diversification and development of human capital; 2) Social development and service delivery for all; 3) Building resilient Turkmenistan through environmental change adaptation.

15. Based upon its Voluntary National Review (VNR)<sup>14</sup>, Turkmenistan reported significant progress in its social policy, market transformations, and increased measures for climate change adaptation and mitigation. These were seen to result in:

- More affordable and higher quality medical services and education,
- Stronger policies for socially oriented economic growth and greening of economic sectors,
- More rational use of natural resources and effective adaptation to climate change, and
- Greater attention toward ensuring equal opportunities and full participation of women in economic, political and cultural life of the country.

16. The preparation of the VNR also highlighted several lessons:

- The need for statistical baselines for adequate implementation and monitoring of relevant country strategies and tracking the progress towards achieving the SDGs,
- The need for strengthened statistical capacity for the collection of comprehensive, reliable and disaggregated data, and establishment of the national SDGs database, and
- The need for a financing framework for the implementation of the 2030 Agenda, complemented by stronger public financial management.

### 1.4 Gaps and challenges

17. The major challenge for Turkmenistan is to adjust its economic growth model to be more inclusive and sustainable<sup>15</sup>. Major gaps and challenges below have been identified through the lens of the five critical dimensions of sustainable development: people, planet, prosperity, peace and partnership.

**People** – Public investments must be prioritized, with greater focus on building a healthy, well-educated and skilled, and resilient human capital and creating productive jobs for people. The Human Development Index, a composite statistics of life expectancy, education, and income, shows that, despite the spectacular increase in GDP per capita in the last decade, improvements of health and education outcomes should be a key priority of public policy. Social protection system mainly provides cash benefits, including pensions and social allowances, and traditional norms and stereotypes that

<sup>12</sup> The working group is chaired by the Minister of Finance and Economy of Turkmenistan. It is composed of the Deputy Speaker of the Parliament, Ombudsman, deputy ministers and heads of more than 60 government institutions, private sector and CSOs.

<sup>13</sup> The UN MAPS Report “A Roadmap for Acceleration, and Policy Support to Achieving Sustainable Development Goals”, 2017

<sup>14</sup> [Turkmenistan Voluntary National Review \(VNR\)](#) - Empowering people and ensuring inclusiveness and equality, 2019.

<sup>15</sup> For example, the oil and gas sector has employed 1.6 percent of the employed population in 2018 but has not yet contributed to job creation in other sectors. Statistical Yearbook of Turkmenistan, 2018.

contribute to gender disparities, with limited social services at community level to address the root causes of social exclusion of vulnerable groups. Women, young people, and persons with disabilities need special support for their full employment and access to quality higher and vocational education.

**Planet** - Turkmenistan is already an extremely hot and dry country, but climate warming has been observed with the average air temperature increase of almost 2°C between 1950 and 2010 and projected to further increase by 2.21°C by 2040, and by 5.35°C by 2100<sup>16</sup>. Climate change causes an increase in the frequency and severity of natural disasters (droughts, floods, windstorms, heat waves), having adverse impacts on agriculture and livestock, water and land resources, infrastructure development and human health. The rapid hydrocarbon-driven economic growth and energy subsidies also have a significant environmental footprint requiring new incentives for energy saving and energy efficiency for both households and industries. Water scarcity and land degradation urges implementation of water and land conservation and management policies to reduce water use and unplanned sprawl in peri-urban areas, over 90 percent of which is used for agricultural production. Alongside climate-related risks, earthquake risk is also an important dimension of Turkmenistan's natural risk landscape.

**Prosperity** – Turkmenistan, as a country with rich natural resources the considerable part of which are the hydrocarbon reserves, develops its oil and gas sector. And one of the main directions is the establishment of new processing industries among which petro- and gas chemistry are the priority ones. The global climate action to reduce carbon emissions, may cause additional challenge to economic outlook of Turkmenistan unless it takes drastic measures to diversify the economy. This requires more space for private sector development, especially SMEs, a more conducive business environment and investment climate to attract domestic and foreign investment in non-extractive sectors, reduced currency exchange restrictions and regulations, and increased connectivity and trade. Agriculture remains the key economic sector that provides jobs to more than 40 percent of workforce in the country<sup>17</sup>, and will need more investment to increase value-added to the economy, strengthen resilience to climate change impacts and create more productive jobs for rural communities.

**Peace** – Turkmenistan pursues "permanent neutrality" as the backbone of its foreign policy, that has provided admirable stability in the country. Yet, renewed efforts are needed to strengthen rule of law, regulatory quality, government effectiveness, and voice and accountability<sup>18</sup>. Broader public administration reform and enhanced public financial management are needed, along with efforts to create more space for, and to catalyse the engagement of, civil society and the private sector. These changes, particularly for civil society engagement, are also instrumental to understanding and addressing the situation of vulnerable groups and for the implementation of the recommendations of the UN human rights treaty bodies and the ILO Supervisory Bodies. The ongoing risks of extremism and terrorism in Afghanistan can affect the Central Asia region, requiring strengthened measures for prevention, conflict resolution and building resilience especially for vulnerable young people.

**Partnerships** - Turkmenistan has sufficient domestic resources to meet the SDGs by 2030, however, an increased efficiency in public spending, aligned with national SDGs priorities, is needed. Establishing a conducive business environment, extending partnerships with the international financial institutions and facilitating international trade will be crucial for mobilization and leveraging private capital and development funding sources to support the SDGs implementation. Success of the SDG implementation will also depend on further commitment to meet the considerable data challenges, including quality and access to data, and increase institutional capacity to deliver on the adopted laws and policies. Without this there is a risk that the national development policy documents remain declarative, without efficient means of implementation, i.e. budgets and monitoring and evaluation plans attached to them.

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<sup>16</sup> Third National Communications of Turkmenistan under UNFCCC (TNC), 2015.

<sup>17</sup> Statistical Yearbook, 2019

<sup>18</sup> World Bank Data, [info.worldbank.org/governance/wgi](http://info.worldbank.org/governance/wgi)

## 2. UN Development System Support to the 2030 Agenda

### 2.1 Theory of change

18. Turkmenistan was one of the first countries to take up the 2030 Agenda for Sustainable Development and its pledge *to transform lives and protect the planet* with its 17 ambitious SDGs. In September 2016, Turkmenistan nationalized the 17 SDGs and 148 targets, which balance the three dimensions of sustainable development: the economic, social and environmental. The nationalized SDGs also seek to realize human rights for all and to achieve gender equality and empowerment of all women and girls, pledging that no one will be left behind. The country's 2030 vision '*to build economically developed, socially protected, [and] ecologically clean society*', as outlined in NPSD, is broadly consistent with the 2030 Agenda. SDG goals and targets are also highlighted in the PPSD, regional and sectoral programmes and national human rights action plans.

19. The Cooperation Framework reaffirms the shared vision and partnership between the Government of Turkmenistan and the UN development system. It expresses our collective aspirations for a prosperous, inclusive, and resilient Turkmenistan, in which:

- » Economic growth is inclusive, with decent work for all;
- » Women and men, boys and girls, the elderly and young people and people with disabilities can all fulfil their human development potential with dignity and equal opportunities;
- » There is an equitable and universal access to quality education at all levels, to health care and social services, and no one is left behind;
- » The use of natural resources, including air, water, land, forests and hydrocarbons, is sustainable to meet the needs of the future generations; and
- » Good governance is supreme, the rule of law presides, and technology and innovation are major drivers of development.

20. The Cooperation Framework focuses on supporting the country's strong potential for inclusive socio-economic development while addressing gaps, overcoming challenges, fostering social inclusion and strengthening resilience.

21. The theory of change for the Cooperation Framework (Figure 1) envisions that Turkmenistan will make a significant progress by 2025 to achieve the national goals of the NPSD and PPSD aligned with the SDGs (*impact-level change*) with support of the UN development system for three strategic priorities:

- » People-centred governance and rule of law
- » Inclusive, green, and sustainable economic growth
- » Quality, inclusive and affordable health, education, and social protection

22. These areas represent the greatest importance to sustainable development of Turkmenistan. It is only by making significant progress in all three areas and cross-cutting priorities of *human rights, gender equality, labour rights and leaving no one behind*, that the SDGs will be achieved.

23. Turkmenistan is a state party to seven out of nine core human rights treaties and some of their Optional Protocols and has ratified all eight International Labour Organization's Fundamental Conventions. Therefore, the Cooperation Framework is guided by the responsibilities of the country to respect, protect and promote human rights and fundamental freedoms, and addresses the recommendations of the human rights mechanisms, including Universal Periodic Review, Committee on Economic, Social and Cultural Rights (CESCR), Committee on Civil and Political Rights (CCPR), Committee on the Elimination of All Forms of Racial Discrimination (CERD), Committee on the Rights of the Child (CRC), Committee on the Rights of Persons with Disabilities (CRPD), Committee on the Elimination of all Forms of Discrimination Against Women (CEDAW), the ILO Supervisory Bodies and other, across all three strategic priorities.

24. The strategic priority areas are interlinked, reflecting the integrated nature of the 2030 Agenda, with progress under each strategic priority area requiring and contributing to progress of the other priority areas. For example, enhancing inclusive governance creates an enabling environment to unleash and accelerate the human capital potential, which drives the economic transformation of the country.

The benefits of a vibrant, sustainable and inclusive economic development in its turn strengthens governance as well as enhances investments in human capital. While all three strategic priorities are equally important and will be pursued in tandem, frontloading investments in enhancing inclusive and people-centered governance by 2025 will ensure a solid institutional and regulatory framework, which is fundamental for long-run economic development and particularly important in resource abundant countries. Stronger institutions will ensure that natural resources are exploited responsibly and productively, and that government, individuals and companies have an incentive to invest in physical and human assets. They will enhance the economy's growth potential and the ability to effectively deliver public services, such as health, education and social services, regulate private enterprise thus guaranteeing a competitive environment across all sectors, where the most efficient companies can emerge and prosper, increasing overall productivity and generating sustainable employment<sup>19</sup>.

25. To contribute to impact-level change, the Cooperation Framework identifies five *outcomes* under the strategic priorities:

» Outcome 1: People have access to more effective, innovative, and transparent public administration based upon the rule of law, human rights, gender equality, labour rights, and quality data;

» Outcome 2: Conditions for sustainable and inclusive economic diversification are strengthened with competitive private and financial sectors, enhanced trade and investment promotion, and the adoption of new and digital technologies;

» Outcome 3: There is effective design and implementation of disaster risk reduction and climate adaptation and mitigation measures, enabling a more rational use of resources, increased resilience, and a 'green' economy transition;

» Outcome 4: The population of Turkmenistan enjoys higher quality and inclusive health and social protection services;

» Outcome 5: The education and skilling system<sup>20</sup> offers all people the skills and knowledge for employment success and enhanced social integration and resilience in a diversifying economy.

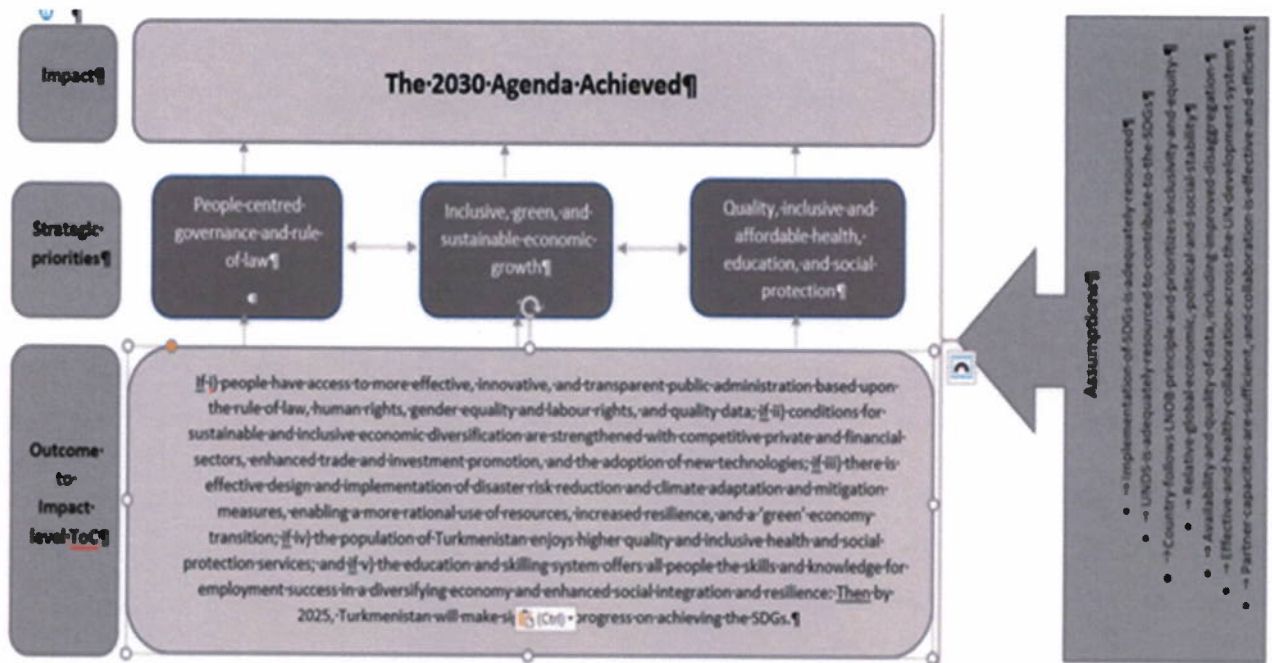
26. The full achievement of these outcomes is not solely attributable to the UN development system, but rather results from the combined and collaborative contributions of the UN, Government of Turkmenistan and partners, including civil society, private sector, financial sector, international financial institutions, development partners and others. In section 2.4, the Cooperation Framework outlines the theories of change for each of these outcomes.

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<sup>19</sup> Diversifying the Turkmen Economy, World Bank, August 2014

<sup>20</sup> After formal education, the **skilling system** encompasses technical and vocational education and training (TVET) that is centre-based, as well as apprenticeship and other on-the-job training, industry-sponsored training schemes, and independent/alternative teaching and learning systems. Like in many countries, the skilling system in Turkmenistan must adjust to market needs and provide learners of all ages, and especially young people and women, with entry points into trade-related jobs that are in demand. It must also be modernised to speed up certification and training in the skilled trades while also offering 21<sup>st</sup> century *transversal* skills (e.g. communication, team work and networking, critical thinking and problem solving, initiative and resilience) and *deep skills* in one or more trades e.g. ICT, boilermakers, millwrights, welders. EC, Skills for Industry Strategy 2030, 2019. See also; ILO, [Skill-up](#), dtd Nov 2019, and [Skills for Trade and Economic Diversification](#) (STED), dtd 2019.

**Figure 1: Cooperation Framework Theory of Change**



27. An analysis of the assumptions across the outcomes and in the overarching theory of change provides the following set of critical assumptions in relation to the Cooperation Framework: i) Implementation of SDGs is adequately resourced; ii) The UN development system is adequately resourced to contribute to the SDGs; iii) The Government acknowledges 'leave no one behind' principle and prioritizes inclusivity and equity; iv) Relative global economic, political and social stability; v) Availability and quality of data, including improved disaggregation; vi) Effective and healthy collaboration across the UN development system; and vii) Partner capacities are sufficient, and collaboration is effective and efficient.

28. The following risks were identified as being among the most significant horizontally across all outcomes and vertically, having potential for negative impact on assumptions at multiple level in the theory of change: i) Insufficient resources to implement the 2030 Agenda, including for the strategic priorities and outcomes identified in the Cooperation Framework; ii) Insufficient implementation and monitoring capacity; iii) Challenges in implementing multisectoral approaches; iv) A lack of quality, disaggregated data that masks vulnerability and inequalities, impedes stronger policy-making, programme delivery and monitoring and evaluation; v) Geo-political tensions which hinder the international and regional cooperation and trade; vi) Lack of interest from the private sector or international financial institutions to leverage support for the Cooperation Framework implementation.

## 2.2 Strategic priorities for the UN development system

29. Based on the analytic work done and following multi-stakeholder consultations, the GoT and UN system identified **three strategic priorities** for the cooperation, which would accelerate the SDGs implementation in the country.

### A. People-centered governance and rule of law

30. Cooperation Framework will support the GoT to implement practical governance reforms for more effective and transparent public administration, based on Turkmenistan's international commitments and standards for the rule of law, human rights, gender equality, labour rights, and anti-corruption. Progress will be seen in more robust and responsive decision-making processes for the delivery of public services, management of the natural resources, economic and public finance management, business regulation that are transparent and fair, using to the extent possible digital systems. Cooperation Framework will also support the GoT in improving quality and disaggregation of data for developing more evidence-based and people-centered policies and services.

### B. Inclusive, green, and sustainable economic growth



31. Cooperation Framework will support Turkmen authorities to implement policy and regulatory reforms that will create stronger conditions for stronger economic development in the non-hydrocarbon sectors of the economy, introducing improved banking and financial services and incentives that increase private sector competitiveness and trade, business development and the creation of decent, formal sector jobs. Complementary to this, cooperation will also strengthen climate adaptation and mitigation measures, striving for a more rational use of scarce natural resources and enhanced disaster risk reduction, preparedness and response. Recognising that hydrocarbon development will continue to play a major part of economic growth, cooperation will also identify the important synergies available between hydrocarbon-development, climate change adaptation and mitigation, green technology and jobs. This will support increased resilience and the shift towards sustainable consumption and production and the *greening* of the economy<sup>21</sup>.

### C. Quality, inclusive, and affordable health, education and social protection

32. Cooperation Framework will strengthen the performance of the education and skilling system in Turkmenistan which is instrumental to the achievement of the economic growth and diversification goals of the NPSD and PPSD. It will focus on efforts to help all people, and especially young people, women, and vulnerable groups, to acquire the knowledge and skills they need for rewarding employment in a diversifying economy. Equal to this is the recognition that the robust health and well-being of the population is essential to the country's economic future. Cooperation Framework will also support Turkmen authorities to strengthen the health and social protection system performance and enhance spending to deliver higher quality and more inclusive services for all people. Strengthened governance of these sectors, including budgetary processes, will create conditions for sustainable, inter-sectoral action for health, education and social protection connecting national, regional (velayat) and local (etrap) levels.

33. The GoT is the primary partner for the UN system cooperation. Across the three priorities, the UN system support will *complement* ongoing and planned development cooperation by *other* international and local partners. Major initiatives that the UN system will seek to align with, and complement include:

» **Governance and rule of law:** The UN system will seek partnerships with the European Union (EU), International Monetary Fund (IMF) and World Bank on joint efforts to understand the financing requirements for the SDG achievement and to further develop country statistical capacities. Partnerships with civil society actors will build on their substantive and outreach capacities to reach vulnerable groups with effective services and ensure gender equality. In addition, and under a development partners' coordination platform, the UN system will invite the EU, Organisation for Security and Co-operation in Europe (OSCE), bilateral development agencies, and the international financial institutions (IFIs)<sup>22</sup> to share expertise and knowledge about governance reform, especially public administration reform and public financial management.

» **Inclusive, green, and sustainable economic growth:** The UN system will engage with the IFIs to complement ongoing policy efforts to improve the business environment, enhance the efficiency of financial and banking sectors, and leverage funding to invest in low-emission and climate-resilient economic growth. The UN system will continue partnership with the Green Climate Fund (GCF), Global Environment Facility (GEF) and Adaptation Fund to support implementation of adaptation and mitigation measures in the economic sectors. Partnership with the private sector is a priority to introduce innovative and digital solutions and green technologies, establish a dialogue with the GoT about needed reforms for economic diversification and business development, promote corporate environmental responsibility and women entrepreneurship. In order to enhance export and trade promotion, and to improve transboundary water management and energy efficiency, the UN system efforts will link-up with the UN Special Program for Economies of Central Asia (SPECA) and ADB's Central Asia Regional Economic Cooperation (CAREC).

» **Quality, inclusive, affordable services:** Cooperation with the IFIs will strengthen efforts to promote results-based budgeting and costing analyses of sector performance in health and social

<sup>21</sup> This includes enhanced energy efficiency in the building sector, especially public sector buildings and housing stock rehabilitation and new construction.

<sup>22</sup> Including the World Bank, IMF, ADB, EBRD, IsDB.

protection. The UN system will work with the EU, USAID, World Bank to identify joint and complementary approaches to support education system reform and address the gap between the skills required by the diversified labor market and the competencies developed during learning and the inclusion of young people and other vulnerable groups. The UN system will also engage with global multi-partner trust funds, including the Joint SDG Fund, to address major SDG financing gaps.

## 2.3 Intended development results

34. Under the three strategic priorities, there are five expected outcomes, which are explored below in Section 2.4. Collective efforts by the GoT and UN system to address the priorities and achieve the expected outcomes will make a tangible *contribution* to progress against the key PPSD priorities and domesticated SDG key performance indicators, country-wide, to 2030. The following results and indicators will act as **sentinels**<sup>23</sup>. The partners will *track* change in these high-level SDG indicators over the period of the Cooperation Framework and, through the relevant outcome indi

35. cators and progress reporting, will demonstrate the clear, tangible contribution from cooperation:

| Turkmenistan Priorities   | Sentinels for cooperation: 12 Key SDG impacts and indicators to 2030  |
|---|---|
| I. Ensure sustainable, diversified economic and financial development of the country  | 1. Employment rates by sex (SDG 8.5.2)<br>2. Share of medium and high-tech industry in total value added (SDG 9.b.1)  |
| II. Rapid growth of targeted economic sectors, with focus on new industries   | 3. Government effectiveness (SDG 10.2, 16.6, 16.7) <sup>24</sup><br>4. Rule of law (SDG 16.3)   |
| III: Improve living standards of the population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity | 5. Child mortality rate (under-five years) (SDG3.2.1)<br>6. Mortality rate attributed to cardiovascular disease, cancer, diabetes, or chronic respiratory disease, by sex (SDG 3.4.1)<br>7. Tuberculosis incidence per 1,000 population (SDG 3.3.2)<br>8. Share of youth not in education, employment, or training, by sex (SDG 8.6.1)<br>9. Percentage of population covered by social protection systems, by sex (SDG 1.3.1)<br>10. Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex (SDG 4.6.1)<br>11. Proportion of population living in cities that implement urban and regional development plans integrating population projections and resource needs, by size of city (SDG 11.a.1) |
| IV. Rational use of natural resources, environment protection, addressing universal climate change  | 12. Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population (SDG 13.1.1)<br>13. Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies (SDG 13.1.3)  |

36. In line with the 2030 Agenda for Sustainable Development, none of the priorities and outcomes concerns a *single sector* or *single stakeholder*. Rather they embody a **nexus of change** and partnerships. Together these represent a way to channel and focus GoT and UN system cooperation, and to mobilise a range of new partners, for more inclusive and sustainable economic diversification and growth and the achievement of the SDGs. This wider approach to partnerships is a key difference from the preceding Partnership Framework for Development between Turkmenistan and United Nations for 2016-2020.

<sup>23</sup> **Sentinel indicators** are complementary to outcome performance indicators. Where outcome indicators are used to measure intended results (institutional and behavioural), sentinel indicators are used to signal **wider changes** in the system in which programme(s) operate, alerting the CF partners to system level change and, where necessary, the need for follow-up investigation and analysis. See: [Sentinel Indicators: A Systems-Based Approach to Monitoring and Evaluation](#), 2015.

<sup>24</sup> [World Governance Indicators](#) (WGI) Natural Resource Governance Institute (NRGI), Brookings Institution, and World Bank Development Research Group

Engagement with a more diverse range of partners and stakeholders, particularly at local levels, is expected to make cooperation results more sustainable and to increase engagement with and resilience of communities and local actors. For future frameworks, this is expected to contribute to stronger sub-national planning and implementation capacities, in line with the aims of the NPSD, PPSD and nationalised SDG targets.

37. Based on its comparative advantage, the UN development system will contribute high-quality policy advice and technical assistance, in accordance with international norms, standards, and best practices, and they will build multi-stakeholder capacities at national and local levels to strengthen the implementation and monitoring of country strategies, policies and plans. Emphasis is placed on those strategies, policies and plans that align strongly with the nationalized SDGs and target those most in need.

38. The Cooperation Framework will be guided by the following **guiding principles**: (1) Inclusivity and equity to ‘*leave no one behind*’, (2) Human rights, gender equality, labour rights, and the empowerment of women, (3) Sustainability and resilience, and (4) Accountability, including the availability and use of quality data. At a programmatic level, under a *chapeau* of leaving no one behind there is a set of mutually reinforcing **programming approaches** for cooperation by the GoT, the UN system and other partners<sup>25</sup>:

» **Cross-sectoral collaboration and coherent policy support**: The interconnected, complex nature of the Cooperation Framework priorities and outcomes requires strong cross-sector policy approaches and coordination between GoT working bodies, individual UN agencies and other stakeholders that will be ensured through different coordination platforms, including through the existing national coordination mechanisms for the SDGs and for the human rights.

» **Results Orientation**: This will involve efforts to link policy to budget for implementation, with effective indicators, mechanisms for monitoring, evaluation, and learning. The GoT and UN system will monitor and measure results effectively through working mechanisms, established to manage the Cooperation Framework implementation.

» **Data and statistics**: Linked strongly to effective implementation, success will depend upon quality disaggregated data and evidence, including population data in order to take advantage of Turkmenistan’s demographic dividend<sup>26</sup>. The UN system will support the State Committee for Statistics and relevant ministries to address critical SDG data gaps and to strengthen monitoring and reporting on the Cooperation Framework indicators as well as higher level SDG impact indicators on the relevant SDGs<sup>27</sup>. Across all priorities, the UN system will support increased alignment of targets and indicators in national plans with the SDG monitoring framework, with a particular focus on the PPSD and national and sectoral programmes<sup>28</sup>.

» **Young people’s participation**: Across all priorities and outcomes, the Cooperation Framework efforts will focus on giving young people (15-30 years), especially women and young people in remote and under-served areas, a greater stake in the country development.

» **Gender mainstreaming**: The partners will identify and address gaps in the laws, policies and implementation measures, as well as traditional norms and stereotypes that contribute to gender-based discrimination. Under each priority, UN system Cooperation Framework will contribute to stronger institutional capacities for gender analysis and gender-responsive programming<sup>29</sup>.

» **Innovation and technology**: The UN system will promote innovation products and processes through the Cooperation Framework implementation, by forging strategic partnerships for increased knowledge on sustainable development technologies and innovations; and keeping abreast of emerging technologies, trends and innovative approaches for programming and partnership development.

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<sup>25</sup> Including: The Parliament, the private sector, including private equity, international financial institutions, civil society organisations, media, universities, and independent research and policy institutions.

<sup>26</sup> Disaggregated by income, sex, age, race, ethnicity, migratory status, disability and geographic location.

<sup>27</sup> For example, TurkmenStat reports that only **88 (38%) of 232 SDG indicators** are currently available or 46% of the 192 tier I and tier II indicators for which there is an internationally established methodology and standards. See: <https://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>28</sup> See para 15: Alignment of the national and sectoral programmes with the SDG monitoring framework is limited with almost no coverage of the environment-related SDG indicators. Out of three national development programmes, the NPSD and the Rural Development do not contain any SDG indicators, and the PPSD includes only 15 SDG indicators.

<sup>29</sup> For example: Inclusive labour market policies and codes for more female-friendly workplaces, and addressing gender income gaps.

## 2.4 Cooperation Framework outcomes and partnerships

39. Based on the overarching theory of change and strategic priorities, the following section describes the five outcomes for GoT and UN system cooperation, and the major factors that will influence their achievement<sup>30</sup>. Each section offers:

- » A table which identifies the national priorities and related SDGs and targets that are the focus of cooperation efforts.
- » The *theory of change* that summarizes how the UN development system will contribute to the outcomes, and the assumptions and risks for obtaining results;
- » Information on partnerships necessary for the achievement of the outcome;
- » List of indicators to measure the achievement of the outcome and their linkages to the SDG indicators.

40. The complete results matrix including indicators, baselines, targets, data sources, major assumptions, and partners is provided in Annex A.

### A. People-centered governance and rule of law

#### Turkmenistan Priorities<sup>31</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; Ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2: Rapid growth of targeted economic sectors, with focus on new industries, 3: Improve living standards of the population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity, 4. Rational use of natural resources, environment protection, addressing universal climate change



**SDGs and targets<sup>32</sup>:** SDGs and targets: **5.** Gender equality: 5.1, 5.2, 5.c; **8.** Decent work and economic growth: 8.3, 8.5, 8.6, 8.8; **10.** Reduced inequalities: 10.2, 10.3 11. Sustainable cities and communities: 11.a.1, **16.** Peace justice and strong institutions: 16.1, 16.3, 16.6, 16.7, 16.10, 16.b;

**17.** Partnerships for the goals: 17.18.

#### Outcome 1. Enhanced governance and rule of law

*By 2025, people have access to more effective, innovative, and transparent public administration based upon the rule of law, human rights, gender equality, labour rights, and quality data*

41. The outcome will make an important contribution to the implementation of all NPSD and PPSD priorities, and particularly the conditions for sustainable economic growth and opportunities for young people, women and those at risk of being left behind, as well as for the implementation of the national human rights action plans. The contributing links to Turkmenistan priorities and related SDGs and targets are shown in the summary table (above).

#### Theory of change

<sup>30</sup>Outcomes are high level changes related to institutional performance or the behaviours of people and their communities. They describe: (1) How people are acting differently to improve their lives and those of their families and communities or (2) How institutions are performing in new ways to support people in these efforts. Outputs describe new skills and abilities, products or services. These are the concrete results of cooperation between the GoT and the UN system and they are expected to demonstrate innovation. The outputs expected from cooperation will be developed as part of detailed Joint Work Plans (JWP) for each outcome

<sup>31</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>32</sup> See: <http://unstats.un.org/sdgs/indicators/indicators-list/>

42. The theory of change underlying this outcome is that governance reforms for more effective and transparent public administration, based on Turkmenistan's international commitments and standards for the rule of law, human rights, gender equality and labour rights, will result in more robust and responsive decision-making and participatory processes, efficient budgeting and delivery of quality public services.

43. This is possible, *if* state institutions of Turkmenistan have introduced systems of digital government, document management, and provision of efficient services for the population using 'one stop shop' principles; and *if* sectoral ministries and agencies have integrated a system of strategic planning, targeted budgeting and financing to achieve the SDGs, taking into account the interests of children, women, people with disabilities and other vulnerable groups; and *if* public administration reform introduces a merit and performance-based civil service system, including the pool of highly competent, motivated, impartial civil servants, who develop, plan and implement evidence-based, human centred public policy; and *if* government, including parliament, law enforcement agencies and other state institutions and empowered civil society organizations develop, implement programmes and mechanisms in the field of human rights, gender equality and labour rights on the basis of recommendations from the UN human right treaty bodies and mechanisms and ILO supervisory bodies and feedback from civil society, including workers' and employers' organisations, and relevant population groups; and *if* ministries and departments of Turkmenistan, have introduced a system for collecting, analyzing and using disaggregated data, taking into account the priorities of state policy and the SDGs for the development of people-centered and gender-responsive policies and programs.

44. The UN development system will contribute towards achievement of this outcome, by:

» Developing the capacities of civil servants for effective planning and budgeting, analysis and use of data and information to provide a base of evidence for gender-responsive policies and programmes and mastery of new data management and digital technology applications.

» Supporting ministries and departments to implement planned Public Finance Management (PFM) reforms with results-based budgeting approaches and tools necessary for the development and implementation of the Mid-term Expenditure Framework (MTEF). This will enable the GoT to enhance its engagement with civil society and to better address vulnerability and gender equality concerns in policies, services, and national sector programmes. Importantly, the partners will consider new cross-sector working mechanisms for effective implementation of national policy and related SDG targets.

» These efforts will be accompanied by UN system advocacy for public administration reform and to introduce a merit and performance-based civil service and promote women in senior managerial positions. Enhanced performance monitoring and evaluation is also central to enhanced policy making and implementation. In targeted ministries and departments, the UN system will support civil servants to gain new skills<sup>33</sup> for evidence-based policy formulation based on effective policy monitoring and evaluation, cross-sector collaboration, and public consultation.

» Supporting targeted state institutions to introduce new e-government platforms and digital technology services to streamline access to public services. This will offer citizens, civil society groups, and businesses new channels and mechanisms to learn about and obtain quality services in a more direct manner and they will enable people to provide direct, confidential feedback about their quality.

» Supporting targeted state institutions, including law enforcement agencies to develop or strengthen programmes and mechanisms to act upon accepted recommendations from UN human rights treaty bodies and mechanisms and ILO Supervisory Bodies and receive and provide feedback to citizens and civil society groups.

» Closely aligned with these efforts are renewed actions to strengthen the independence and functioning of the judiciary. In terms of support for Turkmenistan's international commitments<sup>34</sup>, the UN system will: (1) Advocate for and support ratification of international human rights instruments to which the country is not yet a party<sup>35</sup>; (2) Strengthen cooperation with the Inter-Ministerial Commission

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<sup>33</sup> See 6 characteristics of a 'high performing' civil service M. Jarvis, School of Public Policy & Governance, University of Toronto, 2016.

<sup>34</sup> UN GA, Report of the Working Group on the Universal Periodic Review - Turkmenistan, A/HRC/39/3, 06 July 2018 and Thematic List of Recommendations

<sup>35</sup> In particular: Optional Protocol to the Convention on the Rights of the Child on a communications procedure, Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the International Convention on the Protection of

on Implementation of the International Obligations in the Field of Human Rights and International Humanitarian Law and facilitate requests for visits by the Human Rights Council's special procedure mandate holders; (3) Support the GoT to simplify the legal and procedural requirements for the registration of civil society organizations; and (4) Strengthen the Office of the Ombudsperson to enable its accreditation as an A-status national human rights institution in line with the Paris Principles.

» Working with the GoT to create a stronger legal and policy environment for the formation and operation of civil society organisations and engage with existing CSOs, including workers' and employers' organizations to support their planning and management capacities. These efforts will aim to build trust and ensure greater complementarity between GoT and CSO efforts, especially in reaching vulnerable groups with basic services at local levels. Increased traction for governance reforms, and more people-centered policy and services will depend upon high quality disaggregated data.

» Supporting ministries and departments, with the coordination of the State Committee for Statistics (TurkmenStat) to introduce international methodologies and systems to collect and analyse disaggregated data, which respond to the priorities of the PPSD and state programmes and major SDG-related data gaps.

45. In addition to the cross-cutting assumptions that are applicable to all outcomes and priority areas (see section 2), other specific assumptions identified in relation to this outcome include: (1) Development and adoption of a National Action Plan (NAP) on human rights, with an established budget; (2) Development and adoption of a NAP on gender equality with an established budget; (3) Continue implementation of the NAP on Child Rights in Turkmenistan for 2018-2022 and development of an updated NAP on Child Rights for 2023 onwards; (4) Full implementation of the NAP on Ending Statelessness by 2024; (5) Full implementation of the NAP in Turkmenistan on Counter-trafficking for 2020-2022; (6) The Ministry of Finance and Economy establishes a system for results-based budgeting; (7) Recommendations made by the UN human rights treaty bodies and mechanisms and the ILO supervisory bodies concerning the application of ratified Human Rights Treaties and ILO Conventions are implemented; and (8) Political will and support for innovative approaches to ensure sustainability.

### **Partnerships**

46. The expected outcome will be achieved through the UN system engagement with multiple partners including the Government, Parliament, Ombudsman's Office and civil society towards establishing a more effective and transparent public administration system. Memoranda signed between the UN Resident Coordinator and the Ministry of Finance and Economy and the State Committee for Statistics provide a legal basis for wider UN system joint support on financing for SDG achievement and to further develop country statistical capacities. The UN system will also engage with the UN Department of Economic and Social Affairs (DESA), IMF and the World Bank to promote the concept of integrated national financial framework in Turkmenistan.

47. The UN system will partner with civil society actors at global, regional and national levels to build on their substantive and outreach capacities to reach the most vulnerable groups and those of risk at being left behind. It will also support the ongoing dialogue of the civil society with the Ombudsman and government institutions. Under the umbrella of the Cooperation Framework, the UN system will invite the EU, OSCE, bilateral development agencies, as well as IFIs (World Bank, IMF, ADB, EBRD, IsDB) to share their expertise and knowledge by convening multi-stakeholder consultations, including through the development partners coordination platform. A full list of partners, including UN system agencies, is provided in Annex A.

### **Measuring the progress**

48. The success of the GoT and UN system cooperation with other partners in achieving this outcome, will be measured by the following indicators:

» Extent to which legal frameworks address human rights, gender equality and labour rights, including non-discrimination on the basis of age, sex, disability, ethnicity, religion, political opinion, economic or other status (SDG 5.1.1);

- » Percentage of citizen's complaints addressed by the Ombudsman Office on annual basis (SDG 10.3.1 proxy);
- » Percentage of nationalized SDG Indicators that have disaggregated data (where relevant) available to report (SDG 17.18.1);
- » A population and housing census in Turkmenistan is conducted, data is used for development of national socio-economic programmes and strategies (SDG 17.19.2); and
- » Percentage of women in managerial positions (SDG 5.5.2)
- » Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by age and place of occurrence (SDG 5.2.1.)

## **B. Inclusive, green, and sustainable economic growth**

49. There are two closely related outcomes under this priority: The first (*described in this section*) will strengthen conditions for sustainable and inclusive economic diversification. The second (*described in the following section*) is strongly complementary and will strengthen environmental management and climate resilience.

### **Turkmenistan Priorities<sup>36</sup>:**

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Expand the export capacity of fuel and energy, chemical, textile and agricultural industries; Ensure rapid and improved integration of Turkmenistan into international economic sectors; Establish advanced institutions of market economy; Improve regional socio-economic development as a result of rational use of production resources.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2: Rapid growth of targeted economic sectors, with focus on new industries, 3: Improve living standards of the population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity, 4. Rational use of natural resources, environment protection, addressing universal climate change



**SDGs and targets<sup>37</sup>:** 1. No poverty: 1.2; 2. Zero hunger: 2.3, 2.4, 2.a; 5. Gender equality (5.1, 5.2, 5.a, 5.c); 8. Decent work and economic growth (8.2, 8.5, 8.10); 9. Industry, innovation and infrastructure (9.2, 9.3, 9.5, 9.b); 10. Reduced inequalities (10.2, 10.3, 10.4); 13. Climate action: 13.1; 17. Partnerships for the goals (17.3, 17.6, 17.11, 17.17)

## **Outcome 2. Sustainable economic diversification**

*By 2025, conditions for sustainable and inclusive economic diversification are strengthened with competitive private and financial sectors, enhanced trade and investment promotion, and the adoption of new and digital technologies*

50. The outcome will make an important contribution to the implementation of all NPSD and PPSD priorities, with particular focus on developing financial and market institutions, creating an environment that is conducive for the private sector and foreign investment, promoting innovations and decent jobs for young people, women and other vulnerable groups, and implementation of national human rights action plans. The contributing links to Turkmenistan priorities and related SDGs and targets are shown in the summary table (above).

### **Theory of change**

51. The theory of change underlying this outcome is that policy and regulatory reforms aimed at creating stronger conditions for economic development in the non-hydro-carbon sectors of the

<sup>36</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>37</sup> See: <http://unstats.un.org/sdgs/indicators/indicators-list/>

economy, increased private sector competitiveness and trade, and the creation of decent jobs, will result in a sustainable and diversified economic development of the country where the expected benefits of growth are more widely and fairly shared.

52. This is possible, *if* the role of Government is shifted towards a *catalyst*, offering the right mix of incentives, enabling programmes, and market signals to spur a more dynamic, growing economy and the creation of decent jobs; *if* private sector, particularly SMEs and women entrepreneurs enjoy simplified procedures of doing business and have expanded access to information, innovative technology and financing; and *if* public institutions and private sector have strengthened human, institutional, and R&D capacity and have sufficient financial resources for effective realization of the comprehensive programs on diversification and digitalization of selected sectors of economy with focus on vulnerable groups; and *if* innovative and diversified financial (fiscal, insurance, and investment) and banking instruments are available to support dynamic development of green economy; and *if* institutional and regulatory systems are improved to foster favorable climate in order to attract private capital and foreign investments and to support trade; and *if* institutional capacity of public institutions is strengthened in regard to collection, analysis, and availability of disaggregated quality data on economic development, trade, private sector development, and investments.

53. The UN development system will contribute toward achievement of this outcome by:

» Supporting development of major policy elements and mechanisms to implement a coherent national economic diversification and innovation strategy that is based on quality macroeconomic data. A key element of the strategy will be to ease the regulatory and other costs of doing business and to promote investment for sustainable consumption and production and 'green' economy development and job creation.

» Supporting regulatory changes aimed at making easier for entrepreneurs to start and invest in small businesses and for existing business owners to expand with easier access to financing and technology. SMEs, with a particular focus on agri-business and rural value chains will be at the center of these efforts. Attention will focus on tailoring incentives and support for women, young people, and vulnerable groups.

» Working with the GoT to develop quality entrepreneurship and business development services, making them available through user and mobile-friendly platforms and expanded 'one-stop-shop' service centers that can also support more aggressive adoption of ICT. It is essential that these services be made available to farmers and agri-businesses in under-served rural areas with focus on women.

» Supporting implementation of the recommendations of the UN human right treaty bodies and mechanisms and ILO supervisory bodies referring to creating conditions for sustainable economic growth; ensuring enhancement of the employment sector and creating new jobs, improving legislation with a view to eliminate gender stereotypes and expanding employment opportunities for women, including in rural areas; providing unhindered access to persons with disabilities to employment and reasonable accommodation in the workplace; ensuring equal remuneration between men and women for work of equal value and eliminating gender wage gap; strengthening social security and other social protection measures for women working in the informal sector.

54. The success of cooperation efforts will depend on efforts to strengthen the quality of education and the skills of school leavers from secondary, technical, and tertiary levels for careers in a growing, diversified economy. Stronger, institutional coordination is also needed between the education and skilling system, and the labour market and employers to ensure that school leavers are connected to the right employment opportunities for their skills. These cooperation efforts and results are described under outcome 4.

55. In addition to the cross-cutting assumptions that are applicable to all outcomes and priority areas, other specific assumptions identified in relation to this outcome include: (1) State agencies are committed to removing barriers that prevent investment and growth in private sector; (2) Banking sector has regulations to offer wider range of financing services for business development; (3) GoT regulatory reforms enable the introduction of digital technology and create an effective institutional mechanism to coordinate the digitalization process; (4) GoT delivers on plans to privatize the agriculture and agro-industrial complex; (5) Macroeconomic stability is maintained; and (6) The private sector has an unimpeded access to foreign exchange.

## **Partnerships**



56. The expected outcome will be achieved through partnership with the Union of Industrialists and Entrepreneurs of Turkmenistan, as well as international private companies to promote corporate sustainability and the UN Global Compact principles of doing business, as well as women entrepreneurship. The UN system will use existing mechanisms with the Ministry of Finance and Economy, the Ministry of Trade and Foreign Economic Relations, and the State Bank for Foreign Economic Relations to create enabling business, banking and financial environment for the growth of SMEs and trade. The UN system will engage with the IFIs (WB, IMF, ADB, EBRD, IsDB) and with the private sector to support the Government to diversify its economy, improve business environment, enhance the efficiency of financial and banking sectors, promote public-private partnerships and develop necessary skills in people to meet the demands of the labor market.

57. The UN will strengthen partnerships with international private companies and local businesses to introduce the innovative and digital solutions and establish a dialogue with the government institutions on business environment. UN will also use the development partners coordination platform, chaired by the UN RC, to discuss and agree on joint approaches to support economic diversification and private sector development, financial and banking sector reform, and effective management of public finances. The UN system will use the regional platforms such as United Nations Special Programme for Economies of Central Asia (SPECA) and ADB's Central Asia Regional Economic Cooperation (CAREC) programme and others to foster economic cooperation through improvement of trade facilitation policies of the country. A full list of partners, including UN system agencies, is provided in Annex A.

### Measuring the progress

58. The success of the GoT and UN system cooperation with other partners in achieving this outcome, will be measured by the following indicators:

- » Annual growth rate of real GDP per employed person (SDG 8.2.1);
- » Total amount of credits provided to enterprises (disaggregated by ownership) and population (SDG 8.10.1, SDG 9.3.2)
- » Number of entrepreneurs, disaggregated by sex (SDG 5.5.2)
- » Turkmenistan exports (SDG 17.11.1)

### Turkmenistan Priorities<sup>38</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure rapid and improved integration of Turkmenistan into international economic sectors; Improve regional socio-economic development as a result of rational use of production resources.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2: Rapid growth of targeted economic sectors, with focus on new industries, 4. Rational use of natural resources, environment protection, addressing universal climate change



**SDGs and targets<sup>39</sup>:** **5.** Gender equality: 5.1, 5.a; **6.** Clean water and sanitation: 6.3, 6.b; **7.** Affordable and clean energy: 7.1, 7.3; **9.** Industry, innovation and infrastructure: 9.4; **11.** Sustainable cities and communities: 11.3, 11.6, 11.a, 11.b; **12.** Responsible consumption and production: 12.1, 12.4, 12.5; **13.** Climate action: 13.2, 13.3; **15.** Life on land: 15.1, 15.2, 15.3

### Outcome 3. Strengthened environmental management and climate resilience

*By 2025, there is effective design and implementation of disaster risk reduction and climate adaptation and mitigation measures, enabling a more rational use of resources, increased resilience, and a 'green' economy transition*

59. The outcome will make an important contribution to the implementation of all NPSD and PPSD priorities, and particularly to more effective environmental protection, energy efficiency, more rational use of natural resources and agricultural development, climate change adaptation and mitigation, as well as to the implementation of the relevant actions in the national human rights action plans. The

<sup>38</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>39</sup> See: <http://unstats.un.org/sdgs/indicators/indicators-list/>

contributing links to Turkmenistan priorities and related SDGs and targets are shown in the summary table (above).

### **Theory of change**

60. The theory of change underlying this outcome is that effective climate adaptation and mitigation measures and a more rational use of scarce natural resources will buttress increased resilience and shift toward sustainable consumption and production and ‘greening’ of the economy.

61. This is possible, *if* the GoT develops and effectively implements policies and strategies in the field of climate change, with a focus on reduction of CO<sub>2</sub> emissions and adaptation; and *if* the national institutions, local communities, including women, children and vulnerable groups, and entrepreneurs/economic sectors are financially stable and technically prepared for disasters and disaster response; and *if* government institutions, private sector, and civil society, trade unions and Union of Industrialists and Entrepreneurs apply innovations, digital technology and green solutions contributing to efficient use of energy, water, land and other natural resources, renewable energy and development of sustainable cities and green economy with active participation of women, children and vulnerable groups of population; and *if* the GoT and other stakeholders have stronger capacity for climate analysis, assessment, monitoring and reporting on climate change, environmental protection, and disaster risk reduction with focus on women, children and vulnerable groups; and *if* the GoT develops mechanisms for climate financing, including access to international sources of climate finance; and *if* international and regional partnerships are expanded to implement the SDGs, requirements of the Framework Convention on Climate Change and the Paris Agreement, and the Sendai Framework.

62. The UN system will contribute toward achievement of this outcome by:

» Working with the GoT to develop and implement policies and strategies to reduce the risk of, adapt to and mitigate the effects of climate change and reduce CO<sub>2</sub> emissions, and to build new capacities for climate analysis, monitoring, and reporting that are cross-sectoral, with effective links to policy and decision-making bodies for timely and effective implementation.

» Promoting new mechanisms for climate financing including access to international sources of climate finance and expanding international and regional partnerships to implement the SDGs, the Paris Climate Agreement, the Sendai Framework and other Multilateral Environmental Agreements<sup>40</sup> (MEAs).

» Supporting demand-side efforts to help rural communities and vulnerable groups to become more aware of the impacts of climate change and become involved in local actions to anticipate and respond to its effects. Vulnerable communities and groups are affected disproportionately by disasters as they have limited access to assets for coping and early recovery and less exposure to early warning systems.

» Supporting the development and implementation of robust, well-coordinated disaster risk reduction, preparedness, and response systems, from the national to local levels, in line with the Sendai Framework for Disaster Risk Reduction. This entails the implementation of risk reduction strategies, and capacity development for disaster risk reduction, preparedness and response, and enhanced collection and use of quality, disaggregated data for improved spatial planning and loss accounting.

» Cooperating with the GoT to promote an increased role for private agri-business in the economy and more business opportunities related to energy efficient technologies and renewable energy. This will involve the development of innovative and diversified financial and banking instruments.

» Working with government institutions, the private sector, and civil society to improve the productivity and sustainability of agriculture by extending ‘green solutions’ involving rational land and water resources management, energy efficient technologies, and renewable energy, and supporting the use of digital technology. For example, farmers associations will be capacitated with access to new knowledge, productive and financial means to extend improved farming techniques and technologies. These efforts will focus equally on rural and urban areas, contributing to the development of sustainable cities, with strong links to rural towns and markets.

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<sup>40</sup> For example: The Convention on the Protection and Use of Transboundary Watercourses and International Lakes and the Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus Convention).

» Strengthening policy, programmes and budgets by including gender equality provisions and sex disaggregated data in order to address systematic barriers that prevent women from taking greater roles in climate, environment, and agriculture. This will particularly contribute towards implementation of the recommendations of the human rights treaty bodies and mechanisms and ILO Supervisory Bodies related to high concentration of women in low-paid and unskilled jobs, in particular in the agricultural sector, and their access to land and other property, to increasing social wellbeing in rural areas, as well as increasing adaptive capacities of rural communities, including children, to climate change.

63. In addition to the cross-cutting assumptions that are applicable to all outcomes and priority areas, other specific assumptions identified in relation to this outcome include: (1) The Government is committed to legal reform to address climate change; (2) The Government includes funding in the state budget for targeted strategies and programmes that address climate change; (3) The Government implements financial incentives to stimulate the private sector and investment in a green economy.

### **Partnerships**

64. For the achievement of the expected outcome the UN system will partner with a range of national partners including the Parliament, Ministry of Agriculture and Environment Protection, Ministry of Defense, Ministry of Education, State Commission on Emergency Situations, State Committee for Water Management, Union of Industrialists and Entrepreneurs, National Red Crescent Society, scientific institutions and municipalities to design and implement risk-informed, environmentally sound and natural resource efficient policies, to report to international bodies on the implementation of the Paris Agreement and Sendai Framework. UN will also engage with the Ministry of Agriculture and Environment Protection, Ministry of Finance and Economy, Central Bank and commercial banks on climate finance. At the community level, collaboration with local farmers and agri-business will be strengthened to introduce 'green', sustainable practices ensuring rise in productivity and increasing resilience to climate change.

65. The UN system will cooperate with Global Environmental Facility, Green Climate Fund and the Adaptation Fund to secure funds for climate change and environment related projects. Partnership with International Fund for Aral Sea Salvation (IFAS), WB, EBRD, World Water Council and IRENA will be further developed on issues of efficient use of water resources, energy efficiency, and strengthening adaptive capacities of communities affected by the Aral Sea crisis. The UN system will cooperate with the Regional Environmental Centre for Central Asia to pilot and scale up specific initiatives and technologies aimed at improving environmental protection, climate change adaptation/mitigation and biodiversity conservation; as well as to enhance participation of the business sector in climate change adaptation using the business-to-business approach. A full list of partners, including UN system agencies, is provided in Annex A.

### **Measuring the progress**

66. The success of the GoT and UN system cooperation with other partners in achieving this outcome, will be measured by the following indicators:

» Number of gender-sensitive adaptation and mitigation measures implemented and scaled-up (→SDG13.2.1<sup>41</sup>; 13.3.2);

» Ratio of land consumption rate to population growth rate (SDG 11.3.1);

» Extent to which knowledge products and research for sustainable development (including climate change education) are included in national education curricula, teacher education, and student assessment as well as media and other public information dissemination tools (→SDG 12.8.1);

» Number of gender-sensitive, nationwide, sectoral, or community-based plans, investments and/or measures implemented for the sustainable and integrated management of land, water, biological diversity, energy and other natural resources leading to creation of green jobs. (→ SDG 6.4, 6.3 and 15.1.1, 15.2.1, 15.3.1);

» Number of velayats and communities implementing programmes to strengthen disaster risk reduction, preparedness and response to climate-related hazards and natural disasters in line with the Sendai Framework for DRR, which are gender sensitive and have sex disaggregated data (→SDG 6.4, 1.5.2; 11.b.2)

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<sup>41</sup> Outcome indicators that are indirectly linked to one or more SDG indicators

## C. Quality, inclusive and affordable health, education, and social protection

67. There are two closely related and foundational outcomes under this priority, which will contribute to a healthy, skilled, and resilient population capable of driving a more diversified, knowledge-based economy, and ensuring the long-term sustainable development of the country. The first outcome (*described in this section*) is related to higher quality and inclusive health and social protection services. The second outcome (*in the following section*) is focused on the education and skilling system to ensure that it offers all people the skills and knowledge for employment success and enhanced social integration and resilience in a diversifying economy.

### Turkmenistan Priorities<sup>42</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; Ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 3: Improve living standards of population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity.



**SDGs and targets<sup>43</sup>:** **1.** No poverty: 1.3, 1.a; **3.** Good health and well-being: 3.1, 3.2 (3.2.1, 3.2.2), 3.4, 3.7, 3.8; **5.** Gender equality 5.1, 5.2, 5.6; **10.** Reduced inequalities: 10.2; **11.** Sustainable cities and communities: 11.7.1

### Outcome 4. Quality, inclusive health and social protection

*By 2025, the population of Turkmenistan enjoys higher quality and inclusive health and social protection services*

68. The outcome will make an important contribution to the implementation of all NPSD and PPSD priorities, particularly related to enhancing human capital, improving living standards, people-centered social policy and social services, as well as to the implementation of the national human rights action plans and other sectoral strategies that have been adopted or are being developed. The contributing links to Turkmenistan priorities and related SDGs and targets are shown in the summary table (above).

<sup>42</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>43</sup> See: <http://unstats.un.org/sdgs/indicators/indicators-list/>

## Theory of change

69. The theory of change underlying this outcome is that increased, and more efficient health and social protection system spending and performance will result in higher quality and inclusive services for all people in Turkmenistan, particularly for vulnerable groups in rural areas.

70. This is possible, *if* the legislative, regulatory and financing framework for health and social protection is strengthened; and *if* the system of data collection and analysis for monitoring and making managerial decisions is improved (disaggregated data on gender, age, social vulnerability); and *if* the system and mechanisms are strengthened to increase access to information about a healthy lifestyle, the prevention of morbidity, social protection, with focus on women, children, adolescents, persons with disabilities, and other vulnerable groups; and *if* there is an effective and sustainable implementation of the national programmes and strategies for mother and child's health (MCH) and nutrition, early childhood development (ECD), reproductive health (RH), tuberculosis (TB), HIV/AIDS, non-communicable diseases (NCD) and infectious diseases; and *if* a system of social protection is introduced to provide quality, inclusive social services at the community level.

71. The UN development system will contribute towards achievement of this outcome by:

» Strengthening GoT capacities to analyse spending patterns and planned outcomes of the national health and social protection programmes and to identify areas for improvement, risks of exclusion, and to assure universal health coverage. This will involve technical assistance and advocacy for expenditure efficiency and increased investment into areas of greatest need, including primary health care and health promotion with focus on children, young people and women, and better protection during emergencies.

» Enhancing capacities of the key health and social protection stakeholders to implement results-based budgeting, fiscal space and costing analyses, to improve efficiency of health and social protection spending, and working with the GoT to strengthen the governance of the health and social protection systems. These legislative and regulatory efforts are linked to the broader implementation of PFM reforms under outcome 1.

» Developing capacities of health professionals and social workers to deliver quality and inclusive services, and to strengthen training and supervisory systems to ensure much stronger and more accountable delivery of quality services, in line with national health, nutrition and social protection standards and protocols. This will include support for (1) More effective clinical care for children under five using international IMNCI<sup>44</sup> standards, (2) Improved care-seeking behaviors by parents and caregivers, and strengthened child development monitoring; and (3) Strengthened management of NCDs and reduced NCD-related mortality through the implementation of evidence-based national guidelines, protocols and standards, using a primary care approach.

» Providing assistance to the relevant government entities to address the recommendations from the human rights treaty bodies and mechanisms to: (1) Strengthen social protection measures for women, children, persons with disabilities and other vulnerable groups; (2) Ensure unhindered access to all social services; and (3) Expand access to quality health care services, including reproductive health and psycho-social counselling, particularly in rural areas.

» Working with the GoT to improve statistics and data for better targeting and management of health and social protection programmes and spending. Cooperation efforts will promote electronic systems for data management including registries and enhance capacities to systematically collect, analyse, and use disaggregated data to inform service provision, with a special focus on vulnerable groups.

» Partnering with civil society and community groups to improve people's knowledge and access, especially vulnerable groups, to information about family planning, pregnancy, nutrition, caring practices for themselves, their children and dependents, healthy lifestyles and the prevention of diseases.

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<sup>44</sup> IMNCI is an integrated approach to child health that focuses on the well-being of the whole child. It aims to reduce death, illness and disability, and to promote improved growth and development among children under five years of age. IMNCI includes both preventive and curative elements that are implemented by families and communities as well as by health facilities. See: WHO/UNICEF [Integrated Management of Neonatal and Childhood Illness](#) (IMNCI), dtd 2019.

72. In addition to the cross-cutting assumptions and risks that are applicable to all outcomes and priority areas, other specific assumptions identified in relation to this outcome include: (1) National and local partners use data to make decisions to improve service quality; (2) The government supports development, implementation and adequate funding for the national programmes related to health and social protection.

### **Partnerships**

73. Improvement of the quality of health and social support services will require strong partnerships with the Ministry of Health and Medical Industry (MoHMI) and Ministry of Labour and Social Protection of Population (MoLSP). In order to improve financing for health and social protection systems, to scale up and ensure sustainability of innovations and to strengthen the universal health and social protection coverage, cooperation with the Ministry of Finance and Economy (MoFE) will be expanding. The Ministry of Education (MoES) will continue work on development of curricula and expanding training programmes for social workers and other professions required to ensure multi-disciplinary and inclusive services.

74. To generate and analyse quality, disaggregated data and enable policymakers and practitioners to accurately measure the impact of health and social protection interventions, the UN system will collaborate closely with the statistics departments of the concerned ministries as well as the State Committee for Statistics. Parliament (Mejlis) will play an important role to ensure that the legislative initiatives follow and support the reform process. Women's and Youth's Unions as well as mass media will help raise awareness of population on social protection and health care issues and with civil society organizations, including organizations of people with disabilities, to deliver social services at the community level. The cooperation with IFIs including the World Bank, IMF, ADB and others will deepen to jointly advocate for results-based budgeting and costing analyses to improve efficiency of health and social protection spending. The UN will also engage with global multi-partner trust funds, including the Joint SDG Fund, to raise financing for joint programmes. A full list of partners, including UN system agencies, is provided in Annex A.

### **Measuring the progress**

75. The success of the GoT and UN system cooperation with other partners in achieving this outcome, will be measured by the following indicators:

- » Number of people covered by social protection systems (including community-based social services), by sex and type of beneficiaries. (SDG 1.3.1);
- » Budget spending on education, health and social protection programmes as % of GDP (→SDG 16.6.1)<sup>45</sup>;
- » Mortality rate attributed to cardiovascular disease, cancer, diabetes, or chronic respiratory disease (→ SDG 3.4.1);
- » Percentage of children under five who are stunted, by sex<sup>46</sup>(SDG 2.2.1);
- » Extent to which primary health care facilities and children's hospitals have integrated the IMNCI approach to provide comprehensive clinical care for children under five
- » Proportion of women of reproductive age (15-49 years) who have their need for family planning satisfied with modern method (SDG 3.7.1);
- » TB case notification rate per 100,000 population (SDG 3.3).

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<sup>45</sup> Outcome indicators that are indirectly linked to one or more SDG indicators

<sup>46</sup> Stunting: Height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age

### Turkmenistan Priorities<sup>47</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; Ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2: Rapid growth of targeted economic sectors, with focus on new industries, 3: Improve living standards of population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity.



**SDGs and targets<sup>48</sup>:** **4.** Quality education: 4.1, 4.2, 4.3, 4.5; **5.** Gender equality: 5.1, 5.5, 5.a; **8.** Decent work and economic growth: 8.3, 8.5, 8.6, 8.8; **10.** Reduced inequalities: 10.1, 10.2

### Outcome 5. Quality education and skilling

*By 2025, the education and skilling system<sup>49</sup> offers all people the skills and knowledge for employment success and enhanced social integration and resilience in a diversifying economy*

76. The outcome will make an important contribution to the implementation of all NPSD and PPSD priorities, particularly related to innovative development of the national economy, ensuring sustainable diversified economic and financial development, enhancing human capital, improving living standards, as well as the national human rights action plans. The contributing links to Turkmenistan priorities and related SDGs and targets are shown in the summary table (above).

#### Theory of change

77. The theory of change underlying this outcome is that improved performance of the education and skilling system, with stronger links to labour market needs, will contribute to more people, especially children, young people, women, and vulnerable groups, getting the knowledge and skills they need for rewarding employment and greater opportunities in a diversifying Turkmen economy.

78. This is possible, *if* there is an increased access to quality pre-school education for all children, including children with disabilities, and *if* secondary education system is strengthened to ensure the quality of education with focus on life skills, such as social and emotional skills, creativity, problem solving, and *if* the National Concept of inclusive education is adopted and effectively implemented, and *if* the system of vocational, primary, secondary, higher and continuous education is strengthened and takes into account the needs of the labor market, and *if* employment services system is improved, including strengthened state employment services and expanded opportunities for private recruitment agencies, and *if* there is an effective labour market regulation system established, including improved labour market analysis and forecasting to formulate efficient active labour market measures for women, youth and vulnerable population.

79. Renewed policies and innovative efforts are needed to forge closer, permanent links between the education system, including skilling, and the labour market and employers' and workers' organisations. A key challenge going forward will be to connect the education and skilling system and providing incentives for the private sector to invest in workers' qualification and re-qualification. Providing access to education in general education institutions to children at risk of being left behind, especially children with disabilities, is another critical concern, as they will need special support and services to help them reach their full potential. Similar to all other outcomes, improved data and

<sup>47</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>48</sup> See: <http://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>49</sup> After formal education, the **skilling system** encompasses technical and vocational education and training (TVET) that is centre-based, as well as apprenticeship and other on-the-job training, industry-sponsored training schemes, and independent/alternative teaching and learning systems. Like in many countries, the skilling system in Turkmenistan **must** adjust to market needs and provide learners of all ages, and especially young people and women, with entry points into trade-related jobs that are in demand. It must also be modernised to speed up certification and training in the skilled trades while also offering 21<sup>st</sup> century *transversal* skills (e.g. communication, team work and networking, critical thinking and problem solving, initiative and resilience) and *deep skills* in one or more trades e.g. ICT, boilermakers, millwrights, welders. EC, Skills for Industry Strategy 2030, 2019. See also; ILO, *Skill-up*, dtd Nov 2019, and *Skills for Trade and Economic Diversification* (STED), dtd 2019.8

evidence are needed about the performance of the education system and learning outcomes to inform policy and programmes.

80. The UN development system will contribute towards achievement of this outcome by:

» Supporting the GoT to strengthen the quality of the formal education system from pre-primary to tertiary levels by improving teacher training curriculum and programmes with focus on skills that are essential for success in a diversified economy: critical thinking, analytical skills, and problem solving, as well as life skills, and establishing new systems to monitor qualifications and professional development.

» Working with the GoT to strengthen the quality of preprimary education that covers children before school age, including children with disabilities, especially in remote areas, ensure greater access for girls and boys to quality pre-primary training, and create programmes for teachers to gain early childhood development (ECD) qualifications and certifications.

» Supporting the development and implementation of education system policy and services which are more inclusive and responsive to the needs of children and adults with disabilities and special learning needs. In collaboration with the health and social protection sectors, the UN system will help to align disability assessment policies and procedures with the WHO International Classification of Functioning Disability and Health (ICFDH), in line with the Convention on the Rights of Persons with Disabilities (CRPD)<sup>50</sup>.

» Supporting the development and implementation of policies aimed at improving the quantity and, more importantly, the quality of education, focusing particularly on mainstreaming people with disabilities and aiming to close critical gender gaps in tertiary education.

» Working with the GoT to create more opportunities for obtaining higher and vocational education for young women and men, matching the number of school graduates. The UN system will support TVET system strengthening to offer skills training linked to the market needs of a growing private sector. Clear, effective, coordinated policies will be put in place to promote swift recognition of diplomas issued by credible international institutions for higher education.

» Strengthening cooperation with the GoT and private sector to develop effective employment policies aimed at closing the current institutional gaps that exist between the education system, labour market, and employer's organisations, and associations, including private recruitment agencies. This will include establishment of pilot labor market information system to provide an evidence base for employment regulations; design and implementation of Active Labour Market Policies and Programmes (ALMPs)<sup>51</sup> for targeted non-hydrocarbon sectors and groups of population; and strengthening capacities of Public employment service (PES) to connect jobseekers and employers, with tailored services for women, young people, and vulnerable groups.

» Supporting the GoT to address the recommendations from the human rights treaty bodies and mechanisms and the ILO Supervisory Bodies for: (1) Unhindered access to all social services, including education and employment, (2) Ensuring equal access of women, girls and persons with disabilities to vocational and higher education, including in non-traditional fields of study; (3) Accelerating efforts for inclusive education of children with disabilities; (4) Adopting special measures, such as bridging programmes of secondary schools and technical and vocational schools, and (5) Strengthened technical and vocational training, and incentives for public and private sector employers, that create more opportunities for all, especially vulnerable, to enter the formal labour market.

81. In addition to the cross-cutting assumptions and risks that are applicable to all outcomes and priority areas, other specific assumptions identified in relation to this outcome include: (1) High level

<sup>50</sup> Disability determination in Turkmenistan is mainly based on a medical model and not done in accordance with WHO [International Classification of Functioning Disability and Health](#) (ICFDH). Poor functioning of the system for early detection of disability leads to late and inadequate interventions and support. Consequently, many children and young people do not realize their full potential.

<sup>51</sup> Active Labour Market Policies (ALMPs) most often involve a mix of five initiatives: (i) Training programmes to help workers improve their skills, often accompanied by income support; (ii) Public works programmes, often as part of public-private collaborations aimed at remote or poorer areas with large numbers of long-term unemployed; (iii) Employment subsidies for the hiring of unemployed persons, especially for groups facing significant barriers in the labour market, such as women, young people, and persons with disabilities; (iv) Self-employment and micro-enterprise creation policies and programmes that provide incentives and supports (micro-credit, business training, mentoring) for the start-up of SMEs; and (v) Public employment service (PES) to connect jobseekers and employers. ILO, [Finding proactive features in labour market policies](#): A reflection based on the evidence, 2018; ILO, [WHAT WORKS: PROMOTING PATHWAYS TO DECENT WORK](#), 2019.



commitment to strengthen education quality from pre-school to secondary levels; (2) Adoption of the national programme on inclusive education; and (3) Policy and budgetary support for labour market policies and strengthened employment services, in line with international standards.

### **Partnerships**

82. For the achievement of the expected outcome, the UN system will continue its partnership with the MoLSP in improving labour market and employment regulations focusing on ALMPs and PES services. The roles of the MoE and the National Institute for Education will be particularly important in the context of policy planning and implementation aimed at improving education quality across all cycles in line with international standards. The UN system will enhance partnerships with higher educational institutions to scale innovative learning methods using digital systems.

83. The UN system will cooperate with local CSOs to carry out training programmes for their constituencies, including children and persons with disabilities, women and youth. The UN system will strive to form partnerships with private sector, particularly the Union of Industrialists and Entrepreneurs, to develop and offer on-site training programs for youth leaving secondary education institutions. Furthermore, the UN system will engage with international organisations to introduce advanced education techniques that help develop critical thinking, analytical skills, and problem solving. The UN system will partner with existing global education platforms and regional think tanks to expose national stakeholders to the best knowledge and practices in education.

84. The UN system will cooperate with in-country development partners offering education programs (EU, USAID, international financial institutions, embassies) to agree on joint approaches that improve the system of education, focus on youth and create linkages between education and skilling to meet labour market demands. Close cooperation with the State Statistics Committee, together with the MoE and MoLSP, will be foundational in generating necessary data to monitor progress toward achievement of intended results. A full list of partners, including UN system agencies, is provided in Annex A.

### **Measuring the progress**

85. The success of the GoT and UN system cooperation with other partners in achieving this outcome, will be measured by the following indicators:

- » Percentage of children and young people achieving minimum proficiency reading and mathematics, by sex (SDG 4.1.1);
- » Participation rate in organized learning (one year before the official primary entry age), by sex (SDG 4.2.2);
- » Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex, velayats (→SDG 4.3.1);
- » Percentage of young people (aged 15-24 years) not in education, employment or training, by sex (see 3.d) (SDG 8.6.1);
- » Number of ALMPs designed and implemented for targeted non-hydrocarbon sectors, in line with international labour standards and gender equality concerns (→SDG 8.b.1); and
- » Extent of alignment of national labour laws, regulations in line with international labour standards (→SDG 8.8.2).

## **2.5 Synergies between outcomes**

86. In line with the 2030 Agenda for Sustainable Development, each of the priorities and outcomes embody a **nexus of change** and partnerships. Together, they represent a way to channel GoT and UN system cooperation for more inclusive and sustainable socio-economic development and achievement of related SDG targets.

87. There are important cross-linkages between the outcomes:

- » Outcome 1 (*governance and rule of law*) is concerned with the implementation of international standards for governance at national and local levels, especially related to rule of law, access to justice, and gender equality. It is a root factor that affects the implementation of all outcomes and PPSD

priorities, and particularly the conditions for sustainable economic growth and opportunities for young people, women and vulnerable groups.

» Outcome 3 (*environmental management and climate resilience*) is a critical enabler. Accelerated economic diversification and shared prosperity in Turkmenistan will depend upon the sustainable management of its considerable natural wealth.

» Efforts to strengthen the governance of the health and social protection systems under outcome 4 will build upon legislative and regulatory reforms within the broader implementation of public administration and PFM reforms under outcome 1.

» Under outcome 5 (education and skilling), labour laws and migration legislation will be updated or developed to meet international standards and to address critical skills shortages in a diversifying economy (outcome 2). Success will depend upon making effective links *between* the education system, labour market authorities, and employers' and workers' organisations. In addition, ALMPs tailored to the Turkmen labour market, will be explored to address the barriers that prevent women, youth and other vulnerable groups from getting decent jobs in the formal economy.

» Under all outcomes, and in line with GoT human rights action plans<sup>52</sup>, the UN system will support the GoT to harmonize national legislation with international obligations and to implement accepted recommendations from human rights treaty bodies and mechanisms and the ILO Supervisory Bodies, supporting their inclusion in policy and programme plans and budgets.

88. Across all priorities and outcomes, sound policies and effective strategic planning, budgeting, and performance management will depend upon **reliable, disaggregated statistics** and a greater focus on **actual implementation** and performance monitoring. Important gaps remain in terms of the availability and quality of data, including stronger capacities to produce high quality SDG statistics<sup>53</sup>. As noted above, the UN system will support the GoT to further align targets and indicators in the national and sectoral development programmes with those in the SDG monitoring framework. Support is also required to ensure the national statistical system is more responsive to the information needs of policymakers and other users. Attention is needed to produce data disaggregated by gender, income groups, employment, education, and disability status, and for systematic sharing and communication<sup>54</sup>. The UN system will work with the GoT, especially *TurkmenStat* to strengthen the quality and availability of data for effective policymaking and programme implementation, aligned with the PPSD and SDGs.

89. Gender disparities persist at different levels and in different sectors, which can be seen in a range of indicators ranging from labor-force participation to representation of women on national and local councils. The UN system will continue to partner with the GoT to address gaps in legislative and institutional frameworks related to its international commitments for gender equality as well as traditional norms and stereotypes that contribute to gender-based discrimination, and contribute to stronger institutional capacities for **gender analysis and gender-responsive programming**.

90. Turkmenistan, like most middle-income countries, grapples with a '**know-do**' gap<sup>55</sup> and new capacities and mechanisms are needed to help bridge the divide between aspirational policies and laws and actual implementation and progress monitoring. In turn, the sustainability of the Cooperation Framework priorities and outcomes will depend upon accountability mechanisms such as systematic performance monitoring against planned expenditure and results.

91. For all outcomes, implementation strategies will consider **local, area-based convergence** of cooperation efforts at *Velayat* (provincial) level and with local authorities. This will focus on integrated,

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<sup>52</sup> Turkmenistan has five human rights action plans: 1) National Human Rights Action Plan 2016-2020, 2) National Action Plan on Gender Equality 2015-2020, 3) National Action Plan in Turkmenistan to fight Human Trafficking 2016-2018, 4) National Plan of Action for Children 2018-2022 and 5) National Action Plan to Eliminate Statelessness 2019-2024.

<sup>53</sup> For example: the inequality-adjusted HDI (IHDI), the multi-dimensional poverty index (MPI) which helps to reveal deprivations beyond income poverty, and the global Education for All indicators, linked to SDG4

<sup>54</sup> To better understand education and employment challenges for girls and women it will be important to develop national capacity in household and time-use surveys

<sup>55</sup> The '**know-do**' gap is the gap between what is known to be effective and what is done (or not done) in practice. The main gaps are from: i. Research to policy, and ii. Policy to implementation. WHO, Bridging the 'Know-Do' Gap for knowledge translation in Global Health, 2005. See also: McKinsey, Elements of a successful government transformation - Five essential disciplines triple the success rate of public sector change efforts, 2018.

quality work packages that can bring faster, more visible changes to people's lives. Effective monitoring will highlight components that can be taken quickly to scale country wide.

### **Cross-boundary, regional and sub-regional synergies**

92. The Cooperation Framework strategic priorities and outcomes are framed within the broader Central Asia context and closely linked to common development challenges identified in the countries of the sub-region, which are mainly related to their landlocked status, incompletely diversified economies, underdeveloped transport infrastructure and connectivity, climate change and environmental degradation, pressure on water and energy resources, governance issues, human rights, shrinking space for civil society, gender inequalities, migration processes, and security threats.

93. Guided by the unanimously adopted UN General Assembly resolution (A/RES/72/283 from June 2018) on “Strengthening regional and international cooperation to ensure peace, stability and sustainable development in the Central Asian region”, the UN system will promote strengthened cooperation between the Central Asian countries. Specifically, the UN will work to support cooperative solutions at the sub-regional level in such areas as environment, water, energy and climate change; disaster risk reduction; human rights and rule of law; health, migration and human mobility; tourism, trade and connectivity; drugs policy, prevention of violent extremism; illicit trafficking; transnational organized crimes; youth engagement and gender equality.

94. The Cooperation Framework implementation will build on the benefits of various regional initiatives, including but not limited to the country's participation in the UN SPECA programme<sup>56</sup> on such issues as water, energy, environment, sustainable transport, transit and connectivity, trade, statistics, knowledge-based development and gender, drawing as required on the UN Regional Economic Commissions (UNECE and ESCAP) for sub-regional policy analysis, data and advisory services. UN system will also support Turkmenistan in implementing the Regional Environmental Programme for Sustainable Development in Central Asia until 2030, adopted by the Interstate Commission on Sustainable Development (ICSD) of the International Fund for Saving the Aral Sea (IFAS), which covers five priority areas: water pollution, air pollution, waste management, mountain ecosystems, land degradation.

95. The UN system will continue its support to Turkmenistan with regard to its engagement with Central Asian countries to maintain the dialogue on the Aral Sea and transboundary water issues in line with the UN General Assembly Resolution A/RES/72/273 “Cooperation between the United Nations and the International Fund for Saving the Aral Sea”<sup>57</sup>, and the UN Convention on use and protection of transboundary watercourses and international lakes.

96. The UN system will support Turkmenistan with regard to its engagement with Central Asian countries within the framework of the EU Strategy on Central Asia, including support to Turkmenistan's participation in the EU-funded Spotlight Initiative<sup>58</sup> which aims to eliminate violence against women and girls, the Central Asia Initiative that aims to build the foundations for greater disaster and climate change resilience as well as STRIVE<sup>59</sup> Asia Programme that contributes to preventing and countering violent extremism in Central, South and South-East Asia and other emerging regional programmes.

## **2.6 Sustainability**

97. Sustainability of cooperation results will be addressed through tangible capacity development and enhanced cross-sector collaboration. This will extend beyond training and skills development, to support the scaling-up of good practices and to address any discriminatory attitudes and practices. A tailored capacity development<sup>60</sup> approach for each expected outcome is essential. The GoT and UN system will base capacity development initiatives on sound capacity assessments and innovative

<sup>56</sup> For SPECA see: <https://www.unece.org/speca/welcome.html>

<sup>57</sup> <https://undocs.org/en/A/RES/72/273>

<sup>58</sup> The Spotlight Initiative is a joint EU-UN initiative which aims to eliminate violence against women and girls <https://www.spotlightinitiative.org/>

<sup>59</sup> The Strengthening Resilience Against Violent Extremism in Asia (STRIVE Asia) Programme, a joint EU-UN partnership. <https://www.un.org/counterterrorism/cct/strive-asia>

<sup>60</sup> Capacity development is the process whereby people, organizations and society as a whole create and strengthen their skills and abilities for positive economic, social, and environmental change. A capacity development approach will inform all aspects of this CF.

measures to address institutional bottlenecks and produce actionable results. The GoT and UN will continue to promote stronger, deeper engagement with the private sector, as drivers of economic diversification, and with civil society groups to create more space for their services at community level, and especially for vulnerable groups. UN system engagement at local levels, is expected to contribute to stronger sub-national planning and implementation capacities, in line with the aims of the NPSD, PPSD and nationalised SDG targets.

98. To promote stronger linkages between policy and programme priorities and related SDGs, the GoT and UN will engage in *cross-sectoral thinking and approaches*. Outcome Results Groups (section 3.2) with members from across GoT ministries and bodies and UN system agencies will enable the consideration of different policy and programme options and models with multi-sectoral benefits. It will also encourage greater inter-ministerial and inter-agency coordination for enhanced planning, implementation, and monitoring of the coverage and quality of services in line with international standards.

## 2.7 UN comparative advantages and UNCT configuration

99. The UN system is committed to harnessing its comparative advantages to work jointly and more effectively with country partners to achieve the national aspirations within the 2030 Agenda, and to embrace new ways of thinking and doing. The priorities and expected outcomes of this Cooperation Framework are catalytic, cross-sectoral, and based upon multi-stakeholder engagement and action. The UN system is ideally placed in Turkmenistan to support implementation of the joint priorities and outcomes on the basis of the following comparative advantages:

- » A **longstanding presence** in the country, providing institutional and contextual knowledge,
- » A **neutral partner**, upholding **international commitments**, norms and standards, in line with Turkmenistan's international commitments,
- » A **convener** of current and potential partners supporting SDG achievement in Turkmenistan, including: Central and local governments, the *Mejlis*, civil society groups, employers and worker's associations, and regional and international partners, including IFIs;
- » Application of **cross-sectoral approaches** and coordination for complex cross-cutting issues such as efforts to address exclusion and vulnerability ('no one left behind'), gender equality and women's empowerment, climate change and human rights-based approaches to development,
- » Wider **cross-border, regional, and thematic perspectives** to respond to the sustainable development agenda and SDGs,
- » **Evidence-based policy advice and technical expertise**, including advocacy for vulnerable groups in laws, policies, and national and sector programmes, and
- » Support for the collection, analysis, and use of **disaggregated data**, including through household surveys, in line with international standards.

### UNCT Configuration

In order to fully deliver on its commitments under this Cooperation Framework, the UN system discussed and agreed with the GoT on its configuration in accordance with the principle of "needs-based, tailored country presence", called for in the UN development system repositioning resolution. The UN system identified and addressed gaps in its range of available expertise and competencies, reviewed its staffing structures and competencies and capitalise on resident and non-resident UN agency capacities and assets. To address the gaps, UN system agencies will use different business models with a focus on new capacity embedded in the RCO or in another UN system agency, support from headquarters, and short term external technical support.

Based on the review of the capacities, resources and business models (irrespective of the physical location) of the UN entities, the UN Resident Coordinator proposes the following UN entities as members of the UN Country Team that will support the country to realize the three strategic priorities and five outcomes set forth in the Cooperation Framework.

| Representative Office | Through headquarters, regional, sub-regional or multi-country office | Separate liaison/project office | Staff embedded in the RC Office | Short-term technical support |            | 1. People centred governance and rule of law | 2. Inclusive, sustainable economic diversification, competitive private and financial sectors, enhanced trade and investment promotion | 3. Disaster risk reduction, climate adaptation and mitigation, and increased resilience | 4. Quality, inclusive, and affordable health, and social protection services | 5. Quality, inclusive, and affordable education and skilling systems |
|-----------------------|--|---------------------------------|---------------------------------|------------------------------|------------|--|--|---|--|--|
|                       | X  |                                 |                                 | X                            | ILO        | X  | X  | X   | X  | X  |
| X                     | X  |                                 |                                 |                              | IOM        | X  |  | X   | X  | X  |
|                       | X  | X                               |                                 |                              | FAO        |  | X  | X   |  |  |
| X                     | X  |                                 |                                 |                              | UNDP       | X  | X  | X   | X  | X  |
|                       | X  | X                               | X                               |                              | UNDRR      |  |  | X   | X  |  |
|                       | X  |                                 |                                 |                              | UNICEF     |  | X  | X   |  |  |
|                       | X  |                                 |                                 |                              | UNEP       |  |  | X   |  | X  |
|                       | X  |                                 |                                 |                              | UNESCO AP  |  | X  |   |  |  |
|                       | X  |                                 |                                 |                              | UNESCO     | X  |  |   |  | X  |
| X                     | X  |                                 |                                 |                              | UNFPA      | X  |  |   | X  |  |
|                       | X  |                                 |                                 |                              | UN-Habitat | X  | X  | X   | X  | X  |
|                       | X  |                                 |                                 |                              | UNHCR      | X  |  |   |  |  |
| X                     | X  |                                 |                                 |                              | UNICEF     | X  |  | X   | X  | X  |
|                       | X  |                                 |                                 |                              | UNIDO      |  | X  | X   |  |  |
| X                     | X  | X                               |                                 |                              | UNODC      | X  |  |   | X  |  |
|                       | X  |                                 |                                 |                              | OHCHR      | X  |  |   |  |  |
|                       | X  |                                 |                                 |                              | UNOPS      | X  |  | X   |  |  |
| X                     | X  |                                 |                                 |                              | WHO        | X  |  | X   | X  | X  |

### 3. Cooperation Framework Implementation Plan

#### 3.1 Implementation strategy and strategic partnerships

100. Drawing on the results and lessons learned of the previous Partnership Framework for Development (PFD) 2016-2020 between Turkmenistan and United Nations, the UN agencies support to the Government has proven to be efficient and need to be continued. The benefits of the PFD 2016-2020 included enhanced inter-agency cooperation under the proactive leadership of the UN Resident Coordinator and UNCT. As the PFD 2016-2020 progressed, its approach became more results-oriented, participatory and inclusive. This approach will be taken forward under the Cooperation Framework, with an even greater emphasis on partnership; on offering high-level, high-quality, evidence-based policy advice; and on providing capacity development and technical support, especially at the local levels.

101. The Cooperation Framework will be nationally executed under the overall co-ordination of the Ministry of Foreign Affairs of Turkmenistan. Government Ministries, CSOs and UN system agencies will implement programme activities. Issues related to Harmonized approach to cash transfers

(HACT)<sup>61</sup> are applied to UN Agencies, namely UNDP, UNFPA and UNICEF, that are part of this Cooperation Framework and guided by the HACT procedures, are regulated by Section 3.4.

102. Implementation of the Cooperation Framework will involve joint UN-Government mechanisms for the effective coordination and implementation of GoT-UN system cooperation. Based on the detailed cooperation results and strategies described in Section 2 and the results matrix (Annex A), emphasis is placed on the achievement of planned outcomes and coordinated, coherent efforts to make tangible, measurable contributions to country strategic priorities and the SDGs.

103. All UN agencies operate in a manner which promotes coherence, supports the Government's priorities related to the Cooperation Framework outcomes, and ensures that the UN's programming principles and approaches are fully applied under the unifying principle of 'leaving no one behind'.

104. Based on the evaluation recommendations of the Partnership Framework 2016-2020, opportunities for more work with local governments, civil society and private sector need to be expanded. Working hand in hand with partners across Turkmenistan – national and local authorities, development partners, the private sector, civil society, the media, academia and communities – the Cooperation Framework's implementation will witness renewed UN joint-up efforts. These will: (1) Support legislative reforms and policies; (2) Strengthen national and sub-national capacities; (3) Provide high-quality policy advice and technical assistance; (4) Engage in evidence-based advocacy; (5) Assist the collection and analysis of disaggregated data; and (6) Overcome bottlenecks and barriers, in order to ensure that the gains of sustainable development reach those who are at risk of being left behind.

105. Civil society, including workers' and employers' organisations, will remain the key partner of the UN in the Cooperation Framework implementation, especially with respect to the vulnerable groups. UN will collaborate with civil society organizations at national and global levels on a range of development issues, including social protection, climate change, disaster risk management, education and health, youth engagement, women's empowerment, human rights, gender equality, and labour rights and other. Recognizing that civil society actors often serve as a driving force in guiding development policies, UN will facilitate civil society participation in all facets of the 2030 Agenda implementation, especially in applying its key principle "leave no one behind". UN will support civil society participation in intergovernmental processes and treaty bodies reporting; and foster their ongoing dialogue with the policy makers.

106. UN will establish strategic partnership and regular dialogue with the Inter-Ministerial Commission on Implementation of the International Obligations in the Field of Human Rights and International Humanitarian Law to promote the human rights, gender equality, and labour rights agenda in the country and advocate for the implementation of the recommendations from human rights bodies and mechanisms and ILO Supervisory Bodies. UN system agencies will apply a more coordinated and joint approach to advance human rights education, support the implementation of human rights action plans, strengthen the capacity of the Ombudsperson Office and to advocate for increased interaction with Special Procedures of the UN Human Rights Council, the accession of Turkmenistan to the Optional Protocols of ratified international conventions, and the ratification of relevant ILO Conventions and Protocols.

107. Acknowledging the role of private sector in economic growth and job creation, UN will invite local businesses and international private companies as partners in the Cooperation Framework funding and implementation to apply their creativity and innovation to solving sustainable development challenges, and to invest in areas critical to sustainable development and to shift to more sustainable consumption and production patterns. In this regard, UN will establish strategic partnerships with the Union of Industrialists and Entrepreneurs and multinational companies operating in Turkmenistan to promote sustainable corporate practices, including integrating environmental, social and governance factors into corporate strategies and reporting, and to encourage them to adopt principles for responsible business and investing.

108. The UN system, through strategic partnership with the Government's Investment Commission, Ministry of Foreign Affairs and Ministry of Finance and Economy, will establish multi-stakeholder

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<sup>61</sup>This approach relates to cash transfers using the funds of the UN Agencies and international donors and is not applied to the Government financing

platform to encourage cooperation between government, private sector, international financial institutions and development banks to promote enabling environment at all levels and a regulatory framework necessary to encourage entrepreneurship, attract foreign direct investment and leverage technical and financial resources for the Cooperation Framework.

109. The UN will also explore partnership with the European Union, the Organization for Economic Cooperation and Development (OECD) and World Trade Organization (WTO) to mobilize potential technical assistance for the Cooperation Framework on mutual priority areas.

110. The Development Partners Coordination Group (DPCC), chaired by the UN Resident Coordinator, will enhance its work to ensure more effective coordination and implementation of the Cooperation Framework through consultations on development trends and the SDG priorities, and mobilization of technical expertise and leveraging development financing for achievement of the Cooperation Framework outcomes.. The group consists of the in-country embassies, international financial institutions, development banks and UN agencies, and meets on a regular basis. As appropriate, the group invites representatives of the national government institutions, civil society and private sector, as well as international visitors to the DPCC meetings.

111. In line with the UN's commitment to national ownership, the Cooperation Framework's management and coordination arrangements maximize the use of national systems, alongside available UN competencies and resources.

112. The UN development system will strengthen cooperation with the UN Regional Center for Preventive Diplomacy for Central Asia (UNRCCA) on issues which have a regional context, such as environmental degradation, water/energy nexus, supporting authorities in addressing transnational threats to security and stability, including ones related to violent extremism, terrorism and drug trafficking, as well as promoting people-to-people contacts across borders, particularly between youth. UNRCCA, as a special political mission, will support the UN development system in generating political will and trust among different interlocutors in Central Asia in order to have a coherent and coordinated approach on promoting peace and prosperity in the region.

### **3.2 Joint work plans**

113. The Cooperation Framework will be made operational through the development of joint work plan(s) (JWPs)<sup>62</sup> and agency-specific country programme documents, work plans and project documents as necessary which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources.

114. The JWPs are not required to be signed and will summarize the Cooperation Framework's outputs, and related key UN development contributions, including financial assets, delivered jointly or by individual entities, with a view to maximizing synergies and avoiding duplication, and resources that are required and available as well as funding gaps.

115. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed Cooperation Framework and signed joint or agency-specific country programme documents, work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, inter alia, the relevant text from the Cooperation Framework and joint or agency-specific work plans and / or project documents<sup>63</sup>

116. Communication and advocacy are an integral part of the JWPs and should also be costed. In this regard, Communication and Advocacy activities are part of JWPs, as well as individual agencies' work plans. A Cooperation Framework Communication Strategy describing its goals, objectives and rationale will be developed, after it is signed.

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<sup>62</sup>As per the UNDG Standard Operating Procedures (SOPs) for countries adopting the "Delivering as One" approach

<sup>63</sup>In the case of UNDP, the Government Coordinating Authority will nominate the Government Co-operating Agency directly responsible for the Government's participation in each UNDP-assisted workplan. The reference to "Implementing Partner(s)" shall mean "Executing Agency(s)" as used in the SBAA. Where there are multiple implementing partners identified in a workplan, a Principal Implementing Partner will be identified who will have responsibility for convening, coordinating and overall monitoring (programme and financial) of all the Implementing Partners identified in the workplan to ensure that inputs are provided and activities undertaken in a coherent manner to produce the results of the workplan.

### 3.3 Governance

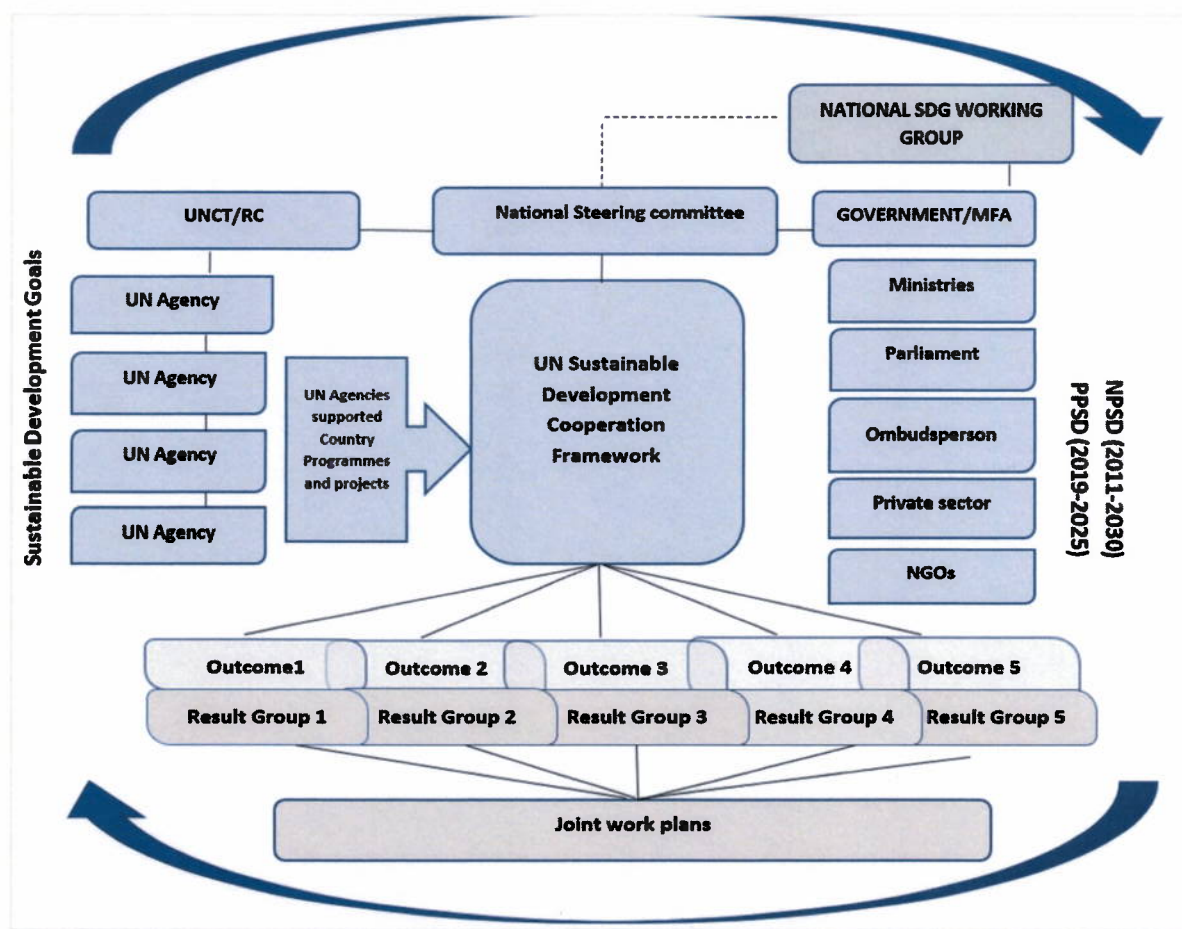
117. The Cooperation Framework will be coordinated by the Steering Committee, co-chaired by the Minister of Foreign Affairs of Turkmenistan and the Resident Coordinator of the United Nations. The Governance structure is presented in the Figure 2. The Steering Committee (SC) provides strategic guidance and direction and reviews overall performance of the Cooperation Framework. The SC represents key partner ministries at the deputy ministers' level and the heads of UN system agencies. It may also include IFIs, private sector and CSOs.

118. Implementation and coordination of the Cooperation Framework will be aligned to the existing National SDG Working Group for the SDGs Implementation, chaired by the Minister of Finance and Economy of Turkmenistan, to ensure effective and coherent UN response to the Government's needs related to the SDGs implementation.

119. Outcome Results Groups (RG) are an operational coordination mechanism for the delivery and monitoring of the Cooperation Framework outcomes, including JWPs. They are co-chaired by the representative of the lead ministry at the Head of Department level and the Head of a UN agency to ensure effective coordination, implementation and monitoring of the JWPs and achievement of the expected results. The co-chairs are responsible for the overall performance of the RGs and they are accountable to the SC for the achievement of results in the JWPs. Each RG will have a gender and human rights focal point from the UN and the Government, to ensure the human-rights based approach in implementation of the Cooperation Framework.

120. In case of emergency, the Humanitarian Country Team (HCT) will be activated to support Government efforts in terms of humanitarian response and will ensure synergies between humanitarian and developmental processes in order to build resilience and mitigate future natural hazards or other emergencies.

**Figure 2: Cooperation Framework Governance Structure**





### 3.4. Cash Transfers

121. The following clauses related to HACT apply to the UN system agencies that are part of this CF and follow HACT procedures, namely UNDP, UNFPA and UNICEF.

122. The UN system agencies, participating in the implementation of this CF will make all cash transfers to an Implementing Partner based on the Work Plans agreed between the Implementing Partner and the UN system agencies. Cash transfers for activities detailed in the work plans can be made by the UN system agencies using either of the following modalities:

1. Cash transferred directly to the Implementing Partner:
  - a. Prior to the start of activities (direct cash transfer), or
  - b. After activities have been completed (reimbursement).
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner.
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

123. Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts. Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

124. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN<sup>64</sup> Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

125. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

126. In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in five working days.

127. In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within 5 working days.

128. In view of its status as the upper-middle income country, the Government of Turkmenistan will pursue all efforts to ensure cost-sharing for programmes and projects which support the implementation of the Cooperation Framework. In cases, when the cost-sharing is established in local currency, the UN agencies will enjoy the right to convert the local currency contribution into US Dollar through the local foreign exchange operation.

129. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third-party vendor.

130. Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

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<sup>64</sup> For the purposes of these clauses, 'the UN' includes the IFIs.

131. A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of joint work plans will be used by Implementing Partners (IPs) to request the release of funds, or to secure the agreement that the UN organization will reimburse or directly pay for planned expenditure. IPs will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the IP.

132. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the WPs only.

133. Cash received by the Government and national NGO IPs shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the WPs, and ensuring that reports on the utilization of all received cash are submitted to the relevant UN organization within six months after receipt of the funds. Where any of the national regulations, policies and procedures is not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

134. In the case of IPs that are international NGOs, CSOs, and IGOs, cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the WPs, and ensuring that reports on the full utilization of all received cash are submitted to the UN organization within six months after receipt of the funds.

135. To facilitate scheduled and special audits each IP receiving cash from a UN system agency will provide the UN system agency or its representative with timely access to:

- All financial records which establish the transactional record of the cash transfers provided by a UN system agency, together with relevant documentation
- All relevant documentation and personnel associated with the functioning of the Implementing Partners' internal control structure through which the cash transfers have passed.

136. The findings of each audit will be reported to the IP and UN system agency. Each IP will furthermore:

- Receive and review the audit report issued by the auditors,
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the UN organization that provided cash, and to the SAI, before submitting it to the UN system agency,
- Undertake timely actions to address the accepted audit recommendations,
- Report on the actions taken to implement accepted recommendations, to the UN system agencies and to the SAI, on a quarterly basis or as locally agreed.

137. The audits will be commissioned by the UN system agencies and undertaken by private audit services.

138. Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

#### **4. Monitoring and evaluation**

139. Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/ contracts with the UN system agencies'
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring,

3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

#### **4.1 Monitoring plan**

140. Monitoring and evaluation are a shared responsibility within the Cooperation Framework. The expectation is that M&E plan will cover not only implementation, but also the communication of results. The M&E Plan and strategy reflects the institutional structure used for the formulation of the Cooperation Framework and presented in Figure 2 above. These mechanisms proved their efficiency, which was confirmed by the independent evaluation of the Partnership Framework for Development 2016-2020.

141. As far as possible the indicators for the Cooperation Framework results and the M&E plan are aligned with and support the national monitoring system. Many Cooperation Framework outcome indicators are based on national data and data collection systems. Data collection methods (including in areas with limited access) are included in the Cooperation Framework Results Matrix and will be expanded, upon discussion with the Outcome RGs. Gaps in data will be addressed through ongoing support to the national statistical systems, surveys or other studies identified as a part of cooperation.

142. The Cooperation Framework Results Matrix in Annex A is a living document and may change, based on the priorities of the government and justified decisions at the RGs and SC. A full costed multi-year joint monitoring and evaluation plan (M&E Plan) and an integrated M&E Calendar for the full Cooperation Framework period will be developed after the signing of the Cooperation Framework.

143. To evaluate the UN's intended joint results in the country, evidence will be gathered through the annual reviews, monitoring visits to the regions of Turkmenistan and interviews to be conducted with both duty bearers and rights holders (particularly women and other vulnerable groups) under the Cooperation Framework.

144. Baselines for the M&E Plan are established based on the available data from the previous programme cycle and the Government sources. As far as possible, data for baselines and targets is disaggregated by sex, area, income, and sub-population groups, especially vulnerable groups.

145. To monitor and measure progress against relevant SDG indicators, the SC will liaise and coordinate closely with the National SDG Working Group.

#### **4.2 Risks and opportunities**

146. Risks:

- » Insufficient funding for the identified outcome priorities
- » Lack of interest from the private sector or IFIs to leverage support for the Cooperation Framework
- » Limited access to data to monitor and evaluate the agreed results, as well as identify those who might be at risk of left behind

147. The risk management strategy involves:

- » Advocacy for the Government cost-sharing, as a main source of funding for the agreed outcome priorities.
- » A Cooperation Framework Funding Framework, driven by the SC, that promotes stronger partnerships with civil society, the private sector, and IFIs.
- » Stronger, more sustained cross-sectoral policy and programme coordination, led by the SC. This will help to sustain links between the planned Cooperation Framework results and GoT policy and programmes and to ensure that data and evidence are being used to influence delivery.

148. Opportunities:

- » Cooperation Framework will serve as a platform for bringing new players for the implementation of the SDGs.
- » Cooperation Framework will create environment for broader public-private partnerships.
- » Cooperation Framework will advocate for joint programmes and activities to decrease the number of bureaucratic procedures and increase efficiency in supporting those most in need.
- » Cooperation Framework will pilot new technologies and innovations for monitoring of areas, where access to data is limited.

### 4.3 Review and reporting

149. Effective review and reporting will compare actual progress against expected results and convey the *contribution* of cooperation efforts to expected GoT strategic priorities and the nationalised SDGs. The primary responsibility for assessing the progress of the Cooperation Framework implementation lies with the Cooperation Framework Steering Committee (SC) and UNCT. This is done on the basis of routine monitoring and reporting by the Results Groups (RGs) against detailed results and activities described in Joint Work Plans (JWPs).

150. The main steps involved in review and reporting about the Cooperation Framework results are:

- » Twice-yearly reviews by the Outcome RGs to share information, track the achievement of CF outputs and their contribution toward CF outcomes and to country priorities and related SDG targets. This will be done using the results and indicators provided in the CF Results Matrix (Annex A) and JWPs. These reviews will enable the partners, on an annual basis, to adapt CF results and strategy and make course corrections that reflect changes in socio-economic conditions, and new, emerging priorities

- » Preparation of the **annual One UN Country results report**<sup>65</sup> that describes actual outputs delivered against those planned in JWP and *progress towards* the CF outcomes and to country priorities and related SDG targets, as well as financial delivery for the achievement of outcomes.

- » Regular liaison and **information-sharing between the SC and the National SDG working group (WG)** will ensure effective alignment with the evolving national strategy, plans, and programmes for SDG achievement. Reporting will be strengthened by the relationship between the SC and the National SDG Working Group.

- » Review of the country progress against social, economic and environmental dimensions will be based on the annual up-date of the **UN Common Country Analysis** made by the UN Agencies internally.

### 4.4 Evaluation plan

151. Final and independent evaluation of the Cooperation Framework will be conducted in 2024. The evaluation will assess the relevance of the Cooperation Framework outcomes, the effectiveness and efficiency of implementation by all resident and non-resident UN agencies operating in Turkmenistan and partners, and the sustainability of results and their contribution to country priorities and related SDG targets. The evaluation will be based on United Nations Evaluation Group (UNEG) norms and standards.

152. Before the Cooperation Framework evaluation or in parallel independent different UN entity's country programme evaluations will be conducted to contribute to the Cooperation Framework evaluation.

153. Members of the Results Groups will be the main informants for the evaluation. To assess the influence of the Cooperation Framework on the life of main beneficiaries (women and vulnerable groups) and ensure sustainability of achieved results, primary data collection, focus group discussions and interviews with civil society, vulnerable population, private sector, development partners and others will be conducted across all velayats (regions) of Turkmenistan.

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<sup>65</sup> The progress update will follow the UNSDG Standard Operational Format and Guidelines for Reporting Progress on the Cooperation Framework.

## Annex A. Results Matrix

### Government of Turkmenistan and United Nations Sustainable Development Cooperation Framework: Results Matrix

#### Priorities and Outcomes for Cooperation

##### Priority A: People centred governance and rule of law

**Outcome 1.** By 2025, people have access to more effective, innovative, and transparent public administration based upon the rule of law, human rights, gender equality, labour rights, and quality data

##### Priority B: Inclusive, green, and sustainable economic growth

**Outcome 2.** By 2025, conditions for sustainable and inclusive economic diversification are strengthened with competitive private and financial sectors, enhanced trade and investment promotion, and the adoption of new and digital technologies

**Outcome 3.** By 2025, there is effective design and implementation of disaster risk reduction, climate adaptation and mitigation measures enabling a more rational use of resources, increased resilience, and a 'green' economy transition

##### Priority C: Quality, inclusive, and affordable health, education, and social protection systems

**Outcome 4.** By 2025, the population of Turkmenistan enjoys higher quality and inclusive health and social protection services

**Outcome 5.** By 2025, the education and skilling system offers all people the skills and knowledge for employment success in a diversifying economy and enhanced social integration and resilience

*\*Note. The cooperation outputs are included in this draft to assist with the review process and theory of change. They will be used as a reference during preparation of Joint Work Plans.*

### **Notes:**

The outcomes of the Government of Turkmenistan (GoT) and United Nations (UN) system Sustainable Development Cooperation Framework (CF) make a direct, tangible contribution for the achievement of the priorities of Turkmenistan and related Sustainable Development Goals and targets (SDGs).

» **Outcomes are high level changes** for which there is collective accountability of the GoT, UN system agencies and implementing partners, including civil society organisations, community groups, the private sector, and international financial institutions. Outcomes are changes in institutional performance or the behaviours of people and their communities. They describe: (1) How people are acting differently to improve their lives and those of their families and communities or (2) How institutions are performing in new ways to support people in their efforts.

» **Outputs describe new skills and abilities, products or services.** The outputs, together, make a contribution toward the expected outcome. The planned outputs from cooperation between GoT and the UN system will be developed as part of detailed **Joint Work Plans (JWP)** for each outcome.

### **Indicators, targets, and linkages:**

Indicators for the CF are *measurable*, aligned with the indicator framework for the SDGs<sup>66</sup>, and with the main target indicators in National and Presidential Programmes for Socio-economic Development of Turkmenistan<sup>67</sup>. This helps to demonstrate a theory of change between cooperation results and the SDG-related priorities of Turkmenistan. Indicators, baselines, and targets will be reviewed and aligned, as needed, with existing and new GoT sector strategies and plans.

The *linkages* between CF outcomes and the Turkmenistan priorities are shown at the top of the results matrix for each outcome.

» CF Outcome indicators that are SDG indicators are shown in brackets as follows: **(SDG 1.1.1)**

» CF Outcome Indicators that are indirectly linked to one or more SDG indicators are shown in brackets as follows: **(→ SDG 1.1.1)**

Targets for CF outcomes are *preliminary* and *provisional* pending further alignment with GoT policies and plans.

**Vulnerable groups:** Unless otherwise specified, vulnerable groups comprise: Households with economic vulnerabilities, and those headed by women and younger people, victims of domestic violence, persons with disabilities, children and young people with special needs, unemployed persons, vulnerable migrants, refugees, stateless persons, ethnic minorities, persons living with hepatitis C, and victims of human trafficking.

<sup>66</sup> See: <https://sustainabledevelopment.un.org/sdgs>; <https://sustainabledevelopment.un.org/post2015/transformingourworld>; <http://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>67</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

## Turkmenistan & United Nations Results Matrix [2021-2025]

Outcomes & Outputs

Indicators, Baselines, Targets, Data source

Partners

### National Priority <sup>68</sup> :

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; To ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan. 2: Rapid growth of targeted economic sectors, with focus on new industries. 3: Improve living standards, people-centered social policy and growth of human capital aimed at fair distribution of prosperity. 4. Rational use of natural resources, environment protection, addressing universal climate change

**SDGs and targets**<sup>69</sup> : 5. Gender equality: 5.1, 5.2, 5.c; 8. Decent work and economic growth: 8.3, 8.5, 8.6, 8.8; 10. Reduced inequalities: 10.2, 10.3 11. Sustainable cities and communities: 11.a.1, 16. Peace justice and strong institutions: 16.1, 16.3, 16.6, 16.7, 16.10, 16.b; 17. Partnerships for the goals: 17.18.

**Regional framework(s) and targets:** Incheon Strategy to Make the Right Real in Asia and the Pacific, Ministerial Declaration to “Get everyone in the picture”, Regional Cooperation Framework as part of Almaty Process on refugee protection and international migration, Counter-Terrorism Action Plan in Central Asia. Targets relate to development and implementation of the regional programmes on human rights, civil society, gender equality and women’s empowerment, prevention of violent extremism/counterterrorism, building the national statistical systems, public administration and anti-corruption.

### CF strategic priority A: *People centred governance and rule of law*

**Outcome 1.** By 2025, people have access to more effective, innovative, and transparent public administration based upon the rule of law, human and labour rights, gender equality and quality data

|   |                                    |                                  |  |
|---|------------------------------------|----------------------------------|--|
| <p>1.1 <u>Extent to which legal frameworks address human and labour rights, including gender equality and non-discrimination on the basis of age, sex, disability, ethnicity, religion, political opinion, economic or other status (SDG 5.1.1)</u><br/>(Rating 4-point scale: 4. Fully address and monitoring framework available;</p> |                                    |                                  | <p><u>Government, including but not limited to:</u></p> <ul style="list-style-type: none"> <li>» Mejlis of Turkmenistan</li> <li>» Ministry of Health and Medical Industry</li> <li>» Ministry of Labour and Social Protection of Population</li> <li>» Ministry of Internal Affairs</li> <li>» Ministry of Education</li> <li>» Ministry of Finance and Economy</li> <li>» Ministry of Sports and Youth Policy</li> <li>» Prosecutor Office</li> <li>» Supreme Court</li> <li>» State Statistics Committee</li> </ul> |
| <p><u>Baseline:</u><br/>2 (2020)</p>  | <p><u>Target:</u><br/>4 (2025)</p> | <p><u>Source:</u><br/>Mejlis</p> |  |
| <p>1.2 % of citizens’ complainants addressed by the Ombudsman Office on annual basis (→SDG 10.3.1)</p>  |                                    |                                  |  |

<sup>68</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).  
<sup>69</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

|   |  |   |   |   |  |  |
|---|--|---|---|---|--|--|
|   |  |   |   |   |  | <ul style="list-style-type: none"> <li>» State Migration Service</li> <li>» Institute of State, Law and Democracy</li> <li>» Civil Service Academy</li> <li>» Ministry of Justice</li> </ul> <p><b>Civil Society/NGOs, including but not limited to:</b></p> <ul style="list-style-type: none"> <li>» Women's Union</li> <li>» Youth Organisation</li> <li>» Keyik Okara</li> <li>» Yenme</li> <li>» Red Crescent Society of Turkmenistan</li> <li>» Trade Unions</li> <li>» Employers' organisations</li> </ul> <p><b>UN:</b></p> <p>ILO, OHCHR, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN Women, WHO UN-Habitat, UNODC, IOM</p> |
|   | <p><b>Baseline (2018)</b><br/>39.5% written complaints addressed (Report Office of Ombudsman)</p>  | <p><b>Target:</b><br/>At least 50% (written and oral complaints separately)</p> | <p><b>Source:</b><br/>Report of the office of the Ombudsman</p> |   |  |  |
|   | <p>1.3 % of nationalized SDG Indicators that have disaggregated data (where relevant) available to report (SDG 17.18.1)</p>  |   |   | <p><b>Source:</b><br/>Independent assessments, State Statistics Committee</p> |  |  |
|   | <p><b>Baseline:</b> (2019)<br/>50 % for data availability as assessed by the Government (SDG indicator Matrix, Nov 2019)</p>   | <p><b>Target:</b><br/>to be defined</p>   |   |   |  |  |
|   | <p>To be reassessed and verified in 2020 as well as disaggregation element added.</p>  |   |   |   |  |  |
|   | <p>1.4 A population and household census in Turkmenistan is conducted, data is used for development of national socio-economic programmes and strategies (SDG 17.19.2)</p>   |   |   |   |  |  |
|   | <p><b>Baseline</b><br/>Census, 2012</p>  | <p><b>Target:</b><br/>Census, 2022</p>  | <p><b>Source:</b><br/>State Statistics Committee</p>            |   |  |  |
|   | <p>1.5 % of women in managerial positions (SDG 5.5.2)</p>  |   |   |   |  |  |
|   | <p><b>Baseline:</b><br/>To be provided by Turkmenstat</p>  | <p><b>Target:</b><br/>30% of total (2025)</p>                                   | <p><b>Source:</b><br/>State Statistics Committee</p>            |   |  |  |
|   | <p>1.6 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by age and place of occurrence (SDG Indicator 5.2.1.)</p> |   |   |   |  |  |
| <p><b>Baseline</b><br/>2020: Results of</p> | <p><b>Target:</b><br/>2025: TBD after</p>  | <p><b>Source:</b> National survey on the status and health of</p>               |   |   |  |  |



|  |                     |                   |  |
|--|---------------------|-------------------|--|
| the survey on the status and health of women in a family | survey is completed | women in a family |  |
|--|---------------------|-------------------|--|

### Assumptions

1. Development and adoption of a NAP on human rights with an established budget
2. Development and adoption of a costed NAP on gender equality with monitoring and evaluation framework
3. Implementation of the NAP on Child Rights by 2022 and development of an updated NAP on Child Rights for 2023 onwards
4. Full implementation of the NAP on Ending Statelessness by 2024
5. Full implementation of the NAP in Turkmenistan to Fight Human Trafficking for 2020-2022.
6. The Ministry of Finance and Economy establishes a system for results-based budgeting
7. Recommendations/comments made by the UN Human Rights Treaty Bodies and mechanisms, and the ILO Supervisory Bodies concerning the application of ratified Human Rights Treaties/ILO Conventions are implemented.
8. Political will and support for innovative approaches to ensure sustainability.

### Indicative Outputs

- 1.1. State institutions of Turkmenistan introduced systems of digital government, document management, and provision of efficient services for the population using 'one stop shop' principles.
- 1.2. Sectoral ministries and agencies integrated a system of strategic planning, targeted budgeting and financing to achieve the SDGs, taking into account the interests of children, women, people with disabilities and other vulnerable groups
- 1.3. Public administration reform introduces a merit and performance-based civil service system, including the pool of highly competent, motivated, impartial civil servants, who develop, plan and implement evidence-based, human centred public policy
- 1.4. Government, including law enforcement agencies and other state institutions develop, implement programmes and mechanisms in the field of human and labour rights and gender equality on the basis of recommendations from UN treaties and mechanisms and ILO supervisory bodies and feedback from civil society, including workers' and employers' organisations and relevant population groups
- 1.5. Ministries and agencies of Turkmenistan introduced a system for collecting, analysing and using disaggregated data, taking into account the priorities of state policy and the SDGs for the development of people-centered and gender-responsive policies and programmes.

Turkmenistan & United Nations Results Matrix [2021-2025]

Outcomes & Outputs

Indicators, Baselines, Targets, Data source

Partners

**National Priority**<sup>70</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Expand the export capacity of fuel and energy, chemical, textile and agricultural industries; Ensure rapid and improved integration of Turkmenistan into international economic sectors; Establish advanced institutions of market economy; Improve regional socio-economic development as a result of rational use of production resources.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan. 2: Rapid growth of targeted economic sectors, with focus on new industries, 3: Improve living standards, people-centered social policy and growth of human capital aimed at fair distribution of prosperity, 4. Rational use of natural resources, environment protection, addressing universal climate change

**SDGs and targets**<sup>71</sup>: 1. No poverty: 1.2; 2. Zero hunger: 2.3, 2.4, 2.a; 5. Gender equality (5.1, 5.2, 5.a, 5.c); 8: Decent work and economic growth (8.2, 8.5, 8.10); 9. Industry, innovation and infrastructure (9.2, 9.3, 9.5, 9.b); 10. Reduced inequalities (10.2, 10.3, 10.4); 13. Climate action: 13.1; 17. Partnerships for the Goals (17.3, 17.6, 17.11, 17.17)

**Regional framework(s) and targets:** The United Nations Special Programme for the Economies of Central Asia (SPECAC), The Central Asia Regional Economic Cooperation (CAREC) Program, Commonwealth of Independent States (CIS). Targets relate to planning of regional projects in transport, trade, and energy security, reducing poverty, solving unemployment problems

Non-Aligned Movement. Targets related to legal rights and interests of developing countries, activity protect justice and equality in international economic relations, non-discrimination, unreasonable barriers in the world trade, recognition of economic sovereignty of the nations and states.  
The Regional Roadmap for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific

**CF strategic priority B: Inclusive, green, and sustainable economic growth**

|  |   |  |  |  |
|--|---|--|--|--|
| <p><b>Outcome 2.</b> By 2025, conditions for sustainable and inclusive economic diversification are strengthened with competitive private and financial sectors, enhanced trade and investment promotion, and the adoption of new technologies</p> | <p>2.1 Annual growth rate of real GDP per employed person (SDG 8.2.1)</p>   |  | <p><u>Government, including but not limited to:</u></p> <ul style="list-style-type: none"> <li>» Ministry of Finance and Economy</li> <li>» Ministry of Agriculture and Environment Protection</li> <li>» Ministry of Energy</li> <li>» Ministry of Trade and Foreign Economic Relations</li> <li>» State Statistics Committee</li> <li>» Central Bank</li> <li>» State Committee for Water Management</li> <li>» Academy of Sciences</li> <li>» Mejlis of Turkmenistan</li> <li>» State Raw Materials and Commodities Exchange</li> </ul> |  |
|  | <p><b>Baseline:</b><br/>3,4 % (VNR, 2019)</p>   | <p><b>Target:</b><br/>Not less than 4% annually (2025)</p> |  | <p><b>Source:</b><br/>State Statistics Committee</p> |
|  | <p>2.2 Total amount of Credits provided by credit institutions, mln TMT and % distribution by enterprises (public, non-public) and population, (→SDG 8.10.1, SDG 9.3.2)</p> |  |  | <p><b>Source:</b><br/>State Statistics Committee</p> |
| <p><b>Baseline:</b><br/>Total: 76,321 (2018)<br/>Public: 83.7%<br/>Non-public: 3.6%<br/>Population: 12.7%</p>  |   | <p><b>Target:</b> TBD, 2% increase annually (2025)</p>     |  |  |

<sup>70</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).  
<sup>71</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

|   |  |  |                                    |  |
|---|--|--|------------------------------------|--|
| 2.3. Number of entrepreneurs, disaggregated by sex (SDG 5.5.2)          |  |  | Source: State Statistics Committee | » State Bank for Foreign Economic Affairs<br>» Commercial banks<br>» State Customs Service<br>» Ministry of Labour and Social Protection of Population<br>» State Insurance Organization<br>» Hakimlik<br>» Ministry of Construction and Architecture  |
| Baseline: Number: Male: 73,300<br>Female: 20,400<br>(Turkmenstat, 2018) | Target: 5% increase annually (2025)                      |  |                                    |  |
| 2.4. Turkmenistan exports, mln. USD (SDG 17.11.1)                       |  |  | Source: State Statistics Committee | » Civil Society/NGOs, including but not limited to:<br>» Employers' organisations<br>» Union of Manufacturers and Entrepreneurs<br>» Women's Union<br>» Youth Union<br>» Union of Economists<br>» Trade Unions<br><br>UN:<br>» FAO, UNDP, ILO, UNECE, UNIDO, UN Women, UN-Habitat<br>» Other, including but not limited to: ADB, CAREC, EBRD, GEF, IMF, IDB, World Bank, WTO |
| Baseline: 11,650 (2018)<br>Turkmenstat                                  | Target: 13,250 (Presidential Programme 2019-2025 (2025)) |  |                                    |  |

#### Assumptions

1. State agencies are committed to removing barriers that prevent investment and growth in private enterprise
2. Banking sector has regulations to offer wider range of financing services for business development.
3. GoT reforms regulatory framework for introduction of digital technology and creates an effective institutional mechanism to coordinate the digitalization process.
4. GoT delivers on plans to privatize the agriculture and agro-industrial complex.
5. Macroeconomic stability is maintained
6. Private sector has an unimpeded access to foreign exchange

#### Indicative Outputs

- 2.1. Private sector, particularly SMEs and women entrepreneurs, enjoy simplified procedures of doing business and have expanded access to information, innovative technology and financing.
- 2.2. Public institutions and private sector strengthened human, institutional, and R&D capacity and have sufficient financial resources for effective realization of the

*comprehensive programmes on diversification and digitalization of all sectors of economy with the focus on vulnerable groups.*

*2.3. Innovative and diversified financial (fiscal, insurance, and investment) and banking instruments are available to support dynamic development of green economy.*

*2.4. Institutional and regulatory systems are improved to foster favorable climate in order to attract private capital and foreign investments and to support trade.*

*2.5. Institutional capacity of public institutions is strengthened in regard to collection, analysis, and availability of disaggregated quality data on economic development, trade, private sector development, and investments.*

Turkmenistan & United Nations Results Matrix [2021-2025]

Outcomes & Outputs

Indicators, Baselines, Targets, Data source

Partners

**National Priority**<sup>72</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure rapid and improved integration of Turkmenistan into international economic sectors; Improve regional socio-economic development as a result of rational use of production resources.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2. Rapid growth of targeted economic sectors, with focus on new industries, 4. Rational use of natural resources, environment protection, addressing universal climate change

**SDGs and targets**<sup>73</sup>: 5. Gender equality: 5.1, 5.a; 6. Clean water and sanitation: 6.3, 6.b; 7. Affordable and clean energy: 7.1, 7.3; 9. Industry, innovation and infrastructure: 9.4; 11. Sustainable cities and communities: 11.3, 11.6, 11.a, 11.b; 12. Responsible consumption and production: 12.1, 12.4, 12.5; 13. Climate action: 13.2, 13.3; Life on land: 15.1, 15.2, 15.3

**Regional framework(s) and targets:** The international fund for saving the Aral Sea, The Central Asia Regional Economic Cooperation (CAREC) Program, Central Asian Countries Initiative for Land Management” (CACILM). Targets related to the development and implementation of the regional programmes on the Aral Sea issues, water management and environmental protection in Central Asia, The Asia-Pacific Plan of Action on Space Applications for Sustainable Development (2018 – 2030); The Regional Roadmap for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific

**CF strategic priority B: Inclusive, green, and sustainable economic growth**

|   |  |  |  |  |
|---|--|--|--|--|
| <p><b>Outcome 3. By 2025, there is effective design and implementation of disaster risk reduction and climate adaptation and mitigation measures, enabling a more rational use of resources, increased resilience, and a 'green' economy transition</b></p> | <p>3.1 Number of gender-sensitive adaptation and mitigation measures implemented and scaled-up (→ SDG13.2.1; 13.3.2)</p> | <p>Baseline: 0 (2020)</p> <p>Target: 3 (2025)</p>  | <p>Source: Ministry of Agriculture and Environment Protection; National Strategy on Climate Change, 2020 4th National Communication on CC;</p> | <p><u>Government, including but not limited to:</u></p> <ul style="list-style-type: none"> <li>» Ministry of Defense</li> <li>» Ministry of Agriculture and Environment Protection</li> <li>» Ministry of Energy</li> <li>» Ministry of Construction and Architecture</li> <li>» Ministry of Industry and Construction Production</li> <li>» Ministry of Health and Medical Industry</li> <li>» Ministry of Education</li> <li>» Ministry of Finance and Economy</li> <li>» State Committee for Water Management</li> <li>» State Concern “TurkmenGas”</li> <li>» Municipalities</li> <li>» State Statistics Committee</li> <li>» Turkmenstandards</li> <li>» Banks</li> </ul> |
|   | <p>3.2 Ratio of land consumption rate to population growth rate (SDG 11.3.1)</p>   | <p>Baseline: Baseline to be provided by the Turkmenstat</p> <p>Target: % change (2025)</p> | <p>Source: State Statistics Committee, Ministry of construction and architecture</p>   |  |

<sup>72</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>73</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

|  |  |  |   |
|--|--|--|---|
| <p>3.3 Extent to which knowledge products for sustainable development (including climate change education) are included in national education curricula, teacher education, and student assessment as well as media and other public information dissemination tools (→ SDG 12.8.1)<br/>(Rating 4-point scale: 4. Fully included; 3. Partially included; 2. Inadequately included; 1. Not/Poorly incorporated)</p> |  |  | <p>» National Institute of Deserts, Flora and Fauna<br/>» Ministry of Labour and Social Protection of Population<br/><u>Civil Society/NGOs, including but not limited:</u><br/>» Union of Manufacturers and Entrepreneurs<br/>» Media, Youth Union, Women's Union, National Red Crescent Society<br/>» Trade Unions<br/>» Employers' organization</p> |
| <p><u>Baseline:</u><br/>2<sup>74</sup> (2020)</p>  | <p><u>Target:</u><br/>4<sup>75</sup> (2025)</p>                        | <p><u>Source:</u><br/>Ministry of education</p>  |   |
| <p>3.4 Number of nationwide, sectoral or community-based plans, investments and/or measures implemented for the sustainable and integrated management of land, water, biological diversity, energy and other natural resources that take into account gender aspects (→ SDG 6.4, 6.3 and 15.1.1, 15.2.1, 15.3.1)</p>   |  |  |   |
| <p><u>Baseline:</u><br/>1. National Strategy of Climate Change, 2020</p>   | <p><u>Target:</u><br/>3 (2025)</p>                                     | <p><u>Source:</u><br/>Ministry of agriculture and environment protection<br/>State Committee on Water Resources<br/>Ministry of Power Energy</p> | <p><u>UN:</u><br/>» FAO, UNDP, ILO, UN Environment, UNESCO, UNDRR, WHO, UNICEF UN-Habitat, UNECE, IOM, UN Women</p>   |
| <p>3.5 Number of velayats and communities implementing programmes to strengthen disaster risk reduction, preparedness and response to climate-related hazards and natural disasters in line with the Sendai Framework for DRR, which are gender sensitive and have sex disaggregated data (→ SDG 6.4, 1.5.2, 11.b.2, 13.1.3)</p>   |  |  |   |
| <p><u>Baseline:</u><br/>To be provided by Ministry of Defence (2020)</p>   | <p><u>Target:</u><br/>To be provided by Ministry of Defence (2025)</p> | <p><u>Source:</u><br/>Ministry of Defence</p>  |   |

#### Assumptions

1. The Government is committed to legal reform to address climate change (for example: Adopted Climate Change Strategy, National DRR programme and action Plan to it, land code, energy efficiency law)
2. The government includes in the state budget the costs of climate change activities, targeted strategies and programmes

<sup>74</sup> Rating: 2. Climate change education is being integrated in formal primary and secondary education curricula but is not yet rolled out. Revision of relevant textbooks and training materials towards alignment with the updated curricula initiated. Revision and alignment of the pre- and in-service training with the updated curricula initiated. Students assessments are conducted, but no information about their content and quality.

<sup>75</sup> Rating: 4. Climate change education is institutionalized across primary and secondary education curricula nation-wide. Relevant textbooks and supplementary interactive materials including audiovisual aids are available. Pre- and in-service training incorporates climate change related child-centered and inter-active teaching learning methodology. Assessment of students' learning outcomes is aligned with the best international practices.

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3. The Government implements financial incentives to stimulate the private sector in the green economy
  5. The farmers associations have knowledge, experience, productive and financial means for rational agricultural farming
- 

***Provisional Outputs***

- 3.1 *The GoT develops and effectively implements policies and strategies in the field of climate change, with a focus on reduction of CO2 emissions and adaptation*
  - 3.2 *National institutions, local communities, including women, children and vulnerable groups, and entrepreneurs/economic sectors are financially stable and technically prepared for disasters and disaster response .*
  - 3.3 *Government institutions, private sector, and civil society, trade unions and Union of Industrialists and Entrepreneurs, apply innovations, digital technology and green solutions contributing to efficient use of energy, water, land and other natural resources, renewable energy and development of sustainable cities and green economy with active participation of women, children and vulnerable groups of population*
  - 3.4 *The GoT and other stakeholders have stronger capacity for climate analysis, assessment, monitoring, and reporting on climate change, environmental protection, and disaster risk reduction with focus on women, children and vulnerable groups;*
-

Turkmenistan & United Nations Results Matrix [2021-2025]

Outcomes & Outputs

Indicators, Baselines, Targets, Data source

Partners

**National Priority<sup>76</sup>:**

**NPSP:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; Ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 3: Improve living standards of population, people-centered social policy and growth of human capital aimed at fair distribution of prosperity, Goals 2 and 4 of the National Plan of Action on Realization of Child Rights

**SDGs and targets<sup>77</sup>:** 1. No poverty: 1.3, 1.a; 3. Good health and well-being: 3.1, 3.2 (3.2.1, 3.2.2), 3.4, 3.7, 3.8; 5. Gender equality 5.1, 5.2, 5.6; 10. Reduced inequalities: 10.2; 11. Sustainable cities and communities: 11.7, 1

**Regional framework(s) and targets:** Incheon Strategy to Make the Right Real in Asia and the Pacific, Regional Framework for Action to End AIDS by 2030, WHO Framework Convention on Tobacco Control (WHO FCTC), Pandemic Influenza Preparedness (PIP) Framework; The Regional Roadmap for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific

**CF strategic priority C: Quality, inclusive, and affordable health, education, and social protection systems**

|  |   |  |
|--|---|--|
| <p><b>Outcome 4.</b> By 2025, the population of Turkmenistan enjoys higher quality and inclusive health and social protection services</p> | <p>4.1 Number of people covered by social protection systems (including community-based social services), by sex and type of beneficiaries. (SDG 1.3.1)</p>   | <p>Government, including but not limited to:<br/>Ministry of Health and Medical Industry<br/>Ministry of Finance and Economy<br/>Ministry of Labour and Social Protection of Population<br/>Ministry of Education<br/>State Statistics Committee<br/>State Committee for Television, Radiobroadcasting, and Cinematography<br/>Ministry of Agriculture and Environment Protection<br/>Universities<br/>Academy of Science<br/>State Insurance Agency</p> |
|  | <p><b>Baseline:</b><br/>(MLSP, 2018)<br/>Pension<br/>Total: 457,392, including disaggregation by sex and residence:<br/>Male: 167,545<br/>Female: 289,947<br/>Rural: 231,459</p> <p>Social Allowances (mother of new born child, PWD, WWII veterans or their wife, state social allowance) (MLSP, 2018)</p> | <p><b>Target:</b><br/>To be provided by the Ministry of Labor and Social Protection of Population</p> <p><b>Source:</b><br/>State Statistics Committee, Ministry of Labour and Social Protection of Population<br/>Red Crescent Society<br/>Ministry of Education<br/>Ministry of Health and Medical Industry<br/>UNESCAP<br/>MICS</p>   |

<sup>76</sup> National Programme for Socio-economic Development of Turkmenistan (NPSP, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).

<sup>77</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>



|  |   |   |  |
|--|---|---|--|
| <p>Total :513,464, including disaggregation by sex:<br/>Male: 51,793<br/>Female: 461,671</p>   |   |   | <p><u>Civil Society/NGOs, including but not limited to:</u></p> <ul style="list-style-type: none"> <li>» Khyakimilks, Youth Union, mass media, Trade Unions, Red Crescent Society</li> <li>» Employers' organisations</li> <li>» Trade unions</li> </ul> |
| <p>4.2 Budget spending on education, health and social protection programmes as % of GDP (→16.6.1)</p> <p><u>Baseline:</u><br/>% of GDP:<br/>Education: 3.8%<br/>Health: 1.6%<br/>Social protection: 3.8%</p>  | <p><u>Target: 2025</u><br/>% of GDP:<br/>Education: 5%<br/>Health: 5%<br/>Social protection: 5%</p> | <p><u>Source:</u><br/>Ministry of finance and economy,<br/>State Statistics Committee,<br/>UNICEF,<br/>World Bank</p> | <p><u>UN:</u></p> <ul style="list-style-type: none"> <li>» UNDP, UNFPA, ILO, UNICEF, UN Women, WHO UNODC, UN-Habitat, UNODC, IOM</li> </ul>  |
| <p>4.3 Mortality rate attributed to cardiovascular disease, cancer, diabetes, or chronic respiratory disease (→ SDG 3.4.1)</p> <p><u>Baseline:</u><br/><u>Proxy:</u><br/>Death likelihood, 24.5% (MOHAM, 2017)<br/>Male: 29.9%<br/>Female: 19.7%</p>   | <p><u>Target:</u><br/>1.5% annual reduction</p>   | <p><u>Source:</u><br/>Ministry of Health and medical industry</p>   |  |
| <p>4.4 Percentage of children under five who are stunted, by sex<sup>78</sup> (SDG 2.2.1)</p> <p><u>Baseline:</u><br/>T: 11.5% (2016, to be updated on the basis of the 2019 MICS)</p> <p>F: 11.4%<br/>M: 11.5%</p> <p>Ashgabat city – 7%<br/>Akhil velayat – 8%<br/>Mary velayat – 10%<br/>Balkan velayat - 13 %<br/>Lebap velayat – 13 %</p> | <p><u>Target:</u> T: 7% (2025)<br/>Targets for velayats<br/>TBD</p>                                 | <p><u>Source:</u><br/>MICS</p>  |  |

<sup>78</sup> Stunting: Height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age

|  |  |   |  |
|--|--|---|--|
| Dashoguz velayat – 16 %  |  |   |  |
| <p>4.5 Extent to which primary health care facilities and children's hospitals have integrated the IMNCI approach (<i>below 5 elements</i>) to provide comprehensive clinical care for children under five<sup>79</sup></p> <ul style="list-style-type: none"> <li>• Adoption of an integrated approach to child health and development in the national health policy.</li> <li>• Adaptation of the standard IMNCI clinical guidelines to the country's needs and context</li> <li>• Upgrade of care in PHC clinics and children's hospitals by training health workers in IMNCI and integration of courses in undergraduate and postgraduate education.</li> <li>• Provision of essential supplies, equipment and information materials on IMNCI to PHC and children's hospitals</li> <li>• Improving supportive supervisory systems and monitoring of introduction of IMNCI at the level of PHC and children's hospitals.</li> </ul> <p>(Rating 4-point scale: 4. Fully implemented; 3. Partially; 2. Inadequately; 1. Not/Poorly implemented)</p> |  |   |  |
| <p><b>Baseline:</b><br/>Score 1: Policy is partially in place, but not other elements</p>  | <p><b>Target:</b><br/>Score 3: At least 3 of the elements are functional; about 15% of PHC facilities and 20% of hospitals start implementation of IMNCI</p> | <p><b>Source:</b><br/>Ministry of Health and Medical Industry;<br/>WHO<br/>UNICEF</p> |  |
| <p>4.6 Proportion of women of reproductive age (15-49 years) who have their need for family planning satisfied with modern method</p>  |  |   |  |
| <p>Baseline: 47,1%</p>   | <p>Target: 50%</p>   | <p>Source: MICS, RH center Report</p>   |  |
| <p>4.7 TB case notification rate per 100,000 population (SDG 3.3)</p>  |  |   |  |
| <p>Baseline: 32,9 (2019)</p>   | <p>Target: TBD</p>   | <p>Source: Ministry of</p>  |  |

<sup>79</sup> IMNCI: IMNCI is an integrated approach to child health that focuses on the well-being of the whole child. IMNCI aims to reduce death, illness and disability, and to promote improved growth and development among children under five years of age. IMNCI includes both preventive and curative elements that are implemented by families and communities as well as by health facilities. See: WHO/UNICEF [Integrated Management of Neonatal and Childhood Illness \(IMNCI\)](#), 2019.

|  |   |             |   |  |
|--|---|-------------|---|--|
|  |   |             | Health and Medical industry                     |  |
|  | 4.8 Share of etraps providing early intervention services to under 5 children |             | Source: Ministry of Health and Medical Industry |  |
|  | Baseline: 14%   | Target: 40% |   |  |

### **Assumptions**

1. National and local partners use data to make decisions to improve service quality
2. The government supports development, implementation and adequate funding for the national programmes related to health and social protection.

### **Provisional Outputs**

- The legislative, regulatory and financing framework for health and social protection is strengthened.
- The system of data collection and analysis for monitoring and making managerial decisions is improved (disaggregated data on gender, age, social vulnerability)
- The system and mechanisms are strengthened to increase access to information about a healthy lifestyle, the prevention of morbidity, social protection, with a focus on women, children, adolescents, persons with disabilities, and other vulnerable groups.
- Effective and sustainable implementation of the national programmes and strategies for MCH and nutrition, ECD, RH, TB, HIV/AIDS, NCDs and infectious diseases
- A system of social protection is introduced to provide quality, inclusive and social services at the community level.

Turkmenistan & United Nations Results Matrix [2021-2025]

Outcomes & Outputs

Indicators, Baselines, Targets, Data source

Partners

**National Priority**<sup>80</sup>:

**NPSD:** Achieve innovative development of national economy, to create high productivity sectors and industries, able to produce resource and energy saving and ecologically clean products; Ensure high level human capital development as a result of improvement of quality of social services; Ensure rapid and improved integration of Turkmenistan into international economic sectors.

**PPSD:** 1. Ensure sustainable diversified economic and financial development of the country sectors of Turkmenistan, 2: Rapid growth of targeted economic sectors, with focus on new industries, 3: Improve living standards, people-centered social policy and growth of human capital aimed at fair distribution of prosperity, Goal 3 of the National Plan of Action on Realization of Child Rights 2018-2022

**SDGs and targets**<sup>81</sup>: 4. Quality education: 4.1, 4.2, 4.3, 4.5; 5. Gender equality: 5.1, 5.5, 5.a; 8. Decent work and economic growth: 8.3, 8.5, 8.6; 10. Reduced inequalities: 10.1, 10.2

**Regional framework(s) and targets:** The United Nations Special Programme for the Economies of Central Asia (SPECAC), The Central Asia Regional Economic Cooperation (CAREC) Program; The Regional Roadmap for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific

**CF strategic priority C: Quality, inclusive, and affordable health, education, and social protection systems**

**Outcome 5.** By 2025, the education and skilling system offers all people the skills and knowledge for employment success in a diversifying economy and enhanced social integration and resilience

|   |   |   |  |   |
|---|---|---|--|---|
| 5.1 % Children and young people achieving minimum proficiency reading and mathematics, by sex (SDG 4.1.1) | Baseline: MICS 6  | Target: tbd after the baseline is known |  | <p>Government, including but not limited to:</p> <ul style="list-style-type: none"> <li>» Ministry of Education</li> <li>» Ministry of Labour and Social Protection of Population</li> <li>» Ministry of Finance and Economy</li> <li>» State Statistics Committee</li> <li>» Academy of Sciences</li> <li>» National Education Institute</li> <li>» National Research Institutes</li> </ul> <p>Civil Society/NGOs, including but not limited:</p> <ul style="list-style-type: none"> <li>» Trade Unions</li> <li>» Union</li> <li>» Keyik Okara, Yenne</li> <li>» Employers' organisations</li> <li>» UN:</li> </ul> |
|   | 5.2 Participation rate in organized learning (one year before the official primary entry age), by sex (SDG 4.2.2) |   |  |   |
| Baseline: Total 46.2% (2016, to be updated on the basis of the 2019 MICS)                                 | Target: 80% nationally  | Source: MICS                            |  |   |
| Ashgabat city – 91.6%   | SDG target by 2030 is 100%  |   |  |   |
| Akhhal velayat – 37.4%  |   |   |  |   |
| Mary velayat –  |   |   |  |   |

<sup>80</sup> National Programme for Socio-economic Development of Turkmenistan (NPSD, 2011-2030); Presidential Programme for Socio-economic Development of Turkmenistan (PPSD, 2019-2025).  
<sup>81</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

|  |  |  |   |
|--|--|--|---|
| <p>41.2%<br/>Balkan velayat – 63/8%<br/>Lebap velayat – 54.2%<br/>Dashoguz velayat – 25%</p>   |  |  | <p>» ILO, UNDP, UNESCO, UN Environment, UNFPA, UNICEF, WHO, UN-Habitat, IOM, UN Women</p> |
| <p>5.3. Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex, Velayats (→ SDG 4.3.1)</p>   |  |  |   |
| <p><u>Baseline:</u> Total<br/>Baseline to be provided by TurkmenStat</p>   | <p><u>Target:</u><br/>5% increase annually (2025)</p>                      | <p><u>Source:</u><br/>State Statistics Committee<br/>Union of Industrialists and Entrepreneurs</p> |   |
| <p><u>Baseline:</u> Female</p>   | <p><u>Target:</u></p>  |  |   |
| <p><u>Baseline:</u> Male</p>   | <p><u>Target:</u></p>  |  |   |
| <p>5.4 % Young people (aged 15-24 years) not in education, employment or training, by sex (see 3.d) (SDG8.6.1)</p>   |  |  |   |
| <p><u>Baseline:</u><br/>Baseline for young women is expected from the 2019 MICS.<br/>The definition and sources of the data on this indicator (8.2%) in the VNR will be reviewed against the SDG definition in 2020.</p> | <p><u>Target:</u><br/>To be defined after baseline verification (2025)</p> | <p><u>Source:</u><br/>MICS (only female) and/or LFS<br/>State Statistics Committee</p>             |   |
| <p><u>Baseline:</u> Female</p>   | <p><u>Target:</u><br/>TBD</p>  |  |   |
| <p><u>Baseline:</u> Male</p>   | <p><u>Target:</u><br/>TBD</p>  |  |   |
| <p>5.5 Number of ALMPs designed and implemented for targeted non-hydrocarbon sectors, in line with international labour standards and gender equality concerns (→ SDG 8.b.1)</p>   |  |  |   |

|   |                             |   |  |
|---|-----------------------------|---|--|
| <p><b>Baseline:</b><br/>2<br/>Programme on improving the sphere of employment and creation of new jobs in Turkmenistan for 2015-2020 and Action Plan</p> <p>Plan of Action to ensure full realization of rights to work and employment by persons with disabilities in Turkmenistan for 2017-2020</p> | <p><b>Target:</b><br/>3</p> | <p><b>Source:</b><br/>Ministry of Labour and Social Protection of Population,<br/>Ministry of Education Union of Industrialists and Entrepreneurs</p> |  |
| <p>5.6 <u>Extent of alignment of national labour laws, regulations in line with international labour standards (→ SDG 8.8.2)</u><br/>(Rating 4-point scale: 4. Fully aligned; 3. Partially; 2. Inadequately; 1. Not/Poorly implemented)</p>   | <p><b>Target:</b><br/>4</p> | <p><b>Source:</b><br/>Ministry of Labour and Social Protection of Population<br/>ILO assessments and reports</p>                                      |  |
| <p><b>Baseline:</b><br/>3</p>   |                             |   |  |

**Assumptions**

1. *High level commitment of the Government to strengthen education quality from pre-school to secondary levels, as well as the standards for non-formal education*
2. *Adoption of the National Concept of inclusive education*
3. *Policy and budgetary support for labour market policies and strengthened employment services, in line with international standards*

**Indicative Outputs**

- *Access to quality pre-school education for all children, including children with disabilities is increased.*
- *Secondary education system is strengthened to ensure the quality of education with focus on life skills (social and emotional skills, creativity, problem solving, life skills) including prof. targeting for all children*
- *The national programme on inclusive education is adopted and effectively implemented.*
- *The system of vocational, primary, secondary, higher and continuous education is strengthened, and takes into account the needs of the labor market*

- 
- *Employment services system is improved, including strengthened state employment services and expanded opportunities for private recruitment agencies.*
  - *There is an effective labour market regulation system established, including improved labour market analysis and forecasting to formulate efficient active labour market measures for women, youth and vulnerable population.*
-

## Annex B. Legal Annex

1. This Legal Annex refers to the cooperation or assistance agreements or other agreements that are the already existing legal basis for the relationship between the Government of Turkmenistan and each UN organization supporting the country to deliver on this Sustainable Development Cooperation Framework 2021-2025.

2. Whereas the Government of Turkmenistan (hereinafter referred to as ‘the Government’) has entered into the following relationships:

| Agency   | Agreement  |
|----------|--|
| IOM      | A Cooperation Agreement signed between the International Organization for Migration and the Government of Turkmenistan on 10 June 1998   |
| UNDP     | The ‘Standard Basic Assistance Agreement’ signed between the Government of Turkmenistan and UNDP on September 5, 1993. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative. In light of this decision this Cooperation Framework together with a work plan (which shall form part of this CF and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA. |
| UNFPA    | The Standard Basic Assistance Agreement signed between the Government of Turkmenistan and the United Nations Development Programme on 5 September 1993, <i>mutatis mutandis</i> applies to the activities and personnel of UNFPA, as confirmed in a 25 September 2014 Memorandum of Understanding signed between the Government of Turkmenistan and the United Nations Population Fund.  |
| UNHCR    | A Co-operation Agreement concluded between the Government of Turkmenistan and the United Nations High Commissioner for Refugees (UNHCR) on 4 March 1998.   |
| UNICEF   | A Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 11 February 1995.   |
| UNIDO    | Joint Declaration on cooperation between the United Nations Industrial Development Organization and the Government of Turkmenistan, signed in Ashgabat on 4 May 2015   |
| UNODC    | <i>Mutatis mutandis</i> <sup>82</sup> the Standard Basic Assistance Agreement (SBAA) between the Government of Turkmenistan and UNDP applies   |
| UN WOMEN | <i>Mutatis mutandis</i> the Standard Basic Assistance Agreement (SBAA) between the Government of Turkmenistan and UNDP applies   |
| UNDRR    | Agreement in discussion for the implementation of the Sendai Framework for Disaster Risk Reduction   |
| WHO      | Basic agreement between the World Health Organization and the Government of Turkmenistan for the establishment of technical advisory cooperation relations signed on 2 November 1995<br><br>Biennial collaborative agreement between the Ministry of Health of health and medical industry of Turkmenistan and the WHO Regional Office   |

For all agencies including FAO, ILO, OHCHR, UNAIDS, UNCTAD, UNECE, UNEP, UNESCAP, UNESCO, UN-Habitat, UNOPS: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency’s governing structures.

<sup>82</sup> Having changed what needs to be changed, the basic agreement remains the same.



a. The Cooperation Framework will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.

b. The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in the first paragraph of Annex B on the Basis of the Relationship.

c. Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the “General Convention”) or the Convention on the Privileges and Immunities of the Specialized Agencies (the “Specialized Agencies Convention”) to the Agencies’ property, funds, and assets and to their officials and experts on mission.

d. The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention. The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

e. Without prejudice to the generality of the foregoing, the Government shall insure or indemnify the Agencies from civil liability under the law of the country in respect of vehicles provided by the Agencies but under the control of or use by the Government.

f. Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement”.

g. Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.