



# **The Government of Tajikistan & United Nations Sustainable Development Cooperation Framework**

**2023-2026**

June 2022

## Declaration of commitment

The Government of Tajikistan and the United Nations are committed to working together to achieve country priorities:

- » The [National Development Strategy](#) (NDS 2030) and Mid-term Development Programme (MTDP);
- » The Sustainable Development Goals (SDGs) and nationalized targets;
- » The human rights commitments of Tajikistan and other agreed international and regional development goals and treaty obligations.

The UN Sustainable Development Cooperation Framework, herewith referred to as the Cooperation Framework, builds on the successes of our past cooperation. It represents a joint commitment to work together and with country partners for the achievement of Tajikistan priorities and the sustainable development agenda. The transformational changes from cooperation are expected to contribute toward sustainable economic growth and the creation of decent jobs, more effective and accountable public institutions and delivery of essential social services, and stronger social inclusion and resilience.

In signing hereafter, the cooperating partners endorse this Cooperation Framework and underscore their joint commitments toward the achievement of its results.

**Government of the Republic of Tajikistan**

**United Nations Country Team**

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**H.E. Mr. Kohir Rasulzoda**  
**Prime-Minister of the Republic of Tajikistan**

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**Ms. Sezin Sinanoglu**  
**UN Resident Coordinator in Tajikistan**

## Signatures

In witness thereof, the undersigned<sup>1</sup>, being duly authorized, have signed this Government of Tajikistan and United Nations Sustainable Development Cooperation Framework for the period 2023-2026 on 7 June 2022 in Dushanbe, underscoring their joint commitment to its priorities and cooperation results.

UN Agency	Name and Title	Signature
FAO	Mr. Oleg Guchgeldiyev, Representative	
IFAD	Mr. Mikael Kauttu, Country Director	
ILO	Ms. Olga Koulaeva, Director of ILO DWT and Country Office for Eastern Europe and Central Asia	
IOM	Ms. Cristina Tranca, Chief of Mission	
OHCHR	Mr. José María Aranaz, Chief of Americas, Europe and Central Asia Branch	
UNAIDS	Mr. Eamonn Murphy, Regional Director a.i., Regional Support Team for EECA	
UNCTAD	Ms. Sezin Sinanoglu, UN Resident Coordinator <i>on behalf</i> Ms. Isabelle Durant, UNCTAD Deputy General-Director	
UNDP	Mr. Lenni Montiel, Resident Representative	
UNDRR	Mr. Octavian Bivol, Chief, Regional Office for Europe and Central Asia	
UNECE	Mr. Dmitry Maryasin, Deputy Executive Secretary	
UNESCO	Mr. Genc Seiti, Director for External Relations	
UNFPA	Mr. Yu Yu, Country Director	
UNHCR	Mr. Mulugeta Zewdie, Representative	
UNICEF	Mr. Osama Makkawi, Representative	
UNIDO	Mr. Jacek Cukrowski, Chief of the Regional Coordination Division for Europe and Central Asia	
UNODC	Ms. Ashita Mittal, Regional Representative to Central Asia	
UNOPS	Mr. Moin Karim, Regional Director, Europe and Central Asia	
UNV	Ms. Rimma Sabayeva, UNV Regional Manager for Europe and CIS	
UN Women	Ms. Alia El-Yassir, Regional Director Europe and Central Asia	
WFP	Mr. Adham Musallam, Representative/Country Director	
WHO	Dr. Victor Olsavszky, Representative/Head of Country Office	

<sup>1</sup> UN system agencies in alphabetical order.

## Executive Summary

This Sustainable Development Cooperation Framework (CF) between the Government of Tajikistan (GoT) and the United Nations (UN) is anchored by country strategic priorities: The [National Development Strategy](#) and Mid-term Development Programme, the Sustainable Development Goals (SDGs) and nationalized targets<sup>2</sup>, the human rights commitments of Tajikistan and effective response and recovery from the COVID-19 pandemic

The national development vision calls for: ‘A steadily growing, competitive country that provides decent living standards and equal opportunities for each person to realize his or her potential based on equality, justice and respect for human dignity’.<sup>3</sup> With the NDS 2030, Tajikistan has made tangible progress toward achievement of the SDGs.<sup>4</sup> While poverty rates have fallen, the Tajikistan VNR highlights that 1 in 4 persons is vulnerable to multi-dimensional poverty.<sup>5</sup>

To respond, the CF is focused on reaching vulnerable groups to ensure they are not left behind. CF results will be achieved in broad partnership with civil society organizations (CSOs) and volunteer groups, non-governmental organizations (NGOs), the human rights institutions, academia, media, the private sector, and international partners. The Government of Tajikistan and the UN system have *mutual accountability* for the achievement of CF results.

There are three strategic priorities for cooperation and four expected outcomes.

Strategic Priorities	Outcomes
<b>Strategic Priority I.</b> <b>Inclusive human development</b>	<b>Outcome 1. Inclusive human development</b> By 2026, health, food security and nutrition, education and social protection systems and services are more effective, inclusive, gender-sensitive, and adequately financed
<b>Strategic Priority II.</b> <b>Shared, resilient prosperity and sustainable, climate-responsive development</b>	<b>Outcome 2. Sustainable, inclusive, and green economic growth</b> By 2026 public institutions and the private sector collaborate to implement innovative and gender-responsive policy frameworks and actions to green the economy and strengthen inclusion of vulnerable groups <b>Outcome 3. Integrated management of climate and environmental risk</b> By 2026, natural resources management is inclusive and sustainable with integrated policy frameworks and actions to enhance climate-change adaptation and livelihoods of vulnerable groups
<b>Strategic Priority III.</b> <b>People-centred governance and rule of law</b>	<b>Outcome 4. People-centred governance and rule of law</b> By 2026, governance is more inclusive, transparent and accountable, serving to protect human rights, empower women, and reduce violence and discrimination in alignment with the international commitments of Tajikistan

Cooperation aims to achieve a set of inter-connected and measurable changes at both institutional and community levels. These will support Tajikistan to secure improved living standards based upon

<sup>2</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>3</sup> NDS 2030, 8.

<sup>4</sup> Sachs, J. et al., 2020, The Sustainable Development Goals and COVID-19, Sustainable Development Report 2020.

<sup>5</sup> Government of Tajikistan, 2017, Voluntary National Review, 9.

sustainable economic development and equal opportunities for each person to realize his or her potential based on equality, justice and respect for human dignity<sup>6</sup>.

Mechanisms to deliver CF results involve:

- » A **CF Steering Committee (SC)** co-chaired by the Government and UN Resident Coordinator to provide strategic guidance and direction for overall implementation of the CF.
- » A **Programme Management Team (PMT)** to provide technical coordination of CF implementation. It monitors achievement of planned CF results and advises the SC and UNCT on opportunities and challenges in the evolving programme environment.
- » **Outcome Results Groups (RG)** comprising programme staff will ensure effective, coordinated implementation, monitoring, and reporting about the achievement CF outcomes.
- » **Joint Work Plans (JWP)** for outcomes showing detailed outputs, indicators, baselines, targets, means of verification, and assumptions and risks, including a common budget framework.
- » **Annual reviews** to enable the partners to adapt CF results and strategy and make course corrections that reflect changes in socio-economic conditions, and new, emerging priorities.
- » **One annual UN Country results report** describing actual outputs delivered against those in the JWP and *progress towards* the CF outcomes and to country priorities and related SDG targets.

Aligned with the expectations of people and the Government of Tajikistan, the UN system is committed to harnessing its comparative advantages and to work jointly and more effectively with country partners for the achievement of country priorities and the sustainable development agenda. Overcoming the structural challenges within each outcome will involve tangible capacity development, extending beyond training, to develop applied skills and support the scaling-up of good practices. More regular and substantive engagement *between* CF outcome results groups and donor coordination structures is essential for cross-sector coordination and to address funding and financing gaps.

The transformational changes from cooperation are expected to contribute toward sustainable economic growth and the creation of decent jobs, more effective and accountable public institutions and service delivery, and stronger social inclusion and resilience.

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<sup>6</sup> Tajikistan NDS, Tajikistan in 2030, 8.

# Table of Contents

Declaration of commitment.....	i
Signatures .....	ii
Executive Summary.....	iii
<b>1. Introduction .....</b>	<b>1</b>
Purpose of the Cooperation Framework .....	1
Structure of the Cooperation Framework .....	1
<b>2. Progress toward the 2030 Agenda.....</b>	<b>2</b>
2.1 Country context .....	2
2.2 Vulnerability.....	2
2.3 Opportunities .....	3
<b>3. Cooperation for country priorities.....</b>	<b>4</b>
3.1 From country analysis to CF priorities .....	4
3.2 Theory of change .....	4
3.3 Cooperation framework outcomes and partnerships .....	10
<b>4. Implementation plan .....</b>	<b>18</b>
4.1 Cooperation framework governance.....	18
4.2 Management structure .....	18
4.3 Resourcing the cooperation framework.....	19
4.4 Business operations in support of the cooperation framework.....	20
<b>5. Monitoring, evaluation and learning .....</b>	<b>21</b>
5.1 Monitoring .....	21
5.2 Annual performance review, reporting and evaluation .....	21
<b>Annex A. Results Framework .....</b>	<b>23</b>
<b>Annex B. CF outcomes and human rights commitments of Tajikistan .....</b>	<b>24</b>
<b>Annex C. Legal annex .....</b>	<b>25</b>
<b>Harmonized approach to cash transfers .....</b>	<b>257</b>

## Acronyms and Abbreviations

### National institutions

IED	Institute of Economy and Demography	MOA	Ministry of Agriculture
ACA	Agency for State Financial Control and Fight against Corruption	MOC	Ministry of Culture
AOF	Agency on Forestry	MEDT	Ministry of Economic Development and Trade
ALRI	Agency on Land Reclamation and Irrigation under the GoT	MOES	Ministry of Education and Science
ASP	Agency on Social Protection and Pensions	MOEWR	Ministry of Energy and Water Resources
COES	Committee on Emergency Situations and Civic Defense under the GoT	MFA	Ministry of Foreign Affairs
COEP	Committee for Environmental Protection under the GoT	MOF	Ministry of Finance
COFS	Committee for Food Security under the GoT	MHSP	Ministry of Health and Social Protection
SCISPM	State Committee on Investments and State Property Management	MINT	Ministry of Industry and New Technologies
		Mol	Ministry of Interior
COWFA	Committee on Women and Family Affairs under the GoT	MoJ	Ministry of Justice
GoT	Government of Tajikistan	MOLME	Ministry of Labour, Migration and Employment
LDC	Local Development Committee under the President of Tajikistan	MOT	Ministry of Transport
		MTDP	Mid-term Development Programme
		NBT	National Bank of Tajikistan
		NDS	National Development Strategy to 2030
		SSC	State Security Committee (Border management)
		TajStat	Agency of Statistics under the President of Tajikistan
		TDC	Tourism Development Committee under the GoT

### United Nations System

FAO	Food and Agriculture Organization		and Cultural Organization
IFAD	International Fund for Agricultural Development	UNFPA	United Nations Population Fund
ILO	International Labour Organization	UNHCR	United Nations High Commissioner for Refugees
IMF	International Monetary Fund	UNICEF	United Nations Children's Fund
IOM	International Organization for Migration	UNIDO	United Nations Industrial Development Organization
OHCHR	Office of the High Commissioner for Human Rights	UNODC	United Nations Office on Drugs and Crime
OMT	Operations management team	UNOPS	United Nations Office for Project Services
PMT	Programme management team	UNRC	United Nations Resident Coordinator
UNAIDS	Joint United Nations Programme on HIV/AIDS	UNSDG	United Nations Sustainable Development Group
UNCT	United Nations Country Team	UNV	United Nations Volunteers
UNCTAD	United Nations Conference on Trade and Development	UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme	WFP	World Food Programme
UNDRR	United Nations Office for Disaster Risk Reduction	WB	World Bank
UNECE	United Nations Economic Commission Europe	WHO	World Health Organization
UNESCO	United Nations Educational, Scientific		

### Other

ALMM	Active labour market measures	NCD	Non-communicable disease
CCA	UN system Common Country Analysis	NGO	Non-governmental organization
CF	Sustainable development cooperation framework	PFM	Public financial management
CO <sub>2</sub>	Carbon dioxide (Greenhouse gas)	PWD	Person with disabilities
CSO	Civil society organization	RG	CF outcome results group
DRR	Disaster risk reduction	SC	Steering committee for the CF
ECA	Eastern Europe and Central Asia region	SDGs	Sustainable development goals
ECD/ECE	Early childhood development/ education	SME	Small and medium enterprise/ agro-enterprise
FDI	Foreign direct investment	SOE	State-owned enterprise
GDP	Gross domestic product	TVET	Technical and vocational education and training
GEF	Global environment facility	UNFCCC	UN framework convention on climate change
GEWE	Gender equality and women's empowerment	UPR	Universal periodic review
GhG	Greenhouse gases	VNR	Voluntary national review of progress toward the SDGs
HDI	Human development index		
JWP	Joint work plan (for CF outcomes)	WASH	Water, sanitation and hygiene
ME	Monitoring and evaluation		
IHR	International health regulations		
IFI	International financial institution(s)		
MEA	Multilateral environmental agreement		

# 1. Introduction

## Purpose of the Cooperation Framework

1. This Sustainable Development Cooperation Framework (CF) between the Government of Tajikistan (GoT) and the United Nations (UN) system describes three strategic priorities and four cooperation outcomes and how they will contribute to country strategic priorities:
  - » The [National Development Strategy](#) (NDS 2030) and Mid-term Development Programme (MTDP);
  - » The Sustainable Development Goals (SDGs) and nationalized targets<sup>7</sup>;
  - » The human rights commitments of Tajikistan and other agreed international and regional development goals and treaty obligations<sup>8</sup>.
2. The Government of Tajikistan and the UN system have *mutual accountability* for the achievement of planned CF results. The CF joins the support of the UN system into a more coherent and effective whole. Based upon the *comparative advantages* of the UN system, it provides a platform for coordinated policy advice and advocacy and stronger delivery of development results.
3. This framework builds-upon the successes of previous cooperation between the Government and the UN system, including major lessons and recommendations<sup>9</sup>. It describes how the partners will work together to deliver results, including jointly managed coordination and implementation arrangements and effective progress monitoring and reporting.
4. CF results and strategies are focused on vulnerability and reaching out to vulnerable groups<sup>10</sup> to ensure they are not left behind. To do this, results will be achieved in broad partnership with civil society groups, NGOs, community groups, the human rights institutions, academia, media, the private sector, and international partners. Increased participation of these stakeholders and groups in CF implementation will contribute to better informed and sustainable policies, and more effective and accountable public institutions

## Structure of the Cooperation Framework

5. The CF contains five parts. Following this introduction:
  - » Part 2 describes the context for sustainable development and challenges that will influence the achievement of country priorities and the SDGs;
  - » Part 3 describes the CF priorities and outcomes and the theory of change for cooperation;
  - » Part 4 contains the implementation plan, including mechanisms and processes for CF governance and management; and
  - » Part 5 outlines the arrangements for monitoring, evaluation, and learning.

The results framework is provided in **Annex A**. Annex B offers a summary of major links between CF outcomes and the human rights commitments of Tajikistan. The standard legal annex for cooperation is in Annex C.

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<sup>7</sup> See: <https://sustainabledevelopment.un.org/post2015/transformingourworld>, <http://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>8</sup> In line with accepted recommendations of the Tajikistan UPR and other [human rights treaty bodies and mechanisms](#) and Multilateral Environmental Agreements (MEAs) ratified by [Tajikistan](#) at [InforRMEA](#)

<sup>9</sup> T. Novovic et al., Final Evaluation Report of the United Nations Development Assistance Framework 2016–2022 for Tajikistan.

<sup>10</sup> **Vulnerable groups:** Some groups of women\*, children from low-income and single parent households, persons with disabilities, rural communities in disadvantaged economic areas, people living in isolated rural communities, informal sector workers, seasonal migrants and their families, older persons, refugees, and asylum-seekers, and other key population groups at risk of being left behind. \*Amongst women: Older women, women in rural areas, women heads of households, women with disabilities, women in detention, women survivors of domestic and gender-based violence, women with HIV, stateless women, and refugee and asylum-seeking women.



## 2. Progress toward the 2030 Agenda

### 2.1 Country context<sup>11</sup>

6. Tajikistan is a lower middle-income and landlocked country of 9.5 million people in Central Asia. With the National Development Strategy (NDS-2030) Tajikistan has made substantial progress toward the achievement of the Sustainable Development Goals (SDGs)<sup>12</sup>. In the last 15 years, there has been a significant reduction of income poverty rate (SDG 1)<sup>13</sup> and progress toward SDG 4, with higher enrolment rates at primary and secondary school level. Other SDGs on track include access to clean water and sanitation (SDG 6), affordable and clean energy (SDG 7), and climate action (SDG 13)<sup>14</sup>. Progress has been relatively modest for SDG 3 (Good health and well-being), SDG 5 (Gender equality), and SDG 8 (Decent work and economic growth). SDGs that may not be achieved by 2030 are: SDG 2 (Zero hunger), SDG 5 (Gender equality), SDG 8 (Decent work and economic growth), SDG 9 (Industry, innovation and infrastructure) SDG 11 (Sustainable cities and communities), SDG 15 (Life on land), and SDG 16 (Peace, justice and strong institutions). There are indicators that indicate significant multiplier effects from actions to achieve SDG 2 (Zero hunger), SDG 4 (Quality education), SDG 8 (Decent work and economic growth), and SDG 6 (Clean water and sanitation)<sup>15</sup>.
7. The national development vision calls for: *'A steadily growing, competitive country that provides decent living standards and equal opportunities for each person to realize his or her potential based on equality, justice and respect for human dignity'*.<sup>16</sup> While poverty rates have fallen, Tajikistan remains the poorest country in Central Asia<sup>17</sup> and a child born today is expected to be only half as productive as she or he could be with good health and education.<sup>18</sup> The Tajikistan VNR highlights that 1 in 4 persons is vulnerable to multi-dimensional poverty.<sup>19</sup>
8. There are significant risks that could slow or reverse Tajikistan's path toward the realization of the SDGs. Climate change is expected to increase the magnitude and frequency of climate-related hazards and disasters such as flooding and drought. This threatens agricultural productivity and food security with the prospect of worsening poverty and vulnerability. The war in Ukraine and international sanctions against Russia may have major economic and social impacts for Tajikistan, including economic recession, unemployment and a decrease in remittances. Other longer term risks include the low-level of economic development, socio-economic disparities, and trans-boundary tensions and divisions between communities and states over access to natural resources, especially water. While the Tajikistan economy demonstrated great resilience to the COVID-19 pandemic, it aggravated structural vulnerabilities and inequalities. Ongoing negative effects include poor health and higher food prices and scarcity that will continue to threaten the poor and other vulnerable groups<sup>20</sup>.

### 2.2 Vulnerability

9. People at greatest risk of exclusion and being left behind: Some groups of women<sup>21</sup>, children from low-income and single parent households, persons with disabilities, rural communities in disadvantaged economic areas, people living in isolated rural communities, informal sector workers, seasonal migrants and their families, older persons, refugees, and asylum-seekers, and other key

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<sup>11</sup> UN, Common Country Analysis (CCA), DRAFT April 2021. Unless noted otherwise, all data are from the CCA.

<sup>12</sup> (1) Government of Tajikistan, 2017, Voluntary National Review. (2) Sachs, J. et al., 2020, The Sustainable Development Goals and COVID-19, Sustainable Development Report 2020.

<sup>13</sup> From 83 percent in 2013 to 26 percent in 2019. World Bank data, 2020.

<sup>14</sup> Status based on selected targets and SDG index. [<https://dashboards.sdgindex.org/profiles/TJK>]

<sup>15</sup> Technical consultations between the UN, government partners, CSOs and think tanks to assess the extent of SDGs interrelation, 2016 (unpublished).

<sup>16</sup> Government of Tajikistan, 2016, [National development strategy of the republic of Tajikistan](#) for the period up to 2030, 8.

<sup>17</sup> World Bank, 2020, [Poverty headcount ratio at national poverty lines](#) (% of population); [Poverty headcount ratio at \\$1.90 a day \(2011 PPP\)](#) (% of population). The number of people living in extreme poverty, or on less than \$1.90 per day, is unchanged for the past 15 years.

<sup>18</sup> World Bank, 2019, Early Childhood Education and Care: A Focused Review of Preschool Education in Tajikistan.

<sup>19</sup> Government of Tajikistan, 2017, Voluntary National Review, 9.

<sup>20</sup> World Bank, [ECA Economic Update, Fall 2021](#), 21, 127-128. See also: World Bank, [Vaccination, Jobs, and Social Assistance are All Key to Reducing Poverty in Central Asia](#) October 2021.

<sup>21</sup> Amongst women: Older women, women in rural areas, women heads of households, women with disabilities, women in detention, women survivors of domestic and gender-based violence, women with HIV, stateless women, and refugee and asylum-seeking women.

population groups. There are four main **drivers** of vulnerability and exclusion, amplified by the effects of the pandemic:

- » **Few decent, formal sector jobs:** Unemployment, low wages and informality are major determinants of vulnerability especially for women and young people. Creating opportunities for productive employment is important for inclusive economic development and can help to reduce outmigration and extremism.
- » **Under-investment in social services and social protection for the poorest and excluded:** Remittances cannot serve as the primary stop-gap for poor families and other vulnerable groups. Major new fiscal investments are needed in quality, inclusive, and affordable health, education, and social protection services, along with effective monitoring.
- » **Weaknesses in governance and rule of law:** Governing institutions must be re-oriented toward stronger horizontal coordination and service delivery with a focus on the poorest and excluded groups. This requires stronger public sector accountability systems and capacities, including public financial management and procurement, stronger NHRIs and more effective judicial and law enforcement practices, and robust mechanisms for civic participation.
- » **Degradation of natural resources, disasters, and pandemics:** These reduce resilience, threaten livelihoods and future economic diversification and growth. Fragmented responses to climate change and potential cross-boundary tension and conflict may aggravate risks with the prospect of worsening poverty and vulnerability

10. There are two key bottlenecks that impede more rapid progress toward the NDS, MTDP and SDGs:

(a) **Gender-based discrimination and exclusion** exists at many levels and traditional gender roles are still widespread and can be seen in a range of indicators including early marriage, low labour force participation, unequal access to land and assets, unpaid care work, gender-based violence (GBV), and limited representation on national and local councils. Women have a critical role to play in all the SDGs, and investing in expanded opportunities for women and girls and advancing their economic, legal and political empowerment is an 'enabler'.

(b) A lack of **reliable, disaggregated statistics** to gauge implementation of government policy and programmes for the NDS, MTDP and SDGs. Attention is needed to produce high quality disaggregated data with a focus on key SDG-related data gaps and vulnerable groups to track their inclusion and enjoyment of essential social services and economic support programmes.

## 2.3 Opportunities

11. The CCA and VNR highlight key opportunities:

- » **Invest in people:** The provision of quality, affordable and accessible services in education, health, social protection, water supply and sanitation are central to achieve the NDS goals and SDGs. More effective social services and spending will better protect vulnerable groups, reduce pressures for seasonal migration, and help to counteract extremism.
- » **Make economic growth inclusive:** Economic growth is driven by domestic consumption and remittances. Informality is a concern. Investment is needed in ICT infrastructure, digital skills, high technology adoption, and manufacturing growth. These can be enabled with greater private sector investment, improved economic governance, a transparent regulatory environment, and incentives for small and medium enterprises (SMEs).
- » **Sustainably manage natural resources:** Sustainable management of the country's natural resources will depend upon policy and regulatory change and capacity development for climate change adaptation and mitigation, more efficient use of ecosystem resources, especially water, effective disaster risk reduction and management.
- » **Enhance governance and rule of law:** More effective governance institutions are needed that are accountable and free from corruption. Embedding equality and non-discrimination in the legislative framework and ensuring freedoms of association and participation are central to enhance the fairness and legitimacy of laws and to build trust and social cohesion.

### 3. Cooperation for country priorities

#### 3.1 From country analysis to CF priorities

12. The CF strategic priorities and outcomes were informed by the Common Country Analysis (CCA)<sup>22</sup> and validated through structured consultation and dialogue with country and international partners. CF preparation began in mid 2021 with a review of **major country trends** working for and against the achievement of NDS priorities and the SDGs. The UN system identified key **working assumptions** for cooperation until 2030. Development challenges identified in the CCA were reviewed and prioritized to ensure a **cross-sector** and **multi-stakeholder approach** and to identify synergies and development solutions. **Top priorities** were identified and sharpened by review with country and international partners and to ensure alignment with the **comparative advantages** and positioning of the UN system. The final priorities, outcomes, and strategies were reviewed and validated in consultations involving 30 government ministries and departments, and representatives from 53 partner organizations from civil society, the private sector, and international organizations including IFIs.
13. The cooperation framework is led by country development goals outlined in the National Development Strategy (NDS 2030) and MTDP<sup>23</sup>, and including the Sustainable Development Goals (SDGs) and nationalized SDG targets and other international commitments. There are **three strategic priorities for cooperation and four expected outcomes**. In line with the 2030 Agenda for Sustainable Development, the priorities and outcomes are inter-connected. Partnerships are essential to make tangible, measurable contributions toward Tajikistan priorities and the SDGs. This approach in line with the five Ps of the 2030 Agenda: People, Prosperity, Planet, Peace and Partnerships.

Strategic Priorities	Outcomes
<b>Strategic Priority I. Inclusive human development</b>	<b>Outcome 1. Inclusive human development</b> By 2026, health, food security and nutrition, education and social protection systems and services are more effective, inclusive, gender-sensitive, and adequately financed
<b>Strategic Priority II. Shared, resilient prosperity and sustainable, climate-responsive development</b>	<b>Outcome 2. Sustainable, inclusive, and green economic growth</b> By 2026 public institutions and the private sector collaborate to implement innovative and gender-responsive policy frameworks and actions to green the economy and strengthen inclusion of vulnerable groups <b>Outcome 3. Integrated management of climate and environmental risk</b> By 2026, natural resources management is inclusive and sustainable with integrated policy frameworks and actions to enhance climate-change adaptation and livelihoods of vulnerable groups
<b>Strategic Priority III. People-centred governance and rule of law</b>	<b>Outcome 4. People-centred governance and rule of law</b> By 2026, governance is more inclusive, transparent and accountable, serving to protect human rights, empower women, and reduce violence and discrimination in alignment with the international commitments of Tajikistan

#### 3.2 Theory of change

14. The theory of change is based upon a causality framework for the SDGs: At the top (priority I) are people, enjoying minimum standards of well-being and equality of opportunity. This depends upon inclusive economic growth and shared prosperity, enabled by sustainable production and

<sup>22</sup> UN, CCA, *ibid*. See a summary of major gaps and challenges, based on the SDGs in Annex B.

<sup>23</sup> Tajikistan [National Development Strategy](#) (NDS-2030). There are three five-year Mid-term Development Programmes (MTDPs).

consumption, as well as effective management of natural resources and a decoupling of economic growth from environmental harm (priority II). Instrumental to all are stronger governance, rule of law and human rights (priority III)<sup>24</sup>.

15. Within this framework, cooperation aims to achieve a set of inter-connected and measurable changes that will support Tajikistan to secure improved living standards based upon sustainable economic development and equal opportunities for each person to realize his or her potential based on equality, justice and respect for human dignity<sup>25</sup>. To enable these changes, and in line with targeted SDGs, the UN system will support four main conditions (see box and ToC figure):

#### GoT and UN Cooperation Framework: Summary theory of change (ToC)

**By 2030**, secure improved living standards based upon sustainable economic development and equal opportunities for each person to realize his or her potential based on equality, justice and respect for human dignity

**By 2026, this will depend upon:**

- » Adequately financed and high quality, inclusive services in the areas of education, health care, social protection, water supply and sanitation
- » A stronger policy and regulatory environment and increased collaboration with the private sector to spur green, low-carbon development and the creation of decent jobs
- » Robust policy frameworks and actions to build resilience in environmental management, reduce disaster risks and advance the country's adaptation and mitigation targets
- » Pragmatic governance reforms to strengthen public administration and enable the government to engage more effectively with people to shape and deliver essential public services; this includes a whole of government approach to embed gender analysis and child rights considerations into decision-making and implementation with transformational policy and behavioural changes to end violence.

16. **Inclusive human development:** There are gaps in the quality and coverage of essential social services, especially in under-served rural areas and for vulnerable groups. The country is highly vulnerable to external economic shocks<sup>26</sup> and the COVID-19 pandemic has highlighted structural vulnerabilities and widening inequalities. Combined, these undermine prospects to achieve the NDS goals and SDGs for a growing, diversifying economy and a thriving, productive society. The provision of adequately financed and high quality, inclusive services in the areas of education, health care, social protection, water supply, sanitation and hygiene (WASH) are central for Tajikistan to achieve its NDS goals and related SDGs. Food security and malnutrition are major concerns that bridge economic and social policy and programmes. Cooperation strategy and results will emphasize the upstream and downstream linkages between higher quality, more inclusive and better financed social services and greener more sustainable economic growth (priority II) as a key enabling factor.
17. This approach will capitalize on Tajikistan's **demographic dividend**<sup>27</sup> and it will strengthen a virtuous cycle in which a healthy, more resilient population can better support, and benefit from, a shift to a more diversified, knowledge-based economy creating decent, formal sector jobs. More effective social services and spending will also better protect vulnerable groups and isolated rural communities. A two-fold approach to expand access to quality social services and economic opportunities and inclusion will reduce polarization and reduce pressures for outmigration. Matched with significant, quality investments in health, education and employment activation, especially for women, and family planning services, this can foster rapid, more inclusive economic growth and improve Tajikistan's human development indicators

<sup>24</sup> Adapted from: PBL Netherlands Environmental Assessment Agency, 2018.

<sup>25</sup> Tajikistan NDS, Tajikistan in 2030, 8.

<sup>26</sup> Report of MAPS mission in Tajikistan, November – December 2016. Internal document (unpublished).

<sup>27</sup> This is the boost to economic growth that occurs when there are more working age people relative to dependents, i.e. lower fertility rates and a declining dependency ratio. UN, CCA, *ibid*.

18. **Shared, resilient prosperity and sustainable, climate-responsive development:** The quality of growth since 2000 has not reduced income disparities nor has it done enough to create decent jobs and generate the fiscal space for investments in human capital. An estimated 500,000 working-age people, mostly men, leave the country every year to work overseas as temporary labour migrants.<sup>28</sup> Remittances account for an estimated 27 percent of GDP<sup>29</sup>. Economic growth is driven by domestic consumption and less by government or private investment. Informality remains a concern. The country is over-reliant on remittances, limited commodity exports (aluminium and cotton), and imports of food, fuel and consumer products. Future policies must focus on investments in ICT infrastructure and digital skills, high technology adoption, sustainability and effective climate change adaptation and mitigation. Weaknesses in manufacturing growth and deindustrialization must be countered through greater private sector investment, improved economic governance, a transparent regulatory environment including stronger labour standards, and incentives for small and medium enterprises (SMEs). These should promote greater economic participation by women at risk of being left behind and other vulnerable groups. Agriculture is a main source of livelihood, contributing about one-quarter of GDP: Inclusive, green and resilient growth must enhance small-holder productivity, enhance food security and increase farm incomes, with a more inclusive focus on women farmers.
19. **Sustainable management of the country's natural resources:** Sustainable economic growth and the health and wellness of the population are at risk from the degradation of water, air, forests, and agricultural land, and accelerated biodiversity loss. Tajikistan is disaster-prone and climate change is expected to cause an increase in the magnitude and frequency of climate-related hazards such as flooding and drought. This threatens agricultural productivity and food security and undermines resilience. Sustainable management of natural resources *will depend upon* policy and regulatory change and capacity development for climate change adaptation and mitigation, more efficient use of ecosystem resources, especially water. Effective disaster risk reduction, in line with the [Sendai Framework](#)<sup>30</sup> and National DRR Strategy, and increased community readiness to respond to disasters and emergencies are essential. This requires coordination mechanisms for 'horizontal' policy design and implementation, focused on the inter-actions between environment, energy, agriculture, and livelihoods, especially for rural communities and vulnerable groups.
20. **People-centered governance and rule of law:** Coherent, effective policy and budgetary responses to the challenges described above are slowed by governance and accountability systems. There has been a general trend towards reducing space for civil society and knowledge about human rights and due process amongst the population is low. This has eroded social cohesion and trust in institutions. More coherent and transparent governance is needed that is accountable and free from corruption. The performance of National Human Rights Institutions (NHRIs) can be strengthened to support the integration of equality and non-discrimination in the legislative framework and policy and programme work of sectoral ministries. Greater public participation in policy making is central to enhance the fairness and legitimacy of laws and to build trust and social cohesion. Public administration performance can be strengthened with a focus on policy innovation and experimentation and reforms to promote and reward merit and initiative. Issues related to inequality, injustice, and corruption lack regular and impartial institutional channels.
21. Enabling women and children to live lives free from discrimination and violence and to participate equally in decision-making are central to reaching the goals and targets of the NDS and SDGs. This change *depends upon* a whole of government approach to embed gender analysis and child rights considerations into institutional decision-making and implementation. The gaps between legislation and policy frameworks and the eradication of violence and discrimination against women and children are considerable, compounded by a lack of data about multiple vulnerabilities and corresponding measures across sectors.

<sup>28</sup> Asian Development Bank, December 2020, [Strengthening Support for Labor Migration in Tajikistan](#): Assessment and Recommendations.

<sup>29</sup> [World Bank data](#), 2020 in UN, CCA, *ibid*.

<sup>30</sup> The global [Sendai Framework](#) for Disaster Risk Reduction (2015-2030) and Government of Tajikistan National Strategy on DRR, 2019-2030.

22. There are important contributing links between outcome 4 and other outcomes: Stronger public accountability and oversight will strengthen decision-making, policy formulation and resource allocation for social services (*outcome 1*) and for green, resilient economic growth (*outcomes 2 and 3*). Support to implement and monitor accepted recommendations from human rights treaty bodies and mechanisms will help to embed international standards for rule of law and non-discrimination, and gender equality into institutional decision-making and performance. This will contribute to tangible changes for persons at risk of being left behind. The focus on stronger mechanisms for civic participation and more effective partnership with CSOs at local level will support dialogue, promote inclusion and build higher levels of trust in society.
23. Three themes are integrated in the theory of change and expected outcomes from cooperation:
- (a) **Resilience:** The CF will concentrate efforts on areas and vulnerable groups affected by conflict and insecurity. This will promote citizen participation in decision making, increased access to quality basic services, decent employment, sustainable use of natural resources, and increased preparedness for natural disasters.
- (b) **Gender mainstreaming:** As noted in the VNR, '*empowering women economically, politically and socially*' is essential for more inclusive development in Tajikistan<sup>31</sup>. Across all outcomes, the partners will identify and address gaps in legislative and institutional frameworks for gender equality and women's empowerment (GEWE). Under outcome 2, emphasis is placed on women's access to decent employment and incentives to reduce chronic informality. This will involve increased efforts by the UN system to strengthen the collection and use of gender-sensitive and sex disaggregated statistics and build stronger institutional capacities for gender analysis and gender-responsive programming and budgeting<sup>32</sup>. To do this, the UNCT and GoT will prepare a costed gender strategy and action plan for the CF, including support to the Agency on Statistics ([TajStat](#)) and other statistical bodies<sup>33</sup>.
- (c) Effective recovery from the **COVID-19 pandemic:** The pandemic has aggravated structural vulnerabilities and inequalities. While remittances have recovered, ongoing negative effects include poor health and higher food prices and scarcity that will continue to threaten the poor and other vulnerable groups<sup>34</sup>.
24. Strategic assumptions:
- (a) **Poverty and inequality:** While the economic recovery will continue, poverty and disparities affecting vulnerable groups and between rural and urban areas will remain and may worsen from the effects of the COVID-19 pandemic and emergence of new variants. As a landlocked state, ongoing global supply chain disruptions may have an outsized negative effect on economic growth, food shortages and rising food prices and fiscal supports for essential social services
- (b) **Human security challenges:** In addition to turmoil in Afghanistan and security threats to border areas there are ongoing tensions in Gorno-Badakhshan Autonomous Oblast (GBAO) and with the Kyrgyz Republic. These situations are dynamic and may impede essential services and prompt sudden large movements of refugees and internal population displacement

<sup>31</sup> Government of Tajikistan, 2017, Voluntary National Review, p. 24. (2) UN Women, [The economic costs of violence against women](#), 2016. Research shows that women exposed to violence are more often employed in casual and part-time work and earn about 60% less than women who are not. The cost of violence against women is estimated at around 2 per cent of global GDP, attributed to direct costs (health system, counselling, welfare, justice and police services) and indirect costs (lost wages, productivity and potential).

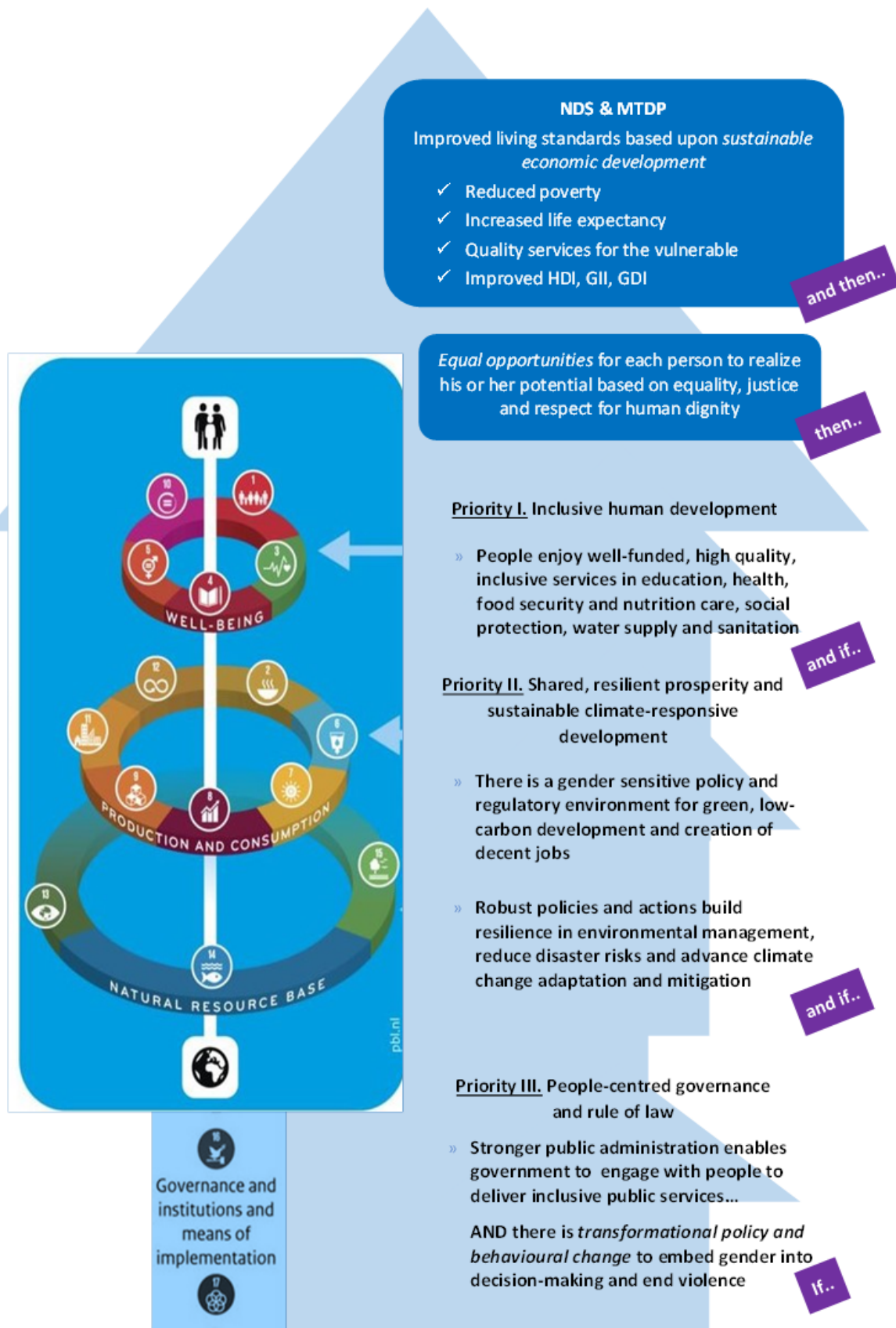
<sup>32</sup> For example: Inclusive labour market policies and codes for more female-friendly workplaces, addressing the gender gap in incomes.

<sup>33</sup> This is based upon findings, recommendations and the management response to the evaluation of the Tajikistan UNDAF, 2016-2022. The strategy will be aligned with the findings of the UNCT SWAP scorecard and the "Women and Men in Tajikistan" statistical publication.

<sup>34</sup> For the Central Asian Region, by the end of 2021, the pandemic is forecast to push an additional 4.3 million people below the upper middle income poverty line of \$5.50 a day. While poverty rates are projected to fall in Tajikistan, high inflation and vaccination constraints mean that the poor and vulnerable groups face threats from food and job insecurity. World Bank, [ECA Economic Update, Fall 2021](#) d 21, 127-128. See also: World Bank, [Vaccination, Jobs, and Social Assistance are All Key to Reducing Poverty in Central Asia](#) October 2021. Both the IMF and World Bank project real GDP growth of between 4 and 4.5 percent to 2026, on par with the Central Asian region. IMF, [World Economic Outlook](#) October 2021, 40, 116; World Bank ECA Economic Update, Fall 2021. 22.

(c) **The climate change and disaster nexus:** The negative effects of climate change and climate-related extreme weather events and disasters will increase and further widen disparities in income and access to basic social services, especially for vulnerable groups.

Figure. Theory of Change for the Cooperation Framework<sup>35</sup>



<sup>35</sup> Adapted from: PBL Netherlands Environmental Assessment Agency, 2018.



### 3.3 Cooperation framework outcomes and partnerships

#### Outcome 1. Inclusive human development

By 2026, health, food security and nutrition, education and social protection systems and services are more effective, inclusive, gender-sensitive, and adequately financed

25. The theory of change for this outcome is that efforts to secure the health and well-being of people in Tajikistan will depend upon increased more equitable investment in essential social services, including education, health care, WASH, food security and nutrition, and social protection. In turn, quality, affordable essential services will back-stop more resilient, secure livelihoods and stronger economic performance. Planning and financing decisions must evolve to consider heightened risks emerging from the COVID-19 pandemic and from knock-on economic and social disruptions, as well as ongoing disaster risks and risks from regional tensions and conflicts.
26. The UN system will offer models and policy solutions that support the government to a) *strengthen* the quality and coverage of essential social services, reaching out to vulnerable groups, b) maximise available fiscal space for more effective and efficient social sector spending, and c) strengthen civic engagement and participation for policy making and service delivery. This will increase resilience and complement strategy and expected results under outcome 1 by providing children, young people and other vulnerable groups with necessary social support to reach their full potential.
27. Cooperation will offer options and solutions that address **six important conditions for success**:
  - (a) **Social protection systems and mechanisms are strengthened to increase the coverage, quality and adequacy of social protection benefits and services and to increase inclusion of vulnerable groups.** In line with national strategies, social protection ministries and bodies at central and local levels will be supported to identify and assess the needs of vulnerable groups and to adapt strategies, plans and budgets and monitoring frameworks to be inclusive, gender-responsive, and evidence-based.
  - (b) **Education systems have new capabilities to increase access to quality and inclusive life-long-learning and skills for employability and resilience.** Connecting education with employability, the UN system will support policies and programmes for more inclusive and higher quality education that offers all children and young people the 21<sup>st</sup> century skills<sup>36</sup> for employment success in a diversifying economy and more robust formal labour market. This will depend upon stronger increased education system focus on the quality of teaching and learning, learning outcomes, and closer links between the education and training systems with the private sector employers and employer's organizations.
  - (c) **The health system is able to offer universal access to quality, affordable, risk-informed and integrated health and early childhood development services.** Strengthened health systems and health promotion require a renewed focus on quality assurance, improved financing and health information systems, improved technical capacities of health care professionals and the cost-effectiveness of medicines, vaccines and medical devices. Key health stakeholders will have enhanced capacities to undertake results based budgeting and fiscal space and costing analyses to improve efficiency of health and social protection spending. A focus on vulnerability and non-discrimination will be institutionalized in health policy and service standards. A foundation for health and wellness of young children (0 to 3yrs) is essential<sup>37</sup>. UN cooperation will focus on implementation, quality assurance, and performance monitoring to ensure the **quality and affordability of day cares and**

<sup>36</sup> 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](#), 2021; AES, [What are 21<sup>st</sup> century skills](#), 2021.

<sup>37</sup> Economic analysis of ECD investments show estimated future returns on investment, through higher productivity and wages, amounting between \$6 and \$17 per dollar invested in quality early childhood programmes. See: (1) Lancet Series [Advancing Early Childhood Development: from Science to Scale](#), 2016; (2) [Invest in Early Childhood Development: Reduce Deficits, Strengthen the Economy](#), and [There's more to gain by taking a comprehensive approach to ECD](#), J.J. Heckman at the [Heckman Equation](#), 2018; (3) UNICEF, [Evidence for ECD Investment](#), Dec 2015; (4) World Bank, [Investing in Early Childhood Development](#) 2015.

**kindergartens**, especially in under-served areas and to strengthen the early identification of developmental delays and appropriate education system responses

(d) Strengthened governance, planning, delivery and monitoring of equitable, safe, affordable and risk-informed WASH services. There are significant gaps in access to WASH services, especially in rural and conflict-affected areas and for vulnerable groups<sup>38</sup>. UN cooperation will strengthen institutional capacities to respond to demands for quality services, reduce fragmentation in governance structures, and enhance regulations and monitoring systems.

(e) **Stronger institutional capacities to provide food security of vulnerable groups and households and provide access to nutrition services and to adopt appropriate behaviours.** About 1 in 3 households are moderately or severely food insecure, and nearly 1 in 10 face severe food insecurity.<sup>39</sup> Malnutrition is significant and varied in forms with persistent undernutrition and micronutrient deficiencies as well as emerging overweight and obesity. It is estimated to cost 1 percent of GDP in economic losses annually<sup>40</sup>. Gaps exist in institutional capacities to ensure quality and coverage of nutrition services and adoption of appropriate nutrition practices among communities. UN cooperation will focus on strengthening capacities for evidence-based planning, budgeting, implementing and monitoring of nutrition services with quality and coverage and enabling adoption of appropriate nutrition and care practices among families and communities.

(f) **Increased community and CSO engagement in risk-informed policy-making and service delivery.** UN system efforts will strengthen community and CSO engagement in social service policies and programmes. This will strengthen fairness, build trust and social cohesion and help to lessen instances of gender-based discrimination and exclusion.

28. **Assumptions:** The theory of change depends upon four major assumptions that:

- (a) The Government allocates planned budget resources to the social sectors;
- (b) There is increasing political and policy recognition of the need to address discrimination, exclusion and vulnerability in social sector policies and programmes and to collect timely and reliable disaggregated data to understand those at risk of being left behind.
- (c) The economic outlook remains positive, including increased revenues and public financing to sustain service delivery vis-à-vis population growth; and
- (d) There is stability of supply chain mechanisms and systems.

## **Outcome 2. Sustainable, inclusive, and green economic growth**

By 2026, public institutions and the private sector collaborate to implement innovative and gender-responsive policy frameworks and actions to green the economy and strengthen inclusion of vulnerable groups

29. The theory of change for this outcome is that green and people-centered economic development requires evidence-based and risk-informed policy solutions and programmes that address structural weaknesses, promote sustainable food systems, and create green and decent formal sector jobs, while upholding international standards and practices. The UN system will support stimulus measures that will enable low-carbon development, spur business development, increase competitiveness and value chains, and strengthen cross-border cooperation and trade. The UN system will promote innovation with a focus on digital economy and entrepreneurship<sup>41</sup>. This includes stronger active labour market measures (ALMM), labour standards, and value-chains to enable job seekers including young men and women, labour migrants, and vulnerable groups to engage in productive and decent employment<sup>42</sup>.

<sup>38</sup> WASH standards and services are a concern at all levels, including hospitals and schools.

<sup>39</sup> Average for 2016-2018. The Regional Overview of Food Security and Nutrition in Europe and Central Asia, 2019.

<sup>40</sup> Tajikistan has the highest rate of malnutrition among the former Soviet republics Global Hunger Index.

[<https://www.globalhungerindex.org/tajikistan.html>]; UNICEF and World Bank, Nutrition situation analysis report, 2012.

<sup>41</sup> This will involve solutions to increase access to small business loans and business incubators.

<sup>42</sup> For example, high labour migration, mainly by men, partially explains their low participation rate and reduces incentives for female members of the same household to seek employment, UN CCA, *ibid*.

The UN system will support the government to engage with the Tajik diaspora and with professionals and entrepreneurs and to explore ways to encourage investment of remittances in productive small and medium enterprises (SME).

30. In border regions that are under-resourced, UN cooperation will concentrate on resilience-building measures. Skilling, employment and entrepreneurship initiatives will support areas and vulnerable groups that have been affected by conflict and help to prevent them from falling further behind. These efforts are complemented by climate and environment results under outcome 3 (below). They will contribute to more inclusive economic growth and effective pandemic recovery.
31. Cooperation will offer solutions that address **three important conditions for success**:
  - (a) New policy and regulatory solutions will **accelerate a structural economic transformation** that is people-centered and risk informed. These will focus on policies to advance the SDGs and to enhance cooperation with the private sector. Policy measures and programmes will be designed to promote sustainable and resilient economic growth and women's economic empowerment. Institutional capacities will be strengthened implement fiscal measures that promote innovation and R&D, especially for [sustainable consumption and production](#), trade facilitation and transport connectivity<sup>43</sup>, and green business practices. Targeted institutions and private sector companies are able to implement international standards related to environmental, social (including labour standards) and governance (ESG standards) and criteria. The government will be supported to develop a consolidated national instrument for ESG compliance and reporting<sup>44</sup>. This will enhance transparency for business leaders domestically and provide incentives for increased FDI.
  - (b) **Innovative solutions will be piloted and scaled**. These will focus on SMEs in high technology and green economy areas, increase business productivity and competitiveness, and strengthen value chains. Cooperation will introduce effective policies and programmes to strengthen food systems and enhance rural livelihoods, with emphasis on smallholders, women and young people<sup>45</sup>. The UN system will play an important role to ensure that gender and equity dimensions of small business development policies and incentives are tailored for women at risk of being left behind and other vulnerable groups.
  - (c) **The skilling system will be strengthened**, including formal, TVET and non-formal education and training to become more evidence-based, dynamic, market oriented and accessible to vulnerable and hard-to-employ groups, including some groups of women<sup>46</sup>, persons with disabilities and asylum seekers. Engagement with the private sector will ensure that training programmes and credentials respond to labour market needs and increase access to digital learning and technologies<sup>47</sup>. Building-upon past success with active labour market measures, the UN system offers unique support to Government and private sector partners to pilot innovative employment support measures to help vulnerable and hard-to-employ groups find decent jobs. This is complemented by a strengthened labour inspection system to promote and enforce labour standards and improve health and safety at work.
32. **Assumptions**: The theory of change depends upon five major assumptions that:
  - (a) The government is committed to promote inclusive and green economic development as stated in national strategies and programmes and follows-through with planned tax and regulatory reforms;
  - (b) The government will sustain and increase investments sustainable food systems;
  - (c) The government will engage with the private sector and provide them the necessary space to grow and improve competitiveness;

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<sup>43</sup> This is in line with the [Vienna Declaration on clean, safe and healthy transport](#), 2021. The declaration calls for a pan-European strategy to transform mobility towards zero emissions, ensuring health-promoting mobility, and building safe and efficient transport.

<sup>44</sup> This is based upon rationalization in the Tajikistan context of five main ESG frameworks: CDP, CDSB, GRI, IIRC, and SASB.

<sup>45</sup> This responds to the Agricultural Reform Programme (ARP) of the Republic of Tajikistan. The large share of rural population demands concerted efforts to strengthen food systems and increase farm incomes, focused on small-holders and especially female-headed households and their integration into regional value chains. Agricultural risks could lead to food insecurity, poor nutrition and worsened livelihoods of the rural population, especially women, young persons, and vulnerable groups.

<sup>46</sup> Older women, women in rural areas, women heads of households, women with disabilities, women in detention, women survivors of domestic and gender-based violence, women with HIV, stateless women, and refugee and asylum-seeking women.

<sup>47</sup> For example: AI, IoT, robotics technologies in industries, business incubators for high-tech start-ups

(d) There is increasing investment in digital infrastructure, especially for remote and underserved area, as a precondition for digital economy and more effective e-government;

(e) There is recognition of the need to address informality and better integrate women, young people and vulnerable groups into the formal labour market and the government will scale-up proven job creation and employment activation measures.

### **Outcome 3. Integrated management of climate and environmental risks**

By 2026, natural resources management is inclusive and sustainable with integrated policy frameworks and actions to enhance climate-change adaptation and livelihoods of vulnerable groups

33. The theory of change for this outcome is that human livelihoods and low carbon economic growth will be made more resilient, inclusive and sustainable by the design, implementation, and monitoring of robust policy frameworks that strengthen natural resource management practices and promote actions for climate change adaptation and mitigation. Economic losses from weather-related disasters vary from 0.4 to 1.3 percent of Tajikistan's GDP per year. Unsustainable management of natural resources is negatively impacting people's socio-economic security and putting vulnerable groups at greater risk of poverty and food insecurity<sup>48</sup>. Human induced climate change is contributing to rainfall variability and increasing temperatures, which are causing more frequent and intense droughts and storms. The degradation of water, air, forests, and agricultural land are accelerating the loss of biodiversity<sup>49</sup>. Competing demands for human use, agriculture and hydropower generation are a source of dispute and trans-boundary conflict between communities: Water is at the heart of regional security and stability. The country has limited adaptive capacity and there is limited analysis of the impacts of natural hazards and climate change on women and vulnerable groups. Vulnerability to disaster risks *underscores* the importance of links between inclusive and sustainable economic growth, more integrated policy-making, disaster-risks reduction, and sustainable resource management
34. These challenges and hazards do not adhere to administrative boundaries. Effective management for sustainable economic growth requires a functional, country-wide coordination mechanisms for 'horizontal' policy design and implementation among relevant institutions at all levels, focused on the inter-actions between environment, energy, agriculture, and livelihoods, especially for rural communities and vulnerable groups. Urgent action is required to promote low-emission land use and meet the country's adaptation and mitigation targets<sup>50</sup>. Trans-boundary concerns and climate risks must also be managed to reduce tensions over access to natural resources, especially water, and to introduce a conflict-sensitive perspective and approach. Integrated water resources management needs to be operationalized in line with the Water Sector Reform Programme and National Water Strategy.
35. Cooperation will offer options and solutions that address **four important conditions for success:**
- (a) **Policies, strategies and planning approaches are strengthened for more effective climate change adaptation and integrated natural resources management; solutions are needed that are innovative, gender-responsive and inclusive of young people.** Legal, policy, and regulatory frameworks and plans must be strengthened for effective environmental governance. This must be directed toward low-emission development and multi-sector resilience to climate change, in line with expected global commitments at the United Nations Climate Change Conference (COP26) and global environmental agreements (MEAs) ratified by Tajikistan<sup>51</sup>.

<sup>48</sup> Between 1992 and 2016, disasters caused by natural hazards and climate-related events led to GDP losses of roughly US\$1.8 billion, affecting almost 9 million people with disproportionate effects for vulnerable groups. UN, CCA, *ibid*.

<sup>49</sup> Existing programs and strategies to support biodiversity conservation and management of protected areas are insufficiently funded, initiatives are not well monitored, and updated data are lacking and not shared across sectors. [Report of the State of Environment in Tajikistan](#), 2018.

<sup>50</sup> For example, see: FAO, 2016, [National gender assessment](#) of agricultural and rural livelihoods. Tajikistan.

<sup>51</sup> This includes the [UNECE Convention](#) on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters and its Protocol on Pollutant Release and Transfer Registers.

(b) **National institutions have stronger capacities to analyse, implement and monitor environment and climate change policies.** The UN system will promote *system thinking and monitoring* beyond the traditional environment silo. This will integrate the country's nationally determined contributions and adaptation plans into other sector plans and strategies for green finance and economy, urban planning and housing, agriculture and land use planning. To reduce risks of local and trans-boundary conflicts over natural resources, the UN system will introduce conflict sensitive planning and consultation processes.

(c) **Communities and CSOs are engaged in planning, design and delivery of ecosystem-based interventions and models.** Solutions are needed for scaling-up at central and local levels for more effective use of natural resources and enhanced protection of biodiversity. This will involve the development of integrated, costed frameworks and related regulations for energy, air pollution, and waste management. UN cooperation will ensure these measures are evidence-based and gender-sensitive

(d) **Implementation mechanisms and monitoring systems are strengthened for effective emergency and disaster preparedness and response.** Cooperation will help to strengthen implementation of the National Disaster Risk Reduction Strategy (2019-2030), in line with the [Sendai Framework](#)<sup>52</sup> and International Health Regulations ([IHR](#)), reduce institutional fragmentation, and increase resilience in communities and schools. Institutional and community knowledge and capacities for policy implementation are limited<sup>53</sup>. UN cooperation will support efforts to shift disaster preparedness from the realm of policy and plan to implementation, with multi-stakeholder engagement of communities, particularly women, young people, CSOs and volunteer groups and the private sector in the planning and implementation of disaster risk reduction (DRR) strategies. Integrated, costed and data-informed<sup>54</sup> DRR plans will be supported in targeted regions and municipalities, including scenarios and planning to address largescale human displacement. This entails capacity development to analyze disaster risks and improve spatial planning and loss accounting to better prepare and respond to future climate-related hazards and natural disasters.

36. **Assumptions:** The theory of change depends upon three major assumptions that:

(a) Government will fully fund and implement approved strategies related to climate change adaptation and mitigation, green economy, energy efficiency, and reduction of GHG emissions, including compliance with international reporting and monitoring requirements and standards;

(b) Government adopts a horizontal policy approach for coordinated implementation beyond the environment ministries and bodies;

(c) Government will scale-up disaster risk reduction efforts across the country, in line with the National Disaster Risk Reduction Strategy national strategy and budget commitments.

#### **Outcome 4. People-centred governance and rule of law**

By 2026, governance is more inclusive, transparent and accountable, serving to protect human rights, empower women, and reduce violence and discrimination in alignment with the international commitments of Tajikistan

37. The theory of change for this outcome is that pragmatic governance reforms will strengthen accountability systems, including in public administration, the judiciary and law enforcement bodies, and human rights institutions. The UN system will advocate for and apply more flexible and responsive mechanisms to (1) strengthen horizontal, institutional coordination capacities, (2) enhance policy capacities throughout the MTDP policy cycle, including planning, budgeting, coordination, monitoring, reporting, and evaluation, (3) expand e-governance services, and (4) strengthen the role of CSOs in

<sup>52</sup> The global [Sendai Framework](#) for Disaster Risk Reduction (2015-2030) is organised around 7 global targets and 38 global indicators.

<sup>53</sup> At the local level with the support of the UN system and UNDP, eight municipalities and the City of Skopje and its municipalities have adopted climate change strategies with the aim to reduce local disaster risk and strengthen resilience to climate-related hazards and natural disasters. UNCT CCA, *ibid.*, Section 3.

<sup>54</sup> Refers to available evidence regarding disaster prone areas and communities.

different governance areas and sectors<sup>55</sup>. These will enable the government to engage more effectively with people to shape and deliver transparent, fair, and more gender-responsive policies, laws and public services, including in response to the current regional conflicts. These results are *pre-conditions* for the success of efforts under priorities I and II to diversify the economy, deliver quality inclusive essential services and better manage climate and environmental risks.

38. Concrete changes will include stronger strategic planning and public administration performance, including public financial management (PFM), increased regulatory and oversight capacities at central level, capacity development at municipal level for effective and inclusive analysis, decision-making, budgeting and execution.

The UN system will support Government and civil society partners to implement recommendations from human rights treaty bodies and mechanisms. This includes (1) Responsive policies, laws and public services, including to respond to the current COVID-19 pandemic and the situation of refugees, asylum seekers and migrants, and (2) Robust mechanisms for civic participation and to enable people, and vulnerable groups to voice their concerns, claim their rights in legal processes and to seek remedies for violations. This will help to increase social cohesions and trust in institutions

Efforts will also focus on leveraging technology to modernize public performance and support digital governance and increasing women's participation in political and economic decision-making. These will deter *discrimination* against women and vulnerable groups and promote greater inclusion in public services. UN system agencies will continue to support the government to collect SDG-related data and use it to strengthen the evidence base for policies and plans that are aligned with NDS, MTDP and SDGs.

39. Ending violence requires transformational change to address harmful social norms and re-balance power relations. This involves efforts to: (a) Identify and address gaps in legislative, institutional, programme and budgetary frameworks for gender equality and women's empowerment (GEWE) and for child rights and strengthen monitoring and compliance; (b) Strengthen the collection and use of gender-sensitive and sex disaggregated statistics; (c) Promote integrated approaches to policy and service delivery that capture how gender inequalities and deprivations for children are manifested for different groups and in different geographic areas; (d) Strengthen the participation of CSOs serving women, young people and vulnerable groups at national and local levels; and (e) Strengthen institutional mechanisms to implement of recommendations of UN human rights bodies and mechanisms.
40. To reduce risk of trans-boundary conflict and promote resilience and greater social cohesion the UN system will introduce and strengthen mechanisms that enhance civic participation and freedom of expression and respond to socio-economic and political exclusion. Efforts will draw upon shared values and heritage, build tolerance for dissenting voices, and promote the ability of vulnerable groups and young people to engage in local decision-making processes that concern access to resources. Efforts to prevent violent extremism, terrorism and organized crime will be supported in line with international standards, including in judiciary and penitentiary reforms.
41. Cooperation will offer options and solutions that address the following **conditions for success**:
  - (a) **Stronger capacities and frameworks for governance and rule of law that are gender-sensitive and non-discriminatory.** In line with international standards. Government institutions will have new capabilities to design and deliver quality and inclusive public services that are gender-sensitive and evidence-based, including independent monitoring and oversight. This includes responsive policies, laws and public services to address the ongoing COVID-19 pandemic and the situation of refugees, asylum seekers and migrants<sup>56</sup>. Efforts will also focus on technology adoption to modernize public

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<sup>55</sup> This is based upon findings, recommendations of the evaluation of the Tajikistan UNDAF, 2016-2022. 8, 72, 80.

<sup>56</sup> UN system advocacy and technical will support revision of the Law on Civil Registration as refugees, asylum seekers and stateless persons are excluded from the existing social protection services. No provisions were made for stateless persons in the National COVID-19 response plan. UN, CCA. Ibid.

administration performance<sup>57</sup> including public financial management (PFM), strengthen anti-corruption<sup>58</sup>, and support digital governance, as well as increasing women's participation in political and economic decision-making. Special efforts will be needed to ensure that vulnerable groups have ready access to digital services and platforms. Rights holders, especially from vulnerable groups, will have greater access to information and services, including free legal aid, providing opportunities to voice their concerns and to claim their rights in formal legal fora and processes and to seek remedies for violations.

**(b) Enhanced national and local capacities to develop, implement and monitor security, social cohesion and peacebuilding policies and legislation.** This change concerns the northern border area with the Kyrgyz Republic. The UN system will support increased resilience of border communities with innovative, local solutions to address immediate social and economic deprivations and to address conflict over resources including water and pasture. The UN system will work **across borders** to engage security ministries and bodies, international partners and CSOs to actively reduce tensions and divisions between communities and states and to support pragmatic new initiatives that contribute to intra-community and cross-border dialogue, trust-building and reconciliation. **Young people** have the potential to offer alternative voices for social cohesion in divided communities. To this end, a special focus will be placed on organizations serving young people and leaders who will be provided opportunities to develop new capacities to design and deliver peacebuilding programmes with their peers and to support education and employment initiatives that help to prevent violent extremism.

**(c) Communities, media and vulnerable groups enjoy new capacities and opportunities to monitor and participate in decision-making and address harmful social norms.** This 'demand-side' result will help to expand civic space with more opportunities for freedom of expression and participation in decision making. It will help to change mindsets and encouraging new behaviours among people to claim their rights to good government and quality services. New approaches to public consultations and citizen engagement will be piloted, with a focus on young people and reaching out to vulnerable groups. In targeted ministries and departments, civil servants will be able to demonstrate new skills<sup>59</sup> for evidence-based policy innovation, cross-sector collaboration, and public consultation.

**(d) Policy frameworks and services are strengthened to prevent and respond to human rights violations, violence against women and children and gender-based violence.** This result will support targeted institutions to develop and implement stronger accountability and monitoring mechanisms and referral systems to implement national policy frameworks at local level to address gender-based discrimination and prevent and respond to violence. CSOs working to address violence and discrimination have increased knowledge and capacity to recognize and respond to violence and the harmful social behaviours at its root (including organizations for men and boys). Women and girls and gender equality advocates have increased capacities and opportunities to lead, participate, and influence decision making processes at national and local level

42. Cooperation will link closely with efforts under priority I to strengthen the institutional conditions for more efficient, fair, and inclusive health, education and social protection systems, including multi-sectoral referrals to prevent and offer protection from gender-based violence and violence, abuse and exploitation of children.
43. **Assumptions:** The theory of change depends upon six major assumptions that:
- (a) Government adopts a national human rights strategy, in line with its international commitments and standards, particularly the national review report for Beijing 25;
  - (b) Government prioritizes a rule of law and human rights agenda and adopts a whole-of-government

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<sup>57</sup> For example: Public administration and civil service reforms to shift toward merit and performance-based employment in public service and a resilient, professional civil service

<sup>58</sup> This includes support to strengthen legislative frameworks, policies and strategies to address organized crime, counter illicit financial flows and money laundering, recover assets, and strengthen engagement with the Implementation Review Mechanism of the [UN Convention against Corruption](#) (UNCAC).

<sup>59</sup> See 6 characteristics of a '[high performing](#)' civil service M. Jarvis, Mowat Centre, School of Public Policy & Governance, University of Toronto, 2016.

approach for capacity development and implementation of accepted recommendations from the UPR and other human rights treaty bodies and mechanisms;

(c) Government provides adequate funding and authority for NHRIs and for programmes to end violence and there is commitment to implement gender marker and tracking systems in government finance and budgeting systems.

(d) Government creates political space for CSOs and the media to engage in public policy fora and decision-making.

(e) There is political will to fund and implement national policies and programmes to end violence

(f) There is government acceptance of recommendations from human rights treaty bodies and mechanisms and findings of the national review report for Beijing 25 create an enabling policy and fiscal environment

44. **Guiding programme principles:** Cooperation is guided by (1) Inclusion and equity to ‘leave no one behind’, (2) Human rights, gender equality and the empowerment of women (GEWE), (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 are a set of mutually reinforcing strategies for cooperation<sup>60</sup>:

- » **Cross-sector collaboration and coherent policy support:** The interconnected, complex nature of the CF priorities and outcomes requires cross-sectoral policy approaches and coordination between Government bodies, and dialogue to build consensus for shared priorities.
- » **Regional approach:** In line with the aims of the NDS and relevant regional frameworks the UN system will support Tajikistan to engage in regional initiatives that promote economic integration<sup>61</sup>, cross-border dialogue and trust-building and that reduce risks from border disputes and conflicts over resources. This includes platforms such as United Nations [Special Programme for Economies of Central Asia](#) (SPECA) to foster economic, trade, connectivity and environmental cooperation, and the [Vienna Programme of Action](#) for Least Developed Countries, Landlocked Developing Countries and Small Island Developing States.
- » **Implementation:** This will involve efforts to link policy to budget for implementation, with effective implementation at local level with local actors, involving them more effectively in monitoring, evaluation, and learning. The government and the UN system will support a culture of measurement, monitoring, evaluation, and learning with working mechanisms to monitor and manage for results and identify and address data gaps for country priorities and related SDGs.
- » **Civil society engagement:** Under all outcomes, the UN system will partner more consistently and strategically with civil society<sup>62</sup>. Civil society organizations (CSOs) including academia and volunteer groups perform a vital role to mobilize and strengthen public participation in policy making and the delivery of essential services.
- » **Private sector engagement:** The UN system will engage with the private sector, especially SMEs, to identify ‘shared value opportunities’ related to the SDGs, the NDS and MTDP. The UN system can support private sector to implement climate-sensitive practices that conform to international ESG standards and to engage with the national planning and state budget machinery.
- » **Young people’s participation:** Across all priorities and outcome, cooperation efforts must focus on giving young people (15-30 years), especially women and from vulnerable groups, a greater stake in country-wide development.

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<sup>60</sup> Including: Parliaments, the private sector, including private equity, international financial institutions, civil society organisations, media, universities, and independent research and policy institutions.

<sup>61</sup> NDS 2030, 2.2: Expand regional economic integration and development of up-to-date international transit infrastructure that can mitigate the effects of geographical remoteness of Tajikistan and improve the competitiveness of the national economy and its investment attractiveness

<sup>62</sup> This is based upon findings and recommendation 2 of the evaluation of the Tajikistan UNDAF, 2016-2022, 81.



- » **Digital connectivity and skills:** Anticipating future skills needs and applications across the priorities and outcomes to drive innovation opportunities for sustainable growth and inclusive society.

#### 4. Implementation plan

45. The Government and the UN system will employ cost-effective and coherent mechanisms to plan, finance, deliver, monitor and report on CF results and their expected contribution to country priorities and selected SDG targets. Overcoming structural challenges will involve (1) enhanced and more regular engagement with Government and CSO partners in CF work planning, implementation and monitoring, and (2) tangible capacity development to develop applied skills and support the scaling-up of good practices<sup>63</sup>. Development partner coordination to support Tajikistan to achieve the SDGs and increase financing for development is a key component of UN system cooperation. This is done through the [Development Coordination Council](#), currently chaired by the UNRC, bilateral partnerships and strategic dialogues. With coordinated planning, implementation, monitoring, reporting and evaluation, the SC and UNCT will ensure that agency-specific programming instruments are contributing to expected CF results, strategies and partnerships<sup>64</sup>.

##### 4.1 Cooperation framework governance

46. The programme will be nationally executed under the overall co-ordination of the Ministry of Economic Development and Trade. Government coordinating authorities for specific UN system agency programmes are noted in **Annex C**. Government Ministries, NGOs, INGOs, volunteer groups and UN system agencies will implement programme activities. The CF will be made operational through the development of joint work plan(s) (JWP)<sup>65</sup> and/or agency-specific 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. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed CF and signed joint or agency-specific 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 CF and joint or agency-specific work plans and/or project documents<sup>66</sup>.

##### 4.2 Management structure

47. The management structure and implementation arrangements enhance joint work and reduce duplication. Mechanisms to deliver CF results are:

- » A **CF Steering Committee** (SC) co-chaired by the MEDT and UN Resident Coordinator that provides strategic guidance and direction for overall implementation of the CF.
- » A **Programme Management Team** (PMT) to provide technical coordination of CF implementation. It monitors achievement of planned CF results and advises the SC and UNCT on opportunities and challenges in the evolving programme environment.
- » **Outcome Results Groups** (RG) to ensure a coherent UN system approach to implement, monitor and report on the expected CF results. The RGs promote complementarity and synergies and reduce overlaps and gaps within and across the CF outcomes. The RGs are chaired by a head of

<sup>63</sup> This is based upon findings, recommendations and the management response to the evaluation of the Tajikistan UNDAF, 2016-2022.

<sup>64</sup> The CF is the most important instrument for planning and implementation of UN development activities at country level. UN General Assembly, Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system. Resolution [A/RES/72/279](#) adopted on 31 May 2018.

<sup>65</sup> UNSDG, United Nations Sustainable Development Cooperation Framework, [Internal guidance](#), July 2020.

<sup>66</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.

UN system agency and comprise programme staff from all contributing UN system agencies. The RG prepares and monitors the rolling joint work plan (JWP) and it reports to the UNCT.

- » **Joint Work Plans (JWP)** for outcomes showing detailed outputs, indicators, baselines, targets, means of verification, and assumptions and risks, including a common budget framework.
- » **Annual reviews** for each CF outcome and a consolidated CF annual review. These enable the CF partners to review progress, identify lessons and constraints, and to adapt CF results and strategy with course corrections for greater effectiveness.
- » **One annual UN Country results report** describing actual outputs delivered against those in the JWP, and *contributions* toward the planned CF outcomes and to country priorities and related SDG targets.
- » A **United Nations Communication Group (UNCG)** to increase awareness and visibility of CF results. It pools communication expertise and resources and enhances joint communication.
- » **The Operations Management Team (OMT)** supports the achievement of planned CF results with cost-effective services for procurement, finance, human resources, logistics, ICT, and facility management.

48. **Other groups** include:

- (a) The **Gender Theme Group** that works to mainstream the gender equality commitments of Tajikistan during CF implementation, monitoring, and evaluation.

### 4.3 Resourcing the cooperation framework

49. Planned CF results will be costed as a part of the CF funding framework. The Government and UN system will develop a **CF Financing Framework** to expand partnerships and address any funding gaps for CF outcomes and wider SDG achievement<sup>67</sup>. The strategy will promote cost-sharing and stronger partnerships with the private sector, including individual donors and corporate partners, and new joint programmes. New sources of finance will be identified, including options for blended finance and influencing the policy environment to facilitate greater resource flows for SDG-related country priorities.
50. The Government will support efforts by the UN system to raise funds required to meet the needs of this CF. This includes: (a) Encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; (b) Endorsing UN system efforts to raise funds for the programme from other sources, including the private sector both internationally and in Tajikistan; and (c) Permitting contributions from individuals, corporations and foundations, which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.
51. The UN system agencies will provide support to the development and implementation of activities within the CF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies' support may be provided to Non-Governmental [and Civil Society] organizations as agreed within the framework of the individual work plans (WPs) and project documents.
52. Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized agencies, funds and programmes. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the CF. These budgets will be

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<sup>67</sup> This is based upon findings, recommendations and the management response to the evaluation of the Tajikistan UNDAF, 2016-2022. 53.

reviewed and further detailed in the work plans and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically worthwhile activities.

#### **4.4 Business operations in support of the cooperation framework**

53. The UN OMT will update and expand its Business Operations Strategy (BOS) to support achievement of CF results. It will explore new opportunities for *high impact* common services<sup>68</sup> to further harmonize business operations and increase cost-savings and efficiencies through economies of scale, collective bargaining with Long Term Agreements (LTAs).

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<sup>68</sup> [High Impact Common Services](#) as part of [BOS 2.0](#), UNDCO. The OMT will also explore opportunities for mutual recognition for local recruitment, gender responsive procurement, disability inclusion, and green energy services within the BOS

## 5. Monitoring, evaluation, and learning

54. Monitoring, reporting, evaluation, and learning (MEL) functions for the CF are based upon the expected CF results and indicators in the results framework (Annex A). Indicators for the CF are *measurable and* aligned with the indicator framework for the SDGs and with nationalised targets in the NDS other national plans. Performance information related to CF outcomes, outputs and indicators will be updated in UN INFO<sup>69</sup>. The **Common Country Analysis** will be updated on an annual basis to support the CF monitoring, review and reporting process. A data repository will be established to offer updated SDG related statistics.
55. Ownership and leadership by the SC is essential to create demand for CF performance information and use it to learn, manage and adjust CF strategy and resources for greater impact. MEL objectives:
- » Understand whether outputs are being achieved and the extent to which they are contributing to planned CF outcomes;
  - » Track the outcome indicators and gauge the plausible contribution of cooperation to changes;
  - » Monitor risks, identify constraints, lessons and good practices from ongoing implementation;
  - » Adapt results and strategies to respond to changes in socio-economic conditions and emerging priorities.

### 5.1 Monitoring

56. The SC and UNCT are responsible to gauge progress toward CF results. This is done on the basis of monitoring and reporting by outcome results groups against expected CF results and indicators described in JWPs and the monitoring, evaluation and learning (MEL) plan<sup>70</sup>. Major activities include: joint monitoring missions, regular outcome progress reviews with partners, annual CF reviews, and major studies and evaluations. These arrangements enable cooperation partners to track progress against expected results, including programme expenditure and resource mobilization, monitor risks, identify lessons, and adapt results and strategies to respond to changes in the programme environment. The UN system will update contingency plans to respond to disasters and emergencies.
57. Effective implementation and monitoring will depend upon disaggregated data and evidence. and vulnerable groups to track their inclusion and enjoyment of essential social services and economic support programmes. Monitoring will use official data provided by [TajStat](#) and the statistical bodies of line ministries, as well as administrative and programme-related data from cooperation partners.
58. TajStat and other statistical bodies will have support to identify and address major gaps in information and statistics for SDG-related indicators and for vulnerable groups and to generate and disseminate **high quality, disaggregated data**<sup>71</sup>, in accordance with international data standards. Activities supported by the UN system will be shown in JWPs for each outcome.

### 5.2 Annual performance review, reporting, and evaluation

59. There will be one annual CF results report based upon annual performance reviews<sup>72</sup>. Cooperation partners will be able to compare actual progress against expected results and understand the *contribution* of cooperation results to Tajikistan priorities and the SDGs. Reviews and reports will identify adjustments to cooperation results, strategy, and resources in order to respond to risks and the evolving programme context<sup>73</sup>.
60. Evaluation of the CF toward the end of 2025 will be organized by the SC and UNCT. It will be conducted by an independent external evaluation team and it will involve all CF partners and

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<sup>69</sup> [UN INFO](#) is an on-line planning, monitoring and reporting system to track how the UN system at the country level supports governments to deliver on the Sustainable Development Goals and the 2030 Agenda. It reflects the UN development system's effort to improve coherence, transparency and accountability.

<sup>70</sup> The MEL plan is a working document to support implementation of the CF. It is available separately.

<sup>71</sup> Disaggregated by income, sex, age, education level, ethnicity, migratory status, disability and geographic location

<sup>72</sup> The progress update will follow the UNSDG Standard Operational Format and Guidelines for Reporting Progress on the Cooperation Framework.

<sup>73</sup> To respond to emerging or unforeseen needs in the policy and programme environment, changes to planned results and strategies, *agreed* during annual performance reviews, are reflected in the updated CF Results Framework (Annex A) and/or Joint Work Plans (JWP). UNSDG, United Nations Sustainable Development Cooperation Framework, [Internal guidance](#), June 2019. 10.

stakeholders. The findings and recommendations from evaluations of UN system agency programmes will feed into the CF evaluation. It will be the basis to formulate of the next CF to 2030<sup>74</sup>.

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<sup>74</sup> The evaluation will assess the relevance of the CF outcomes, the effectiveness and efficiency of implementation by UN system agencies and partners, and the sustainability of results and their contribution to country priorities and related SDG targets. The United Nations Evaluation Group (UNEG), [Norms and Standards for Evaluation](#), 2016.

## **Annex A. Results Framework**

*See attached separately. The RF will be inserted for final version for signature*

## Annex B. CF outcomes and human rights commitments of Tajikistan

The following table summarises major linkages between CF outcomes and the human rights commitments of Tajikistan. This summary is based upon analysis of recommendations from Universal Periodic Review (UPR). This list is *not exhaustive*. The intent is to demonstrate the strong correlation between planned CF outcomes and critical UPR recommendations accepted by the Government.

RECOMMENDATION	HUMAN RIGHTS MECHANISM
<b>Outcome 1. Inclusive human development</b>	
<b>6.176</b> Continue to promote its successful social policies in order to improve the living standards of its people, particularly the most vulnerable groups of society (Bolivarian Republic of Venezuela);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.177</b> Improve the means of protecting people in situations of vulnerability or at risk of having access to the right to food (Algeria);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.178</b> Take further steps to improve the level of well-being and social protection of the population (Belarus);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.182</b> Consider increasing the budget allocation to the health sector, especially to maternal and child health-care services (Timor-Leste);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.183</b> Continue efforts to increase people's access to basic health care, particularly in rural areas (Bangladesh);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.187</b> Eliminate disparities in access to water and sanitation and address the needs of the most vulnerable groups (Finland);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.232</b> Improve access to social security for persons with disabilities (Malaysia);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>Outcome 2. Sustainable, inclusive, and green economic growth</b>	
<b>6.103</b> Continue to implement skills development programs to facilitate the economic participation of youth and women (Philippines);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.109</b> Continue to promote sustainable economic and social development and to improve people's living standards, so as to provide a solid foundation for people to enjoy human rights (China);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>Outcome 3. Integrated management of climate and environmental risk</b>	
<b>6.110</b> Strengthen the legal and public policy framework to ensure the implementation of the right to a healthy, clean, and sustainable environment (Costa Rica);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.112</b> Ensure the meaningful participation of women, children, persons with disabilities, and local communities in the development and implementation of climate change and disaster risk reduction frameworks (Fiji);	A/HRC/WG.6/39/L.7(UPR 2021)
<b>Outcome 4. People-centred governance and rule of law</b>	
<b>6.104</b> Intensify efforts to combat corruption (Poland)	A/HRC/WG.6/39/L.7(UPR 2021)
<b>6.143</b> Refrain from imposing restrictions on civil society and human rights defenders (Poland);	A/HRC/WG.6/39/L.7(UPR 2021)

## Annex C. Legal annex

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 Tajikistan and each UN organization supporting the country to deliver on the United Nations Sustainable Development Cooperation Framework (2023-2026).

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

Agency	Agreement
FAO	The Agreement for the establishment of an FAO Representation in the Republic of Tajikistan, concluded by FAO and the Government in May 2016, and extending the provisions of the 1947 Convention on the Privileges and Immunities of the Specialized Agencies to the FAO Representation in Tajikistan and FAO’s staff, funds, property and assets, and holding FAO harmless in respect of claims or liabilities arising from operations under this Agreement (except for where FAO and the Government agree that such claims or liabilities arise from gross negligence or willful misconduct).
IOM	A Cooperation Agreement concluded between the Government and IOM on 26 November 1993 <sup>75</sup> .
UNAIDS	The General UN Agreement between the Government and UNAIDS for the establishment of the UNAIDS Office in 2006.
UNDP	The Standard Basic Assistance Agreement (SBAA) signed between the Government and UNDP on 1 October 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.
UNESCO	The Government shall apply the provisions of the 1947 Convention on the Privileges and Immunities of the Specialized Agencies and its Annex IV relating to UNESCO. 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 UNESCO’s governing structures.
UNFPA	<i>Mutatis mutandis</i> the SBAA between the Government and UNDP applies.
UNHCR	A Country Co-operation Agreement concluded between the Government and UNHCR on 08 May 2003.
UNICEF	A Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 17 August, 1994.
UNIDO	The provisions of the Standard Basic Assistance Agreement between the United Nations Development Programme and the Government, signed and entered into force on 1 October 1993 shall be applied, <i>mutatis mutandis</i> , to all UNIDO projects and programmes in Tajikistan.

<sup>75</sup> This includes: (1) MoU between the Government of Tajikistan and IOM on Combating Trafficking in Persons, approved 31 January 2006.



Agency	Agreement
UNODC	<i>Mutatis mutandis</i> the SBAA between the Government and UNDP applies.
UNOPS	An Exchange of Letters concluded on 1 July 2019 between the Government and UNOPS, and accordingly the terms of the UNDP SBAA are applicable on a <i>mutatis mutandis</i> basis.
UNV	<i>Mutatis mutandis</i> the SBAA between the Government and UNDP applies.
UN WOMEN	The SBAA concluded between the Government and UNDP <i>mutatis mutandis</i> applies to the activities and personnel of UN WOMEN. 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 UN Women’s governing structures.
WFP	A Basic Agreement between the Government and WFP signed on 14 July 2003.
WHO	The Basic Agreement between the Government and WHO for the establishment of technical advisory cooperation relations, concluded in 1994.
For all UN system agencies including IFAD, ILO, OHCHR, UNCTAD, UNECE and UNDRR 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	

- 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 Government of Tajikistan.
- b. The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in paragraph 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.

## Harmonized Approach to Cash Transfers

- a. 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).
- b. **UNDP, UNFPA, UNICEF, and UN Women** use a harmonized approach to cash transfers (HACT). All cash transfers to an Implementing Partner are based on the Work Plans agreed between the Implementing Partner and the UN system agencies.
- c. Cash transfers for activities detailed in the joint work plans can be made by the UN system agencies using the following modalities:
  1. Cash transferred to the Government of Tajikistan for forwarding 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.
- d. 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.
- e. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities shall 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>76</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.
- f. 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.
- g. 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 within 14 days.
- h. 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 14 days.
- i. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third-party vendor.
- j. Where the UN system agencies provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.
- k. 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.

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<sup>76</sup> For the purposes of these clauses, 'the UN' includes the IFIs.

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.

- l. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the WPs only.
- m. 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, unless prescribed differently by agency requirements. 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.
- n. 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, unless prescribed differently by agency requirements.
- o. 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.
- p. 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.
- q. The audits will be commissioned by the UN system agencies and undertaken by third party audit services
- r. 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.