



**United Nations
Development Assistance Framework
(UNDAF)
for TURKMENISTAN
2010-2015**

Ashgabat, 15 August 2009

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Acronyms and Abbreviations

AIDS	Acquired Immunodeficiency Syndrome
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
IOM	International Organization for Migration
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
NGO	Non-Government Organization
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
SMART	Specific, Measurable, Achievable, Relevant, Timebound
TWG	Thematic Working Group
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNRCCA	United Nations Regional Centre for Preventive Diplomacy in Central Asia
WHO	World Health Organization

Glossary

Local Communities	Group of interacting people living in a shared geographical location
International Standards	Internationally recognized standards and good practices in different areas endorsed by global community through international conventions, agreements, declarations, guidelines, protocols and other international legal instruments
Inclusive Growth	The concept of “inclusive growth” recognizes that while overall progress of productive capacity is necessary and must be accelerated, particular attention must be placed on how growth distributes this productive capacity and how those that are being left farthest behind can be included in the process of growth
Geographic Information System (GIS)	A system that integrates hardware, software, geographic data and personnel, designed to be used for inputting, storing, searching, updating, processing and analyzing of information related to geographical location of objects. GIS technologies are designed to be used for mapping of census tracts, as well as for distribution of census results. GIS represents hardware and software packages designed for processing of spatially distributed information. GIS systems functionally expand the concept of databases, complementing them with the capacity of graphical data rendering and spatial data analysis through displaying the data on cartographical basis.

Executive Summary

The United Nations Development Assistance Framework (UNDAF) is the result of an ongoing consultative process intended to analyze how the United Nations can most effectively respond to Turkmenistan's national priorities and needs. It is guided by the goals and targets of the Millennium Declaration, which has been endorsed by the Government, as well as by Presidential Reform Agenda, the National Programme "The Strategy of Economic, Political and Cultural Development of Turkmenistan Until 2020" and other key national priorities. The UNDAF translates these into a common operational framework for development activities upon which individual United Nations organizations will formulate their actions for the period 2010-2015.

Underpinning the national competitiveness agenda with strengthened human development for all in Turkmenistan, four inter-related priority areas have emerged as particularly critical for United Nations support to the people and Government during this period. In all four, the United Nations will focus on a capacity development paradigm, especially in support of the Government's adoption, ratification and implementation of human rights treaty obligations, as well as greater exposure to human rights norms and values. Likewise, increased involvement of civil society with regard to policymaking processes will be promoted. The four priority areas are: (i) **Strengthening Democratization and Rule of Law**; (ii) **Strengthening Human Development to Achieve the MDGs**; (iii) **Improving Sustainable Development and Inclusive Growth**; and (iv) **Promoting Peace and Security**.

United Nations Agencies offer particularly comparative advantages with regard to achieving further tangible progress toward the Millennium Development Goals, drawing on their values, successful global knowledge base, best practices and lessons learnt; their strong normative mandate and track record in Turkmenistan; their neutrality; and their ability to encourage efficient coordination among donors.

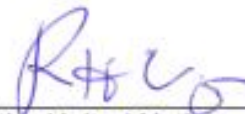
National Priority	UNDAF Outcome
Promoting democratic principles of governance and ensuring supremacy of law	By 2015, rights and freedoms in Turkmenistan are respected and guaranteed in accordance with international human rights standards as well as principles of democracy and the rule of law (MDGs 1, 2, 3, 4, 5, 6, 7)
Free education and a set of free state-guaranteed health services for all; sustainable natural growth; decreased mortality, especially infant mortality; increased life expectancy; social protection for citizens	By 2015, human resources developed to achieve sustained socioeconomic development (MDGs 2, 4, 5, 6)
A fast-growing, powerful State; socioeconomic development of world standards; high living standards of the population	By 2015, the system of environmentally sustainable economic management expands people's opportunities to participate in social and economic development, especially in rural areas (MDGs 1, 3, 7)
Combating of illicit drug trafficking and organized crime strengthened; border management improved; more effective preparedness and response to natural and manmade disasters	By 2015, peace and security in Turkmenistan, both on the national level, as well as on the level of regional cooperation, are ensured in accordance with international standards (MDGs 1, 3, 6, 7, 8)

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Turkmenistan stands at an historic juncture, facing a unique opportunity for its people to play a greater role in their own future, enjoying lives that are more prosperous and more filled with creativity and choice. Through the common outcomes and outputs identified in this United Nations Development Assistance Framework (UNDAF) for 2010-2015, the United Nations pledges to use this opportunity in support of national aspirations to ensure a future of human security for generations to come. We look forward to working closely with the Government and civil society, as well as our international partners, to support further development, upholding the principles of human rights and social, economic and political development among all people in Turkmenistan. In turn, this will enhance the impact of our development support in pursuit of the aspirations of the Millennium Declaration, the Millennium Development Goals and all other commitments of United Nations conventions, summit and human rights instruments.



For the Government of
Turkmenistan



For the United Nations System in
Turkmenistan



Date



Date

I. Introduction

Turkmenistan has witnessed numerous profound changes since early 2007, with the announcement by new President Gurbanguly Berdymukhamedov of a striking economic and social reform agenda. President Berdymukhamedov has pledged to build “a harmonious, inspired, humane and developed society” in Turkmenistan and to strengthen national capacity to cope with a fast-changing global environment, resulting in tangible improvements to people’s lives. Ultimately, the goal is to raise the living standards of people in Turkmenistan to the level of developed countries.

In an important signal of the desire to move forward with deeper change, Turkmenistan in September 2008 adopted a new version of its Constitution that devolved more powers to the *Medjlis* (Parliament), focused more attention on local self-governance, and highlighted economic development and market reform. Reforms have begun in education, social protection, investment in rural development, and oversight of public-sector finances and the fight against corruption, as well as in the adoption of a far more open foreign policy.

At the same time, Turkmenistan will need to continue efforts to enable its people to realize the full spectrum of their rights and develop their human potential. This second United Nations Development Framework (UNDAF) for Turkmenistan 2010-2015, at a time of extraordinary national transition, is critical to keep the country on track to achieve the Millennium Development Goals (MDGs) by 2015. At the same time, it will help to support the new reform agenda as well as the goals of the National Programme “The Strategy of Economic, Political and Cultural Development of Turkmenistan Until 2020” and other key national priorities.

Along with the fast pace of economic development in Turkmenistan, realization is growing that attention must increasingly be focused on investment in institution building and human resource development as the main pillars of sustainable growth.

Respect for human rights and democratic norms, while progressing, requires further strengthening.¹ In order to further develop democratic processes, it is necessary to increase opportunities for governance bodies, both on national and local levels. Further, oversight capacities of civil society and independent institutions such as the judiciary and the media continue to require much stronger development.

Women are guaranteed full political, economic, social and cultural rights and freedoms under domestic law and by Turkmenistan’s international obligations. Despite the fact that more women are holding decision-making government positions, and that the number of women in the total workforce is increasing, it is still necessary to assist women in developing their ability to find gainful employment, forge their labour market-oriented skills and ensure their access to economic development services.

To further support Turkmenistan’s efforts to become an even more modern and democratic State, the United Nations Country Team (UNCT),² in close cooperation with

¹ The United Nations High Commissioner for Human Rights visited the country for the first time in 2007. Turkmenistan also received the United Nations Special Rapporteur on Freedom of Religion in September 2008.

² The United Nations is represented in Turkmenistan by UNDP, UNICEF, UNHCR, UNFPA, UNODC and WHO, as well as by affiliated agencies such as the World Bank and IOM. Non-resident United Nations Agencies include UNESCO, UNIFEM, OHCHR, OCHA, FAO, UNEP and UNIDO.

the Government, non-resident United Nations Agencies and other partners, has prepared this UNDAF 2010-2015.

The UNDAF is an essential component of the United Nations programme for reform introduced by the Secretary-General in 1997. As a strategic planning framework for United Nations development operations and assistance at the country level, it provides a basis for increased collaboration, coherence and effectiveness of United Nations development cooperation activities. It also is a policy dialogue instrument to facilitate the development of partnerships among United Nations Agencies and between the United Nations, the Government, and other stakeholders, as well as donor agencies. In addition, the policy advisory services of the new United Nations Regional Centre for Preventive Diplomacy in Central Asia (UNRCCA) also can help to reflect a crucial regional viewpoint and underscore regional peace and security.

The UNDAF thus establishes a common strategic plan for the United Nations in Turkmenistan over the period 2010-2015; likewise, it is a collective, coherent and integrated response by the United Nations to national priorities. In particular, the United Nations was invited by the Government in 2007 to cooperate in implementation of its reform agenda in the areas of (i) human rights; (ii) education; (iii) local development and governance; (iv) electoral and constitutional reform; (v) Information and Communications Technology, and (vi) economic development. Important linkages and synergies exist among all six fields of action, and will be complemented by broader assistance in other areas.

The UNDAF also reflects the aspirations of not only the MDGs but also the commitments of the Millennium Declaration and international conferences, conventions and human rights instruments of the United Nations. In so doing, it focuses on four broad priority areas that support national priorities and encompass the shared values of the United Nations while respecting the diversity of Agencies' mandates. These are:

- **Strengthening Democratization and Rule of Law**
- **Strengthening Human Development to Achieve the MDGs**
- **Improving Sustainable Development and Inclusive Growth**
- **Promoting Peace and Security**

Thus, a clear strategic direction for the present framework sets out a vision for addressing key priority challenges, including disparities of opportunities and outcomes (among specific geographic areas and/or population groups); inclusive economic growth; improving the quality of social services; supporting decentralization aimed at building local ownership and capacity around the MDGs; and ensuring data-analysis-policy linkages. Crosscutting issues that underpin interventions in all priority areas include human rights, enhancing legal frameworks, data strengthening, conservation of national heritage, environment and climate change, and gender, age and diversity mainstreaming.

Overall, root causes of many of these priority issues can be traced to the need to improve the system of human rights protection, along with a need to continue to strengthen civil society and media participation; governance structures and capacities insufficiently adapted to the competitive challenges of a globalized world; human

resources development that can propel democratic, economic and social reforms; and a culture of unsustainable resource use.

The UNDAF document matured following a consultative, comprehensive and dynamic strategic priority-setting process. As part of this, the Joint Mid-Term Review of the UNDAF 2005-2009, held in May 2008, served to introduce the process of the UNDAF 2010-2015 to key stakeholders. At that meeting, the United Nations Resident Coordinator emphasized that the year 2007 had opened a welcome new chapter in the cooperation between the Government and the United Nations; he emphasized that it would be vital for the UNDAF 2010-2015 to respond optimally to the Government's reform agenda. The forthcoming UNDAF also further integrates activities not covered by the UNDAF 2005-2009 but that have become emerging national priorities; these include strategies for drug trafficking and control, border management, promotion of cross-border trade, and emergency preparedness and contingency planning.

In lieu of a full-fledged Common Country Assessment, given the number of comprehensive Government and independent analyses of Turkmenistan already existing, a United Nations Country Analysis was formulated. This document further underscored the need for additional United Nations support in the identified priority areas.

Four UNDAF Thematic Working Groups (TWGs) were established and tasked with further work in advance of a Design Workshop in June 2008. At the Design Workshop, an intensive process of consultations with Government partners was undertaken to further refine identified thematic outcomes. Consensus was produced by applying principles of Results Based Management for more relevant outcomes and outputs. Selection of common United Nations development issues, arising from the wide consultations on the design of the UNDAF, has been determined by the following criteria: (i) impact on national development and reduction of disparities; (ii) magnitude of the problem; and (iii) comparative advantage in addressing root causes.

It must be noted that the UNDAF is a flexible document, able to respond to Turkmenistan's rapidly evolving social, economic and political context. Individual United Nations Agencies will formulate their Country Programme Documents and Annual Work-plans for 2010-2015 to support and reinforce the UNDAF. Overall, the United Nations goal will be convergence and integration in planning, allowing it to be an active, coordinated and responsive partner with the people and Government of Turkmenistan, for maximum impact in line with international standards.

II. UNDAF Results

The UNCT recognizes capacity development in Turkmenistan is the fundamental starting point for promoting human development. Capacity development facilitates the ability of people, institutions and society in Turkmenistan to perform functions, solve problems, and set and achieve objectives. Employing a human rights-based approach, the United Nations thus aims at supporting human development by enhancing the capacities of both rights holders and of duty bearers, who have obligations to respect, protect, promote and fulfill these rights.

This long-term process of capacity development will focus on development outcomes and adequate human and financial resources and tools. In particular, it will support the

Government's adoption, ratification and implementation of human rights treaty obligations, as well as greater exposure to human rights norms and values.

Likewise, it will support the development of a legal framework in line with international standards for the broader set of national reforms to which it is linked, as well as providing a systematic measurement approach with the use of "best practice" indicators and available data analysis. It will be linked with Turkmenistan's overall need for decentralization, which is critical because many of the country's most urgent issues are most pronounced in rural areas. Thus, the capacity development paradigm will not only enable more informed choices and decisions at both organizational and individual levels but also will stress the importance of motivation as a driver of change.

Complementing the capacity development approach, the United Nations will work with its development partners to advocate for the safeguarding of socioeconomic rights and the improvement of services, particularly for disadvantaged groups of population. Key policy or legislative changes can have major implications for social protection and service delivery. The United Nations' key inputs will be to share international experiences with Turkmenistan and to support the country's access to international resources. Lastly, and crucially, the United Nations can offer support to develop systems to better aggregate and analyze data regarding service delivery, particularly to disadvantaged populations. Such data also can support cutting-edge studies aimed at identifying cost-effective methods of delivering services to all.

Greater support to decentralization – and ultimately local accountability – will help to foster job creation and an improved climate for investment and private sector development. A key challenge is to build an environment that allows Turkmenistan's disadvantaged to benefit from economic growth opportunities and ensure efficiently utilized, targeted spending on social development sectors like health and education. This will include developing capacity to plan, manage, implement and monitor local development programmes for improved service delivery and efficient use of resources.

Such capacity development efforts will focus on a wide range of sectors, including quality education, health care (encompassing maternal health, infant and child health and reproductive health), HIV/AIDS prevention and impact mitigation, social safety net programmes, and protection of the natural environment. Strategic rural and urban planning will facilitate the decentralization process while improving the quality of Government services, making them more demand-driven, equitable and accessible. At the heart of these efforts will be better protection of the rights of vulnerable groups, social sector reform, and gender-sensitive national policies to ensure gender mainstreaming in development planning.

These key strategies will be further refined during the UNDAF implementation through the coordination mechanisms discussed in Section V. Some may require collaborative or joint programming or funding. In all, they are expected to give rise to:

- Better balance between policy development and effective delivery
- Better balance between development of the centre and its institutions, and of the districts
- Clear geographic focus on rural areas
- Increasing empowerment of additional actors in Turkmenistan, including non-government organizations, women and youth, to contribute to the process

- Increasing commitment to social inclusion, particularly for women, young people and children, people with disabilities, refugees and other disadvantaged populations
- Stronger focus on UNDAF monitoring and evaluation mechanisms

The development outcomes to be achieved by the United Nations in the Turkmenistan UNDAF 2010-2015 are briefly described below. The complete Results and Resources Framework is detailed in Annex A.

2.1 Strengthening Democratization and Rule of Law

UNDAF Outcome 1	National Priorities	Relevant MDGs
By 2015, rights and freedoms in Turkmenistan are respected and guaranteed in accordance with international human rights standards as well as principles of democracy and the rule of law	Promoting democratic principles of governance and ensuring supremacy of law	MDG1: Eradicate extreme poverty and hunger MDG2: Achieve universal primary education MDG3: Promote gender equality and empower women MDG4: Reduce child mortality MDG5: Improve maternal health MDG6: Combat HIV, malaria and other diseases MDG7: Ensure environmental sustainability

The focus of Strengthening Democratization and Rule of Law is on solidifying democratic governance and the human rights agenda, as well as supporting further initiatives to consolidate a durable structure for democracy. Of prime importance will be the alignment of national legislation and its implementation mechanisms with the international human rights documents to which the country is a party. Likewise, more firmly establishing democratic institutions and practices will require the prevalence of active citizenship.

The United Nations will work closely with the Government and other partners to reinforce both State and individual capacities. Overall, the United Nations network will help to prioritize reform that protects human rights and facilitates more equitable governance and rule of law; communicates visions and actions through expanded transparency, accountability and access to information; develops a more independent, accessible judiciary and media; prompts greater civil society participation; and reduces regional disparities. This human rights-based approach will include support to creating the knowledge, skills and values to better protect human rights. It also will prominently situate women, children, youth and disadvantaged groups as key players in a new social contract that provides additional space for meaningful public participation in development.

Based on these essential elements, the UNDAF identifies two strategic focus areas as Agency Outcomes under this UNDAF Outcome. The first is developing capacity to protect and promote rights and freedoms in Turkmenistan. OHCHR, UNDP, UNESCO, UNFPA, UNHCR and UNICEF will be key Agencies in this regard.

Focus in this area will be on supporting the Government to integrate human rights principles, harmonized with international standards, into national legislation following analysis and review of legislation, as well as by providing support in drafting of new laws and legal acts. Government institutions, the judiciary, including the juvenile justice system, and civil society all will benefit from increased capacity to regularly implement and monitor human rights standards across the country, including recommendations made by United Nations human rights mechanisms. In particular, equality between women and men, and empowerment of women, will be supported under strengthened national human rights protection systems and mechanisms; educational institutions at all levels will be encouraged to integrate human rights issues into their curricula. Duty bearers and rights holders will also be made more aware of human rights and legal issues via an enhanced role for the mass media and expanded access to information.

The second strategic focus area is for State organizations and institutions to integrate principles of good governance and rule of law into national policies, legislation and decision-making mechanisms. The United Nations Agencies that will play a central role in this area are OHCHR, UNDESA, UNDP, UNESCO, UNFPA, UNHCR, UNICEF and UNECE. National, regional and local levels of government will be supported to formulate institutional frameworks, improve legislation and enhance technical capacities to manage more effective delivery of public services. In particular, Agencies will support the Government's efforts to ensure that State, public and private institutions have full access to statistical data aligned with international standards. Government capacities for initiating and carrying out civil service reforms will be developed for a more effective and efficient public sector. This can address such critical issues as overlapping of functions between Ministries, and between central and local governments, as well as promoting accountability and transparency.

In the judicial branch, representatives of the judiciary, bar associations, interior affairs departments and prosecutors' offices will be supported to use strengthened professional skills to practice a better understanding of legal issues. The United Nations likewise will promote efforts to ensure that people receive improved justice service delivery and access to justice through fair case procedures aligned with principles for due process. Lastly, the United Nations will assist Turkmenistan's participation in the information revolution through the expanded usage of ICTs for development in Government, public and private institutions.

As a whole, the United Nations has several comparative advantages in supporting Turkmenistan in its efforts to strengthen people's participation and promote democratic governance. In addition to embodying normative processes to strengthen democracy, operational activities of all Agencies emphasize that democracy, development and respect for all human rights and fundamental freedoms are interdependent and mutually reinforcing. In particular, the United Nations' capacity development paradigm proves useful, moving beyond a singular focus on training to address broader questions of institutional change, leadership, empowerment and public participation.

The organization's solid track record in the human rights based approach also complements and enriches the focus on human development by promoting consistent application of international standards and implementation of specific human rights conventions. The United Nations' impartiality will be buttressed by its experience in Turkmenistan of supporting improved local self-government for sustainable human development, and by its exposure of the country to international best practices. Finally, it can effectively link ICT strategies to the broader challenges of economic and social development in sectors as diverse as education, economic analysis, statistics, energy and environment.

National partners are expected to include Medjlis, ministries and state institutions, law-enforcement agencies and judiciary, non-government organizations, local executive authorities and local self-governance bodies.

2.2 Strengthening Human Development to Achieve the MDGs

UNDAF Outcome 2	National Priorities	Relevant MDGs
By 2015, human resources developed to achieve sustained socioeconomic development	Free education and a set of free state-guaranteed health services for all; sustainable natural growth; decreased mortality, especially infant mortality; increased life expectancy; social protection for citizens	MDG2: Achieve universal primary education MDG4: Reduce child mortality MDG5: Improve maternal health MDG6: Combat HIV, malaria and other diseases

A key priority for Turkmenistan in the coming years will be to balance the disciplined policies needed to ensure continued economic growth with the social policies required to protect the most vulnerable groups in society. A fully educated society that has unimpeded access to quality health services will be more productive and more competitive in the global marketplace.

The United Nations will focus on translating policy into delivery of integrated quality education, health, nutrition, HIV/AIDS, water and sanitation, and social protection services at the provincial, district and local levels, particularly in rural areas and for vulnerable groups. Central to the success of such interventions will be support for participatory planning and community involvement. Access to quality social services for all people, as well as inter-sectoral collaboration will be emphasized.

Education and public information of internationally accepted quality that provide knowledge and life skills in a world of accelerating globalization are particular priorities for Turkmenistan. Significant policy changes and education system reforms have already been implemented since 2007. Large-scale construction of education, sports and cultural facilities is underway.

Also critical are continuing health, nutrition and reproductive health challenges, prominently including the need for strengthened primary health care, especially in rural areas. Health policies and procedures require further reform, even as hospital

construction is emphasized. Further declines in infant and child mortality are necessary to overcome differences related to region and sex; for example, under-5 mortality varies by velayat and is higher among boys than among girls. This will require improving the knowledge and skills of health workers as well as knowledge of parents of important child caring practices, and improving access to quality health care services and medicines.

Prevention, care and treatment of HIV and AIDS remains a priority direction for development, given the facts of injection drug use among young people, as well as the necessity to raise awareness among adolescents about ways of preventing HIV infection. In recent years, Turkmenistan has made progress in addressing malnutrition. This progress needs to be accelerated in order to achieve the relevant MDGs.

Three strategic focus areas will represent specific Agency Outcomes under this UNDAF Outcome. The first is that more people, with a focus on children and women in rural areas, receive quality primary health care services from national and local authorities in accordance with international standards. Agencies concerned with this area will be UNAIDS, UNFPA, UNICEF, WHO, UNDP, UNODC, UNHCR and UNIFEM. The Government will be supported to revise and approve the standard scope and content of the package of services for primary health care, with priority focus on vulnerable groups. At the same time, United Nations assistance will help to develop capacities of primary health care institutions to better deliver this basic set of services.

The United Nations also will support Government authorities to develop and implement evidence-based policies, guidelines, protocols and primary health care programmes. Special emphasis will be given to introduction of quality assurance and control systems. The United Nations will also promote efforts for all national and local agencies, including health providers, managers and institutions, to have adequate capacity to respond more effectively to HIV and AIDS. Women, men, youth and children, including those most at risk, need expanded access to quality HIV-related information, services, treatment and care.

The second focus area will be to support national and local authorities to create equal opportunities for all to receive continuous quality education at all levels, with priority on preschool and secondary education and a special emphasis on vulnerable children. Receiving quality secondary and higher professional education also remains a priority and an important area. Spearheading this effort will be UNICEF, UNDP, UNHCR, UNESCO and UNFPA. Quality preschool education and rearing will be emphasized for children of preschool age, particularly in rural areas and vulnerable groups, while families of all school-age children will be supported to increase their involvement in quality comprehensive education and rearing. Agencies will focus on helping the Government to develop and implement a strategic plan in the education sector for strengthening professional skills and retraining of staff, as well as to develop standards and procedures for mainstreaming disadvantaged children.

Lastly, the third focus area will be for Agencies including UNDP, UNFPA, UNICEF, UNHCR, UNIFEM and WHO to help ensure that vulnerable groups of the population are integrated into comprehensive socioeconomic national and local policymaking. In this regard, national authorities will be supported to strengthen legislative and institutional frameworks for social protection to ensure extensive and effective social protection

mechanisms. Likewise, local executive authorities, local self-governing bodies and communities will be assisted to practice stronger delivery of social services to vulnerable groups, again through capacity development and exposure to international best practices.

The United Nations' comparative advantages lie largely in its long experience of supporting improvements in basic services in Turkmenistan, focusing on its core comparative advantage with regard to capacity development. In the high-priority area of education, it has adopted an integrated approach and not only can promote children's and girls' rights, but also can support development of life skills and livelihoods to bring the country to par with international standards. In the health sector, this is complemented by multifaceted strengths and in particular the multi-sectoral response needed to HIV, including in proposal development and grant implementation.

In addition, the United Nations is able to bring technical assistance for developing policies, guidelines and training modules at all levels. It is, for example, well-placed to provide guidance on reducing maternal mortality, both in the formulation of relevant strategies and in leveraging financial resources and partnerships. The United Nations also has extensive experience in promoting and integrating a holistic approach to reproductive health and rights. In all areas, international best practices and external expertise will continue to form a major component of assistance.

National partners in this area are expected to include Medjlis, ministries and state institutions, law-enforcement agencies and judiciary, non-government organizations, local executive authorities and local self-governance bodies.

2.3 Improving Sustainable Development and Inclusive Growth

UNDAF Outcome 3	National Priorities	Relevant MDGs
By 2015, the system of environmentally sustainable economic management expands people's opportunities to participate in social and economic development, especially in rural areas	A fast-growing, powerful State; socioeconomic development of world standards; high living standards of the population	MDG1: Eradicate extreme poverty and hunger MDG3: Promote gender equality and empower women MDG7: Ensure environmental sustainability

The main export commodities of Turkmenistan are energy supplies – natural gas and oil products. The country also remains a large cotton producer. Nonetheless, as previously noted, improving standards of living for all in Turkmenistan remains a major challenge, particularly in rural areas and for disadvantaged populations. Overall, economic policies have a differentiated outcome on the living standards of the urban and rural populations, given that most technological, intellectual and human resources are concentrated in urban areas.

The majority of industry in Turkmenistan is state-owned. However, the National Programme 2020 envisages in the coming decade to increase the share of the private

sector up to 70 percent of GDP. Amid this political will, tendencies are still to solve private sector issues through traditional administrative decisions. In addition, there is a need to improve legislative basis and strengthen institutional capacity of private sector in order to expand access to micro-credits and micro-financing services. The private sector needs analytical elaborations in order to make constructive and timely decisions, as well as to increase its participation in improvement of national legislation in accordance with international best practices.

Key issues inhibiting sustainable economic growth include a need for a strengthened enabling environment to better underpin development of small and medium enterprises, as well as a need for advanced entrepreneurial skills, knowledge and technology aligned with market demands. These constitute the main tools for maintaining employment and promoting job creation. Even so, small and medium enterprise operations marginally remain subject to national plans and production resources are largely distributed by the State. The Government is looking for ways of addressing the special needs of young people through a programme of youth employment. All these issues will be subject to monitoring through specialized statistical surveys throughout the UNDAF implementation period.

Sustainable development and inclusive growth in Turkmenistan is connected to implementation of economic reforms alongside with legal reforms. National legislation will be modified and improved, and new economic laws will be adopted. These issues will also be subject to monitoring throughout the UNDAF implementation.

Turkmenistan recognizes that its ability to ensure food security is linked to environmental issues, themselves largely the outcome of past emphasis on intensive agriculture and industrial development. While progress has been made, challenges revolve around water availability (especially during low-water periods), land degradation and desertification; pollution of groundwater and surface water sources; and biodiversity loss from industrial and agricultural development and overexploitation of natural resources. Consequences of the reduction of the Aral Sea area remain profound.

Turkmenistan's economy also produces high greenhouse gas (GHG) emissions, in large part because of the heavily prevalent energy, manufacturing and transport sectors, inefficient and obsolete equipment, and lack of incentives for energy saving or use of alternative energy.

In response to these environmental issues, the United Nations will prioritize the human security linkages between climate change, environmental degradation and access to basic health services. Under the UNDAF, it will promote sustainable agricultural and water policies, assist in strengthening institutional capacity for designing and enforcing sustainable land use and forestry management practices, and support reform of environmental legislation. In particular, Agencies will seek to integrate environment into development and economic sectors of the country; to better link agricultural policies with climate change and adaptation concerns; and to support a move toward integrated water resource management principles, which will help streamline and enhance water management capacities at all levels.

Agency Outcomes under this UNDAF Outcome are represented by three strategic focus areas, of which the first is that Government develops and implements policies to achieve inclusive growth and equality for all women and men. Taking the lead will be UNDP,

UNFPA, UNICEF, UNESCO, UNIFEM and UNECE. The Government will be supported to formulate and apply pro-poor macroeconomic policies, public financing strategies and national programmes to promote inclusive growth and employment, and increase economic, gender and social equalities. Both national and local authorities will be empowered to exercise enhanced capacities to plan, monitor, report and evaluate national development priorities; similarly, strengthened State and non-State institutions will empower marginalized groups by implementing more effective policies and mechanisms.

With regard to the private sector, the United Nations will assist in development of policies, strategies and partnerships that create an enabling environment for effective market development. In addition, national stakeholders will be supported to more effectively participate in global and regional agreements on trade, intellectual property and investment. Conducting and dissemination of research and analysis of practical relevance by Government and policy institutions, also will receive further United Nations assistance. Lastly, national authorities will be empowered to better operationalize the human security approach through development and application of relevant tools and methodologies in national development planning and implementation processes.

The second strategic focus area is that environmentally sustainable use of natural resources contributes to the effectiveness of economic processes and increased quality of life. UNDP, UNEP, UNFPA, UNESCO, WHO and UNECE will work to strengthen the capacity of national authorities to better plan, manage and monitor the environmental sector, using an enhanced monitoring system and internationally aligned legislative basis that will enable the mainstreaming of environmental issues into all national priorities. Local communities will be supported to contribute to and benefit from environmentally sustainable socioeconomic opportunities through a strengthened protected areas system, establishment of a national park network, and cooperation with international conservation systems. With regard to environmental education, education sector institutions will be supported with the tools to improve and implement internationally aligned relevant environmental educational programmes. Turning to energy issues, the Government will be assisted in developing and implementing key priorities for a national strategy for energy efficiency to introduce energy-saving technologies and the use of renewable energy sources. Lastly, stronger urban water management by national and local authorities will complement safe urban ecology and improved waste disposal practices.

Given the importance of adaptation of Turkmenistan's economy to climate change, the third and final strategic Agency Outcome in this area is national development planners integrate adaptation and preparedness of economic development sectors to climate change into development plans and management. This will be supported by UNDP, UNEP, UNESCO, WHO, UNECE and FAO, all of which will help to ensure that the Government formulates and implements a strategy for adaptation of the main economic sectors to climate change, with key areas identified. In particular, support will be provided to enable Turkmenistan to access carbon financing opportunities through the Clean Development Mechanism.

An established forecasting system will help national authorities to exercise better food security planning, while national stakeholders and local communities will apply strengthened capacities and best practices on sustainable land and forest resources management, taking into account the global climate change context. On the critical

issue of water, national authorities will be supported to develop and launch integrated water resource management at both national and local levels.

Drawing on its global experience in transitional situations, its normative values and its knowledge base, the United Nations is well-placed to contribute to sustainable development and inclusive growth in a country that expresses its keenness to become highly developed. The United Nations has a particular advantage in its mandate to support execution and monitoring of the MDGs in Turkmenistan. Addressing climate change has become a key priority for the United Nations globally and the organization has high level expertise in this area. All this complements the UNCT's long experience both in addressing vulnerable groups, including children, women, adolescents, disabled people, refugees and others, and in institutional and human capacity development.

National partners are expected to include Medjlis, ministries and state institutions, law-enforcement agencies and judiciary, non-government organizations, local executive authorities and local self-governance bodies.

2.4 Promoting Peace and Security

UNDAF Outcome 4	National Priorities	Relevant MDGs
By 2015, peace and security in Turkmenistan, both on the national level, as well as on the level of regional cooperation, are ensured in accordance with international standards	Combating of illicit drug trafficking and organized crime strengthened; border management improved; more effective preparedness and response to natural and manmade disasters	MDG1: Eradicate extreme poverty and hunger MDG3: Promote gender equality and empower women MDG6: Combat HIV/AIDS, malaria and other diseases MDG7: Ensure environmental sustainability MDG8: Develop a global partnership for development

The countries of Central Asia, including Turkmenistan, have made great strides in developing their independent statehoods, models of growth and national identities. Considerable challenges remain, however. Central Asia faces an array of new threats to peace such as drug trafficking, organized crime and environmental pressures. Management of natural resources, labour migration and economic integration require further improvements. All can affect longer-term peace building, which will need to be enhanced through expanding counter-narcotics measures, strengthening border controls, underscoring emergency preparedness and adhering to preventive diplomacy.

Neutrality, independence and unity are values that are central to Turkmenistan's policies. Turkmenistan's neutrality has had a positive impact on peacekeeping in the region since the mid-1990s. Turkmenistan's foreign policy actions demonstrated in practice its commitment to resolving conflicts in the region and promoting economic development as a means to boost prosperity. Thus, Promoting Peace and Security represents a key area

of this UNDAF aligned with national priorities. In this regard, as also noted in Section I, the policy advisory services of UNRCCA, headquartered in Ashgabat, will be critical in ensuring peaceful growth and development in the region, facilitating dialogue and giving impetus to new initiatives, in close cooperation with regional organizations as well as partner States and UNCTs.

Overall, Turkmenistan's 805 km border with Afghanistan, the world's largest opium producer, poses a serious threat to the region, and makes Turkmenistan one of the possible routes for trafficking of narcotics through Central Asia to Russia and onward to Europe. Total quantity of drugs seized by law-enforcement agencies of Turkmenistan in 2006 amounted to 3389 kg, and in 2007 – 3283 kg. The Government of Turkmenistan has recognized drug trafficking as a major issue. In 1996, Turkmenistan has acceded to all three international drug control conventions and in 2007 it approved Caspian Sea Initiative, which focuses on interdiction of possible illicit drug routes through the region.

Illicit drugs demand and drug abuse, in the first instance high risk drug abuse, can lead to spread of diseases directly or proportionally attributable to drug consumption (human immunodeficiency virus (HIV), hepatitis B virus and hepatitis C virus).

Along with continuous improvement of professional expertise and skills within law enforcement structures in the region, improved coordination among countries and donors is required. In all, priorities include further enhancement of institutional and human capacities of law enforcement agencies, including analytical intelligence systems, improved investigation and search techniques, and strengthened skills to identify precursor chemicals and drugs, as well as increasing the efficiency of preventive measures.

In addition to encouraging the gradual adoption of modern border management methods through enhancing border security, the United Nations will support the introduction of international best practices in strengthening regional forensic capacities and preventing drug trafficking at the border. Special attention also will be paid to strengthening border control at Turkmenistan's international border crossing points.

Considering that Turkmenistan is affected by different types of disasters that could have a devastating effect on livelihoods, it is necessary that population, particularly vulnerable groups, has increased awareness of, and preventive capacity toward, natural disasters. More broadly, regional cooperation on emergency preparedness urgently requires expansion.

Agency Outcomes under this UNDAF Outcome are represented by four strategic focus areas, of which the first is that Government authorities, especially law enforcement agencies, more effectively combat illicit drug trafficking and organized crime. Key United Nations Agencies will be IOM, UNAIDS, UNDP, UNEP, UNHCR, UNICEF, UNODC, UNRCCA, UNESCO and WHO. The Government will be supported with increased capacity to implement transparent and gender-sensitive legislation in line with international standards in the field of combating drugs and organized crime, including in human trafficking. Also with regard to capacity development, law enforcement personnel will be assisted to become more efficient and accountable in providing security services, with immediate attention to issues related to chemical precursors, narcotics trafficking and organized transnational crime. Based on an improved system of data collection, analysis and exchange of information, national and local institutions will be able to

practice more effective law enforcement strategic planning. In particular, the United Nations also will ensure that people in Turkmenistan, especially youth, have enhanced awareness of the harmful effects of drugs.

The second key focus area is border management institutions are more efficient, transparent, accountable, equitable and gender-sensitive in planning and delivery of services, in line with international best practices. IOM, UNAIDS, UNDP, UNHCR, UNICEF, UNODC, UNRCCA, UNIFEM and UNECE will spearhead these efforts. National border management will be supported to reflect international standards of knowledge, coordination, cooperation and technical capacity, including state-of-the-art technological upgrades. At the same time, assistance will promote strengthened cooperation and improved procedures with neighbouring countries with regard to legal cross-border trade, including bilateral transit transportation. In particular, non-refoulement and refugee admission procedures at the border will be supported in alignment with international standards.

For emergency preparedness, the third focus area is that national and local authorities and local communities will have developed capacity to practice more effective planning, response to and mitigation of the consequences of natural and manmade disasters, with regional cooperation established between relevant national agencies and other counterparts. IOM, UNAIDS, UNDP, UNEP, UNFPA, UNHCR, UNICEF, UNRCCA, UNESCO and WHO will provide primary assistance. A national framework and a regional coordination mechanism to address such consequences, along with establishment of the necessary institutions for their implementation, will be supported. Likewise, local communities will be empowered with enhanced awareness and capacity to sustainably manage natural and other resources to mitigate and adapt to the impact of natural and manmade disasters. Given the importance of water issues in Turkmenistan, Government authorities will be assisted to adopt and implement preparedness plans and agreements, including on changing the hydrologic regime of transboundary rivers.

The fourth and final focus area will ensure that Government authorities more effectively employ non-violent conflict mitigation mechanisms to promote peace and stability in the region. Such measures will be promoted by IOM, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNODC, UNRCCA, UNIFEM and WHO. National and local authorities will be sensitized to the use of early warning and conflict mitigation mechanisms, including immediate attention to regional challenges such as water, energy and transnational crime. Likewise, stronger regional cooperation in preventive diplomacy will be supported to promote an integrated approach to preventive development and humanitarian assistance.

Drawing on its global experiences, the United Nations is well-placed to contribute to peace building throughout Central Asia, in support of Turkmenistan's national priorities. Through the spectrum of its work, the United Nations has wide experience in addressing the key causes of conflict, in particular, inequitable development. Moreover, Article 1 of the United Nations Charter mandates the world body to maintain international peace and security and to take effective collective measures for the prevention and removal of threats to peace. It is thus the role of the United Nations and its member countries to work toward the settlement of international disputes and resolve conflict globally. Similarly, the mandate of the United Nations positions it in the context of a changing world to play a strong role as States increasingly seek multilateral partnerships to

combat “problems without borders,” such as drug trafficking, organized crime and terrorism.

In all, United Nations Agencies are strategically placed to work toward tangible goals within such themes as: (i) the rule of law, through implementation of relevant international legal instruments and promotion of effective, fair and humane criminal justice systems that apply international norms; (ii) policy and trend analysis, enabling enhanced knowledge of trends for effective policy formulation, operational responses and impact assessment in drugs and crime; and (iii) prevention and treatment of drug abuse and HIV/AIDS; (iv) alternative development, which supports the reduction of opportunities and incentives for illicit activities and gains. In particular, as with other priority areas, capacity development will be key, enabling informed decisions based on “good practice” indicators; institutional and behavioural change; and broadened participation.

National partners are expected to include Medjlis, ministries and state institutions, law-enforcement agencies and judiciary, non-government organizations, local executive authorities and local self-governance bodies.

III. Initiatives outside the UNDAF Results Matrix

An overarching, joint special initiative – the undertaking of the national census, tentatively scheduled for 2012 – must be highlighted as a response to specific country demands in Turkmenistan but falling outside the common results matrix of the UNDAF.

An internationally acceptable population and housing census, providing reliable data, offers a key opportunity to support evidence-based policies for economic and human development. Improvements in data and information will support the monitoring of achievement of the MDGs as well as international human rights conventions to which Turkmenistan is a party, including the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination Against Women, the Convention on the Rights of Persons with Disabilities and the World Fit for Children Declaration. In addition, the unique strengths of population and housing censuses arise from the completeness of coverage and the details they provide about populations in local areas and sub-groups. With social policy formulation being given equal priority with economic policies, this can lead to the strengthening of delivery of basic social services. A census also will provide a sampling frame as well as a baseline for population and related functional projections that are crucial for sectoral development planning and for the comparability of basic development indicators within and among countries.

The United Nations as a whole, with funding from UNFPA, UNDP and UNICEF, will assist Turkmenistan in preparing and conducting the population and housing census, as well as in addressing and coordinating its information and knowledge needs, including necessary strategic planning and programming. Beyond facilitating a unified approach to support the State Statistics Committee, this joint programme will further facilitate establishment of an effective monitoring and evaluation system for development. United Nations interventions will focus on bringing in appropriate technical expertise, knowledge and tools, including best practices and requirements in line with international standards. In particular, the use of the DevInfo software package and GIS technologies will be facilitated as the tools for integration of census data for national MDG reports. Greater

cooperation will be exercised with regard to developing information and communication mechanisms to support policy dialogue at central, sub-national and local levels.

IV. Estimated Resource Requirements

The estimated financial resources required by the United Nations System for its contribution to the achievement of each UNDAF Outcome are presented in the UNDAF Results Matrices in Annex A. These contributions include (i) the financial allocations by each participating United Nations organization, or direct resources; and (ii) resources that organizations expect to mobilize during the UNDAF cycle in addition to their direct resources. The figures, while only indicative, are as accurate as possible at the time of the UNDAF drafting. Resource commitments will continue to be made only in Agency programme and project documents, according to the procedures and approval mechanisms of each Agency. The UNDAF budget will be reviewed and updated annually to reflect the different cycles of specialized and non-resident Agencies.

The total anticipated resources to be mobilized in support of UNDAF strategies in Turkmenistan amounts to approximately **US\$ 48,611 million** over the period 2010-2015. **About 17 percent** of total resources will be spent within the focus area of Strengthening Democratization and Rule of Law (**US\$ 8,388 million**); **24 percent** on Strengthening Human Development to Achieve the MDGs (**US\$ 11,620 million**); **36 percent** on Improving Sustainable Development and Inclusive Growth (**US\$ 17,540 million**); and **23 percent** on Promoting Peace and Security (**US\$ 11,063 million**). This reflects both national development needs and UNCT priorities in Turkmenistan, as well as provides for aligning United Nations cooperation with overall development assistance.

V. Implementation

Aid harmonization is at the core of development challenges in transition countries, and throughout implementation of the UNDAF. The United Nations will collaborate with national authorities in Turkmenistan to ensure the UNDAF's success, giving particular importance to effective links between the State and civil society. Moreover, its arrangements will support progress in the use of national systems for implementation, management and monitoring, based on internationally recognized standards and good practices. In particular, the Executive Committee of the United Nations Development Group (UNDP, UNICEF, UNFPA) will employ a Harmonized Approach to Cash Transfers (HACT) to gradually increase the use of Government systems in disbursing and reporting of funds, in accordance with the 2005 Paris Declaration on Aid Effectiveness.

The United Nations Country Team and its partners will continue to work closely together. In addition to regular UNCT meetings, cooperation will revolve around United Nations Thematic Working Groups dedicated to the four specific UNDAF Outcomes, which will constitute an instrumental tool for the common initiatives at the heart of the UNDAF [see also Section VI]. UNDAF provisions will be implemented through the Country Cooperation Frameworks and Programmes agreed to by partner organizations in Turkmenistan. Selection and definition of individual Agencies' goals, outcomes and strategies also will be consistent with the UNDAF, as noted in Section I. Individual Country Programmes and project documents will specify how they contribute to UNDAF Objectives and cooperation strategies.

Agencies will continue to explore and expand joint programming efforts. TWG work-plans on collaborative activities will be developed with clear goals and objectives, to be integrated into the Annual Report and Work-plan of the Resident Coordinator. To facilitate the monitoring and evaluation process and ensure that UNDAF joint initiatives move forward, the UNCT also will designate lead Agencies for each Country Programme output while maintaining the overall shared responsibility of all Agencies involved. Regional cooperation will be supported and encouraged with the Government, particularly in discussions on commitments to international treaties and United Nations instruments.

VI. Monitoring and Evaluation

A set of objectively verifiable and repeatable key performance indicators is essential for monitoring, evaluating and reporting on achievement. Key indicators, accompanied by baselines and targets, have been formulated for each Agency Outcome under each of the four UNDAF Outcomes in Turkmenistan. To refine baselines and programme strategies, several surveys will be undertaken during the UNDAF cycle.

The basic principle of the UNDAF evaluation framework is that the monitoring and evaluation system should provide up-to-date and reliable information on progress without imposing an undue reporting burden on the UNCT or the Government. To provide continuous monitoring and evaluation mechanisms for the four UNDAF Outcomes, and relying on a Results-Based Management approach, the Thematic Working Groups and any specialized UNDAF monitoring and evaluation groups will meet regularly and produce brief reports on progress in implementation as well as opportunities and constraints still faced. Government and partner representatives will be invited to provide strategic guidance.

This overall monitoring and evaluation plan will particularly show its value during UNDAF Annual Review Meetings, which will serve as the basis for tracking and reporting on UNCT performance. Annual Reviews will validate conclusions, including lessons learnt and best practices, which should feed into policy advocacy and preparation of Annual Work Plans; they also may provide important inputs for Annual Reports for individual Agencies, the Resident Coordinator and donors, as well as data and analysis for the final UNDAF Evaluation, and may reflect on issues such as development effectiveness and joint resource mobilization.

A joint mid-term evaluation by the Government, United Nations and other partners in Turkmenistan will be conducted at the midpoint of the UNDAF cycle, synchronized as much as possible with respective Agencies' mid-term Country Programme reviews. This will be undertaken with the objective of obtaining substantive feedback on progress toward stated UNDAF Outcomes in each priority area. It will focus on (i) whether the UNDAF has made the best use of the United Nations' comparative advantages in Turkmenistan; (ii) the coherence of the Agencies' contribution toward achieving national priorities; (iii) whether the UNDAF has helped achieve the selected priorities in the national development framework; and (iv) impact of capacity development initiatives. In all, this will provide the opportunity for any mid-course adjustments to ensure that United Nations efforts during the period 2010-2015 remain focused on Turkmenistan's national priorities. In addition, achievements, lessons learned and best practices will be disseminated, as will constraints encountered, to inform the design of the next UNDAF.