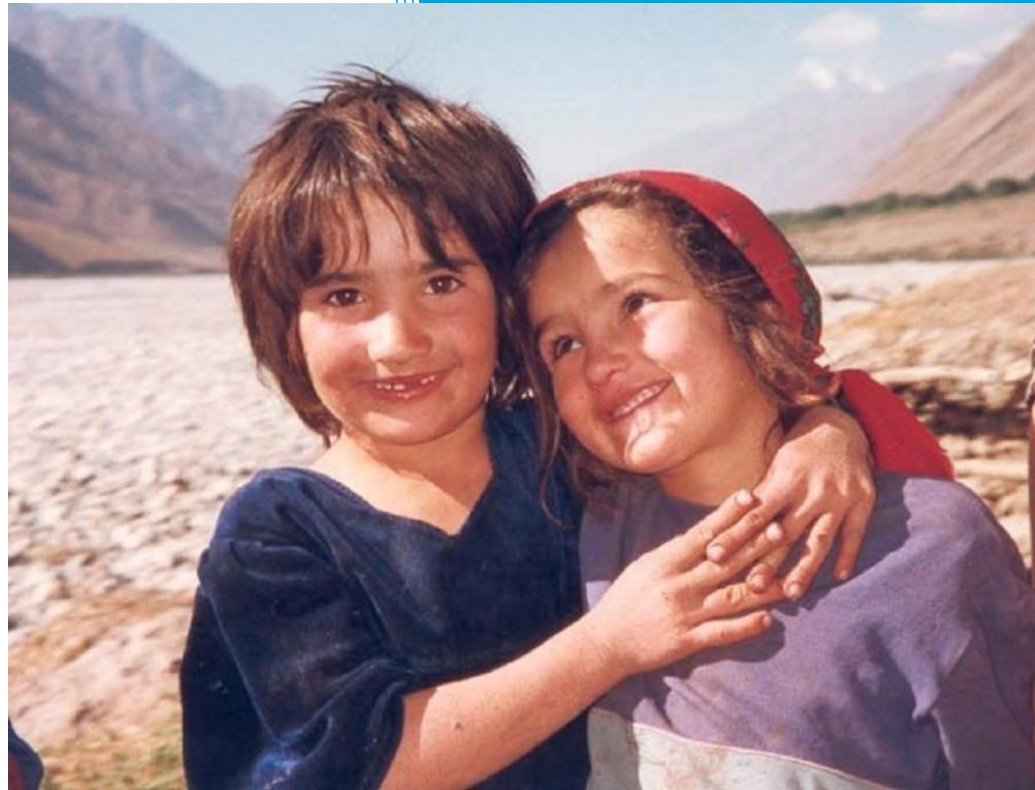**UNDP Tajikistan**

Country Programme Action Plan Outcome 3

Evaluation Report

April 2017

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Acknowledgements

Acronyms

ACRONYMS	
ADB	Asian Development Bank
AIMS	National Aid Information Management System
BOMCA	Border Management in Central Asia
BOMNAF	Border Management in Northern Afghanistan
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEE/CIS	Central and Eastern Europe/Commonwealth of Independent States
CO	Country Office
CP	Country Programme
CPD	Country Programme Document
CPAP	Country Programme Action Plan
DCC	Development Coordination Council
EBRD	European Bank for Reconstruction and Development
ET	Evaluation Team
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GG	Good Governance
GNI	Gross National Income
HDI	Human Development Index
HQ	Headquarters
HRBA	Human Rights Based Approach
IBM	Integrated Border Management
INGO	International Non-Governmental Organizations
JP	Joint Program
KfW	Kreditanstalt für Wiederaufbau
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MoEDT	Ministry of Economic Development and Trade
MtDP	Mid term Development Programme
MTR	Mid Tem Review
NDS	National Development Strategy
NHDR	National Human Development Report
NGOs	Non-Governmental Organizations
OECD	Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PAR	Public Administration Reforms
RO	Regional Office
SCISPM	State Committee on Investment and State Property Management

ACRONYMS	
SCO	Shanghai Cooperation Organization
SDGs	Sustainable Development Goals
ToR	Terms of Reference
UN	United Nations
UNCRPD	UN Convention on the Rights of Persons with Disabilities
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFAO	Food and Agriculture Organization of the United Nations
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Programme
USAID	United States Agency for International Development
VAT	Value Added Tax
WB	World Bank

Executive summary

Tajikistan is a landlocked and mountainous country in Central Asia, with a population of 8.3 million and a Gross National Income (GNI) per capita of US$1240 in 2015. Tajikistan has struggled with poverty and instability in the two decades since it gained independence. Recovery from the devastating social and economic consequences of civil war and the start of reforms led to steady though unequal growth over the past decade averaging 8 percent annually.

This outcome evaluation has been commissioned by the United Nations Development Programme (UNDP) Tajikistan to assess the collective performance of five years of the Good Governance (GG) portfolio in 2010-2015. Under Outcome 3, UNDP aimed to work with key central government institutions to develop their capacity in good governance, strategic management, and public administration, including capacity to address corruption, strengthen transparency and accountability of state structures.

UNDP GG portfolio was very diverse and pursued a range of objectives, including prevention of corruption, advancing access to justice and rule of law, strengthening capacities of national and sub-national institutions and non-governmental organizations (NGOs), promoting a human development approach and enhancing border management.

Evaluation Methodology

The evaluation team (ET) included one international and one national expert. The evaluation was conducted from October 2016 to March 2017, with a 7 day mission of the international consultant to Tajikistan. A large set of different and complementary evidence was collected and analyzed by utilizing both qualitative and quantitative data collection methods that included: a desk review of numerous GG portfolio and project level documents; 36 semi-structured interviews with a diverse range of partners, Government officials, donors, NGOs, international organizations; four focus groups to get beneficiaries' perspectives; development of two case studies; and validation of preliminary findings and recommendations with UNDP management and staff.

There were a number of limitations to this evaluation that the ET faced and had to address. Resourcing and timing restrictions limited the ability to conduct a full and in-depth assessment of diverse UNDP GG interventions. The ET found also that the logical connections linking projects outcomes with Country Programme Action Plan (CPAP), Country Programme (CP) and United Nations Development Assistance Framework (UNDAF) outcomes were not always well articulated and reliable data to assess the contribution/attribution mechanisms were not always readily available. A range of mitigation strategies was developed to address these and other limitations.

Findings

Both UNDAF and CPAP were designed with relatively broad articulation of expected outcomes that provided UNDP with some flexibility to develop and implement new projects when the needs emerged. The ET confirms that UNDP achieved all planned CPAP GG outcomes.

All UNDP GG interventions were relevant and have responded to Government priorities identified in multiple national strategies and programmes and were supportive of Tajikistan's international commitments. The Government beneficiaries highly appreciate UNDP's flexibility and confirm that projects were designed in close partnership with them in response to their needs. UNDP GG interventions addressed the needs of some vulnerable groups as well (e.g., women victims of domestic violence). UNDP however, did not conduct a mid-term Country Programme review which to some extent limited its ability to re-prioritize its GG interventions in response to worsening economic conditions and deepening inequalities.

Overall, the UNDP GG portfolio was effective in producing results at the aggregate level. The collected evidence demonstrates that the portfolio achieved its main intended objectives. Some important UNDP achievements confirming effectiveness of GG portfolio include:

- Support to border management: Construction of border infrastructure facilities, including international border crossing points and border outposts on both sides of Afghanistan's northern border; training of Afghan, Tajik and Turkmen border police and customs officers in Integrated Border Management and associated subjects; procurement of a wide range of furniture and equipment to support border security. In addition, international conferences and cross-border events were held to improve inter-agency and cross-border communication, cooperation, and coordination between Afghanistan and Central Asia.

- Adoption of a Concept note on Free Legal Aid developed with UNDP support by the Government and provision of free legal aid to the public, with particular focus on vulnerable groups.

- Securing the Government commitment to ratify the UN Convention on the Rights of Persons with Disabilities.

- Development of the on-line information management system with aggregated information on all foreign aid in Tajikistan.

- Adoption of the UNDP-supported Local Development Management Concept by the Government and strengthened capacities of Local Development Committee under the President of the Republic of Tajikistan.

- Adoption of Anti-Corruption Strategy by the Government.

- Preparation and launch of three National Human Development Reports with representation of senior Government officials.

Efficiency of the GG portfolio was difficult to determine as it was influenced by efficiency of individual projects and the ET could not examine all diverse projects in detail. In addition, the ET could not apply a traditional efficiency lens to assess such outcomes of GG portfolio as policy advice, advocacy, awareness building and other forms of 'soft' assistance. The ET finds that the GG portfolio and individual projects strived to meet their expected outputs by looking for cost-efficiencies in project operations and utilizing prudent business practices. Some specific measures implemented to optimize the efficiency of UNDP GG portfolio include: requesting national partners to contribute to projects' costs, consolidation of projects with similar focus under one manager and application of the 'UN as One' approach.

The GG portfolio is dependent on the mobilization of considerable non-core resources due to the scarcity of core programme resources. UNDP was successful in mobilizing external resources and doubled its annual GG budget from USD 2,9M in 2010 to over USD 6M in 2015.

Overall, the ET concludes that UNDP GG portfolio was able to achieve results in an economic manner and with manageable transaction costs. There was near consensus amongst partners from Government and donors that GG results had been achieved with little waste and duplication.

The ET concludes that overall sustainability of the portfolio outcomes is good, but some projects are more sustainable than others. UNDP had to deal with multiple risks to sustainability that include insufficient state budget funding as well as limited public administration capacities at the national and local levels. Other risks to sustainability of UNDP GG interventions that are beyond UNDP control include potential changes in Government direction and priorities and high turnover of decision makers at all government levels. To mitigate these risks and increase sustainability of its GG interventions, UNDP explicitly aligned projects' objectives and interventions with strategic country priorities, built strong relations with national partners to ensure their ownership of projects and their outcomes, and developed carefully staged exit strategies with the Government assuming policy and budgetary responsibility for UNDP-supported initiatives.

In terms of impact, the ET concludes that UNDP's engagement fostered the development of more progressive institutional changes, policies and approaches in areas that had a more conservative attitude. Although UNDP operated in a highly centralized decision making environment, it managed to convince the Government to act in such areas as providing free legal aid services to vulnerable groups, recognize the negative effects of corruption, advance rights of persons with disabilities and address the issue of torture. UNDP is credited with having created then facilitated, unique and invaluable dialogue between the Government and civil society across a number of GG areas but it may take a long time for the Government-NGOs dialogue to institutionalize.

The ET found that diverse efforts have been made to integrate the Human Rights-Based Approach (HRBA) and gender equality principles throughout UNDP GG work and programming, but a systemic approach was lacking. It was reported that gender mainstreaming is given as much attention as possible across all GG activities and some of them focus specifically on promoting gender equity. UNDP partnered with UN Women in development, piloting and scaling up of implementation mechanisms for the Law on prevention of domestic violence in the family. Overall,

however, the ET concludes that the gender angle was less pronounced in UNDP work, with little gender analysis available.

Conclusions and Lessons Learned

The ET concludes that overall UNDP GG portfolio has achieved multiple measurable outcomes through its previous Country Programme cycle and was responsive to partners and individual target groups' needs. Despite some limitations in interventions' design and inconsistent focus on results and sustainability, UNDP targeted key institutions providing quality, timely technical and financial support. The majority of projects achieved or exceeded the original expectations.

The ET identifies the following specific lessons learned that can inform the current CPD (2016-2020) implementation:

- GG reforms in highly centralized societies are by their nature complex and long-term, with potential setbacks. The donors and national counterparts should not expect fast changes in such GG areas as accountability, transparency, and public administration reforms. Flexibility to adjust timelines is required, recognizing that change is a gradual process.

- In highly centralized political systems, leadership commitment and decision makers' buy-in are the decisive elements for projects' success. It takes a long time to develop trust and partnership relations with Government partners but once they are built, the chances of projects' success increase dramatically. Significant results can be achieved where there is strong ownership of the initiative by national authorities during the planning, implementation, monitoring and reporting stages.

- It is important to focus on sustainable results, beyond activities. Achieving long-term impact is possible when the GG portfolio is based on a well developed logframe matrix where outcomes, outputs and indicators are properly identified and monitored and the necessary changes are made to ensure matrix relevance.

- Public awareness building measures may not have immediate effect in a centralized decision making environment, but they are important for laying long term foundations of GG reforms.

- Strong partnerships and collaboration are essential to achieving strategic results. The complex nature of the governance landscape in Tajikistan and UNDP's experience in "Delivering as One" initiatives confirm that GG reforms require extensive UNDP collaboration with various partners, collective planning, implementation and monitoring.

Recommendations

When this evaluation was underway, many Government partners and donors expressed their interest to continue working with UNDP on such politically sensitive areas as access to justice, participatory decision making, non-government organizations, local development and planning, and public administration reforms. The ET provides the following specific recommendations:

Implement a comprehensive cross-sectoral program involving other UN agencies and other partners to reduce gender inequalities. Tajikistan made improvements in addressing the existing gender gaps and discrimination by adopting a sound policy and legal framework, but its actual implementation is weak. The country's scores on gender indices are low for higher education as well as for economic and political empowerment. Building on UNDP's successes in strengthening the system of prevention of domestic violence, it is recommended to implement, in partnership with UN Women and other partners, a series of measures to address gender imbalances because gender inequalities overlap with, and often magnify, the effects of other inequalities based on age, ethnicity, race, disability, occupation, and income.

Ensure strategic and focused programming by continuing consolidation of projects. UNDP's experiences of implementing a "Delivering as One" approach in the area of disability demonstrated the benefits of projects consolidation such as improved efficiencies and enhanced focused on results and sustainability. The ET recognizes that multiple factors beyond UNDP control such as Government and donors' priorities and needs may shape the extent and focus of interventions. UNDP is advised to build a strong case for a better focused strategic approach with a limited number of interventions and bring it for partners' consideration.

Increase external visibility and actively promote UNDP's achievements and capacities. UNDP projects' results and achievements should be more widely disseminated, including amongst the direct beneficiaries, so as to increase the level of national and local ownership and sustainability of projects' results. These activities will further enhance partners' trust and credibility of UNDP and will help in attracting donor funding.

Support the Government of Tajikistan with UNCRPD ratification and implementation. Persons with disabilities are clearly among the most marginalized and excluded groups in Tajikistan. UNDP is advised to further pursue "Delivering as One" approach in supporting the Government to ratify the UNCRPD and include more UN sister agencies, INGO and other donors. UNDP is well positioned to develop an action plan, including specific steps that have to be undertaken to ratify the convention, strengthen capacities of persons with disabilities and their organizations to contribute to UNCRPD implementation and implement a public awareness campaign to ensure wide public support for ratification of UNCRPD.

Support selected public administration reforms. Good Governance is impossible without effective, efficient and predictable public administration with professional, competent and honest public employees. UNDP at the corporate level possesses significant expertise in all aspects of public administration reforms and is well positioned to support the Government of Tajikistan. UNDP is advised to promote public consultation practices across all UNDP portfolios as UNDP became a well respected bridge between the Government and civil society. UNDP may

develop the most appropriate approaches and tools to support the Government and civil society dialogue that would reflect Tajikistan realities and UNDP's international experience.

UNDP is advised to support the Government with its decentralization efforts. UNDP may support the Local Development Committee in developing methodology for assessing local governments' performance in achieving strategic and local development goals. Capacities of local administrations can be strengthened in such areas as decision making, planning, M&E, resource mobilization and management, human resources management, communication and coordination, and participatory approaches to decision making.

Improve UNDP M&E architecture and knowledge management practices. The ET was positively impressed to find many examples of measurable UNDP GG portfolio contributions to achieving CPAP and UNDAF outcomes. The projects' annual, mid-year and lessons learned reports however, are different in terms of quality, depth of analysis and focus on results and sophistication in defining indicators and linking input and outcome measures.

To strengthen focus on results, UNDP is advised to conduct CPD and GG portfolio mid-term review, create or designate one M&E officer position who will provide the CO-wide support and promote a consistent M&E approach, develop standard templates for final project reports, lessons learned summaries and logframes and train all project managers in preparing them.

Evaluation Report and Its Structure

This outcome evaluation has been commissioned by the United Nations Development Programme (UNDP) Tajikistan to assess the collective performance of five years of Good Governance (GG) portfolio in 2010-2015 (Country Programme Document, Outcome 3). Under Outcome 3, UNDP aimed to work with key central government institutions to develop their capacity in good governance, strategic management, and public administration, including capacity to address corruption, strengthen transparency and accountability of state structures.

This report presents the findings of an independent evaluation conducted between November 2016 and February 2017 by a team of two consultants. The report is structured as follows:

Chapter 1. Contains introduction and overview of the country context. Provides description of UNDP GG portfolio and its components

Chapter 2. Presents scope of the evaluation and its methodology.

Chapter 3. Discusses detailed evaluation findings including relevance, effectiveness, efficiency, sustainability, impact and human rights and gender.

Chapter 4. Presents conclusions and lessons learned.

Chapter 5. Formulates detailed recommendations.

These chapters are supported by Annexes, which include a range of supporting documents such as the evaluation TOR, bibliography, evaluation questionnaires, mission agenda, and a comprehensive table assessing effectiveness of individual GG projects.

1. Introduction: Background and Context

Tajikistan is a landlocked and mountainous country in Central Asia, with a population of 8.3 million[1] and a Gross National Income (GNI) per capita of US$1240 in 2015.[2] In 2014 Tajikistan's Human Development Index (HDI), which is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living was 0.624. It puts the country in the medium human development category—positioning it at 129 out of 188 countries and territories. Tajikistan's 2014 HDI of 0.624 is below the average of 0.630 for countries in the medium human development group and below the average of 0.748 for countries in Europe and Central Asia. The level of inequality in Tajikistan is higher than in other such countries of the region as Kyrgyzstan and Uzbekistan.[3]

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[1]Agency of Statistics under the President of Tajikistan, 2015

[2] World Development Indicators (Atlas methodology)

[3] Tajikistan's HDI for 2014 is 0.624. However, when the value is discounted for inequality, the HDI falls to 0.515, a loss of 17.5 percent due to inequality in the distribution of the HDI dimension indices. Kyrgyzstan and Uzbekistan show

The country borders on Afghanistan in the South, China in the East, Kyrgyzstan in the North, and Uzbekistan in the West. Barely seven percent of the country's land is arable. Tajikistan possesses vast water resources stored in glaciers, lakes and underground sources.

Battered by a five-year civil war at the onset of its independence, Tajikistan has struggled with poverty and instability in the two decades since it gained independence. The country remains strongly dependent on Russia, both for its economy and to help counter drug smuggling and security problems. Tajikistan is expanding its ties with China by borrowing extensively for capital investment projects such as building roads, tunnels and power infrastructure.

Recovery from the devastating social and economic consequences of civil war and the start of reforms led to steady though unequal growth over the past decade averaging 8 percent annually.[4]

Poverty declined from 81% in 1999 to approximately 32% in 2014[5] reaching the Millennium Development Goals (MDG)-1 target, enrolment and completion of primary education is near universal with good gender parity, while maternal mortality rate has halved between 2000 and 2013.

The political power of decision-making in Tajikistan comes from the center and is often personalized, while the citizens and civil society have very limited opportunities and capacity to influence state's policies. Low levels of state transparency and accountability, a lack of proper separation of political and economic spheres and public administration, weak rule of law, inconsistent protection of human and minority rights and democratic freedoms, and weak civil society are some characteristics of the governance system. Corruption remains a major concern for donors and international financial institutions. Such heavily mediated contextual features of landscape of Tajikistan shaped the nature and extent of UNDP Good Governance (GG) interventions in 2010-2015.

The United Nations Development Assistance Framework (UNDAF) developed by the Government of Tajikistan and the United Nations Country Team (UNCT) in 2009 provides a collective, coherent and integrated United Nations' response to national needs and priorities. It was guided by the goals and targets of the Millennium Declaration, which has been endorsed by the Government, National Development Strategy (NDS) and other key national priorities. The UNDAF translated these goals and targets into a common operational framework for development activities upon which individual United Nations organizations formulated their actions.

In the area of governance, the UN system and the Government of Tajikistan planned that by 2015, the Government at the national and local levels will have the (i) capacity to implement democratic governance practices grounded in international standards and law and the (ii) capability

losses due to inequality of 14.5 percent and 15.8 percent respectively. UNDP, Human Development Report 2015, Work for human development, Briefing note for countries on the 2015 Human Development Report Tajikistan
[4] http://data.worldbank.org/country/tajikistan
[5] NDS review report, 2014

to effectively plan, finance and implement development initiatives in an inclusive and participatory manner. Three specific interdependent targets were set:

- Key national government institutions will have greater capacities in management and administration, particularly in clarifying the roles and responsibilities of local authorities and operating accountability and transparency mechanisms to effectively manage and deliver core social and communal services.

- Sub-national authorities at the district and jamoat levels will have greater capacities in the governance, management (both individual skills and gaps in organizational procedures) and administration of core social and communal services. They will work with community-based organizations (CBOs) as co-partner implementation agencies for municipal plans. The capacity of CBOs will also be developed to enable them to act as implementation partners. This should help revive local economies by involving local contractors, thereby providing income and employment.

- Civil society members, including women, will take an active role in local development processes. The members will participate alongside the private sector to make decisions, execute projects, and monitor results.[6]

The UNDAF was somewhat high level, overly ambitious and vague in defining specific outputs to achieve the objectives listed above, with putting too much emphasis on activities such as capacity development of central and local authorities.

The UNDP Country Programme Document (2010 – 2015) confirmed that the national capacity to develop and implement sound public policy based on GG principles and respect for human rights was limited. It contained more specific targets such as "at least 3 NHDRs on different topics are prepared during 2010-2015" and "staff in 8 state level institutions are trained in good governance, management and administration, including strategic planning".[7]

UNDP plans its work on a 5-year basis through Country Programme Action Plans (CPAP). The CPAP broadly defines the goals that the Government and UNDP jointly subscribe to and the financial parameters agreed upon. UNDP CPAP further elaborated specific GG activities UNDP was planning to undertake from 2010 till 2015. UNDP GG portfolio was addressing Outcome 3 of CPAP "National and local levels of government have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner."

Specific goals of the UNDP GG portfolio included: increase national capacity to address corruption, strengthen accountability of state structures, strengthen capacity of the Ministry of Foreign Affairs (MFA) to develop and implement a foreign policy of the Government of Republic of Tajikistan and promote a human development approach in sector development; provide selected

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[6] Government of Tajikistan and UNCT Tajikistan, United Nations Development Assistance Framework for Tajikistan, 2010-2015, 2010
[7] UNDP, Draft country programme document for Tajikistan (2010 - 2015), 2010

key central, sub‑national, and local governments, and self-governing bodies with comprehensive capacity development in good governance, gender mainstreaming, management, and administration, such that public administration reform is advanced; build awareness, skills and knowledge of civil society to promote engagement in local development, social advocacy and social service delivery; enhance security and legal travel through Integrated Border Management along the Tajik‑Afghan border and frontiers with other neighboring states; and improve cooperation among local, national and international partners to address cross-border and regional issues.

Core areas of UNDP work to achieve CPD/CPAP Outcome 3 are presented in Visual 1 below:

Visual 1: Core Areas of UNDP Interventions in the Area of Good Governance
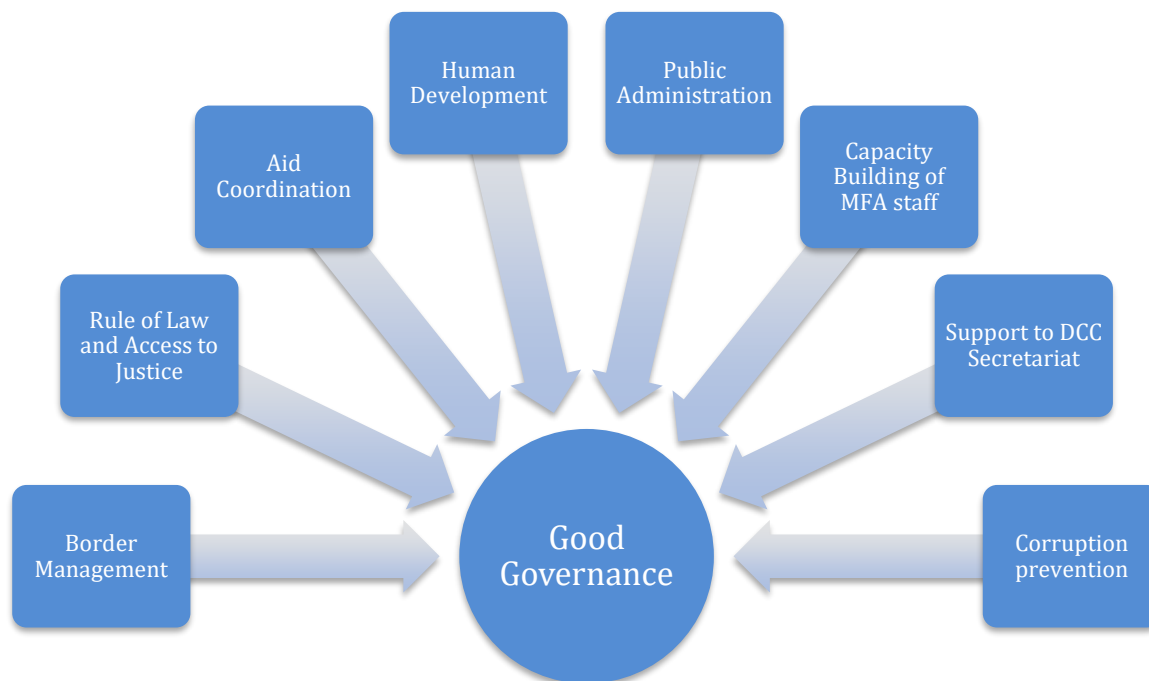
Border Management[8] was enhanced through three initiatives: Border Management in Northern Afghanistan (BOMNAF), Phases I and II; Border Management in Central Asia (BOMCA), Phases VII and VIII; and Promoting cross border cooperation through effective management of Tajikistan's border with Afghanistan (JICA-BMP).

Rule of Law and Access to Justice were improved through three initiatives: Access to Justice in Tajikistan (Phase I); Strengthening Rule of Law and Human Rights to Empower People

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[8] A list of areas of UNDP focus is taken from the evaluation TOR as it more correctly reflects a range of specific GG interventions implemented by UNDP in 2015. The ET finds that it would be beneficial to conduct mid-term review of CPAP and CPD and potentially UNDAF to reflect fast changing realities of Tajikistan's development priorities and UN system responses, refine targets, indicators and means of verification to stay focused on results.

in Tajikistan; and Building and Strengthening Alliances for Inclusive Policies and Communities for Persons with Disabilities in Tajikistan.

Aid Coordination was enhanced through Aid Coordination and Strengthening Effective National Aid Coordination and Monitoring projects.

Human Development concept and practices were promoted through the Mainstreaming Human Development in Tajikistan (Phases I and II) project.

Public Administration was strengthened through a Public Administration Reform and Institutional Strengthening intervention.

Capacity of the Ministry of Foreign Affairs (MFA) staff was strengthened.

Support to Development Coordination Council (DCC) Secretariat was provided.

Corruption prevention was advanced through Developing Capacity for Corruption Awareness Raising and Risk management in Government and CSOs and Sector Integrity and Vulnerability Assessment projects.

UNDP doubled its annual GG budget from USD 2,9M in 2010 to over USD 6M in 2015. In addition to effective fund raising, GG portfolio expanded beyond border management projects that were the predominant focus in 2010 to such new areas as access to justice and rule of law (see Tables 1 and 2 below).

Table 1 GG portfolio budget, by project, in 2010

Focus Area	Total	% of Total
BOMCA/CADAP (Border Management in Central Asia - regional project)	1,736	58%
Promoting transparency and accountability Project	370	12%
National Human Development Report	35	1%
Effective National Aid Coordination and Investment Promotion	443	15%
Support to Donor Coordination Council Secretariat	54	2%
Human Rights in TJK	177	6%
Border Management in Badakhshan	10	0%
Mainstreaming Human Development	70	2%
Ministry of Foreign Affairs Capacity Building	86	3%
Total	**2,981**	**100%**

Table 2 GG portfolio budget, by project, in 2015

Focus Area	Total	% of Total
Border Management in Northern Afghanistan	2,924	49%
SENACAM (Sustainable Effective National Aid Coord…)	144	2%
Support to DCC Secretariat	90	1%
Public Administration Reform project	160	3%
Ministry of Foreign Affairs Capacity Building	83	1%
MHDT (Mainstreaming Human Development) phase II	109	2%
Access to Justice Programme	1,303	22%
Rule of Law & Human Rights	750	12%
Persons with disabilities TJK	90	1%
Inception phase - Civil Registry System Reform project in Tajikistan	95	2%
Promoting Cross-border Cooperation through effective man management of Tajikistan's border with Afghanistan (JICA-BMP).	198	3%
Phase I - Sustainable Aid Coordination	77	1%
Total	**6,023**	**100%**

2. Purpose and Scope of the Evaluation and its Methodology

The focus of this evaluation is UNDP's CPAP Outcome 3 that is defined as *"national and local levels of government have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner"*.

For the purposes of this evaluation, UNDP's definition of outcomes was operationalized: "Outcomes describe the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies such as UNDP. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide a clear vision of what has changed or will change globally or in a particular region, country or community within a period of time. They normally relate to changes in institutional performance or behavior among

individuals or groups. Outcomes cannot normally be achieved by only one agency and are not under the direct control of a project manager."[9]

2.1. Description of the evaluation framework and methodology

The ET included one international and one national expert. The evaluation was conducted from October 2016 to March 2017, with a 7 day mission of the international consultant to Tajikistan. The evaluation was structured in three phases:

- Phase 1 (October-December 2016). The inception phase consisted of data gathering and analysis and mission preparation, including desk review of relevant documents; skype calls with UNDP CO portfolio and projects managers, e-mail exchanges, identification of potential interviewees and focus groups and preparation of the Inception Report.

- Phase 2 (January 2017). A field mission was undertaken that included interviews, focus groups and review of additional documents and resources. A presentation of preliminary findings and recommendations to UNDP Tajikistan was made.

- Phase 3 (January-March 2017). Analysis and evaluation report development.

The ET is aware that institutional, policy and behavioral outcomes are complex and multi-layered. Outcomes are influenced by a complex range of factors and a number of partners. The ET has focused on determining attribution for outcomes and examined a number of intervening factors, in addition to the GG portfolio interventions that may have contributed to the outcomes. Attribution is a determination to what extent GG projects rather than other external factors, have contributed to observed outcomes. Although the attribution is the ideal approach, in those cases where attribution could not be determined, the ET had to resort to a contribution approach and sought to achieve a plausible association of GG portfolio inputs, outputs and outcomes. The ET has tried to broaden the outcome analysis and explored a full range of outcomes at all levels, including ripple effects on institutions, policies, perceptions, media and intellectual fora.

The ET critically reviewed CPD, CPAP and individual projects documents to examine the underlying hypotheses, and assess whether the outcomes, stakeholder analysis, assumptions and risks were relevant. The following evaluation criteria were applied:

Table 3 Evaluation Criteria and Their Description

Relevance	The relevance of UNDP GG targets and activities to the needs of intended beneficiaries. The evaluation examined the degree of alignment of UNDP interventions with the priorities and objectives of the Government and non-government actors as well as broad developmental GG goals identified by national and international partners. The ET explored also how extensively and successfully

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[9] UNDP, *Handbook on Planning, Monitoring and Evaluating for Development Results, 2009.*

	UNDP has embedded a human rights based approach, including a gender perspective, into its programming in the area of GG.
Effectiveness	The extent to which the outcomes/output changes intended by the CPAP and associated project documents have been realised. The ET analysed also the UNDP's contribution to advancing human rights and promoting gender equality and women's empowerment. The ET has identified enablers as well as factors that impeded achievement of set outcomes, external and internal to UNDP. The ET analyzed a range and robustness of partnerships established/maintained by UNDP with the Government, civil society, UN Agencies and other key stakeholders.
Efficiency	The evaluation does not present a 'value for money' or full efficiency analysis, but comments on resource allocations under the GG portfolio and their deployment relative to the results generated. Specific strategies utilized by UNDP to improve efficiency of its GG projects have been identified.
Sustainability	The ET has assessed the extent to which the benefits of the outcomes/outputs achieved by UNDP would continue beyond the support provided. Main obstacles that hindered the ability of UNDP to make its interventions sustainable were identified.
Impact	It is not feasible to robustly assess impact given the paucity of results data and longer term horizon that is needed for UNDP interventions to make measurable system level changes. However, some reasonable assessment of *plausible contribution* to changes in country's Governance systems, practices and mind-sets of decision makers and the public alike were made applying a systematic approach.

There is a significant complexity and multiple challenges to advancing GG agenda in Tajikistan. The ET believes that effective partnerships, where all partners capitalize on their respective expertise and their comparative advantages, are becoming more important. Effective partnership relations can address multiple systemic barriers by promoting complementarity and alignment of partners' GG interventions. The ET has examined the partnership dimension under the effectiveness criteria.

In such a comprehensive, multi-method evaluation, the evaluation model blended confirmatory research (determining the extent to which specific, expected results outlined in CPD/CPAP were achieved), exploratory research (examining what happened and what is currently happening without preconceived notions), and forward looking analysis (identifying strategies and approaches that worked in 2010-2015 and have a strong potential to be effective during the 2016-2020 CPD cycle. All data gathered was verified through triangulation or ensuring the credibility of data gathered by relying on data from different sources (primary and secondary data), data of different types (qualitative, quantitative and resource information) or data from different respondents. When deeper understanding was required, additional methods were used to explain findings obtained by one method.

A large set of different and complementary evidence was collected and analyzed by utilizing both qualitative and quantitative **data collection methods** that included:

- **A desk review by ET.** A number of documents such as UNDAF (2010-2015); UNDP-specific CPD and CPAP 2010-2015 as well as diverse project documents, including their independent evaluations were reviewed. To assess relevance of UNDP interventions, the ET has reviewed

such documents as the National Development Strategy (2007-2015), Poverty Reduction Strategy (2010-2012), etc. A list of documents reviewed by the ET can be found in Annex 6.3. The desk review has uncovered sources of usable secondary data, thus lessening the need to collect primary data. The desk review helped to identify those areas where primary data is needed to complement limitations in terms of quality and availability of secondary data.

- **Interviews:** The ET has conducted 36 semi-structured interviews with a diverse range of partners, Government officials, donors, beneficiaries, NGOs, international organizations, etc. This method has been selected to obtain diverse perspectives, including those from experts, non-experts, beneficiaries and partners. Through interviews, the ET explored collective relevance, effectiveness, efficiency, sustainability and impact of UNDP GG interventions. As a range of interventions implemented by GG portfolio is too diverse, the interviews were very different and hence the development of key informant interview guides was not practical. The questions served as guideposts only, helping ensure that the conversation stayed on track, while allowing it to evolve organically. A list of questions can be found in Annex 6.4. As a range of projects covered was quite extensive, the ET could not interview all relevant individuals and exercised its professional judgment to limit a range of potential interviewees. The sampling methods for interviewees' selection was based on the following criteria:

  - Country geographical coverage and a diversity of beneficiaries.
  - Balance of government and non-government partners; inclusion of all relevant UN sister agencies and other development partners.
  - Coverage of all main donors.

- **Focus groups:** Four focus groups were conducted to get beneficiaries' perspective. They gathered information from people with a similar background or experience regarding UNDP GG portfolio and specific interventions. A small number of participants (6 to 9) were asked to answer a set of targeted questions. The ET encouraged participation of all individuals invited and kept a neutral appearance through the focus group. The results of focus groups were recorded and analyzed.

- **A summary table of projects effectiveness captured extent of expected results' achievement.** It can be found in Annex 6.5.

- **Two case studies/human stories were developed**. The evaluators, with UNDP support, have identified some of the most typical project level achievements to demonstrate how the portfolio interventions helped to improve governance systems and practices and advance human development.

- **Validation of preliminary findings and recommendations with UNDP management.** The ET has made a presentation of preliminary findings and recommendations to UNDP management to validate them. It provided an opportunity for UNDP management and staff to contribute their views and ideas to the finalization of this evaluation report.

Through the evaluation, the ET continued conducting a gap assessment on an ongoing basis to determine if supplemental information had to be collected to meet the TOR's expectations.

Where gaps were identified, the ET sought additional data by checking directly with UNDP, project managers and stakeholders for other/additional data sources, reasons for missing data, etc. Some additional data and information that was collected included:

- Specific UNDP project-level data and reports.
- Broad assessment of governance systems in Tajikistan.
- Examples of effective development partners' interventions improving GG in Tajikistan.

Data collection methods by evaluation criteria are presented in Table 4 below.

Table 4 Data Collection methods

Relevance	- Stakeholder mapping - Systematic documentary review, applying structured tools - Mapping of available contextual analyses including those related to national and international assessments of Good Governance in Tajikistan - Technical analysis and testing of projects logframes - Semi-structured interviews - Focus groups
Effectiveness	- Analysis of results data from UNDP M&E systems at portfolio and project levels - Mapping of risk analyses / mitigation measures - Systematic documentary / data review - Semi-structured interviews - Attribution/contribution analysis to determine how UNDP interventions contributed to achieving Outcome 3
Efficiency	- Systems analysis of management strategies - Financial analysis - Systematic documentary / data review, particularly of UNDP M&E systems and data - Assessment of UNDP efficiency optimizing strategies
Sustainability	- Systematic documentary review, applying structured tools - Semi-structured interviews
Impact	- Analysis of results data from UNDP M&E systems - Analysis of national indicator data and national reports assessing progress vis-à-vis UNDP Good Governance outcomes and targets - Systematic documentary review, applying structured tools - Semi-structured interviews

The ET had at least four check points for quality assurance:

1. A discussion of the inception report and plans of action to ensure that the ET's understanding of what is required corresponds to UNDP expectations and evaluation standards.
2. Presentation and discussion of preliminary findings and recommendations.
3. A review of a draft, or mid-point of evaluation.
4. An acceptance procedure for the completed report.

Adjustments were made to reflect feedback at each of these points. This process ensured that multiple opportunities were provided to resolve issues and challenges throughout the evaluation exercise.

The evaluation followed the United Nations Evaluation Group (UNEG) Norms and Standards as well as Ethical Guidelines for Evaluation.[10] Key features of the ethical code that were applied include:

- Respecting gender and human rights principles throughout the evaluation process, including; the protection of confidentiality; the protection of rights; the protection of dignity and welfare of people; and ensuring informed consent.
- Maximizing the degree of participation of stakeholders in the evaluation itself wherever feasible and a commitment to using participatory approaches in field studies in particular.
- Disaggregating data by gender, geography, and social groups where feasible.
- Ensuring that outputs use human-rights and gender-sensitive language.

The ET ensured that the evaluation process was ethical and interviewees and focus groups' participants could openly express their opinions. Confidentiality was maintained. The content of the interviews and focus groups was used to inform the analysis, and no direct references were made to particular statements (unless permission was granted for a quotation) and no personal information of the respondents/participants was disclosed. UNDP staff did not participate in interviews and focus groups.

2.2. Limitations

There was a number of limitations to this evaluation that the ET faced and had to address. Resourcing and timing restrictions limited the ability to conduct full and in-depth assessment of diverse UNDP GG interventions. These limitations did not allow capturing the views of diverse beneficiaries of UNDP interventions fully and completely. The ET found that the logical connections linking projects' outcomes with CPAP, CPD and UNDAF outcomes were not always well articulated and reliable data to assess the contribution/attribution mechanisms were not always readily available that constrained the ET's ability to fully assess UNDP's GG portfolio contribution to achieving its outcomes of "ensuring that all levels of government and local self governing bodies

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[10] http://www.uneval.org/normsandstandards/index.jsp http://www.unevaluation.org/ethicalguidelines

have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner."[11]

The ET agrees with the independent UNDAF evaluation finding that the UNDAF Monitoring and Evaluation (M&E) Framework was not designed with systematic SMART principles (Specific, Measureable, Achievable, Realistic and Time-bound) in mind. The indicators, baselines and targets were not sufficiently defined, while available data was not available in all sectors, fragmented and challenging to gather.[12] The wording of outcome and output statements was on the whole excessively long and imprecise, presenting particular challenges for the ET. To compensate for these limitations, the ET had to conduct "deep dives" to explore whether and how UNDP work at the project level has contributed to achieving Outcome 3. Some areas such as access to justice and rule of law are not captured in the UNDAF/CPD/CPAP as they were introduced during the mid-Country Programme cycle that further complicated the analysis of their contribution to achieving Outcome 3.

The ET has identified a number of other methodological limitations and developed a range of mitigation strategies to address them that can be found in Table 5 below.

Table 5 Evaluation Methodological Limitations and Mitigation Strategies

Methodological Limitations	Mitigation Strategies
Complexity and diversity of areas supported by UNDP may result in methodological and logistical challenges in capturing the full scope of UNDP work.	- Conduct meaningful skype kick-off calls with UNDP management and staff to discuss UNDP priorities and expectations. - Conduct weekly and if necessary more regular updates with UNDP on the ET progress to ensure ongoing alignment with UNDP expectations and priorities and quickly resolve any emerging challenges. - Clearly define key deliverables and acceptance process at the outset of the evaluation.
Attribution challenges to determine how diverse interventions implemented by UNDP contributed to Outcome 3. Limited evidence capturing whether and how national and local levels of government have improved their capacity to implement democratic governance practices, effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner.	- Seek additional information from CO on logframes of individual projects and programs and assess how they are linked to broad Outcome 3 Targets and Indicators. - Critically review project documents to examine their underlying hypotheses, and assess whether the stakeholder analysis, assumptions and risks are still relevant and correct. - Re-construct logrames to identify specific input-output-outcome linkages.

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[11] Country Programme Action Plan between the Government of Tajikistan and the United Nations Development Programme, 2010 - 2015

[12] C. Privat and R. Shukurov, Evaluation of the United Nations Development Assistance Framework in Tajikistan (2010 – 2015), Evaluation Report, 2014

Time limitation makes impossible an in-depth evaluation.	• Inception Report development and acceptance to identify priorities and focus areas. • Utilise skype and e-mail exchanges to obtain rich evidence from multiple stakeholders and beneficiaries if they are unavailable during the mission.
Unreliable and unavailable statistical data	• Utilize data from multiple sources, including UN partners, independent think tanks and International Non-Governmental Organizations (INGOs). • Conduct consultations with national senior experts to get a better sense of statistical data accuracy.
Inconsistent and insufficient data at the project level to capture their inputs, outputs and outcomes	• Use diverse information sources (e.g., interviews, partners reports) to get sufficient data and triangulate it • Use diverse internal UNDP information sources (e.g., donors reports, intervention level information, funding data).
Sensitivity of stakeholders to questions and limited willingness to conduct frank and open dialogue	• Be transparent regarding the scope and purpose of the evaluation. • Explain how evaluation's findings and recommendations may benefit the interviewees
Inability of some key stakeholders for interview during the ET mission	• Consultations with main stakeholders/beneficiaries will be planned with enough flexibility to account for their schedules. • Some interviews may be conducted via phone/skype • ET was willing to conduct meetings outside of regular business hours to accommodate stakeholders scheduling constraints.
Complexity of domestic and international factors affecting UNDP performance.	• Deep analysis of diverse reputable publications on political, economic and social developments in Tajikistan • Interviews with international organizations, national think tanks, and academics.

The ET paid particular attention to exploring sustainability and impact of UNDP GG interventions that were often not well captured in the available documentation.

It is expected that this evaluation's findings and recommendations will be used by the Government of Tajikistan and UNDP in their mid-cycle review of the current Country Programme Document (2016-2020). UNDP may use it to inform choices and design for the next Country Programme Document, support corporate reporting and accountability on its achievements in Tajikistan, and share lessons learned and recommendations across all UNDP portfolios to inform their future strategies and interventions. The evaluation report may be beneficial for UNDP Regional Office and Headquarters as it provides analysis of external and internal factors that influence UNDP success in a challenging governance environment.

3. Evaluation Findings

Overall, over the last six years, Tajikistan's progress in the area of GG was limited. The international organizations measuring good governance globally do not identify positive changes as too substantial to affect the overall scores of Tajikistan.

In terms of easiness of doing business, Tajikistan improved its ranking and is now on 128th place in the world, with specific mentioning for reducing regulatory complexity by introducing or enhancing electronic systems, and reducing the profit tax rate. At the same time, Tajikistan made starting a business more difficult by requiring that companies with annual revenue of more than SM 500,000 register as a Value Added Tax payer.[13]

The US-based human rights watchdog Freedom House rated Tajikistan as "not free" in its 2016 Freedom in the World report, with a downward trend arrow. Tajikistani authorities continued to arbitrarily limit free speech, access to information, and the right to civic organization in 2015.[14]

The World Bank's Worldwide Governance Indicators dataset that captures six key dimensions of governance do not record any significant positive or negative changes for Tajikistan, with exception for the area of Control of Corruption where some positive developments were recorded.[15] Transparency International confirms improvements in the area of control of corruption - the country moved up from 151st out of 180 countries for corruption in 2007 to 136th in the Corruption Perception Index, behind Kazakhstan and Kyrgyzstan, but above Uzbekistan and Turkmenistan in 2014.[16] Despite these achievements, the Centre for Strategic Research under the President of Tajikistan noted that corruption in the public sector remains systemic.

Both UNDAF and CPAP were designed with relatively broad articulation of expected outcomes that provided UNDP with some flexibility to develop and implement new projects when the needs emerged. The ET confirms that UNDP achieved all planned CPAP GG outcomes. The following discussion provides more nuanced analysis of UNDP's contributions to advancing GG in Tajikistan.

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[13] World Bank, Doing Business 2017: Equal Opportunity for All, 2017.

[14] Freedom House, Tajikistan Freedom in the World 2016, https://freedomhouse.org/report/freedom-world/2016/tajikistan

[15] The Worldwide Governance Indicators (WGI) project reports aggregate and individual governance indicators for over 200 countries and territories over the period 1996–2015, for six dimensions of governance: http://info.worldbank.org/governance/wgi/#home In the area of Voice & Accountability Tajikistan's rank decreased from 9.48 in 2010 to 6.90 in 2015 while in the area of Regulatory Quality Tajikistan's rank decreased from 16.75 in 2010 to 13.94 in 2015.
In the area of Government Effectiveness Tajikistan's rank slightly increased from 19.14 in 2010 to 19.71 in 2015. More significant improvements were recorded in the area of Rule of Law where the country rank increased from 11.85 in 2010 to 14.42 in 2015, while in the area of Control of Corruption it increased from 8.57 to 13.94 for the same period of time. In the area of Political Stability and Lack of Violence Tajikistan's rank slightly increased from 17.54 in 2010 to 19.52 in 2015.

[16] Transparency International, 2015, Corruption Perception Index, http://www.transparency.org/policy_research/surveys_indices/cpi/2009/cpi_2009_table

3.1. Relevance

Relevance deals with the appropriateness of the portfolio design to the needs of GG reforms in Tajikistan. This evaluation concludes that all UNDP GG interventions have responded to Government priorities identified in multiple Government strategies and programmes and were supportive of Tajikistan's international commitments. The portfolio has addressed in particular the following challenges to stable and long-term economic growth and poverty reduction efforts in Tajikistan identified in the National Development Strategy of the Republic of Tajikistan for the period to 2015: ineffective public administration; inadequate implementation of reforms at the local level and inadequate enforcement of laws, protection of human rights and development of civil society.[17] The portfolio addressed a number of priorities identified in the National Poverty Reduction Strategy 2010-2012 such as design and introduce mechanisms for the coordination of development priorities at the national, sectoral and territorial levels and clearly allocate the functions and authorities among the levels of the government and local self-government, including the redistribution of the financial and material resources.[18]

There is clear alignment between the portfolio and relevant international frameworks such as the Millennium Development Goals (MDGs). The projects supporting the Government access to justice and rule of law agenda, for instance, are in alignment with the international human rights standards binding Tajikistan. Relevance of all GG portfolio projects was strongly confirmed through the interviews with funding partners for mains projects of the portfolio.

The target groups and main beneficiaries of the GG portfolio have been primarily at the national and local Government levels. The Government beneficiaries highly appreciate UNDP's flexibility and confirm that projects were designed in close partnership with them in response to their needs.
UNDP GG interventions addressed the needs of some vulnerable groups as well (e.g. women victims of domestic violence). Overall, UNDP managed to strike a right balance among legislative and policy development support, capacity building of national partners, awareness raising, and delivery of local interventions that addresses the inequalities faced by vulnerable groups.

UNDP utilized a number of strategies to ensure continued relevance of its GG portfolio:

- Project documents have been drawn up in partnership with the Government, donors and other relevant stakeholders. It helped to promote Government ownership and alignment with the national priorities so that GG projects met the identified demand and need for UNDP support.

- Project Boards were established to oversee projects' implementation that helped to maintain the overall GG portfolio relevance. The ET reviewed numerous Project Boards' meetings minutes and confirms that they played an important role in keeping projects on track and adjusting them to maintain their relevance and effectiveness, if needed.[19]

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[17]Republic of Tajikistan, National Development Strategy of the Republic of Tajikistan for the period to 2015, 2007
[18] Republic of Tajikistan, Poverty Reduction Strategy Paper for 2010-2012, 2010
[19] For example, the Local Project Advisory Committee that was meeting regularly to oversee the Mainstreaming Human development in Tajikistan project and PARIS Local Project Advisory Committee that helped with identifying public administration/local governance reforms priorities.

- The projects' designs were relatively flexible to adjust them to changing beneficiaries' needs, although a need for more flexibility, especially for long-term projects was identified by some interviewees.

- UNDP portfolio staff built rapport with key Government partners to continuously examine beneficiaries' needs and expectations.

UNDP GG portfolio was also relevant to such core UNDP corporate goals as enabling major governance processes that include constitutional reform and democratic electoral processes, promotion of economic, political, social, civil and cultural rights, strengthening of legislatures and effective governance to bring greater development benefits to citizens and increase their confidence and trust in public institutions.

UNDP did not conduct a mid-term review of the CPD (2010-2015) that to some extent limited its ability to re-prioritize its GG interventions in response to worsening economic conditions and promptly address growing inequalities. The mid-term review, if conducted in 2013-14, could have been able to identify new challenges and opportunities and inform the necessary adjustments to GG portfolio to allow UNDP to effectively respond to new challenges and opportunities, enhance relevance and technical soundness of its interventions.

The openness of UNDP to new ideas and possibilities for collaboration were appreciated by both national partners and donors. UNDP, for example, promptly adjusted the training of Afghan border guards and introduced swimming classes when such a need was identified.

3.2. Effectiveness

Effectiveness focuses on results, not processes and the ET examined if the portfolio was producing its planned outcomes and meeting intended objectives. Overall, UNDP GG portfolio was effective in producing results at the aggregate level and the collected evidence demonstrates that the portfolio achieved its main intended objectives. The individuals interviewed highly evaluated the effectiveness of UNDP interventions.

Many informants remarked upon UNDP's strategic foresight in grasping the significance of access of justice and rule of law area long before its counterparts, and carefully building support of key national partners in these areas. UNDP support was invaluable in energizing the national discourse on advancing the rights of vulnerable groups to access justice free of charge.

The ET identifies a number of strategies and approaches that UNDP utilized to improve effectiveness of its GG portfolio:

- Close communication of the portfolio and projects with the Government.
- Location of some project offices in Government buildings.
- Communication of evidence-based advice to Government counterparts.
- Adherence to international standards and effective practices in project design and implementation.

- Consolidation of projects for cost-sharing technical, human and financial resources.

Although more extensive project-level evaluations are needed to provide rich evidence, the available information demonstrates that some projects were more effective than others. There are a number of reasons beyond UNDP control that affected portfolio effectiveness. Policy level interventions did not completely reach their goals because political will to implement some crucial reforms in the area of corruption prevention, for example, was lacking. Other reasons include limited focus on results of some projects and insufficient quality and depth of analysis in projects' reports. The ET, for example, was unable to assess effectiveness of some training opportunities and study visits.

Evaluations such as this are heavily reliant on the available information: where that information is comprehensive, the analysis is robust. However, where the information available was incomplete or focused on the description of inputs and activities, the results-focused analysis is weaker. Some project level documentation contains lessons learned and risk assessment sections but the quality, quantity and availability of documentation varies.

A more detailed analysis of GG portfolio by area of focus is presented below. The Annex 6.4 captures the ET's assessment of the portfolio achievements vis-à-vis stated objectives, by project.

Border Management

The Central Asian states continue to face challenges with management of what were formerly internal borders of the Soviet Union, as well as protection of their own national borders. These include pre-existing borders with China, Afghanistan, and Iran (inherited from the Soviet Union), and newly created borders between the countries of Central Asia, as well as with the Russian Federation (and Azerbaijan, if maritime borders are included). Improved border management is necessary to reduce the cross-border movement of illegal trafficking, drugs, militants, weapons, and radioactive materials, etc., as well as to facilitate legitimate trade and transit, wherever possible.

UNDP's interventions in 2010-2015 were built on successes and lessons learned from the previous border management and drug action programmes in Central Asia such as BOMCA implemented

> UNDP operates in very difficult circumstances in the area of border management. It demonstrated its perfect responsiveness, ability to deliver on time, and excellent communication with the donor. There is no doubt that UNDP is one of the best partners to work with.
> *Donor*

in 2004–2009.[20] Broad objectives of UNDP interventions in the area of border management included: improving integrated border management to secure borders, preventing drug trafficking, promoting more humane treatment and providing protection to victims of trafficking, refugees, and

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[20] UNDP, Tajikistan, EU Border management and drug action programmes in Central Asia (BOMCA/CADAP), Annual Project Report 2009, , 01 April 2004 – 31 December 2009

asylum seekers, and increasing trans-border trade. To achieve these objectives, UNDP implemented a series of activities with Tajik and Afghan Border Police and Customs Agencies in Integrated Border Management (IBM) by providing training and exposure to 'good practices' of IBM for the leadership of all agencies involved in border management; modernizing and upgrading training facilities to improve the working conditions at selected border crossing points on trade corridors; providing infrastructure, equipment, and specialized training sessions to facilitate capacity development for IBM and encourage cross‐border cooperation. UNDP was effective in achieving these results. They have been verified during interviews and document review and some of them are listed below:

- 1070 border police and customs officers were trained in Integrated Border Management and associated subjects.

- One Border Crossing Point at Djomarchi Bolo; one Border Outpost at Qal'ai Zal and one Border Liaison Office at Shegnan were built, equipped and handed over to beneficiaries on the Northern borders of Afghanistan.

- Five International conferences and events on Border Management, Cross-Border Trade, Regional Cooperation, and Migration related subjects were facilitated and conducted.

- Support provided to facilities and equipment supplied to BOMNAF-constructed facilities.

- A National Border Management Strategy for the period 2010-2025 was developed but very limited progress was made in putting it into practice.

- A large number of facilities, including a conference room at Border Guards College and more than fifteen check points were fully renovated and equipped with furniture and IT equipment.

- Specialist trainings for more than 1000 border officials were delivered. A number of trainings involving experts from EU were delivered. Training subjects included IBM; Border Control Procedures; Risk Analysis and Assessment; Document Integrity, Intelligence Data Gathering and Analysis; Illegal Migration and Trafficking in Human Beings; and Identification of Stolen Vehicles.[21]

The ET finds, in particular, that UNDP's activities in improving inter-agency and cross-border communication, cooperation, and coordination between Afghanistan and its Central Asian neighbours were effective as they helped to institutionalize continuous dialogue among law enforcement agencies at the grass roots level that contributed to building relations of trust. A number of activities were implemented to achieve these objectives such a joint mission "Operations Building Bridges" for local governmental structures and law enforcement agencies from Afghanistan and Tajikistan, regular meetings and joint trainings.

There remains a requirement to expand legal trans-frontier trade and the BOMNAF project had some effect in contributing to an increased flow of persons and legal goods across the

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[21] UNDP, Border Management in Central Asia: Phase 8, Final Report, 2014

Afghanistan-Tajikistan border. This was limited by factors which are beyond UNDP control, including a highly challenging security situation in the region, uncertain commitment and inadequate capacity of the Government of Tajikistan and a shortage of institution building activities in the country generally.

UNDP-supported Free Legal Aid Centers Make a Real Difference: Two Case Studies

Mayram approached a UNDP-funded Centre providing free legal aid to seek advice regarding her niece Gulsara's property rights. Gulsara is a registered person with a disability and was the only child in her family. When her parents passed away, she was too young to legally inherit their house. Gulsara's uncle decided to profit illegally from this situation and relying on his connections he made Gulsara give the house to him as a gift. Although the transaction was illegal, he managed to assume full ownership of the house. Gulsara ended up on the street. She was unable to work because of her disability as well. Gulsara's aunt wanted to restore justice and appealed to many authorities, including a national society for persons with disabilities and even hired lawyers. Despite all these efforts, no progress was made. Mayram learned about the Centre providing free legal aid and approached it with her case. Qualified staff of the Center provided the necessary legal support in preparing the necessary documents, including drafting a claim for property division. Due to the Centre's support, Gulsara's claim was satisfied and she gained ownership of 50% of the house.

In 2016 Shahodat approached a UNDP-funded Centre providing free legal aid with a request to help her to secure alimony payments for her grandchildren. Shahodat's daughter Gulandom was divorced and lived with her three children. The eldest Gulandom's son, Said, was paralyzed. To feed and support her children, Gulandom went to work in Russia and it was very difficult period for the family. Shahodat had to quit her teaching work to look after her grandchildren. The father of the children refused to pay child support. The Center's staff prepared all the necessary documents for the lawsuit. Due to the Centre's support, the court ordered the father to pay 250 somoni in alimony to support his paralyzed son.

Access to Justice and Rule of Law

The legal reform process towards international human rights standards is ongoing, but many citizens, especially women and young people living in remote areas, are still not aware of their rights and have no access to legal aid. The GG projects in the area of Access to Justice and Rule of Law supported the Government's efforts to reform its judicial and legal system as well as provided free legal assistance to vulnerable groups and raised legal awareness among the population.

The ET thoroughly evaluated effectiveness of this dimension of the GG portfolio and found the projects' design and approach to be complementary, logical and well executed. The projects correctly focus on building capacities of duty-bearers and right holders and operate simultaneously at the policy, local delivery and NGOs capacity development levels. The projects correctly prioritized supporting the most marginalized groups and individuals that would lead to better rights

protection for all. The projects work through the Ministry of Justice, the Ombudsman Office, local non-government organizations (NGOs), and independent lawyers.

Some results are listed below and have been verified during interviews and document reviews:

- Free legal aid was provided to about 15,000 people since 2013, with around 70% of clients being women and about 7% being persons with disabilities. The ET interviewed a number of beneficiaries who highly appreciated the value and importance of such services, especially for vulnerable groups who do not have the necessary means to pay for legal advice.[22]

- Capacities of family law judges were strengthened as the requests for legal aid were mostly related to family law and civil law issues (divorce, alimony, etc.).

- The Concept note on Free Legal Aid, developed with UNDP support was adopted in 2015 by the Government.[23]

- UNDP supported the State Agency Legal Aid Centre and is piloting diverse free legal aid service delivery models outlined in the Concept through its regional Legal Aid Centres and is contributing to development of the Law on Free Legal Aid.

- The concept of paralegals was adopted by the Government and a number of them were trained. Over 80 cases were resolved through paralegal mediation.

- Advocacy work was undertaken to promote ratification of the Optional Protocol to the UN Convention against Torture.

- A Policy dialogue platform facilitating involvement of NGOs into policy discussions has been established and a number of meetings were conducted, with increasing numbers of NGOs involved.

- Capacity development trainings on the human rights based approach have been delivered for ZAGS (civil registration offices) and notary staff to enable them to provide better services to vulnerable populations, including women.

- A first national Rule of Law Forum was organized in 2015 with 120 participants from state institutions and NGOs. In addition, the policy dialogue platform was expanded to the regional/oblast centres of Khujand, Kurgan-Tyube and Rasht.[24]

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[22]UNDP partners with INGO Helvetas to run Legal Aid Centers country-wide that provide legal consultation and representation in court. Some interviewees suggested UNDP and INGO Helvetas to better clarify roles and responsibilities in delivery this component to avoid duplication and improve accountability and focus on results.
[23] Правительство Республики Таджикистан ПОСТАНОВЛЕНИЕ О Концепции оказания бесплатной юридической помощи в Республике Таджикистан, 2015
[24] The ET agrees with findings and recommendations of the Mid-Term Assessment of the Access to Justice Project in Tajikistan prepared by Tomas Baranovas in December 2015

"Delivering as One" approach was adopted by UNDP, UNICEF and WHO in advocating the Government of Tajikistan to ratify the United Nations Convention on Rights of Persons with Disabilities (UNCRPD). UNDP established a Governmental Working Group to prepare for the signing and/or ratification of the UNCRPD and produced an analysis of legal, economic and social implications of Tajikistan joining the Convention to inform and advise the Working Group. As a result of the joint advocacy efforts of the UN, Tajikistan, as part of the Second Cycle of Universal Periodic Review in 2016, committed to join the Convention. Ratification of the UNCRPD will streamline the human rights model into disabilities policies and programmes and make the Government accountable for the elimination of barriers that persons with disabilities face.

In order to empower NGOs to participate in policy discussions, a number of NGOs were supported in establishing a Rule of Law Network in 2015. To date around 17 NGOs are members of the Network. Civil society in Tajikistan is weak and poorly structured and UNDP is advised to continue strengthening its capacities to influence decision making processes.

In response to the Ministry of Justice's request and relying on findings of a thorough feasibility study to define institutional capacities of civil registration offices in the Republic of Tajikistan, UNDP started a project to support the Government with introducing an electronic system of civil registration in 2016.[25] The ET finds the project design logical, well connected with other initiatives in the area of Access to Justice and Rule of Law and justified as it was built on evidence collected through the feasibility study.

Aid coordination

Given the country's vulnerability to external risks and weakened economy, fiscal space for much needed capital investment and social programmes is limited. UNDP supported the Government of Tajikistan with a number of projects to better align foreign assistance with national priorities through establishment of an effective aid coordination system and improved M&E of strategic programmes. It supported the Government with implementation of the Paris Declaration, the Accra Agenda for Action and the Busan Partnership Agreement.

UNDP supported the Ministry of Economic Development and Trade (MoEDT) to improve M&E systems of strategic programmes. The institutional structure and capacity of the State Committee on Investment and State Property Management (SCISPM) in the areas of external aid coordination and monitoring, and public-private dialogue were improved as well. The SCISPM was designated by the Government as the central body responsible for foreign aid monitoring and coordination and UNDP supported it with revising its mandate and structure providing the necessary equipment including software and training to meet this mandate.

The major results achieved by UNDP in the area of aid coordination have been verified during interviews and document reviews. These are presented below:

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[25] Innovations and Reforms Center (Tajikistan), Feasibility Study to Define Institutional Capacities of Civil Registration Offices in Tajikistan, 2016

- Guidelines on foreign aid mobilization, management, coordination and monitoring in Tajikistan developed with UNDP support were adopted by the Government.

- The on-line National Aid Information Management System (AIMS) was developed. AIMS is the only source of aggregated information on all foreign aid in Tajikistan. It is available online at http://aims.gki.tj.

- Guides entitled *Development Partners Profiles* and *Foreign Aid Reports* were published annually.

- Information bulletins on foreign aid across nine economy sectors of Tajikistan were prepared and disseminated among central agencies, line ministries, development partners, donors, etc.

- Multiple trainings for staff of SCISPM, ministries, departments and development partners on aid coordination and effective cooperation through use of expanded AIMS were delivered.

Public Administration

In the area of public administration, UNDP's contributions helped to build efficient, responsive, transparent and accountable public administration. Public administration plays a critical role in advancing the country's human development. It provides advice to the Government, designs and delivers public programs to realize the Government policies and executes policy decisions.

UNDP's support positively contributed to improving professionalism, effectiveness and efficiency of the country's public sector that is vital to success of all development activities. The major results achieved in the area of Public Administration have been verified during interviews and document review and are presented below:

- At least 70 senior and middle managers from at least 8 national and local authorities have been trained on business planning and performance management. The trainings included a Train the Trainer model.[26]

- Staff from 13 ministries had been trained in strategic planning and policy development, including an on-the-job mentoring component. It helped the trainees in developing their respective ministries' three year strategic plans, including budget requests.

- UNDP facilitated establishment of the Inter-ministerial Working Group that led to the development of a Local Government Vision Paper that outlined the main principles and components of local governance reforms. The Local Development Management Concept developed throughout 2014 was based on the Vision Paper and was adopted by the Government in June 2015.

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[26] UNDP, Public Administration Reform/Institutional Strengthening (PAR/IS) projects project document and AWPs

- In 2013, Local Development Committee was established by the Government with the task of promoting local development and coordinating local governance activities. The Committee was designated as a central executive body in the sphere of local development. UNDP implemented a range of activities to strengthen its capacities.

- UNDP supported the Civil Service Trainings Institute in designing training materials and resources and conducting workshops for civil servants.

- Over 70 Ministry of Foreign Affairs staff completed English, Russian, Arabic and French language courses.

- Through the internship component, UNDP supported 33 diplomats (10 are female) to take diplomacy short-term courses abroad.

- A wide range of seminars and courses on such diverse topics as Conflict Studies, Diplomacy and Modern Communication Technologies and Legal aspects of diplomatic service were delivered.[27]

The Government of Tajikistan and donors identified a need to strengthen the aid coordination architecture. Donors have established a Development Coordination Council (DCC) as a forum for regular donor coordination and UNDP supported the DCC Secretariat.[28] The chair of the DCC is spokesperson for development partners at formal meetings with the Government. Unlike some other countries where such coordination mechanisms were disbanded as they did not provide sufficient value added vis-à-vis the work required, relevance and effectiveness of the DCC and UNDP's role were highly valued by the donors. DCC effectively facilitated dialogue between the donor community and the Government and provided expert consolidated contributions to the NDS 2016-2030 and the Mid-term Development Strategy 2016-2020. The interviewed donors greatly appreciated UNDP's leading role in organizing donors' regular Development Coordination Council Working Group on Rule of Law and Access to Justice meetings that helped to improve synergies and eliminate duplication.

Corruption Prevention

UNDP's anti-corruption activities were effective as they compelled both Government and the public to acknowledge that corruption is a significant obstacle that hinders development, negatively affects availability and quality of public services, and negatively affects prospects of foreign investment.

Through its corruption prevention activities, UNDP increased national capacity to address corruption and strengthen transparency and accountability of state institutions. The major results

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[27] UNDP Support to Institutional Development of the Ministry of Foreign Affairs of RT project document, annual reports and quarterly reports.
[28] http://www.untj.org/dcc/

achieved by UNDP in the area of corruption prevention have been verified during interviews and document reviews. These are presented below:

- The Anti-Corruption Strategy was adopted (2013 and 2014).

- A number of public awareness activities were conducted, including surveys of national perceptions of corruption with follow up reports. They increased public awareness of corruption so that NGOs and national Government partners started talking openly about corruption.[29]

- The President of Tajikistan emphasized the importance of fighting corruption in a number of his speeches.

- UNDP provided support in establishing the Anti-corruption Agency and strengthening its capacities, by focusing predominantly on corruption prevention as it was the weakest element of the Agency in comparison with investigation and prosecution. A number of training events and study trips to relevant countries such as Latvia were conducted.[30]

- A committee on prevention of corruption that included NGOs was established.

- A water governance risk assessment was conducted.[31] An Integrity Vulnerability Mitigation Plan was also developed.[32]

- Education was identified as one of the most corrupt sectors and pilots were implemented on how to assess and prevent corruption in selected schools. Mechanisms for addressing corruption in schools were developed.

Human Development

UNDP promoted Human Development concept at all levels, including among decision makers. Specific interventions focused on the following areas: production of National Human Development Reports (NHDRs), provision of human development trainings, support for improving the quality of statistics and capacity to understand and use human development data and indicators in day-to-day policy making as well as support in establishing an independent national research institution.[33]

The major results of human development projects have been verified during interviews and document review and are presented below:

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[29] UNDP, State Enhancement for Improved Governance Project Progress Monitoring Reports.
[30] UNDP, Annual Reports for State Enhancement for Improved Governance Project
[31] See, for instance, UNDP Sector Integrity Management Project Document.
[32] UNDP Sector Integrity Vulnerability Assessment Project Progress Monitoring Reports
[33] UNDP, Annual Working Plans, Mainstreaming Human Development in Tajikistan

- Three NHDRs were produced, launched with representation of senior Government officials and were disseminated.

- Eight post-secondary institutions adopted UNDP-developed HD courses and continued teaching them.
- Human development was reflected in the President's annual address to the nation in 2011. Some of NHDRs' recommendations were reflected in the President's Addresses and National Strategies.

- Capacities of the Statistical Agency under the President of Tajikistan to produce human development statistics were strengthened.

- An independent think tank Center for Innovative Development was established and continues its operations relying on other donors' funding.

- An online course for Central Asia on Sustainable Development Goals (SDGs) was developed.

- A range of capacity building interventions was implemented, including training for a Government Working Group working on the NDS-2030 incorporating principles of Sustainable Human Development into National Development Planning and nationalization of Sustainable Development Goals.

3.3. Efficiency

Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. Efficiency of the GG portfolio was difficult to determine as it was influenced by efficiency of individual projects and the ET could not examine all diverse projects in detail. In addition, the ET could not apply a traditional efficiency lens to assess such outcomes of GG portfolio as policy advice, advocacy, awareness building and other forms of 'soft' assistance. The ET examined the extent to which selected GG projects produced their planned outputs in relation to expenditure of resources and identified specific steps that were undertaken to optimize the portfolio and individual projects' efficiency.

The ET concludes that UNDP staffing and management system for GG portfolio is adequate and the skill mix seems right to achieve the current GG outcomes. Effectiveness and efficiency of the portfolio has been improved due to solid UNDP institutional memory.

UNDP uses Direct Implementation as the main modality for portfolio management. Mostly the projects have national Focal Points appointed by national partners and project managers hired by UNDP. Each of the major projects is governed by a Project Board with representation from partners, including senior Government officials and UNDP. The Boards were meeting regularly which helped to ensure relevance, effectiveness and efficiency of projects' interventions.

The ET found that the GG portfolio and individual projects strived to meet their expected outputs by looking for cost-efficiencies in project operations and utilizing prudent business practices. The following steps were taken to optimize the efficiency of the UNDP GG portfolio:

- National partners were often requested to make their own contribution to projects costs.[34]

- Open, transparent and value-for-money UNDP procurement processes were utilized.

- Some projects with similar focus and interventions were consolidated under one management umbrella (e.g., rule of law and access to justice stream; border management projects). These groupings helped to reduce management costs and allowed consolidation of donors' aims to achieve more sustainable outcomes. In the area of border management, for instance, the EU-BOMNAF project, implemented in Northern Afghanistan and JICA's *Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan project* (JICA-BMP) which focuses on the Tajikistan side of the border,[35] implement similar and complementary activities in Tajikistan and Afghanistan to improve efficiency and enhance projects' sustainability and impact.

- Some project offices were located on national partners' premises that generated savings on rent.

- Application of Delivering as One Approach helped to improve effectiveness and efficiency through collective actions based on UN sister agencies' comparative advantages (e.g., partnership with UN Women on development of Law on Domestic Violence, and UNICEF and WHO in the area of disability).

- Consortium partnership with INGO Helvetas in the area of Access to Justice was formed based on comparative advantages of both organizations and this has accelerated transition to a state run legal aid system.

- Utilization of Organization for Security and Co-operation in Europe's roster of experts expedited recruitment processes and helped to identify and deploy experts more efficiently.

- In-house UNDP expertise, when possible, was utilized (e.g., Communities programme staff in Area offices was engaged into monitoring of field activities).

The ET found that GG projects overall correctly identified risks and developed appropriate mitigation strategies, especially at the operational level. Less attention was paid to political and systematic risks, including those instances where there were risks that ministry-UNDP agreements and commitments could be overridden by higher-level decision making bodies. Such risks were mostly not factored into interventions' designs.

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[34] In the case of Support to Institutional Development of the Ministry of Foreign Affairs of RT project, for example, the Ministry provided parallel funding to support short-term training missions of the ministerial staff to other countries, where diplomatic representative offices of Tajikistan are present.
[35] Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan project document. As this project was launched in 2015, it is outside the scope of this evaluation.

The GG portfolio is dependent on the mobilization of considerable non-core resources due to the scarcity of core programme resources. UNDP was successful in mobilizing external resources and doubled its annual GG budget from USD 2,9M in 2010 to over USD 6M in 2015.

Overall, the ET concludes that UNDP GG portfolio was able to achieve results in an economic manner and with manageable transaction costs. There was near consensus amongst partners from government and donors that GG results had been achieved with little waste and duplication. Moreover, partners were keen to emphasise flexibility and adaptability of UNDP both during interventions planning and implementation.

The interviewees expressed their understanding of complex and often lengthy UNDP procurement procedures and confirmed that UNDP was always doing its best to speed up the process to meet the partners' needs. The EUD mission found, for instance, that considering the local situation – security and burdensome administrative issues- BOMNAFII is seen as being managed efficiently.[36] Some partners, however, suggested better timed funds transfers as state institutions cannot use their resources for project implementation.

3.4. Sustainability

Sustainability is about being strategic and looking to the future. Sustainability is the likelihood that the achievements recorded so far will endure beyond the project life that reflects the resilience of the achievements to financial, political, systemic and other risks. Sustainability does not mean only that the systems, activities, and practices established by the GG portfolio continue beyond their completion. It means also building on portfolio's achievements to advance to another level, by extending efforts into other areas. In looking at sustainability, it is important to note that governance reforms take a long time to produce sustainable results and outcomes.

UNDP had to deal with multiple risks to sustainability that include insufficient state budget funding as well as limited public administration capacities at the national and local levels. Other risks to sustainability of UNDP GG interventions that are beyond UNDP control include potential changes in Government direction and priorities and high turnover of decision makers at all government levels.

Focusing on sustainability and recognizing Tajikistan-specific obstacles to advancing it, UNDP implemented a number of successful strategies to advance sustainability of its GG portfolio results that included:

- Promoting legislative and policy changes to reflect effective GG models.
- Explicit alignment of projects' objectives and interventions with strategic country priorities.
- Building strong relations with the national partners to ensure their ownership of projects and their outcomes. UNDP, for instance, secured participation of President, H.E. Emomali Rahmon

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[36] EUD Afghanistan, Border Management in Northern Afghanistan II – BOMNAF II

in meetings of the National Development Council and participation of the Prime Minister in the Development Forum.

- Consistent and logically sequenced work in advancing public administration, reforms, with primary focus on local governance. UNDP facilitated establishment of the Inter-ministerial Working Group that led the development of a Local Government Vision Paper. The Vision Paper informed development of the Local Development Management Concept that was adopted by the Government in 2015. Once the legislative and policy foundations for local governance reforms were put in place, UNDP focused on supporting the implementation of the Concept via institutional strengthening of Local Development Committee and Local Government Reform Programme.

- Development of effective and carefully staged exit strategies with the Government assuming policy and budgetary responsibility for UNDP-supported initiatives (e.g., legal aid component);

- Building donors' long-term commitment to specific GG reforms to ensure projects' financial viability. UNDP, for instance, secured long-term donors' commitment to supporting the Ombudsman's Office that helped to build its capacity over a long period of time.

- Incorporation of significant institutional and individuals capacity building measures into many projects.

- Extensive collaboration with multiple government and development partners to ensure broad ownership of UNDP initiatives.

The ET concludes that overall sustainability of the portfolio outcomes is good, but some projects are more sustainable than others. The partners demonstrated different degrees of their institutional, technical and financial commitments to projects' objectives. Some examples of UNDP projects and interventions with strong sustainability prospects include:

- The Government accepted responsibility and committed long-term funding to support a nation-wide network of free legal aid centers.[37] It has been reflected in the new national Judicial – Legal Reform Programme for the period of 2015-2017 that was adopted by the Government.

- Participatory processes are more widely used by the ministries supported by UNDP and NGOs are invited to contribute to decision making.

- NGOs became more empowered and capable to engage in policy dialogue with the Government.

- Human development is institutionalized in the curriculum of a number of universities and colleges.

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[37] ПРОГРАММА СУДЕБНО-ПРАВОВОЙ РЕФОРМЫ НА 2011-2013 ГОДЫ: ПРЕДВАРИТЕЛЬНЫЕ РЕЗУЛЬТАТЫ И ДАЛЬНЕЙШИЕ ШАГИ, 2013

UNDP has limited resources and relies heavily on external funding and as the example of corruption prevention interventions demonstrated, without continuous even minimal support sustainability of achieved results may be compromised. The ET finds the approach adopted by the Access to Justice and Rule of Law projects towards ensuring sustainability an effective and innovative practice. UNDP is supporting the State Agency Legal Aid Centre by piloting free legal aid service delivery models by establishing six regional Legal Aid Centres. UNDP secured a Government commitment to increase annually the share of Centres' state funding by 20% and increase their numbers, so that in five years all Centres will be fully funded by the Government.

Sustainability of some GG portfolio areas is more questionable. The on-line National Aid Information Management System is maintained but the main problems lie in a lack of timely and quality information, used for updating of the AIMS as users often delay the process of information updating and do not present the required information fully. The biggest challenge, however, is that the Government does not actively use the AIMS to spearhead systemic GG reforms and secure long term donors' funding and technical support.

The interviewees indicated that the economic realities will most likely require the Government to adopt budget austerity measures. The availability of bilateral donor funds is expected to diminish over the following years as some donors plan to withdraw from Tajikistan. As a result, financial sustainability of many UNDP interventions may be negatively affected so that UNDP would have to be more strategic in ensuring donors' long-term commitment to GG reforms and continuously search for new partners. The ET finds UNDP's good working relations with Russia's International Aid Programmes to be an excellent example of such pro-active search for new donors.

The ET finds that sustainability objectives were not always a core concern area in some projects' designs. Sustainability and exit strategies were not always developed and project progress reports did not always pay sufficient attention to sustainability issues. It is advisable for the UNDP GG portfolio to give more extensive and elaborate consideration to sustainability principle in GG interventions design and utilize the sustainability strategies identified in this section more broadly across all GG portfolio projects.

3.5. Impact

Impact deals with whether the portfolio's overall objectives have been achieved or are likely to be achieved. The ET finds the following impacts where UNDP GG portfolio made measurable contributions:

- Border management functions of Afghanistan and Tajikistan border agencies have improved and infrastructure built by UNDP projects was accepted by national authorities in both countries.

- Human development was institutionalized in the curricula of a number of universities and colleges.

- Human development angle was integrated into the President addresses and national development programs.

- Such sensitive topics as torture and corruption were recognized by the Government. In the field of corruption, UNDP's public awareness work informed the Government's decision to establish the Anti-corruption agency.
- As part of the 2nd Cycle of the Universal Periodic Review in 2016, the Government committed to ratifying the UNCRPD.

- The state accepted its responsibility for free legal aid centers.

- The Government has committed to the fulfilment of the principles and provisions of the Paris Declaration, the Accra Agenda for Action, the Busan Partnership and other international documents on aid effectiveness and Global Partnership.

- Duplication of donors' interventions has been reduced and they became better aligned with national priorities.

- Some beneficiaries of MFA trainings were promoted to senior management positions in the Ministry.

- Some ministries recognized the value and importance for more participatory approaches in decision making and became more open to involving NGOs in policy consultations.

- Civil society's ability to contribute to development of important policy initiatives was strengthened.

Although UNDP operated in a highly centralized decision making environment, it managed to convince the Government to act in such areas as providing free legal aid services to vulnerable groups, recognize the negative effects of corruption and address the issue of torture. The anecdotal evidence demonstrates that UNDP was successful in building the broader ownership of GG portfolio outcomes so that the achievement of many projects' outcomes are seen as a joint responsibility of Government, UNDP, donors and the public. Although it will take more time for impact to materialize in some areas, the ET finds that the fact of the Government's recognizing a need for actions in some sensitive areas as an impact in itself. For instance, UNDP is credited with having

> UNDP's accomplishments in the area of Access to Justice and Rule of law are impressive. Some of them include a Presidential decree on a free legal aid system, support of UPR process, and advocacy that resulted in the Government of Tajikistan's commitment to ratify the UNCRPD.
> *Donor*

facilitated, or created, unique and invaluable dialogue between the Government and civil society across a number of GG areas but it may take a long time for the Government-NGOs dialogue to institutionalize and this process will take long time, with numerous pitfalls. On the one hand, national and local authorities start to see the value of civil society contributions and participatory approaches to national or local planning. On the other hand, NGOs feel empowered to contribute to important national policy discussions.

UNDP has helped in bringing civil society and the justice sector together to appreciate each other's role in ensuring justice to all, with particular focus on vulnerable groups. The interviewees confirmed that civil society now also has a stronger understanding of the judicial system constraints. The state partners confirmed the value and importance of such dialogues with NGOs and indicated to the ET that they would like to expand a range of topics and increase the frequency of such meetings. The ET believes that various experiences of UNDP in facilitating a dialogue between the Government and NGOs should be a show case for other national and development partners and UNDP programme areas to promote learning and experimentation.

Overall, the ET concludes that UNDP's engagement has fostered the development of more progressive institutional changes, policies and approaches in areas that had a more conservative attitude. Some anecdotal evidence of changes in attitude of decision makers, the media and the public with regard to such important areas as rights of persons with disability was collected.

UNDP is advised to separate short term results and long term impacts in its CPD and project documents. For instance, the inclusion of human development into curricula of post-secondary institutions is a very important result, but it is equally important to ensure that the individuals who completed courses in human development use knowledge and skills received in developing national policies and programs that actually promote human development for all, with particular focus on the vulnerable groups.

The ET finds that the impact can be captured and analyzed at the level of individual projects, but it is more difficult to conduct such analysis for the GG portfolio as a whole. To some extent, the limited availability of impact data is a result of limitations of the current UNDP internal M&E system. The external project evaluations such as the Mid-Term Evaluation: Finland's Development Cooperation in Eastern Europe and Central Asia, 2014-2017 provide some more in depth analysis of strategic level results, but only a few GG projects were subjected to external evaluations. The ET found that the M&E system captures a lot of important information on UNDP GG portfolio operations, outputs and outcomes but it is not comprehensive and not consistent across all projects to capture all diverse portfolio results and areas of impact. In addition, UNDP Tajikistan does not have an internal M&E expert who would be in position to support GG portfolio and individual managers with developing log frames, indicators, monitoring and data collection.

At the project level, the UNDP GG portfolio follows donors' reporting requirements that vary in terms of sophistication and detail. As a result, consistent and harmonized data is not collected across all components of GG portfolio that limits effective monitoring at the aggregate and outcome level that restricts effective decision-making.[38]

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[38] The ET confirms that GG related sections of new UNDAF and CPD 2016-2020 contain more robust results-focused indicators.

3.6. HR and Gender

The Human Rights-Based Approach (HRBA) is a normative principle. It is used to further the realization of human rights and ensure that human rights standards and principles guide all phases of development cooperation. It focuses on the development of the capacities of 'duty-bearers' to meet their obligations and of 'rights-holders' to claim their rights. HRBA with its equity focus was extensively but inconsistently applied across GG portfolio. The ET found that diverse efforts have been made to integrate the HRBA and gender equality principles throughout UNDP's GG work and programming, but a systemic approach was lacking.

Tajikistan is party to seven core UN human rights treaties and four Optional Protocols to these treaties. The country has demonstrated high commitment in terms of engaging with relevant UN human rights mechanisms. UNDP, for instance, provided extensive and long-term support of the Ombudsman's office.

Many interventions implemented by the GG portfolio were in alignment with the international human rights standards binding Tajikistan and some of them advocated for ratification of international human rights conventions (e.g., UNCRPD). The ET found that UNDP did not always frame its activities through the lens of HRBA and was not explicit enough on strategies how human rights should be mainstreamed across the areas of UNDP support.

> We are very grateful to UNDP for its support. UNDP timely and effectively addressed our needs and we are looking forward to continuous collaboration.
> *Ombudsman office - beneficiary*

Gender equality is also a normative principle to ensure that priorities in the national development framework reflect the country's commitments to achieve gender equality and that the CPD results and strategies contribute to these gender equality goals. Gender mainstreaming is a key strategy to examine how women and men and boys and girls experience problems differently, and how they relate to one another and the societal forces that shape power relationships. Tajikistan has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1993 and its Optional protocol in 2014 but the ET finds that women's vulnerabilities have significantly worsened during the last decade. Women suffer disproportionately from poverty. As most of the labour migrants are male, their left-behind wives assume all responsibilities for households, including generating family income. In some instances, men abandon their wives when they migrate and these women have to assume full responsibility for their extended families and often do not receive alimony payments. Gender-based domestic violence is prevalent in Tajikistan and is surrounded by a culture of silence. Women representation in Tajik politics and decision-making remains below international standards.

It was reported that gender mainstreaming is given as much attention as possible across all GG activities and some of them focus specifically on promoting gender equity. UNDP partnered with UN Women in the development, piloting and scaling up of implementation mechanisms for the Law on prevention of domestic violence in the family. The instructions on interagency cooperation and for police were adopted by the Government in summer 2016. Awareness raising campaigns were implemented to increase women's ability to claim their rights in the areas of civil registration, passport/IDs, social protection and protection from domestic violence. Overall, however, the ET

concluded that the extent of challenges and inequalities faced by women is too significant to be effectively addressed by one UN agency and requires systemic cross-Government solutions, with extensive donor support.

The ET finds that three areas to advance women's rights can be prioritized:

- Build government institutions capacity to mainstream gender.
- Enforce the existing legislation protecting rights of women.
- Build public awareness in women's rights.

4. Conclusions and Lessons learned

The ET concludes that overall UNDP GG portfolio has achieved multiple measurable outcomes through its previous CPD cycle and was responsive to partners and individual target groups' needs.
Despite some limitations in interventions' design and inconsistent focus on results and sustainability, UNDP targeted key institutions and provided quality and timely technical and financial support. The majority of projects achieved or exceeded the original expectations, while in a few cases more reflection and adjustment of expectations and course of actions may be required.

The UNDP GG portfolio has positively contributed to national development priorities while at the same time it promoted compliance of national partners with the international norms and standards. The UNDP GG portfolio has contributed to developing national capacity by exposing government representatives and other key stakeholders to effective GG approaches and practices, raising awareness for reform options, policy choices and assisting with diagnosis and implementation. GG portfolio interventions were verifiably effective in terms of the achievement of most planned outputs, and their plausible contribution to the expected CPAP outcomes, and to progress towards UNDAF goals. Long-term effects of UNDP interventions can be found in, but are not limited to development of new legislation and policies; capacity development at the institutional and individual levels; assistance to vulnerable families and individuals to access justice; strengthening of border management and other areas. In addition to contributing to achieving broader CPD and UNDAF outcomes, GG made a significant contribution to achieving selected MDGs.

Tajikistan's political realities played a major role in determining opportunities for UNDP engagement and affected GG projects' outcomes. The environment where UNDP operates has changed significantly since 2010 and new challenges and opportunities to advancing GG objectives have emerged. The ET identifies the following external factors that would most likely influence the focus and extent of UNDP GG portfolio work:

- Heightened external security risks. Tajikistan borders Afghanistan and geographic location are associated with a range of security risks. From the early 1990s Afghanistan, as a failed state, was considered a threat, with possibilities of radical Islam, illegal trafficking of weapons and drugs and rebel fighters spreading out from Afghan territory. As US and NATO forces currently disengage from operations in Afghanistan, the Tajik-Afghan border will be increasingly

important for political and security reasons and securing the border will be crucial in preventing Afghan instability from spreading into Central Asia. Although transnational militant flows decreased, the border remained an active area, particularly for the movement of narcotics as Afghanistan is a major producer of opium, marijuana and other drugs, and Central Asia is the largest transit route for these drugs going into Russia and on to Europe.

- Economic slowdown. The World Bank projects Tajikistan's economic growth to significantly slowdown in the medium term, with a very gradual recovery, putting the country's poverty reduction gains of the last decade at great risk.[39] Tajikistan is particularly vulnerable to external shocks and regional economic crises, being dependent on remittances more than any other country in the world with remittances representing 42% of GDP in 2014.[40] Tajikistan's Migration Service reported that in 2014, 834,000 Tajiks left Tajikistan, of whom 106,400 were women in search of employment mostly in the Russian Federation. However, the most recent data indicate a declining trend in remittance inflow[41] and a potential wave of returning migrants[42] triggered by the current economic crisis in Russia and other countries in the region. By some estimates, the dollar value of remittances from Russia to Tajikistan dropped by more than 65% in 2015. Recent slowdowns in the Russian and Chinese economies, low commodity prices, and currency fluctuations are hampering economic growth in Tajikistan. In addition, changes introduced by the Government in 2015 made it more difficult to do business.[43] The difficult environment for doing business in Tajikistan, as well as obstacles to foreign direct investment, have discouraged private investment and limited overall investment. As a result, poverty, unemployment and social vulnerabilities will most likely increase.

- Increasing inequalities. In Tajikistan, like in many counties of the region, income inequalities have fallen back towards pre-transition levels. A closer look at disaggregated data, however, results in less optimistic conclusions. Tajikistan, for instance, have high labour force participation and employment rates, but also some of the largest shares of working poor, migratory, and vulnerable employment in the region.[44] Some other groups experiencing inequalities are women and girls in rural areas, unemployed young people, and people with disabilities. Gender inequality is pervasive despite a legal framework that protects women's rights. Violence against women and girls is widespread.[45] Persons with disabilities often face stigma and discrimination and suffer from negative perceptions, lack of legal and appropriate social protection.

As political commitment to implement comprehensive systemic GG reforms was lacking, UNDP focused on a number of areas where measurable and sustainable outcomes could have

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[39] World Bank, http://www.worldbank.org/en/country/tajikistan
[40] According to the latest available official data from World Bank
[41] IMF data show a 31% decline in remittance inflows into Tajikistan.
[42] Official migration data report a 10-15% decline in the number of labour migrants leaving the country in 2014.
[43] For example, OECD high-income economies have on average the most business-friendly regulatory systems, followed by Europe and Central Asia with New Zealand's ranking number 1 and Tajikistan at 128. World Bank, Doing Business 2017: Equal Opportunity for All
[44] UNDP Regional Human Development Report 2016: Progress at Risk: Inequalities and Human Development in Eastern Europe, Turkey and Central Asia.
[45] According to "Medical and demographic assessment of Tajikistan" (2012), 19% of all women (15-49 year old) and 1/5 of married women reported different types of domestic violence

been realistically achieved. UNDP has considerable influence in the area of GG as evidenced by the fact that the organization has been invited to operate in politically sensitive areas such as human rights and access to justice. UNDP is well respected by Government partners and is in a position to address such politically sensitive areas as human rights, non-government organizations, decentralization, public administration reforms, etc. and UNDP is advised to maintain its presence in these areas. UNDP's moderating role and its ability to identify the right expertise at the right time have been instrumental in assisting the Government to advance GG reforms.

UNDP is undoubtedly the major player among UN agencies in Tajikistan, with its clearly defined 'niche'. The ET identifies the following UNDP comparative advantages:

- Flexibility and responsiveness. In interviews, the GG portfolio Government and civil society partners valued the flexibility of UNDP and its ability to respond quickly to requests for specific technical assistance.

- Expertise in GG. Significant corporate expertise in such areas as human rights, public administration reforms, gender rights and civil society and ability to quickly mobilise high quality international expertise were widely recognized.

- Focus on partnerships. UNDP has a strong record in establishing and maintaining good working relations with multiple national and international partners.

- Ability to provide neutral evidence-based advice and expose beneficiaries to effective GG practices. Such reliance on evidence and analysis has enabled the Government and UNDP to develop a number of interventions such as introduction of the electronic system of civil registration that is tailored to Tajikistan's realities and reflects international experiences.

- Availability of sub-national UNDP offices that allows delivering GG interventions at the local level.

- UNDP's solid management practices and effective and transparent procurement procedures that secured trust of both the Government and the donors for funds administration.

Although UNDP has numerous comparative advantages, there is a range of factors beyond UNDP control that can hamper the expansion of GG portfolio that include:

- A highly vertical state decision making model that dramatically reduces the incentives for ministries to innovate and initiate new projects.

- GG reforms in Tajikistan require long-term commitments on the part of donors who may experience diverse pressures and may not be able to make such commitments.

- Low public "demand" for improved GG.

- Limited capacity of many state and non-state actors, requiring significant investment in capacity building before reforms can be undertaken.

- Limited government financial and human resources available, particularly in recent years due to the changing economic situation.

- Multiple donors and partners work on GG matters, including sensitive political issues, that narrows a range of areas for potential UNDP involvement.

- Support of GG reforms often depends on senior executives in ministries who champion them and have sufficient authority and reputation to ensure their implementation. Frequent turn over of senior executives in partner ministries remains a significant risk factor for reforms sustainability as newly appointed leaders may not have the needed commitment or political weight to continue with the reforms.

More detailed analysis of internal and external factors affecting UNDP GG portfolio is presented in the Table 6 below.

Table 6 Opportunities and Risks for Advancing GG agenda

Supporting factors	
External to UNDP	**Internal to UNDP**
Conducive political environment in selected GG areas such as border management	Well established internal structure and competent staff with a track record of delivering complex and sensitive GG projects
State authorities' acceptance of SDGs goals	UNDP sub-national offices that support implementation of local governance reforms.
Strong respect of UNDP by national partners	Well established relations with key stakeholders
Donors' trust in UNDP abilities to deliver results in sensitive areas of Good Governance	Effective and transparent procurement and human resources procedures
UNDP is a recognized bridge between the Government partners and the civil society	Capacity to build strong partnership relations with multiple national and international partners
	UNDP neutrality and approach of listening and responding to partners' needs
Constraining factors	
External to UNDP	**Internal to UNDP**
Heightened external security risks	Limited UNDP core resources that makes problematic long-term commitment to such important areas as systemic public administration reforms
Systemic cross-sectoral Good Governance reforms are not considered a top priority by the Government. A highly vertical state decision making model limits the room for manoeuver for	Insufficient focus on results and sustainability in planning

ministries and creates strong incentives to maintain status quo.	
Frequently changing key decision makers in core ministries may undermine continuity of reforms	Inconsistent M&E architecture and underdeveloped knowledge mobilization architecture and practices
Limited data availability and quality that makes challenging proper monitoring of diverse aspects of GG	
Tendency of the Government to resort to more simple solutions to improve Governance without addressing systemic barriers	
Limited state budget funding that negatively affects the state's capacity to commit to scaling up initiatives in the area of GG	
Capacity constraints are common to all national partners.	

The main lesson learned is that in fast changing realities of Tajikistan UNDP has to rely on more systemic evidence, be more results oriented and continuously monitor internal and external supporting and constraining factors affecting its operations. The ET identifies the following specific lessons learned that can inform the current CPD (2016-2020) implementation:

- **GG reforms in highly centralized societies are by their nature complex and long-term, with potential setbacks.** The donors and national counterparts should not expect fast changes in such GG areas as accountability, transparency, and public administration reforms. Flexibility to adjust timelines is required, recognizing that change is a gradual process. Recognition of the long-term perspective is an important reality-check in the GG portfolio.

- **In highly centralized political systems, leadership commitment and decision makers' buy-in are the decisive elements for projects' success.** Lack of leadership commitment can cause interruption or stagnation in the project implementation. It takes a long time to develop trust and partnership relations with the Government partners but once they are built, the chances of projects' success increase dramatically. Significant results can be achieved where there is strong ownership of the initiative by national authorities during the planning, implementation, monitoring and reporting stages. UNDP should embed into its large programs and projects small components focused at building relations of trust with a wide range of influential players (e.g., Parliament) to secure broader-buy in of its GG interventions. "Agents of change" or individuals with significant experience in different Government institutions who are trusted by decision makers should be identified and supported through targeted capacity building measures.

- **It is important to focus on sustainable results, beyond activities.** Achieving long-term impact is possible when the GG portfolio is based on a well developed logframe matrix where outcomes, outputs and indicators are properly identified and monitored and the necessary changes are made to ensure matrix relevance.

- **Public awareness building measures may not have immediate effect in a centralized decision making environment, but they are important for laying long term foundations of GG reforms.** UNDP should invest more strategically into the awareness building to support its major GG initiatives.

- **Strong partnerships and collaboration are essential to achieving strategic results.** The complex nature of governance landscape in Tajikistan and UNDP's experience in implementing Delivering as One initiatives confirm that GG reforms require extensive UNDP collaboration with various partners, collective planning, implementation and monitoring. Such multi-partners systematic interventions require merging organizational capacity, knowledge and experience.

5. Recommendations

UNDP Tajikistan's GG portfolio is well-established, well-respected, and valued by beneficiaries, the Government and donor organizations. UNDP's neutrality, impartiality and political acuity in advancing changes in governance systems and practices are its main advantages. The ET evidenced impressive technical sophistication and commitment of UNDP GG portfolio staff.

The Government would have to operate within more constrained budgets but will have to address a range of increased economic and social challenges. Improved GG can bring significant benefits to the public, especially the most vulnerable groups and the Government by reducing waste and corruption, making its work more effective and focused on the most pressing needs.

Systemic and lasting GG outcomes cannot be achieved through a few single GG-focusing projects. GG components have to be mainstreamed into multiple UNDP projects and portfolios, supported through collaboration with multiple partners. Successful GG interventions should:

- Be realistic and pragmatic in terms of technical feasibility and time required to successfully implement them.

- Be well balanced between law making/policy (upstream) and implementation (downstream) levels.

- Focus on GG institutions building, ensuring that the existing formal democratic institutions actually function by empowering the rights-holders to make the existing formal institutions work.

- Have a sound intervention logic, with explicit links to the CPD and UNDAF.

- Provide Tajikistan-specific solutions for Government consideration by bringing international expertise and exposing the national decision makers and technical experts to effective international approaches.

- Led by results-focused project managers with strong leadership competencies who can establish and maintain trusting relationships with Government counterparts and diverse stakeholders groups.

- Be operationally flexible to be able to quickly respond to national partners' needs.

- Be strategic with explicit focus on sustainability from the beginning of the project.

- Be well aligned with relevant projects implemented by other partners.

When this evaluation was underway, many Government partners and donors expressed their interest to continue working with UNDP on such politically sensitive areas as access to justice, participatory decision making, non-government organizations, local development and planning, and public administration reforms. The ET provides the following specific recommendations:

5.1. Identify vulnerable groups and patterns of their vulnerabilities and develop GG-focused interventions to advance their rights, with particular focus on advancing gender equality

GG reforms are complex, large scale and slow-moving in Tajikistan, and it is important to ensure that they not only build capacity within Government, but reduce barriers faced by multiple vulnerable groups. The ET found that there is limited information on how vulnerabilities have changed over the last years that prevents development of effective interventions to address them through GG measures. Overall, there is limited disaggregated data by locality, sex, ethnicity, disability, and wealth that limits robustness of analysis of the impact of UNDP GG interventions on reducing inequalities.

Quality and reliable data are critically important to identify vulnerable groups and monitor whether the actions implemented by the Government and donors reduce inequalities. The ET visited the Statistical Agency under the President of Tajikistan and found that multiple international partners such as the World Bank, Asian Development Bank, UN Women, UN Food and Agriculture Organization (UNFAO) and other UN agencies support the Agency in multiple areas to improve statistical methodologies and strengthen capacity of data providers and data users. UNDP is advised to assess quality and reliability of core social statistics indicators.

As UNDP is strongly positioned as a key partner in local and regional development, it may consider providing support to the Statistical Agency to strengthen regional/local statistics. Regional statistical indicators currently produced by the Agency across all main sectors such as economic, social, environmental, transport, health, education, employment and labor market, energy can be reviewed to identify the gaps. The methodological advice can be provided and capacity building measures focusing at both data producers and users can be implemented. As more responsibilities will be delegated to the local level, the statistical system should be able to capture how the local authorities improve human development outcomes of local residents, with particular focus on reducing inequalities.

In the area of gender equality, UNDP is advised to continue its partnership with UN Women and other UN sister agencies to assess the barriers faced by women and promote women's rights in Tajikistan. Tajikistan made improvements in addressing the existing gender gaps and discrimination by adopting a sound policy and legal framework, but its actual implementation is still weak. The country's scores on gender indices are low for higher education as well as for economic and political empowerment. Long-term interventions are needed to ensure a shift of gender stereotypes and improve gender sensitivity – within both the Government and the society. UN agencies, operating within their mandates, should further support gender mainstreaming into public policy and legislation as well as educational system and focus on improving the system of prevention of domestic violence. Building on UNDP's successes in strengthening the system of prevention of domestic violence, it is recommended to implement a series of measures to address gender imbalances and it should be of central concern for inclusive growth and poverty and inequality reduction. This is particularly important because gender inequalities overlap with, and often magnify, the effects of other inequalities based on age, ethnicity, race, disability, occupation, and income.[46] Some specific areas of potential interventions include: promoting legislation in the areas of punishment of perpetrators and protection of victims; conducting training of police officers; supporting incorporation of gender-related issues into the educational programmes for police officers; communicating success stories on police help to the victims of domestic violence to general public; and facilitating horizontal coordination and integrated response to domestic violence of different governmental agencies (law enforcement institutions, social and medical services institutions, educational establishments).

In collaboration with UN Women, UNDP may develop a training module that will provide practical guidance to public servants on how to formulate strategies to reduce gender disparities and develop plans and targets in the areas of women's and girls' education, health, legal rights, and employment.

5.2. Ensure strategic and focused programming by continuing consolidation of projects

UNDP is advised to be strategic and not pursue multiple GG priorities simultaneously. UNDP's experiences of implementing a "Delivering as One" approach in the area of disability, partnerships with INGOs and NGOs in implementing rule of law of access to justice initiatives and alignment of UNDP-run projects in the field of border management demonstrated the benefits of programs consolidation such as improved efficiencies and enhanced focused on results and sustainability. This practice needs to be maintained and applied to as many areas of the GG portfolio as possible.

UNDP has to identify a few areas of its GG portfolio such as access to justice and rule of law or strengthening local governance where success can be realistically achieved within the next five years and develop comprehensive and complementary strategies that will involve policy advice, institutional and individual capacity building, and a public awareness building component to maximize the impact of these interventions. The ET agrees with the independent evaluation of

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[46] UNDP Regional Human Development Report 2016: Progress at Risk: Inequalities and Human Development in Eastern Europe, Turkey and Central Asia.

Finland-funded Rule of Law projects that recommended to sustain and harmonize key achieved outputs, focusing on quality rather than number of project interventions.[47] This recommendation can be equally applied across all GG portfolio. The ET recognizes that multiple factors beyond UNDP control such as Government and donors' priorities and needs may shape the extent and focus of interventions. UNDP is advised to build a strong case for a better focused strategic approach with a limited number of interventions and bring it for partners' consideration.

To make its GG programs and projects more strategic, UNDP is advised to use the following strategies:

Focused and continuous measures are necessary to build broad buy in of GG reforms of the President's administration, Cabinet of Ministers, the Parliament and line ministries. It takes a very long time to build senior decision makers' interest and commitment that requires strategic planning on the part of UNDP. UNDP is advised to embed into its core projects small components focused at building relations of trust with some key players such as the Parliament in such areas as advancement of human rights and participatory decision making mechanisms.

Promote SDGs and support more systemic integration of SDGs into Government strategies, policies and programs.[48] Although full integration of SDGs into Government policies requires a strong and long-lasting political will, the ET found that the Government partners are familiar with SDGs and are ready to integrate them into their planning and reporting mechanisms. UNDP should focus on three main areas relevant to GG agenda. First, Tajikistan does not collect the data or does not have quality data to monitor country's progress with regard to half of 17 goals, 169 targets and 229 indicators that need to be achieved by 2030. Some SDG targets are reflected in one or more national strategy documents in general and vague terms, while the corresponding indicators do not have a sufficient level of detail or disaggregation, or do not correspond to the SDG indicators.[49] In addition to building statistical system capacity to collect and analyze the data, it is important to properly operationalize global GG indicators to reflect Tajikistan's realities. Second, a baseline analysis should be carried out to define the level of integration of GG SDGs goals and targets into the national and sectoral programmes. Third, once a baseline report is produced, a multi year National Action Plan for implementation of SDGs in Tajikistan can be developed outlining key responsibilities of Government institutions and other actors including UN, timeframe and approximate costing. UNDP may engage the Parliament more extensively into the process of SDGs operationalization.[50]

In the ET's view, UNDP GG portfolio can contribute to achieving Goal 2: End hunger, achieve food security and improved nutrition; Goal 5: Achieve gender equality and empower all

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[47] Gunnar Olesen (Team-Leader), Eleonora Fayzullaeva, Pekka Virtanen, Farrukh Tyuryaev, Roosa Tuomaala Draft Final Report Mid-Term Evaluation Finland's Development Cooperation in Eastern Europe and Central Asia, 2014-2017- Wider Europe Initiative, Phase ii,

[48] On 1 January 2016, the 17 Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development — adopted by world leaders in September 2015 at an historic UN Summit — officially came into force. Over the next fifteen years, with these new Goals that universally apply to all, countries will mobilize efforts to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind.

[49] UNDP, Rapid Integrated Assessment – Tajikistan SDG Profile, 2016

[50] It can follow up a high level meeting of the Parliament's Committee on Economics and Finances with UNDP representatives on December 7, 2016

women and girls; Goal 6: Available and sustainable water management and sanitation; Goal 9 Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation; Goal 11: Make cities inclusive, safe, resilient and sustainable; and Goal 16 Access to justice for all and build effective, accountable and inclusive institutions at all levels.

UNDP is well positioned to focus more explicitly on human rights agenda and embed human rights angle into as many GG projects as possible. The ET found that UNDP has done significant work in promoting human rights agenda, in particular by supporting compliance of Tajikistan with its international human rights commitments. The focus on human rights can be more comprehensive and find a proper balance between capacity building of duty bearers and empowerment of rights-holders. It is possible to conduct high level quick assessment of rights-holders' capacity to understand and claim their rights and focus on the most vulnerable groups whose human rights are repeatedly violated. Many citizens are unaware of their rights and considerable effort towards sensitizing citizens should be a priority. It is necessary to promote and support institutionalization of human rights education in the national education curriculum to ensure that duty-bearers and rights-holders are fully equipped with the necessary human rights knowledge. UNDP is advised to collaborate with other UN agencies such as UNICEF in advancing human rights agenda and jointly strengthen capacities of newly established Child Ombudsman, for example.

Increase external visibility and actively promote UNDP achievements and capacities. UNDP should continue promoting itself as a strong partner who can be trusted with implementation of a wide range of GG initiatives. Public relations campaigns and targeted dissemination of information featuring UNDP projects' results and achievements can be implemented. These activities will further enhance partners' trust and credibility of UNDP and will help in attracting donors' funding.

5.3. Support the Government of Tajikistan with UNCRPD ratification and implementation

Persons with disabilities are clearly among the most marginalized and excluded groups in Tajikistan. They are over-represented among the poor and face multiple barriers in exercising their human rights. Social exclusion, low educational attainment, unemployment, low self-esteem and limited opportunities to participate in social life are frequent parts of their daily experience. There is a widespread lack of understanding that most persons with disabilities could function effectively at work, school, and with society, if given adequate support. Government policies are largely based on the medical model of disability and do not address complex societal and other barriers that persons with disabilities face.

UNDP is advised to further pursue a "Delivering as One" approach in supporting the Government to ratify the UNCRPD and include more UN sister agencies, INGO and other donors. Once UNCRPD is ratified, the Government would have to introduce changes to sector-specific legislation, regulations, and policies to improve access of persons with disabilities to education, employment, information, and social and health care systems to comply with the Convention. The Government will be required to conduct active consultations with persons with disabilities in framing laws and policies that affect them. In addition, the Government will have to establish the

mechanisms necessary for ensuring compliance with the *Convention*. To effectively address the Government's needs in these multiple areas, a lot of efforts have to be put by UN partners into development and refining of the "Delivering as One" management framework with clear roles and responsibilities of each of the partners involved, accountabilities, information sharing processes, and reporting and M&E arrangements.

More specific roles that UNDP may play in "Delivering as One" Joint Project include:

- Develop an action plan, including specific steps that have to be undertaken to ratify the convention. The plan will have clearly articulated goals, inter-ministerial collaboration mechanism and capacity building measures. The Government should be well aware of legislative, policy and budgetary implications of ratifying UNCRPD and should have sufficient capacity to implement it. It is necessary to implement Government-wide capacity building interventions to change mindsets of the Government officials and ensure that legislation, policies and programs are developed and implemented by applying a social and human rights model of disability in compliance with UNCRPD.
- Strengthen capacities of persons with disabilities and their organizations to contribute to UNCRPD implementation. Capacities of NGOs representing persons with disabilities to effectively engage in consultations with the Government, participate in planning and oversight processes at the national and local levels can be strengthened.

- Address attitudinal barriers to disability and ensure wide public support for ratification of the UNCRPD. Public attitudes may themselves be critical to either advancing or hindering the inclusion of persons with disabilities. To obtain better data on public perceptions of disability and to raise public awareness, it is beneficial to conduct nationwide public opinion surveys focusing on disability issues, and implement awareness-raising interventions based on the data obtained from such surveys that will be customized to different audiences such as parents, employers, public servants, the general public and persons with disabilities. The public information campaign will reinforce the positive image of persons with disabilities as holders of all the human rights recognized in the Convention and break down cultural barriers and prejudices against persons with disabilities.

5.4. Support Selected Public Administration Reforms

Good Governance is impossible without effective, efficient and predictable public administration with professional, competent and honest public employees. It also requires administrative structures and processes that allow people and especially the vulnerable groups to have their voice heard in the public policy making process. Governance, at its essence, is the fair exercise of power through participatory, transparent and accountable processes.

The Government of Tajikistan recognizes the importance of public administration reforms (PAR) to address a number of public sector limitations such as an unclear distribution of the competences and responsibilities at all stages of public administration and the ineffective cooperation of development partners (government-business-civil society) and insufficient

involvement of civil society and the private sector in the process of national development and budget planning, and in monitoring of the implementation of Government decrees.[51]

UNDP at the corporate level possesses significant expertise in all aspects of PAR such as organisational structures, financial management, accountability regime, regulatory regime, personnel management, policy development and implementation, decentralization, and e-governance. It can play an instrumental role in supporting the Government with implementation of its Public Administration Reform Strategy (2005-2015).

Although identified as a top priority in NDS, the political commitment to wide ranging PAR is limited.

The most logical approach to PAR would be to start with civil service reform focusing on human resources in the public sector to ensure that it employs skilled, motivated and efficient public servants. The ET doubts that such reforms can be realistically implemented within the next few years and suggests exploring less ambitious but equally important areas of PAR:

Improve policy cycle, with focus on a number of social block ministries. UNDP has significant international expertise in PAR and would be able to provide technical support in establishing a policy cycle consistent with effective international practices. The Government can be supported in developing internal administrative regulations on key steps and requirements of the policy cycle. Supporting training materials and templates can be developed and widely disseminated among central agencies and line ministries. Technical support can be provided in developing guides and protocols to ensure consistency in policy products and processes.

More specifically, UNDP may focus on a few social block ministries and implement small scale interventions that focus on building the ministries' capacity in core elements of policy cycle such as how to assess policy alternatives relying on solid evidence and develop effective Cabinet of Ministers' submissions. More practical training can be provided on how to present decisions, describe context for action and recommended course of action, identify results to be achieved, including performance measures.

Strengthen capacities of national and local authorities to monitor the implementation of national, sectoral and local strategic development programs. The ET found significant gaps between the existing legislation/policy and implementation in multiple sectors due to limited political will, limited public service capacities, deficiencies in administrative, regulatory and physical infrastructure, and lack of established mechanisms for policy/programs monitoring. UNDP may support the Government with monitoring the implementation of the National Development Strategy up to 2030 and the Med-term Development Program for the period 2016-2020. UNDP is advised to support the Government with improving its M&E systems, including developing the necessary monitoring mechanisms and processes and providing training of relevant ministries and departments, and local executive bodies, recognizing a special role of the Ministry of Economic Development and Trade. The Government should be encouraged to fully utilize the UNDP-supported system of foreign aid reporting to increase the aid effectiveness in achieving objectives of national and local development programs.

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[51] Republic of Tajikistan, Living Standards Improvement Strategy of Tajikistan for 2013-2015, 2013

Promote public consultation practices across all UNDP portfolios. UNDP became a well respected bridge between the Government and civil society. UNDP may develop the most appropriate approaches and tools to support the Government and civil society dialogue that would reflect Tajikistan realities and UNDP's international experience. The tools may cover logistics of public engagement, including timeframes, tools to capture the feedback and gather information, and other implementation considerations. UNDP may more extensively engage in mediating the dialogues of Government officials and NGOs at the national and local levels and address sensitivities by making the dialogue well informed and structured. UNDP is perfectly positioned to strengthen capacities of NGOs to contribute to policy development, implementation and monitoring.

Promote E-governance, with focus on enhancing accountability and transparency. The introduction of e-solutions in Tajikistan may improve effectiveness of policy decisions, promote cooperation and increase efficiency of Government operations. What is equally important, e-governance can improve accountability and transparency by expanding and simplifying procedures of dealing with Government for public and businesses.

The ET learned about the Government's intent to create "open government" and UNDP is well positioned to support these efforts as long as the Government is truly committed to transparency in public administration. The introduction of "open government" requires significant PAR efforts UNDP is advised to advocate the Government to articulate national and sectoral e-strategies, establish better e-government regulatory frameworks, and upgrade the use of technology Government-wide.

Support the Government with its decentralization efforts. In Tajikistan, the processes of decentralization are slow and it is unlikely that more significant financial independence will be delegated to the local level in the foreseeable future. The Government, however, is interested in transferring responsibility to the local level and confirms that the local governance and local development play special role in the progress and prosperity of the national economy, as explicitly reflected in the National Development Strategy for the period to 2030 and mid-term Development Strategy for the period to 2020.[52] UNDP through its highly successful Communities Programme demonstrated the importance of putting good governance at the core that strengthened accountability, transparency, efficiency and effectiveness and most importantly active inclusion of citizens and responsiveness to their needs.[53]

Decentralisation and local governance projects can lead to improved resource allocation and services provision by bringing decision makers and service providers closer to residents. Local public servants can develop and implement unique solutions to specific local problems, increasing a range of people's choices, achieving human development and reduction of inequalities. Decentralization can enhance citizen participation and local government accountability. The ET

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[52] Davlatali Said, First Deputy Prime-Minister of the Republic of Tajikistan, Nation-wide Conference on the theme "The Ways of Implementation of the Concept of Local Development Management in the Republic of Tajikistan for the period to 2030, 2015
[53] Z. Kacapor-Dzihic and A. Marodaseynov, UNDP Outcome Evaluation Poverty Reduction and Achievement of MDGs, 2015

strongly supports the recommendations to continue the practice of integrating GG components into local development interventions.[54]

UNDP Tajikistan strengthened capacities of local administrations but more comprehensive and long-term measures are needed. UNDP may support the Local Development Committee in developing a methodology for assessing local governments' performance in achieving strategic and local development goals. Capacities of local administrations can be strengthened in such areas as decision making, planning, M&E, resource mobilization and management, human resources management, communication and coordination, and participatory approaches to decision making. In the absence of capacity building interventions, local public administrations will not be able to manage public finances and maintain proper accounting and financial procedures as well as design and deliver effective programs and services when more responsibilities are delegated to the local level.

5.5. Improve UNDP M&E architecture and knowledge management practices

The ET was positively impressed to find many examples of measurable UNDP GG portfolio contributions to achieving CPAP and UNDAF outcomes. The projects' annual, mid-year and lessons learned reports are however different in terms of quality, depth of analysis and focus on results,sophistication and precision in defining indicators and linking input and outcome measures.

Some projects overemphasized the importance of activities without proper focus on strategic priorities, outcomes and impacts. Some projects do not have the quantifiable and measurable outcome indicators that limit the GG portfolio's ability to assess systemic outcomes of its interventions, including changes in practices and decision making processes. UNDP Tajikistan relies on individual competencies of project managers who may not have the same level of expertise in developing results-focused project logframes and producing quality reports.

The ET found that there are some limitations in articulating attribution or making the assertion about a connection between CPD and UNDAF outcomes and project activities. Determining attribution for outputs is relatively straightforward as outputs are the tangible products produced through activities and UNDP GG portfolio documentation well reflects it. Demonstrating attribution for outcomes is more complicated because a number of intervening factors, in addition to the activities, may contribute to the outcome that require more sophisticated analysis.

The UNDAF and CPD 2016-2010 are more realistic, with better articulated linkages between outputs and outcomes and more accurate and relevant indicators. The indicators, baselines, targets and means of verification to achieve "Outcome 1: People in Tajikistan have their rights protected and benefit from improved access to justice and quality services delivered by accountable, transparent, and gender responsive legislative, executive and judicial institutions at all

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[54] Z. Kacapor-Dzihic and A. Marodaseynov, UNDP Outcome Evaluation Poverty Reduction and Achievement of MDGs, 2015

levels" are realistic, achievable and can be attributed to UN system interventions.[55] The CPD's baselines and indicators may be further elaborated but they accurately reflect the nature of UNDP's interventions, with focus on supporting subnational administrations, civil society and access to justice.[56]

To strengthen focus on results, the ET recommends:

- **Create or designate one M&E officer position** who will provide the CO wide support and promote a consistent M&E approach. Enhancement of knowledge management, including consolidated/streamlined data collection/repository/dissemination and use of knowledge will support more effective and results-oriented CPD implementation. A dedicated UNDP M&E officer can prepare a UNDP wide knowledge management plan, develop training plans for project managers and other staff and provide practical hands on support in developing logframes, indicators and conducting monitoring and evaluation.

- **Conduct mid-term review of CPD and GG portfolio.** An essential element of managing for results framework is the need to review and adjust measures and expectations over time as more experience and understanding are acquired. It is unrealistic to expect that at the outset one will be able to identify the perfect set of CPD GG targets, measures and corresponding performance measures that will be relevant for five years.

- **Develop a GG portfolio logframe.** It can demonstrate how different projects within the portfolio work by linking outcomes (both short- and long-term) with projects activities/processes and inputs. The utilization of the logframe will allow to clearly separate outputs, which are tangible, time-bound products resulting from projects' activities from outcomes which are changes in the real world, triggered by a set of outputs and focus on GG portfolio as a whole.

- **Develop standard templates for final reports, lessons learned summaries and logframes and train all project managers to develop them.** Clear baselines, realistic and well articulated outcomes and target indicators are particularly important to manage UNDP GG portfolio strategically. Project logframes should be clear, monitoring indicators should be realistic and appropriate and logically linked to CPD and ideally UNDAF.

- **Promote the culture of results of staff**, so that monitoring and measuring achievements would become an appreciated habit and valued exercise that can be undertaken without major difficulties. More focused training can be delivered on how to measure project success and how to select right indicators. Some results-focused indicators may include: a number of specific policy recommendations made by UNDP adopted by the Government, satisfaction of the Government with the quality and timeliness of policy advice provided by UNDP; increased availability and quality of community level services that happened due to UNDP support; number of local projects implemented that were developed through consultation processes facilitated by UNDP; and satisfaction of recipients with the training/supports/services received.

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[55] United Nations Development Assistance Framework (UNDAF) for Tajikistan, 2016-2020
[56] UNDP, Country programme document for Tajikistan (2016-2020)

6. Annexes

6.1. Terms of Reference for the evaluation

TERMS OF REFERENCE
FOR CPAP OUTCOME 3 EVALUATION, UNDP TAJIKISTAN

INTRODUCTION

The UNDP Country Programme Document (CPD) for the period of 2010-2015 aimed to achieve the objectives set out in the National Development Strategy of the Republic of Tajikistan for the period up to 2015 (NDS), in accordance with the UN Millennium Development Goals. Building on its comparative advantages, programme strengths and lessons learned from previous interventions, CPD (2010-2015) focused its interventions on:

- Poverty Reduction and Achievement of MDGs,
- Reducing burden of HIV/AIDS, Malaria and Tuberculosis,
- Good Governance,
- Crisis Prevention and Recovery, and
- Environment and Sustainable Development.

CPD (2010-2015) gave particular attention to the scaling up of proven successful initiatives, utilizing best practices and lessons learned to inform policy reform, and promoting gender equality as a cross-cutting issue.

According to the CPD (2010-2015), Good Governance area in the country is described as: *"The capacity to develop and implement sound public policy based on good governance principles and respect for human rights is considerably limited, both at the national and sub-national levels. Despite improvements, vertical (between various levels of government) and horizontal (between line ministries) division of responsibilities remain unclear, leading to uncoordinated development initiatives, poor public finance management, and weak delivery of core public services. Planning and decision-making of public policy and financing continues to be highly centralized. Since the Government of Tajikistan adopted a Public Administration Reform Strategy in 2006, reform implementation has been slow."*

In response to the above situation, the CPD (2010-2015) aimed to promote the principles of good governance, including respect for human rights, the rule of law, and accountable public institutions at the national and sub-national levels and by partnering directly with key national government institutions and line ministries as well as sub-national authorities. UNDP will also promote and enhance the role of civil society, with a particular focus on women, and their participation in decision-making and advocacy through various capacity building initiatives.

Country background and context[57]

Tajikistan is a landlocked and mountainous country in Central Asia, with a population of 8.3 million[58] and a GNI per capita of US$990 in 2013[59]. Tajikistan is the only Low Income Country[60] in the Europe and CIS Region. The country borders on Afghanistan in the South, China in the East, Kyrgyzstan in the North, and Uzbekistan in the West. Barely 7 percent of the country's land is arable. Tajikistan possesses vast water resources stored in glaciers, lakes and underground sources. Recovery from the devastating social and economic consequences of civil war and the start of reforms led to steady though unequal growth over the past decade averaging 8 percent annually[61]. Poverty declined from 81% in 1999 to approximately 32% in 2014[62] reaching the MDG-1 target; enrolment and completion of primary education is near universal with good gender parity; maternal mortality rate has halved between 2000-2013. Tajikistan is now among the top 10 economies that improved the most in 2013-2014 making it easier to do business[63]. Despite these impressive results, Tajikistan continues to face a number of key challenges:

Tajikistan is particularly vulnerable to external shocks and regional economic crisis, being dependent on remittances more than any other country in the world with remittances representing 42% of GDP in 2014[64]. Tajikistan's Migration Service reported that in 2014, 834,000 Tajiks left Tajikistan, of whom 106,400 women, in search of employment mostly in the Russian Federation. However, the most recent data indicate declining trend in remittance inflow[65] and a potential wave of returning migrants[66] triggered by the current economic crises in Russia and other countries in the region. As a result, poverty, unemployment and vulnerability are expected to rise. In addition, Tajikistan is susceptible to a diverse range of challenges posed by its unique landlocked geography and potential instability in Afghanistan.

Although Tajikistan's HDI remains lowest in the region, the country continues demonstrating sustainable HDI growth rate. In 2012, Tajikistan's HDI rate has reached its pre-independence rate (0.616 in 2012 and 0.624 as compared to 0.616 in 1990)[67]. Despite these notable achievements, many people face different types of vulnerabilities and social exclusion requiring particular attention: women and girls in rural areas, unemployed young people, and people with disability. Gender inequality is pervasive despite a legal framework that protects women's rights. Violence against women and girls is widespread[68]. Women's rights awareness and participation in decision making are low. Persons with disabilities often face stigma and discrimination and suffer from negative perceptions, lack of legal and appropriate social protection.

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[57] Data is given as of end 2014
[58] Agency of Statistics under the President of Tajikistan (2015)
[59] World Development Indicators (Atlas methodology)
[60] http://data.worldbank.org/country/tajikistan
[61] Ibid
[62] NDS review report, 2014
[63] Doing Business 2015
[64] According to the latest available official data from World Bank
[65] IMF data show a 31% decline in remittance inflows into Tajikistan.
[66] Official migration data report a 10-15% decline in the number of labour migrants leaving the country in 2014.
[67] http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf
[68] According to "Medical and demographic assessment of Tajikistan (2012), 19% of all women (15-49 year old)and 1/5 of married women reported different types of domestic violence

Young people often are not 'heard' in decision-making. In response to these challenges, the Government of Tajikistan (GoT) has undertaken a number of strategic measures to establish effective legal and institutional frameworks for an effective and efficient governance system. Public Administration, rule of law and access to justice, civil registration and border management remain a high priority for the country.

Institutional set up and UNDP response

Globally, UNDP advocates for nationally-owned solutions to reduce poverty and promote human development. UNDP sponsors innovative pilot projects, connect countries to global good practices and resources, promotes the role of women in development, and brings governments, civil society and outside funders together to coordinate their efforts.

UNDP Tajikistan's Outcome 3 is implemented through the following programmes and projects:

1. Border Management:
1.1 Border Management in Northern Afghanistan (Phase I and Phase II);
1.2 Border Management in Central Asia (Phase VII and VIII);
1.3 Promoting cross border cooperation through effective management of Tajikistan's border with Afganistan;

2. Rule of Law and Access to Justice
2.1 Access to Justice in Tajikistan (Phase I)
2.2 Strengthening Rule of Law and Human Rights to Empower People in Tajikistan
2.3 Building and Strengthening Alliances for Inclusive Policies and Communities for Persons with Disabilities in Tajikistan

3. Aid Coordination
3.1 Aid Coordination and
3.2 Strengthening Effective National Aid Coordination and Monitoring;

4. Human Development
4.1 Mainstreaming Human Development in Tajikistan (Phases I and II);

5. Public Administration
5.1 Public Administration Reform and Institutional Strengthening

6. Capacity Building of MFA staff
6.1 Strengthening institutional capacity of MFA staff

7. Support to DCC Secretariat

8. Corruption prevention
8.1 Developing Capacity for Corruption Awareness Raising and Risk management in Government and CSOs;

8.2 Sector Integrity and Vulnerability Assessment;

Brief Description of the Outcome

Under Outcome 3, UNDP aimed to work with key central government institutions to develop their capacity in good governance, strategic management, and public administration, including capacity to address corruption, strengthen transparency and accountability of state structures. These initiatives were envisaged to contribute towards progress in public administration reform. The CPD 2010-2015 included comprehensive capacity building measures targeting sub-national authorities at the district (rayon) and sub-district (jamoat) levels to plan, budget and implement local development, including transparent management of financial flows and/or local investment funds and delivery of core services in the areas of health, social services and public infrastructure. In parallel, UNDP aimed to provide capacity building support to help increase the role of civil society to effectively engage in local development, social advocacy and social service delivery. Under the CPD 2010-2015, the National Human Development Reports (NHDR) were viewed as an important tool and were to be complemented with flexible mechanisms to respond to specific government needs for policy support. To improve cross-border relations and national security UNDP continued supporting Integrated Border Management initiatives along the Tajik-Afghan border and along other borders with neighboring states, including the provision of infrastructure, equipment and capacity building of border, immigration and customs officials. Linked to above, UNDP has also supported the Government in formulation of two midterm development strategies Poverty Reduction Strategy (2010-2012) and Living Standards Improvement Strategy of RT (2013-2015) to support the implementation of the National Development Strategy (2007-2015). Aligned with the country's strategic frameworks and MDGs, UNDP has introduced local development planning and implementation process successfully scaled out throughout the country.

Main outputs and initiatives expected to contribute the outcome

The UNDP CPAP for 2010-2015 outlines the following key UNDP outputs and relevant targets which would contribute to achievement of the outcome 1.

Outcome 3. National and local levels of government have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner.

Indicator: Whether the development initiatives implemented in inclusive, participatory and democratic manner.

Baseline: Poor capacity of national and local government on effective and democratic governance.

Target: Improved capacity of national and local government on effective implementation of development initiatives with inclusive and participatory manner

Expected Outputs, targets and Indicators

1. *Key central government institutions receive comprehensive capacity building in good governance, gender mainstreaming, management, and administration, resulting in progress in public administration reform*

Indicator: Number of central level institutions that receive capacity building training in governance, management and administration.

Baseline: Staff in state level institutions have limited training.

Target: Staff in 8 state level institutions are trained in good governance, management and administration, including strategic planning, foreign policy/aid coordination and support to local authorities. Staff in 5 state level institutions trained in gender mainstreaming.

2. *National capacity is increased to address corruption, strengthen transparency and accountability of state structures and human development approach is promoted to be applied in the development of the different sectors.*

Indicator: Level of Transparency International Annual Corruption Perception Index. Number of NHDRs prepared.

Baseline: Transparency International's 2008 Corruption Perception Index 2007 rates Tajikistan as 151st out of 180 countries for corruption. 8 NHDRs produced in 1995-2003 and no real NHDR developed since then.

Target: Improvement in Transparency Index ranking. At least 3 NHDRs on different topics are prepared during 2010-2015.

3. *Sub-national authorities and self-governing bodies receive comprehensive capacity building in the governance, gender mainstreaming, management, and administration of core social and communal services in the areas of education, health, social protection, water, sanitation and infrastructure.*

Indicator: Number of district development plans created and implemented based on reformed methodology/process.

Baseline: 15 District authorities have received basic training on effective local planning.

Target: 30 Districts effectively plan and budget based on reformed methodology/process.

4. *The awareness, skills and knowledge of civil society, with focus on women, are improved so they are better able to effectively engage in local development, social advocacy and social service delivery.*

Indicator: % of contribution made by civil society, government, private sector and remittances towards implementation of district development plans.

Baseline: Currently civil society contributes 10% to district development plans in 3 districts.

Target: Civil society contributes at least by 20% to district development plan implementation in 15 districts

5. *Security of the nation-state is enhanced through Integrated Border Management along the Tajik-Afghan border and along borders with other neighboring states.*

Indicator: # of border points along both sides of Tajik-Afghan border provided with infrastructure, equipment and capacity building support.

Baseline: Borders poorly managed, staff poorly trained & equipped.

Target: At least 5 border points along both sides of Tajik-Afghan border provided with infrastructure, equipment and training

6. *Cross-border and regional issues are better managed through improved cooperation among local, national and international partners.*

Indicator: Number of stakeholders benefiting from improved cooperation and conflict prevention activities

Baseline: Cross border issues are a risk to national and regional stability.

Target: Majority of stakeholders in target areas benefit from improved cooperation and conflict prevention activities

OBJECTIVES OF THE EVALUATION

The main objectives of the outcome evaluation are:

- To assess progress towards or achievement of the Outcome 3, CPAP 2010-2015;

- Take stock of key lessons learnt and experience accumulated as result of CPAP 2010-2015 and provide recommendations for more effective programming within new Country Programme Document cycle (2016-2020);

- Identify emerging governance, rule of law and human rights focused areas for future programming of UNDP to contribute to CPD (2016-2020);

- Identify potential scaling up pathways and provide recommendations for more sound resource mobilization;

Scope of the evaluation

The scope of the evaluation is expected to include lessons learned, findings and recommendations in the following areas:

- Were stated outcomes or outputs achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outcomes?
- To what extent have UNDP outputs and assistance contributed to outcomes?
- Has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness or ineffectiveness?
- Analysis of the range and robustness of partnerships established/maintained with the Government, civil society, UN Agencies and other key stakeholders;
- UNDP's contribution to promoting gender equality and women's empowerment;
- Assessment of scaling up pathways explored and employed by UNDP to achieve the stated outcomes;

The evaluation should be based on the following criteria:

Relevance: concerns the consistency of activities and targets with national and local development programmes and national development challenges, and the needs of intended beneficiaries. It also relates to the relevance to UNDP's corporate and human development priorities, as well as the UNDAF and UNDP country programme.

Effectiveness: refers to the manner in which the intended outcome targets were achieved. Measuring effectiveness will involve - to the extent possible - an assessment of cause and effect, and judging the extent to which observable changes be attributed to project activities.

Efficiency: refers to how economically resources (funds, expertise and time) were used to achieve results.

Sustainability: refers to the extent to which the benefits of the results will continue beyond the support provided. Assessing sustainability involves evaluating to what extent capacity can be maintained.

Impact: from UNDP's perspective, this measures, to the extent possible, the changes in human development that are caused by the projects activities.

Products expected from the evaluation

1) An inception report with finalized and agreed terms of reference, evaluation matrix, questionnaires and agreed methodology of evaluation (<u>one week after</u> beginning of assignment/contract)

2) A comprehensive evaluation report with findings, recommendations, lessons learned, rating on performance of both the outcome and outputs.

It is expected that draft report will be submitted to UNDP CO <u>in two working weeks</u> after in-country mission, and the final report with all comments and recommendations incorporated submitted to UNDP CO for final endorsement not later that <u>in two working weeks</u> after receipt of UNDP formal feedback with comments to a draft.

The findings are expected to feed into further strategic planning processes and implementation of relevant UNDP interventions in line with the current UNDAF (2016-2020) and CPD (2016-2020) cycle. The report should include:

- An assessment of the progress towards outcomes and progress towards outputs;
- A rating on the relevance of the outcome;
- Lessons learned concerning [positive and negative] in producing outputs, linking them to outcomes and using partnerships strategically;
- Forward looking recommendations to guide design of future interventions;
- Strategies for continuing UNDP assistance towards improved governance, rule of law and human rights;
- A monitorable action plan for follow-up.

While the evaluator is free to choose his/her own method of reporting, the final Evaluation Report should be no more than 40 pages Font Arial, Size 12, and contain at least the following:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context
- Description of the program – its logic theory, results framework and external factors likely to affect success
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and de-limitations
- Approach and methodology
- Findings
- Summary and explanation of findings and interpretations
- Conclusions

- Recommendations (including forward looking recommendations to design future initiatives)
- Lessons learned, case studies

In addition, the final report should contain the following annexes:

- Terms of Reference for the evaluation
- List of meetings conducted
- List of persons interviewed
- List of documents reviewed
- Any other relevant material

Methodology or evaluation approach

The key elements of the methodology to be used by the evaluation team will consist of the following:

- Documentation review (desk study);
- Interviews with key partners and stakeholders;
- Focus groups
- Field visits;
- Questionnaires;
- Participatory techniques, SWOT analysis and other approaches for gathering and analysis of data;

Documents to be reviewed

Some of the background documents to be reviewed as part of the outcome evaluation are as follows[69]:

- United Nations Development Assistance Framework (2010-2015);
- Country Programme Document (CPD) and Country Programme Action Plan (CPAP) 2010-2015;
- National Development Strategy (2007-2015), Poverty Reduction Strategy (2010-2012), Living Standards Improvement Strategy (2013-2015);
- Judicial and Legal Reform Programme (2012-2014; 2015-2017)
- Concept on State Guaranteed Legal Aid;
- Public Administration Reform Strategy (2010-2015)
- Concept on Local Development Management;
- Programme/project Documents;
- Programme/Project Progress Reports;
- Evaluation Reports:

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[69] Final list of references and sources for desk review will be agreed and stipulated in inception report.

- Access to Justice in Tajikistan Project Mid-Term Evaluation Report (2015)
- Strengthening Rule of Law and Human Rights to Empower People in Tajikistan project Mid-Term Evaluation Report (2016)
- Results Oriented Mission Report for BOMNAF II (2016)
- Project Completion Review of the SENACAM project (2015);
- Communities Programme Outcome Evaluation Report (2015);
- Other relevant documents and evaluation reports;

SCOPE OF WORK

The key questions to be addressed by the evaluation, including but are not limited to:

- Were stated outcomes or outputs achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outcomes?
- To what extent have UNDP outputs and assistance contributed to outcomes?
- Has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness or ineffectiveness?
- Analysis of the range and robustness of partnerships established/maintained with the Government, civil society, UN Agencies and other key stakeholders;
- UNDP's contribution to promoting gender equality and women's empowerment;
- Assessment of scaling up pathways explored and employed by UNDP to achieve the stated outcomes;

The evaluation should cover the following criteria: Relevance, Effectiveness, Efficiency, Sustainability and Impact.

DELIVERABLES AND TIMELINES

Implementation arrangements and logistics support

The UNDP Tajikistan Country Office through its Programme Unit and Programme Analyst and Programme Associate responsible for Good Governance will be responsible for coordinating, organising and managing the evaluation in collaboration with the Government, UN and development partners. They will also be responsible for liasing with partners, backstopping and providing relevant documentation and technical feedback to the evaluation team.

Action Plan for Outcome Evaluation

Deliverables, activities, and milestones follow this tentative schedule:

ACTIVITIES	RESPONSIBILITY	TIME-FRAME
The Outcome evaluation is expected to be implemented in the period from May to July 2015.		
a. Desk review, reading of outcome-related documentation and submission of the Inception report with tentative mission agenda	International Consultant	Mid- September 2016
b. 1 week (5 days excluding travel) in country mission and presentation of findings at the end of the mission	International Consultant and National Consultant	End of September 2016
c. First draft of the Outcome Evaluation report	International and National Consultant	mid October 2016
d. Final Outcome Evaluation report in form and substance satisfactory to UNDP, submitted 2 weeks after the receipt of final comments from UNDP CO	International and National Consultant	End of October 2016

Outcome Evaluation Timeframe

The evaluation is expected to be implemented from early September to end of October 2016 according to the above Action Plan.

Evaluation team

The evaluation team will comprise of **one International and one National evaluation experts -** development consultants at no point directly associated with the design and implementation of any of the activities associated with the outcome. The evaluation expert should have knowledge and experience in governance and public administration, rule of law and human rights as well as local development issues.

REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

Education:

- University degree in social sciences, management and other related areas;

Experience:

- At least 10 years of technical background in good governance, public administration, and/or local development issues;
- Experience and expertise in project design, management, and monitoring and evaluation;

- Proven experience in evaluating programmes/projects;
- Knowledge of UNDP procedures and programme implementation strategies will be additional asset;
- Good report writing skills, advanced computer literacy and the ability to effectively communicate and work with high-level government officials;
- Ability to make recommendations focused on results and impact, with a strong understanding of value for money concepts;
- Knowledge of CIS context, preferably Central Asia region.

Language:

- Excellent knowledge of English with proven writing skills; knowledge of Russian language would be an asset.

KEY COMPETENCIES

Functional Competencies:

- Professionalism;
- Communication;
- Teamwork;
- Planning &Organization;
- Accountability.

Corporate Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favoritism;
- Fulfills all obligations to gender sensitivity and zero tolerance for sexual harassment.

The international evaluation expert will be allocated 30 working days (including 10 working days in-country) and the national consultant 20 working days for the evaluation assignment including both field and desk work.

6.2. List of meetings conducted and persons interviewed

Day and time	Meeting	Address
UNDP Country Programme Action Plan (2010-2015) **UNDP Outcome Evaluation of Good Governance** Skype calls, interviews and focus groups, December 2016-February 2017		
November 21, 2016	Skype call with Saidahmad Ikromov to discuss Access to Justice and Rule of Law programme	
November 22, 2016	Skype call with Vali Musaev to discuss completed project Support to Effective National Aid Coordination and Monitoring (2013- 2015) (SENACAM Aid Coordination component) and current project Sustainable Aid Coordination and Effective Cooperation for Development (SACEC)	
November 23, 2016	Meeting with Akram Karimov, Strengthening institutional capacity of MFA staff Project Coordinator and visit to Capacity Building Centre of MFA and participation in English training to discuss of the project results context	MFA Office
November 26, 2016	Skype call with William Lawrence to discuss projects Border Management in Northern Afghanistan (BOMNAF) and Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan (BMP)	
December 29, 2016	Meeting with Mrs. Fotima Shamsiddinova, Lower Consultant of the Free Legal Aid Centre under the Disabled Society of the Republic of Tajikistan to discuss of the center activity and main services delivered to disabled citizens	Free Legal aid Centre Office
December 29, 2016	Focus group with persons with disabilities receiving services of Free Legal aid Centre under the Disabled Society of the Republic of Tajikistan to assess their satisfaction and results of services delivered	the Disabled Society Office
November 30, 2016	Skype call with Hyrkkänen Minni, Ministry of Foreign Affairs of Finland. Purpose: discuss the Strengthening Rule of Law and Human Rights to Empower People in Tajikistan project.	
December 1, 2016	Skype call with Rustam Babajanov to discuss Mainstreaming Human Development in Tajikistan (Phases I and II)	
December 17, 2016	Skype call with Alisher Karimov, to discuss Anticorruption Partnership and Coordination projects	
January 03, 2017	Focus group with representatives of Dushanbe city and DRS districts Civil registry Department to assess their satisfaction and results of services delivered	Republican Civil Registry Office

Day and time	Meeting	Address
January 05, 2017	Meeting with Davron Valiev, Deputy Head of Planning and DDP monitoring Department of Local Development Committee	LDC Office
January 10, 2017	Meeting with Ms. Nargis Esufbekova, Coordinator of Support to DCC Secretariat Project /Head of DCC Secretariat to discuss Project implementation and results context	WB Office
January 12, 2017	Meeting with Anvar Olimov, director of the Think Tank "Innovation Development Center" to discuss overall situation in Tajikistan, with the focus on human development, UNDP's comparative advantage and contribution to these developments	Think Tank "Innovation Development Center" Office
January 12, 2017	Focus group with Coordinators of Human Development Courses in Universities to assess their satisfaction and results of NHDR project results	Think Tank "Innovation Development Center" Office
February 09, 2017	Visit to Boarder Management Awareness training organized within EU BOMNAF project for Afghanistan Custom Service and Boarder troops representatives to talk with participants about their satisfaction and the project results.	Serena Hotel
Mission to Dushanbe		
Monday, 16 January 2017		
9:00- 10:00	Meeting with Ms. **Pratibha Mehta**, UN Resident Coordinator and UNDP Resident Representative **Mr Jan Harfst**, Country Director and **Mr Mubin Rustamov**, ARR/Programme to discuss expectations and confirm the plans for the evaluation mission	UNDP office
10:00-11:15	Meeting with **Ms Gulbahor Nematova**, Programme Analyst and **Mr Anvar Aminov**, Programme Associate to discuss the portfolio, its performance and contribution to CPAP and UNDAF and also to explore challenges and opportunities in advancing Good Governance agenda and UNDP potential interventions.	UNDP office
11:15 – 12:30	Meeting with **Mr William Lawrence**, Project Manager, **Mr Sabzali Shukrulloev**, Deputy Project Manager and **Ms Malika Kurbanova**, Project Officer to discuss the security situation in Tajikistan and the ongoing border management reforms in Tajikistan, as well as UNDP's comparative advantage and contribution to implementation of the ongoing reform process	UNDP Shevchenko
12:30 – 14:00	**Lunch**	
14:00 – 15:00	Meeting with **Mr Suhrob Kaharov**, ARR/Operations Manager (former Country Manager) to discuss achievements and challenges in implementing *'Border Management in Central Asia'* project, Phases VII and VIII	UNDP
15:00 – 16:00	Meeting with **Mr Firuz Khamidov** and **Mr Jurabek Sattorov** to discuss overall governance situation, with special focus on local development processes in Tajikistan	UNDP CP
18:00	Dinner with **Mr Oleh Protsyk** to discuss overall governance and security situation in Tajikistan with special focus on cross border cooperation	UNDP CP
Tuesday, 17 January 2017		

Day and time	Meeting	Address
9:00 – 10:15	Meeting with **Mr Saidahmad Ikromov**, Rule of Law Programme Manager and **Mr Douglas Muir**, Chief Technical Advisor, Rule of Law Programme to discuss achievements and challenges in implementing: 1. Access to Justice in Tajikistan (Phase I); 2. Strengthening Rule of Law and Human Rights to Empower People in Tajikistan project (Phase I); and Strengthening Alliances for Inclusive Policies and Communities for Persons with Disabilities in Tajikistan	VEFA Centre
10:30 – 11:30	Meeting with **Mr Tony Cameron**, UNDP Civil Registration System Reform Project Manager	
12:00-13:00	**Business Lunch** with *Mr Rafqat Hasanov,* DAI Project Team Leader (Parliament) to discuss general governance situation in Tajikistan with the focus on the role of Parliament in governance/local governance processes in the country and potential entry points for UNDP engagement in the future building on UNDPs comparative advantage	Segafredo Cafe
13:00– 14:00	Meeting with **Mr. Alizoda Zarif**, Ombudsman to discuss overall governance situation in Tajikistan with the focus on rule of law and human rights, UNDP's comparative advantage and contribution to the advancement of the ongoing access to justice and legal aid reform, human rights, and institutional development of the Office of Ombudsman	Ombudsman's office
14:15 - 15:15	Meeting with **Mr Nurmahmad Khalilov,** Director of Human Rights Center to discuss overall governance, rule of law and human rights situation in Tajikistan, UNDP's comparative advantage and contribution to advancement of rule of law, access to justice and human rights in Tajikistan, including the role of CSO Network	VEFA Centre
Wednesday, 18 January 2017		
9:00 – 10:00	Meeting with **Mr Asadullo Hokimov**, Head of the Department of International and Legal Relations to discuss overall rule of law and access to justice situation in Tajikistan, including the ongoing access to justice and legal aid reforms, UNDP's comparative advantage and contribution to these developments in the country	Ministry of Justice of RT
10:00 – 11:00	Skype call with **Mr. Stanislav Toshkov**, Task Manager, Regional Cooperation EU Delegation Afghanistan to discuss overall situation in Afghanistan, UNDP's comparative advantage and contribution to development of border management and cross border cooperation between Tajikistan and Afghanistan	
11:00 – 12:00	Meeting with **Mr Shuhrat Murodov**, Head of Foreign Aid Department of State Committee on Investments and State Property Management of RT to discuss overall situation on foreign aid in Tajikistan and implementation of Busan commitments, alignment of foreign aid with national priorities, UNDP's comparative advantage and contribution to these developments	State Committee on Investment and State Property Management of RT
12:00 – 13:30	**Lunch**	
14:00 – 15:00	Meeting with **Mr Qiyomiddin Norov**, Deputy Chairman of Agency on Statistics under the President of RT to discuss overall human development situation in the country, UNDPs' comparative advantage and contribution to enhancing human development agenda in the country	State Agency
Thursday, 19 January 2017		
09:00 – 10:00	Meeting with **Mr Idibek Kalandarov**, Head of the Department of International Organizations and **Mr Akram Karimov**, Project Coordinator to discuss overall governance situation in Tajikistan, the current trends in Foreign Policy, UNDP's comparative advantage and contribution to institutional development of MFA	Ministry of Foreign Affairs
10:30 – 11:30	Meeting with the **Mr Tojiddin Jurazoda**, Deputy Head of Local Development Committee to discuss overall governance situation in Tajikistan, including in implementation of public administration reform process, UNDP's comparative advantage and contribution to these	Local Development COmmitee

Day and time	Meeting	Address
	developments	
11:30 – 13:00	**Lunch**	
13:00 – 13:50	Meeting with **Ms. Saida Inoyatova**, Head of NGO Ishtirok to discuss overall governance situation with the focus on disability issues, UNDP's comparative advantage and contribution to enhancing the status of persons with disabilities in Tajikistan	VEFA Centre
14:00 – 15:00	Meeting with **Ms Patricia Veevers-Carter,** World Bank Country Manager to discuss overall governance situation in Tajikistan, key developments in governance area, the role of DCC in general, and UNDP's contribution in particular, to this process	Sozidaniye Centre, Ayni Street
15:30 – 16:30	Meeting with **Mr Oksakolov Hukumatsho**, Head of the Department of Territorial Planning of the Minister of Economic Development and Trade of RT to discuss overall governance situation in the country, with the focus on human development, UNDP's comparative advantage and contribution to these developments	Bokhtar 37, Dushanbe
Friday, 20 January 2017		
09:00 – 10:00	Meeting with **Ms Nathalie Barbancho**, Deputy Country Director, Swiss Cooperation Office to discuss overall governance, rule of law and access to justice situation in the country, including the ongoing legal aid reforms, as well as UNDP's comparative advantage and contribution to these developments	SCO Office, Tolstoi Street
10:15 – 11:15	Meeting with **EU Delegation in Tajikistan** to discuss overall governance and security situation in Tajikistan, UNDP's comparative advantage and contribution to development of border management and cross border cooperation between Tajikistan and Afghanistan	EU Office
11:30 – 13:00	**Lunch**	
14:00 – 15:00	Meeting with **Mr Shuhrat Mirzoev**, Economic Adviser, **DFID** to discuss overall governance situation in Tajikistan, as well as UNDP's comparative advantage and contribution to these developments	British Embassy in Tajikistan
15:00 – 16:00	Meeting with **Ms Zebo Jalilova,** Programme Analysts/Sustainable Development to discuss overall development situation in Tajikistan with special focus on SDGs operationalisation, including MAPS mission	UNDP
16:00 – 17:00	Wrap up meeting with UNDP Senior Management	UNDP

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6.4. Evaluation Questions

Relevance

- How well were UNDP Good Governance interventions aligned with and supportive of national and local development priorities? What is the evidence?

- How well did UNDP Good Governance interventions address national development challenges, as they had been identified by national and international partners? (Are we doing the right thing?)

- How well were UNDP's Good Governance interventions aligned with and supportive of achieving respective UNDAF outcomes?

- Did the UNDP's activities address the needs of intended beneficiaries at the national and local levels? What is the evidence?

- To what extent did the original focus and design of interventions evolve to address changing national needs and priorities? To what extent was this evolution relevant?

- To what extent were the Good Governance interventions implemented in partnership with the relevant partners? And at the right level (local, national)?

- Looking forward, which persistent or emerging system level good governance matters will be the most important for UNDP to work to address? What are UNDP's comparative advantages to address them? What are the barriers and enablers that UNDP has to take into consideration in designing and delivering its Good Governance interventions during the next CPD cycle?

- To what extent has the HRBA (with its corresponding equity focus and gender mainstreaming) been applied in Good Governance interventions?

Effectiveness

- Did UNDP have the necessary internal capacity and institutional arrangements for the implementation of the UNDP governance portfolio?

- Were stated outcomes and outputs achieved?

- To what extent have UNDP outputs and assistance contributed to achieving outcomes at the systems level, including UNDAF and CPD/CPAP goals?

- To what extent did UNDP manage to build synergies of Good Governance interventions with other portfolios' work? Did these synergies, if pursued, helped to improve effectiveness of Good Governance interventions?

- What was the extent of UNDP partnership with civil society in promoting Good Governance in Tajikistan?

- To what extent have been the HRBA objectives (with its corresponding equity focus and gender mainstreaming and empowerment objectives) achieved?

- What were the external (beyond UNDP control) and internal (within UNDP control) factors that promoted/hindered effectiveness of UNDP Good Governance interventions?

Efficiency

- To what extent were the Good Governance interventions delivered in a timely and cost-efficient way? Could the same results have been achieved using different strategies/interventions and less resources?

- How much time, resources, capacities and effort it takes to manage the Good Governance portfolio and where the gaps if any are?

- Did UNDP manage to improve the allocation and use of Government resources in the area of Good Governance?

- What was the UNDP M&E function contribution to improve portfolio effectiveness and efficiency?

- Did UNDP improve its internal structures and operations, including its M&E function, to make its Good Governance programming more efficient and synergistic? Has UNDP's strategy in producing the outputs been efficient and cost-effective?

- What were the external and internal barriers to improving efficiency?

- Looking forward, how can UNDP improve its internal structures and operations to make its Good Governance portfolio work more efficient?

Sustainability

- What were UNDP's mechanisms and strategies to improve sustainability of its Good Governance interventions? Did they work? What is the evidence?

- Did UNDP partnership strategies contribute to sustainability of its Good Governance interventions?

- Did UNDP promote ownership over the different portfolio areas and correspondent results by national and local stakeholders? What is the evidence of national ownership of key results of UNDP Good Governance portfolio?

- Did UNDP's resource mobilization strategy increase long term prospects for financial and programming stability?

- Did UNDP contribute to human and institutional capacity building of partners? Have these efforts enhanced sustainability of UNDP Good Governance interventions? What is the evidence?

- What are the opportunities for and risks to the sustainability of UNDP's sustainability strategies in the short and long term?

Impact

- To what extent have the UNDP Governance portfolio interventions contributed to positive changes for people of Tajikistan, measured in term of human development?

- What was impact of UNDP interventions at the level of legislation, policies, systems and processes?

- What are other areas of impact not captured through available UNDP documentation?

6.5   Programme/Project Summary Achievement Assessment

Programme/Project Summary Achievement Assessment

PROJECT TITLE: Border Management in Northern Afghanistan I (BOMNAF)

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of Target Achievements	Note
Output 1. Efficiency and capacity of Afghan Border Police (ABP) and Afghan Customs Department (ACD) on the northern Afghan border with Tajikistan and Uzbekistan is increased				
Baseline 1. Weak capacity and efficiency of ABP and ACD to on Border Management in the Afghan border with Tajikistan and Uzbekistan. **Output indicators:** 1. Number of ABP and ACD officers and staff trained; 2. Number of Border Police Units benefiting from the presence and capacity building activities of Training and Mentoring Team (s).	1. A total of at least 300 ABP and ACD officers are trained in Integrated Border Management and associated subjects.	1. Over 700 ABP and ACD officers were trained on Integrated Border Management and associated subjects.	Exceeded	700 ABP officers were trained against 300 targeted
	2. At least three Border Police Units benefited from the presence and capacity building activities of Training and Mentoring Team(s)	2. Trainings were provided to Border Police units Zone # 806, Imam Sahib and Qal'ai Zal Border Outposts by a Training Team on First Aid	Achieved	
	3. A Consolidated Training Syllabus on Border Management is developed.	3. The consolidated Training Syllabus on Border Management and associated subjects is developed.	Achieved	

3. Development of Consolidated Training Syllabus on Border Management. 4. Number of ABP and ACD units benefiting from BOMNAF developed training materials. 5. Number of Border management infrastructure built, furnished and equipped. 6. BOMNAF provided facilities and equipment are well maintained and supported 7. Number of officers stationed at BOMNAF constructed facilities received specialized equipment.	4. Up to three ABP and ACD units benefit from BOMNAF developed training materials.	4. Over 16 ABP Units benefit from BOMNAF developed training materials on various subjects.	Exceeded	16 ABP Units benefit from BOMNAF developed training materials on various subjects against 3 targeted Units
	5. One new Border Crossing Point, *one* new Border Outposts and one Battalion Headquarters building are built and/or renovated.	5. Construction of one Border Crossing Point and one Border Outpost is complete; construction of a Battalion HQ was finished during BOMNAF II as agreed with the donor	Achieved	
	6. Support provided to facilities and equipment supplied by the BOMNAF Project (previous phase).	6. The Border Commissariat building at Sheghnan was renovated. Training on maintenance of ATV Polaris conducted for ABP officers	Achieved	
	7. At least 200 officers stationed at BOMNAF-constructed facilities received specialized equipment.	7. BCP Djomarji Bolo, BO Qal'ai Zal, and BLO Sheghnan received transport at, communication, search and investigation equipment, as well as personal and office equipment. Training related equipment was provided to ABP Zone 806.	Achieved	

Output 2. Improve inter-agency communication and coordination internally, among Afghan border agencies, as well as cross-border cooperation between Afghanistan Tajikistan and Uzbekistan.				
Basline 2. Weak inter-agency and cross-border communication, cooperation, and coordination between Afghanistan Tajikistan and Afghanistan Uzbekistan.	1. An Implementation Plan for the Northern border, on improving inter-agency and cross-border cooperation developed based on the Afghanistan Border Management Business Model.	1. Improving inter-agency and cross-border cooperation Implementation Plan for the Northern border developed and included into project annual work plans.	Achieved	
Output indicators: 1. Development of an implementation plan on interagency and cross-border cooperation; 2. Number of joint meetings and high level seminars supported between border officials from Afghanistan with their counterpart from Tajikistan and Uzbekistan	2. Up to three joint meetings and high-level conferences between border officials of Afghanistan with their counterparts from Tajikistan and/or Uzbekistan are supported.	2. Four high-level conferences and two field visits for border authorities were organized/co-organized.	Exceeded	4 high-level conferences against and 2 field visits for border authorities were organized/co-organized against 3
3. Number of Border Liasion Offices (BLO)s established and functional. 4. Number of border cooperation protocols signed.	3. Up to three Border Liaison Offices (BLO) are established in Afghanistan to increase cross-border communication, cooperation, and coordination of an improved information sharing system.	3. One Border Liaison Office was established in Sheghnan.	Partially Achieved	

	4. Cross-border cooperation protocols, where required are signed between Afghanistan and Tajikistan and Afghanistan and Uzbekistan.	4. No cross-border cooperation protocols were required during the project duration.	Not required	No cross-border cooperation protocols were required during the project duration.

Output 3. Support activities to counter trafficking in illegal narcotics and precursor chemicals through the northern Afghan border with Tajikistan and Uzbekistan

Baseline 3. Law capacity of agencies dealing with counter narcotic and precursor chemicals **Output indicators:** 1. Number of law enforcement front line staff in selected areas technically trained in countering narcotic trafficking 2. Number of law enforcement units in the northern border received narcotic and precursor detection equipment and chemicals 3. Establishment of cooperative networks for information and intelligence exchange.	1. Up to 100 law enforcement front line staff in selected areas technically trained in countering narcotic trafficking.	1. Over 1.5 thousand officers of the Counter Narcotics Police of Afghanistan (CNPA), Afghan Border Police (ABP), Afghan National Police (ANP) and Customs officers received basic precursor and intelligence training.	Exceeded	Over 1500 officers of the Counter Narcotics Police of Afghanistan (CNPA), Afghan Border Police (ABP), Afghan National Police (ANP) and Customs officers received basic precursor and intelligence training.
	2. At least three law enforcement units in northern Afghan border have received narcotics and precursor detection equipment and chemicals.	2. Drug and precursors test kits, chemicals suits, TruNarc precursors identification devices, first aid kits, high-specification computers, scanners, printers, cameras and GPS are provided to the law enforcement units	Achieved	

	3. Cooperative networks for information and intelligence exchange developed. - A time bound, project operation conducted during the project's time-frame with a focus on identifying and intercepting shipments of drugs and/or precursor chemicals	3. Access is given to the World Customs Organization CENCOMM2, an intelligence messaging system, which is now providing information on precursor seizure in Afghanistan upon occurrence - As a result of capacity building training courses on investigative and effective information sharing techniques between specialized vetted units in CNPA, the Precursor Control Unit officers have conducted series of international investigations and operations on the seizures of 25,690 liters of acetic anhydride, 14,575 kg of ammonium chloride and 5,480 liters of hydrochloric acid.	Achieved	

PROJECT TITLE: Border Management in Northern Afghanistan II (BOMNAF)

Output 1. Efficiency and capacity of the Afghan Border Police (ABP) on Afghanistan's northern border is increased.				
Baseline 1. Weak capacity and efficiency of ABP on Border Management on Afghanistan's Northern border. **Output indicators:** 1. Number of ABP officers and staff trained. 2. Number of Border Police Units benefiting from the presence and capacity building activities of Training and Mentoring Team (s). 3. Number of ABP units benefiting from BOMNAF developed training materials. 4. Number of Border management infrastructure built, furnished and equipped. 5. BOMNAF provided facilities and equipment are well maintained and supported 6. Number of officers stationed at BOMNAF constructed facilities received specialized equipment.	1. At least 500 beneficiaries are trained in Integrated Border Management, and associated subjects, including Transparency, Integrity and Accountability (TIA).	1. Over 1000 (including 93 female) officers from the ABP and ACD were trained under BOMNAF II so far	Exceeded and on track	Over 1000 (including 93 female) officers from the ABP and ACD were trained under BOMNAF II
	2. At least three Border Police Units (40-200 personnel at each location), benefited from the presence and capacity building activities of Training and Mentoring Team(s).	2. Training teams conducted Disaster Risk Management training at Nusai and Sheghnan Border Crossing Points.	On track.	
	3. At least three ABP units (40-200 personnel at each location), benefit from BOMNAF developed training materials.	3. BOMNAF developed training visual aids on the subjects such as Trafficking Awareness and Disaster Risk Management, which were distributed to Nusai, Djomarji Bolo and Shegnan BCP and associated communities.	On track.	
	4. At least one new Border Crossing Point, and up to three new Border Outposts building are built. Where appropriate, associated buildings will also be assessed for renovation	4. Construction of a Battalion HQ in Chashmai Tut and Training Centre in Mazar-e-Sharif are complete. Upgrade of BCP Aqina ongoing.4	On track.	
	5. Support, repairs, servicing and maintenance provided to EU facilities.	5. The previously constructed facility for BCP Shegnan (EU BOMBAF facility) was upgraded.	Achieved	

	6. At least 400 officers, stationed at EU-constructed facilities received specialized equipment.	6. Camping equipment for effective patrolling of the green border consisting of sleeping bags, tents, portable power generator, hand tools, cool boxes, etc; Communication equipment including HF and VHF radios; First Aid kits; compasses and binoculars were handed over to ABP units on the Northern Borders.	On track	

Output 2. Inter-agency and cross-border communication, cooperation, and coordination between Afghanistan and its Central Asian neighbours are improved.

Baseline 2. Weak inter-agency and cross-border communication, cooperation, and coordination between Afghanistan and Central Asia **Output indicators:** 1. Development of an implementation plan on inter-agency and cross-border cooperation 2. Number of field events facilitated and	1. An Implementation Plan for the northern border, on improving inter-agency and cross-border cooperation developed.	1. Improving inter-agency and cross-border cooperation was included into project annual work plans.	Achieved	
	2. Regular, planned interactions are conducted, between local governmental structures and law enforcement agencies at the grass roots level, to share mutual concerns and explore mutual solutions and create cooperative networks for information and intelligence exchange.	2. A joint mission "Operations Building Bridges" for local governmental structures and law enforcement agencies from Afghanistan and Tajikistan was organized in 2016. Regular meetings and joint trainings are organized and conducted	Achieved	

supported. 3. Number of joint meetings and high level seminars supported between border officials from Afghanistan with their counterpart from Central Asia.	3. Three joint meetings and high-level conferences between Border officials of Afghanistan with their counterparts from Central Asia are supported	3. BOMNAF held Regional Trade and Cooperation Workshops in Dushanbe, Tajikistan, in 2014 and 2015.	On track.	
Output 3. Strengthening confidence building between Afghanistan and the Central Asian countries is assisted.				
Baseline 3. Law capacity of agencies dealing with counter narcotic and precursor chemicals **Output indicators:** 1. Creation and functionality of the Regional Technical Working Group 2. Number of joint activities between borderland communities and ABP 3. Number of joint cross-border workshops, symposia at Border Crossing Points 4. Number of joint patrolling activities 5. Adopted conference declaration 6. Number of regional development and cross-border initiatives supported.	1. Create a Regional Technical Working Group (TWG) for border practitioners.	1. In Dushanbe, BOMNAF is responsible for organizing monthly Border International Group meetings. Meetings are attended by Embassies, International Organizations and Tajik Government bodies involved in the Border Management sector.	Achieved and on track	
	2. Provide opportunities for engagement and collaboration with ABP.	2. a) Opportunity was provided for ABP senior officers and government officials, during 'Operation Building Bridges' to discuss issues of mutual interest and concern with their Tajik counterparts. b) BOMNAF facilitated participation of the ABP and MFA of Afghanistan to take part and speak at the Central Asian Border Security Conference in Bishkek	Achieved and on track	

	3. Encourage the hosting of cross-border joint workshops, symposia etc at Border Crossing Points	3. Cross-border training activities were organized at Nusai and Sheghnan Border Crossing Points;	Achieved and on track	
	4. Support initiatives for joint patrolling of mutual borders.	4. In close collaboration with the OSCE, the BOMNAF Project is supporting training activities on Patrol Leadership for ABP officers in Dushanbe and Ashgabat.	Achieved and on track	
	5. Continue exchange of ideas through a conference to be held in Kabul.	5. Due to security constraints in Kabul, BOMNAF planned to hold a Conference in Dushanbe, however it was not supported by the Government of Tajikistan.	On track	
	6. Support to regional development and cross-border initiatives. Regional development continues to be supported by access to cross-border markets and international travel through BOMNAF-built BCPs.	6. Regional development continues to be supported by access to cross-border markets and international travel through BOMNAF-built BCPs.	Achieved	

PROJECT TITLE: Access to justice in Tajikistan

Outputs	Output indicator	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	
Outcome 1: Legal awareness raising fosters legal protection of vulnerable and marginalized groups (>seventy per cent women) in project areas				
1. Legal literacy campaigns through mass and social media implemented at national level with outreach to project areas	1. Baseline line survey on legal awareness designed, carried out and analyzed	Baseline line survey on legal awareness designed, carried out and analyzed	Achieved	
	2. 72 radio shows on family-related legal issues 72 articles on family-related legal issues 1 legal awareness campaign per year (mass media and social media) on 10 key messages	50 radio shows broadcast by Sadoi Dushanbe; 62 newspaper articles; 1 legal awareness campaign per year, total 3 (2013 'Love is…', 2014 'Defend your rights!' and 2015 'Your Rights are in Your Hands!')	On track	
2. Community Paralegals provide legal information and awareness to 80000 citizens (of which > 70% women) in project areas.	1. Concept of paralegals is established and functional	60 paralegals trained and over 80 cases resolved by paralegal mediation. Concept of paralegals formally adopted (July 2015)	On track	

	2. # of meetings held to identify paralegals in communities with Jamoat and mahalla committees and paralegals selected	16 meetings held, paralegals selected	Achieved	
	3. Training manual for paralegals distributed, information brochures elaborated and trainings carried out and replicated	Training manual for paralegals developed, drafted and distributed. Multiple (six) information brochures developed, published, and distributed by paralegals to public. Twelve paralegal trainings carried out (so far)	Achieved	
On track				

Outcome 2: Legal aid services provide better access to legal protection for vulnerable and marginalised groups and individuals (>70% women) in project areas

3. A coordinated legal aid system established and quality legal aid provided to 9,000 vulnerable and marginalized (>70 % women) in project areas	1. 3000 consultations per year (>70% women clients)	4462 clients (74% women) served by project in calendar year 2015.	Achieved	
	2. Coordinated system of legal aid is in place	Complete and coordinated system in place, with 22 LACs nation-wide. CMS system established and functioning. Training system for LAC lawyers established.	Achieved	

	3. 3 yearly analytical reports of key challenges/gaps in legislation in accessing legal rights at grassroots level	First analytical report produced in 2015	On track	
Partly on track				
Outcome 3: Effective and responsive government services provide legal information and support to vulnerable and marginalised groups and individuals (>70 % women) in project areas.				
	1. Number of policy reforms in respect of notaries and ZAGS undertaken	Notary development plan adopted	On track	
	2. Institutional strengthening of notaries and ZAGS undertaken	See below	On track	
4. Government capacities (in particular ZAGS and notaries) strengthened to provide quality, expanded services and access to information and support in project areas	3. Individual capacities of 128 notaries and 165 ZAGS, 406 Jamoats and 16 Family Law Judges developed in particular with reference to family and property law.	Capacities of 89 ZAGS employees (66 women) and 236 notaries (9 women) raised an average of 17% through five training and capacity development sessions. Overall, 163 ZAGS employees (119 women) and 91 notaries (26 women) raised during the two year capacity development trainings. Needs assessment of family law collegiums completed (April 2015) and transmitted to Council of Justice, where it is being used to formulate administrative changes and a new training regime. Capacities of 20 Family Law Judges (5 women) raised through three day training session.	On track	

Mostly on track				
Outcome 4: Key challenges in Access to Justice/Rule of Law, which are identified, are raised in a policy dialogue with government authorities and other stakeholders leading to concrete responses for improved access to justice				
5. Government establish mechanisms for dialogue on rule of law/access to justice reform	1. Number of meetings held between stakeholders	Four Policy Dialogue meetings, one Regional Policy Dialogue, one National Forum on Rule of Law, one national round table on CRPD	On track	
	2. # of decisions taken during meetings which are included in policy reforms	Two: decision on Concept on Free Legal Aid, Adoption of the Judicial Legal Reform Programme	On track	
	3. Joint activities of the government and civil society are implemented	The Concept was elaborated with CSO participation. CSO were a part of the Working Group.	On track	
6. Capacities of civil society to advocate for reform are enhanced	1. Number of CSOs participating in evidence-based advocacy training and communication skills training	Four trainings of CSOs carried out. CSOs create new CSO network to seek out funding, provide training, and coordinate activities.	On track	
	2. Effectiveness of CSO advocacy skills increased	CSOs participate in Policy Dialogue forums	On track	
Mostly on track				

PROJECT TITLE: Strengthening Rule of Law and Human Rights to Empower People in Tajikistan

Baseline and output indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Empowerment and better access to justice of vulnerable population of Tajikistan, including rural women and persons with disabilities				
Baselines 1 1. There is no state run legal aid system and no Law on state guaranteed Legal Aid. The government Working Group developed a concept - vision on state run legal aid which is to be piloted after adoption (expected in September 2014); 2. According to the evidence from development partners, in 2013 consultations were provided to 12,554 people, including 58% women and 13% persons with disabilities. 3. Legal aid services delivered with the donor funding is mainly concentrated in Khatlon (6 offices), Soughd (8 offices) and GBAO (4 offices) oblasts with limited presence in Rasht valley (2 offices, (8,8% of all consultations provided in 2013).	1. Concept-vision paper on the State guaranteed Legal Aid is adopted by the Government of Tajikistan;	Adoption of the Concept-vision paper on state guaranteed legal aid and its piloting was included in the new Judicial and Legal Reform Programme for 2015-2017 which was adopted in January 2015. The Concept was finalized and presented at the National Development in February 2015. The Concept was reviewed and approved by all stakeholders, including the Ministries of Justice and Finance, and then was formally adopted by signature of the President on June 30, 2015. The new State Agency for Legal Aid Centers (SALAC) has been created effective January 1, 2016. A state-run legal aid system has now come into formal existence.	Achieved	

Output indicators.	2. The number of people receiving Legal Aid in target areas will increase at least by 5% annually with rural women and persons with disabilities comprising at least 58% and 13% respectively;	During this period, legal aid was provided by 14 BHR Legal Aid Centres, four Ombudsman offices and Helvetas to 9,667 people, of which 6,646 or 67% were women and 843 or over 10% were people with disabilities (of which 361 were women with disabilities).	On track	
1. Status of the Concept-vision paper on the State Guaranteed Legal Aid;				
2.Number of people, receiving Legal Aid (disaggregated by gender and persons with disabilities, regions,) from state and non-state Legal Aid providers;				
3. % of legal aid provided by the state run Legal aid providers; 4. Coverage of population with legal awareness campaign on disability, including disability specific gender issues;	3. At least 5,760 people, including 3,341 rural women and 749 persons with disabilities will be covered with state run Legal Aid Services;	Concept on Free Legal Aid drafted (with CSO input) and submitted to government; approved in July 2015. Creation of a new State Agency for Legal Aid Centers (SALAC) authorized within Ministry of Justice. TORs, org chart and implementing regulations for SALAC prepared.	On track	
	4. At least 25,000 people are covered with legal awareness campaigns, including at least 50% rural women and 2% of persons with disabilities;	In total for 2015, 178 legal outdoor information sessions were conducted on family legislation, land, civil and social benefits and taxpaying covering 4,447 people, including 50 % women. More than 5,500 population in pilot districts of Ghonchi and Rasht had their awareness raised through UN Women RoL interventions. Increasing their ability to claim for their rights and services in the areas of civil registration, Passport/IDs, social protection and domestic violence. UN Women conducted outreach, through pamphlets, brochures, and meetings, to over 7,600 people in	Achieved	

		the two districts.		
		An estimated 18,000 people in Sughd district reached by radio spots on Radio Payvand.		
		An estimated 36,000 people reached by television programs and a television spot in Dushanbe.		
		Within the Legal Aid component implemented by BHR, five analytical articles were published in two local newspapers.		

Output 2. State bodies and justice sector actors are better able to provide access to justice and uphold rule of law in compliance with international commitments and promote and protect the rights of vulnerable people, including rural women and persons with disabilities.				
Baseline. 1. 2011 UPR revealed 123 recommendations, including 22 gender and 6 recommendations specific to person with disabilities; 2. In 2012, Tajikistan Ombudsman was accredited B status of compliance with Paris Principles; 3. According to the 'UN Women Survey, 13% of households have a family member without registration document; 4. The Government Working Group on	1. By the end of the project, UPR National Action Plan will be implemented by at least 40%;		On track	
	2. Ombudsman's compliance with Paris Principles will be strengthened;	Ombudsman employees given trainings, including trainings on gender issues. Study tour for Ombudsman's Office conducted to Helsinki, Finland.	On track	
	3. By the end of the project, the number of households having a family member without a registration document reduced by at least 10% in two pilot districts;	Training of ZAGS employees was ongoing through 2015	On track	

signing/ratification of the UN Convention on the Rights of Persons with Disabilities was established in 2013 5. There are no implementation mechanisms for the Law on prevention of violence in the family; **Output indicator** 1. Number of implemented Universal Periodic Review recommendations on gender and disability issues; 2. Ombudsman compliance with Paris Principles; 3. Number of households with a family member lacking registration documents; 4. Status of ratification of UN Convention on the Rights of Persons with Disabilities; 5. Implementation status of the Law on Prevention of Violence in the Family in two pilot districts;	4. The Action Plan (2014-2015) of the Government Working Group on ratification of the UN Convention on the Rights of Persons with disabilities is reviewed, strengthened and implemented by at least 70%;	UNDP within PRPD Project has conducted Analysis of Tajikistan joining UN CRPD and provided its conclusions to the GoT.	Achieved	
	5. Implementation mechanisms for the Law on Prevention of violence in the family are developed, introduced and functioning in at least 2 districts;	Instruction on the implementation of the Law have been developed and rolled out in two districts Ghonchi and Rasht.	On track	

PROJECT TITLE: Support to Sustainable Aid Coordination and Effective Cooperation for Development (SACEC)

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Facilitate participation of Tajikistan in international initiatives on aid effectiveness to improve the forms and methods of development cooperation;				
Baseline 1. Tajikistan participates at the activities of the Global Partnership for Effective Development Cooperation (GPEDC) under the implementation of the Busan Partnership Agreement; **Output indicators:** 1. participation of Tajikistan at the second round of the Global Partnership Monitoring at country level and the Second GPEDC High Level; 2. discussion of the second GP monitoring results, analysis of foreign aid for 2015 and recommendations for the Sustainability Strategy at the workshop with participation of the Government and development partners;	Conducted the Monitoring of GPEDC at country level, Country report submitted to OECD / UNDP Joint Support Team;	Conducted the GPEDC monitoring at country level, Country report and Profile of Tajikistan submitted to OECD / UNDP Joint Support Team	Achieved	
		Results of the second round of monitoring of the Global Partnership discussed at the Round Table on March 31, 2016 including involved development partners.	Achieved	

Output 2. Assist the Government of Tajikistan in enhancing the analysis and improving management of foreign aid and its better orientation with country's strategic priorities				
Baseline 2. AIMS is developed for annual monitoring of projects and track foreign aid flow in Tajikistan;	• Based on AIMS information update for 2015, SCISPM ensures the need of the Government, ministries and departments, development partners with foreign aid information:	AIMS information update for 2015 carried out and based on that SCISPM ensures the need of the Government, ministries and departments, development partners with foreign aid information:	Achieved	
Baseline 3. Analysis of foreign aid alignment with LSIS for the first two years of its implementation was carried out; **Output indicators:** 1. updating AIMS for the reporting year and providing information on situation on foreign aid sphere to all involved stakeholders;	- Information bulletins on foreign aid across nine economy sectors of Tajikistan prepared and disseminated among all stakeholder ministries, departments, development partners, etc. (in three languages);	Information bulletins on foreign aid across nine economy sectors of Tajikistan prepared and disseminated among Government, all stakeholder ministries, departments, development partners, etc. (in three languages);	Achieved	
2. piloting Results-Driven Public Investment System (RDPIS) in a pilot sector for improvement of mechanisms of targeted mobilization of foreign aid to national priorities; 3. conducting final monitoring and evaluation of foreign aid alignment with the LSIS 2013-2015 and the NDS 2015;	- At least two sector reviews of foreign aid exercised and reviews discussed at workshops with stakeholders;	Two reviews of foreign aid in the Republic of Tajikistan and Private Sector (in the Industry and Agriculture) exercised and discussed at Round Table with participation of ministries, agencies and development partners.	Achieved	

	- "Foreign Aid Report 2015" drafted and published in three languages with color diagrams and charts;	"Foreign Aid Report 2015" drafted and published in three languages with color diagrams and charts;	Achieved	
	- Guide "Development Partners Profiles 2016" drafted and published in three languages;	Guide "Development Partners Profiles 2016" drafted and published in three languages;	Achieved	
	• A Decree of the Government of the RT on approval of new edition of Guidelines on foreign aid mobilization, management, coordination and monitoring in the Republic of Tajikistan agreed with the ministries and agencies and submitted to the Government of RT;	• A Decree of the Government of the RT on approval of new edition of Guidelines on foreign aid mobilization, management, coordination and monitoring in the Republic of Tajikistan agreed with the ministries and agencies and submitted to the Government of RT;	Achieved	
	• Carried out piloting Results-Driven Public Investment System (RDPIS) in a pilot sector;	• Carried out piloting Results-Driven Public Investment System (RDPIS) in a pilot sector;	Not fully achieved	due to postponement of AIMS/RDPIS technical support phase by CO UNDP and signing of the contract with the Synergy Company, the improvement of AIMS/RDPIS and implementation of new strategic documents (SDG, NDS 2030 and Medium-term Development Program for 2016-2020) into these systems have not been executed

		- at least 3 workshops and trainings carried out for staff of SCISPM, ministries, departments and development partners on aid coordination and effective cooperation through use of expanded AIMS;	At least 10 workshops and trainings carried out for staff of SCISPM, ministries, departments and development partners on aid coordination and effective cooperation through use of expanded AIMS;	Achieved	
		- conducted the final monitoring and evaluation of foreign aid alignment with the LSIS 2013-2015 and the NDS 2015, lessons and experiences learned to use AIMS for monitoring of implementation of new strategies for the period until 2030;	Conducted the final monitoring and evaluation of foreign aid alignment with the LSIS 2013-2015. During 2013-2015, the aid aimed at LSIS implementation totaled US$ 879,252 thousand, which corresponds to 60% of the total aid provided by partners to the development of the Republic of Tajikistan for the abovementioned period;	Achieved	

PROJECT TITLE: Support to Effective National Aid Coordination and Monitoring (SENACAM, Phase 1)

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Strengthened national aid coordination capacity and facilitated public-private dialogue				
Baseline 1. Sectoral and regional aid coordination is fragmented; **Baseline 2.** Limited participation of the private sector and civil society in the implementation of LSIS; **Baseline 3.** The Law on public private partnership adopted. **Baseline 4.** Inadequate involvement of national structures to sector aid coordination; **Baseline 5.** Low awareness and staff capacity of regional SCISPM structures on aid coordination.	- At least two manuals (guidelines and etc.) on foreign aid coordination developed;	The draft regulation of the Government of RT on amendments and additions in Regulation of the Government of the Republic of Tajikistan #389 dated 02.08.2010 "On adoption of the Guidelines on Foreign Aid Mobilization, Management, Coordination and Monitoring in the Republic of Tajikistan" prepared and submitted for consideration to the Government of RT.	Achieved	
	- Developed national capacity on aid coordination for its best orientation on LSIS measures;	The workshop with participation of representatives of stakeholder ministries and agencies on the best orientation on LSIS measures held.	Achieved	
	- Organized activity of working group on private sector,	Organized activity of working group on private sector, held 7 meetings of working group on PS and 3 meetings of expert group.	Achieved	
	- Institutionalized mechanism /formalized structures in place to facilitate the public-private dialogue;	Terms of reference and procedures of WG on PS developed and approved by SCISPM, membership of participating organizations of WG on PS and representatives of these organizations identified.	Achieved	

Output indicators: 1. Number of reviews, instructions and recommendations on foreign aid coordination issues (including at the sector and regional level); 2. Number of conducted meetings on the private sector of the working group; 3. Level of availability of mechanisms to facilitate public-private dialogue; 4. Number of SCISPM staff and other involved organizations participate at the capacity building training program;	- At least 25 employees of SCISPM, private sector working groups and other involved organizations have been trained new cooperation mechanisms for development and implementation of LSIS;	About 200 employees of SCISPM, working group on private sector, ministries, agencies, development partners, representatives of business associations, private sector and civil society participated at the meetings, workshops and trainings on new cooperation mechanisms for development and implementation of LSIS.	Achieved	
		Published guidelines "Foreign Aid Report for 2013" and "Development Partners for 2014" aimed at capacity building and use in practical work of employees of SCISPM regional structures.	Achieved	
Output 2. Ensured effective participation of Tajikistan at the Global Partnership and its monitoring				
Baseline 1. Process of Global Partnership Monitoring has been started at international level;	- Conducted Global Partnership monitoring at the country level and Country Spreadsheet was sent to UNDP/OECD;	Conducted Global Partnership monitoring at the country level with participation of involved ministries, agencies and development partners, prepared Country Spreadsheet of Tajikistan which was sent to UNDP and OECD.	Achieved	
Baseline 2. Tajikistan joined the Busan Partnership Agreement; **Baseline 3.**	- SCISPM participated in the Global Partnership ministerial meeting and has implemented main adopted agreements;	Delegation of Tajikistan headed by Chairman of SCISPM participated in the High-Level Meeting of the Global Partnership which was held April 15-16, 2014 in Mexico (Republic of Mexico) has implemented main adopted agreements.	Achieved	

Adopted Shared principles of cooperation between the Government and international development partners; **Output indicators**: 1. Conducting of Global Partnership Monitoring; 2. Tajikistan's participation at the Global partnership; 3. Shared principles implementation progress; 4. Number of workshops, trainings, round tables, etc. (including abroad) participated with SCISPM staff and other involved organizations;	- Activities plan to implement Shared principles agreed and used by SCISPM;	Activities plan to implement Shared principles of cooperation between Government of Tajikistan and development partners developed and implemented by SCISPM.	Achieved	
	- Priority measures of the Activities plan of the Shared principles of cooperation implemented;	The Project has taken steps for implementation of all 39 measures of the Activities plan of the Shared principles of cooperation within three activities of the Project.	Achieved	
	- SCISPM staff and other involved organizations participated training activities on aid effectiveness (conferences, workshops, trainings etc, including abroad);	More than 20 employees of SCISPM, working group on private sector, ministries, agencies, development partners, representatives of business associations, private sector and civil society participated in the meetings, workshops and trainings on aid effectiveness at the national level. In addition, the Head of department on aid coordination and the Head of department on state investment projects participated in two international workshops on Aid Effectiveness and Global Partnership.	Achieved	

Output 3. Increased transparency and accountability through the expansion of the national Aid Information Management System				
Baseline 1. AIMS is used not by all stakeholders; **Baseline 2.** AIMS coverage is limited to implementation phase only; **Baseline 3.** Inadequately developed mechanisms of aid orientation to country priorities; **Baseline 4.** Insufficient use of information technologies in SCISPM business processes; **Baseline 5.** The need to ensure LSIS monitoring for 2013-2015; **Output indicators:** 1. Access of stakeholders toAIMS; 2. Annual AIMS information update; 3. Number of reports on foreign aid; 4. Number of new tasks under the AIMS expansion;	- Technical support provided and ensured AIMS access to all stakeholders;	Technical support provided and ensured AIMS access to all stakeholders (viz. 108 new users).	Achieved	
	- Annual AIMS information updated carried out;	AIMS information update for 2013-2014 carried out.	Achieved	
	- At least two reports on foreign aid published;	Published two "Foreign Aid Report" for 2013 and 2014 as well as two guidelines "Development Partners" for 2014 and 2015 in three languages (Tajik, English and Russian).	Achieved	
	- At least two new tasks introduced to improve AIMS information quality;	Implemented four new tasks in the framework of AIMS expansion: - Two tasks within the new Results-oriented public investment system (RDPIS), including development of project proposals and automation of business processes of their promotion (installed and pilot operated), - Data Quality Assessment Tool (implemented), - Audit Trail (implemented).	Achieved	
	- Improved foreign aid flow monitoring and evaluation process;	Due to implementation of two new tasks of AIMS: Data Quality Assessment Tool and Audit Trail the process of aid monitoring and evaluation improved and that provided through monitoring of completeness and timeliness of information update by users and logging of Audit Trail of AIMS.	Achieved	

5. Coverage of the stages of project cycle by the Aid Information Management System (AIMS); 6. Workflow automation in SCISPM. 7. Proportion of foreign aid spent on LSIS measures;	- Expanded AIMS covers all project cycle stages and ensures best orientation of aid to LSIS priorities;	Expanded AIMS covers all project cycle stages: -definition of priorities and needs for foreign aid; - preparation and evaluation of projects; - negotiation and signing of agreements on project funding and implementation; - Implementation and monitoring of projects; - completion of projects and assessment of their effectiveness; and - aid impact on the process of national development; and ensures best orientation of aid to LSIS priorities	Achieved	
	- Workflow automation in SCISPM is in place.	The process of document circulation of foreign aid cycle improved (viz. between ministries and agencies) through flow-chart of automation of business processes for development and promotion of project proposals in RDPIS.	Achieved	
	- 60% of foreign aid targeted to LSIS measures;	Due to improvement of mechanisms of Foreign Aid Mobilization, Management, Coordination and Monitoring in the Republic of Tajikistan from total volume of aid for 2013-2015 accounted US$ 1.466 mln., 60% of the aid (US$ 879.2 mln.) directed to priority measures of LSIS 2013-2015.	Achieved	

PROJECT TITLE: Support to Effective National Aid Coordination and Monitoring (SENACAM, Phase 2)

Output indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Successful alignment of resources behind LSIS priorities.				
1.1.The share of budget allocated for Flagship Initiatives and agreed Action Plan 1.2. Indicator result 1.2.The % increase in budget allocated for implementing District Plans (Govt/donors/other transfers) 1.3. Number of district plans reflects LSIS priorities 1.4.Indicator result 1.5. Level of effectiveness of M&E systems that measure impact and results within MEDT and line ministries 1.6. Level of analysis to inform National Development Strategy for 2016-2030 1.7. Number of Mass Media publications and programs which support public opinion and satisfaction on national and local level in NDS/LSIS and DDPs implementation	1.1. At least 60% of the Action Plans implemented by 31/07/2015	111,50%	Achieved	
	1.2. At least 50% of DDPs are showing increased funding for implementation including at least 50%-by state budget, 20%-by donors and 30%-by other transfers by 31/12/2015	100%	Achieved	
	1.3. At least 50% of DDPs are showing increased funding for implementation including at least 50%-by state budget, 20%-by donors and 30%-by other transfers by 31/12/2015	100%	Achieved	
	1.4. All 33 DDPs include LSIS Indicators	100%	Achieved	
	1.5. Effective M&E system in MEDT and line ministries fully functional	90%	Achieved	
	1.6. Strong analytical content allowing to draft NDS for 2016-2030 prepared and submitted for adoption to the Government. The Development conference is conducted by February 2015 and WG for new NDS established	98%	Achieved	
	1.7. 46 Mass Media publications and programs which support public opinion and satisfaction on national and local level in NDS/LSIS and DDPs implementation is published	200%	Achieved	

Output 2. Busan and Global Partnership commitments met				
Output indicators 2.1. Level of availability of mechanisms to facilitate public-private dialogue. 2.2. Level of Tajikistan's participation in the implementation of the Busan Partnership Agreement 2.3.Extended AIMS covers all stages of project cycle of joint state investment projects	Institutional framework of regional and sector aid coordination established and being used in regions/sectors to better target aid to LSIS	100%	Achieved	

PROJECT TITLE: Mainstreaming of Human Development in Tajikistan

Output	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
The project's overall output Mainstreamed human development in Tajikistan through improved policy making and capacities to respond to emerging challenges, and better opportunities to target national development process	1. Improved quality of human development knowledge of students in higher education with a focus on practical application.	**1.1 Human Development teaching** Monitoring of implementation of UNDP/Mainstreaming human development in Tajikistan project (MHDT)/ component 'Mainstreaming human development concept into education process in the institutes of higher education of Tajikistan' in 2011-2015 was conducted and relevant Report submitted to the Programme Unit. Improved quality of human development knowledge of the 933 students in eight institutes of higher education through the publication of two Lectures' course focused on HD issues: 'Socio-economic prognostication' and 'Comparative management' with financial support from UNDP / MHDT Project. Two round tables 'Mainstreaming Human Development Concept into education programmes of IHE in 2011-2015' were held in Dushanbe and Khujand with financial support from UNDP / MHDT Project.• **1.2 HD awareness raising** Republican theoretical and practical conference 'Mainstreaming of Human Development Concept in Tajikistan and evaluation of its results' took place in the Tajik National University with support of UNDP Office in Tajikistan. Consultative meeting of Ms. Nargis Bozorova,	Achieved	

		International Consultant on South-South and Triangular Cooperation with the heads of 6 IHE—partners of MHDT and Director of the Institute of Economics and Demography of Academy of Science was organized in Dushanbe on 22 October 2015.		
	1. Improved capacity to support policy-making, monitoring and research with adequate evidence, especially at local level	**2.1 Preparation of the National Human Development Reports (NHDR).** NHDR 2014 "Tajikistan: access to resources for the Human Development" was published (150copies in English, 150 copies in Tajik, 100 copies in Russian) and uploaded in the UNDP site. Official ceremony of Launch of NHDR 2014 "Tajikistan: access to resources for the Human Development" was conducted for 100 representatives of Government institutions, National and international partners, Embassies. Conducted training for Government Working Group on NDS-2030 development on following themes: 1) incorporating principles of Sustainable Human Development into National Development Planning; 2) nationalization of Sustainable Development Goals. 'Recommendations on elaboration and implementation of Country Development Strategy in the context of Sustainable Human Development' were prepared, published in Tajik and Russian and delivered to Government Working Group, established for development NDS-2030 and mid term development strategy 2016-2020,the Ministry of Economic Development and Trade for further dissemination to the national, regional and local government bodies.	Achieved	

		The MHDT Project funded the National Consultant on Demography and Employment for the development of the NDS – 2030. The MHDT Project supported the Government working group on the development of the NDS 2030 in preparing the section of "Monitoring and evaluation" of the NDS 2030 and MSPT 2016-2020 International symposium: 'Tajikistan-2030: on the way to Sustainable Human Development' was conducted by the Centre of Strategic Research under the President of the RT with technical and financial support of UNDP /MHDT project. Materials of the symposium were published. **2.2 Pilot data collection methods for community-based implementation.** Evaluation missions were conducted to 12 pilot districts/cities, to monitor mainstreaming of recommendations on mainstreaming HD principals into local policies, made based on research on evaluation of socio-economic potential of districts/ cities in the context of Human Development conducted in 2012-2014 by Public Organization 'Center of Innovative Development' sub-contracted in the frame of the MHDT Project. Relevant report was submitted to the Programme Unit.		

PROGRAM/PROJECT TITLE: Support to Effective National Aid Coordination and Investment Promotion- ACIP

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1.Strengthened aid coordination and management capacity and institutional framework				
Baseline: Basic normative foundations for institutional system in the area of aid coordination and implementation problems **Output Indicators:** 1.5 Effectiveness of regulatory framework for aid coordination and management; 1.6 Number of aid coordination activities with national and international stakeholders led or attended by SCISPM; 1.7 Progress in the implementation of the JCPS and international dialogue on aid effectiveness including Busan partnership for effective development	1.1 At least 12 personnel from SCISPM participate in regular training programme and activities on strengthening capacity	1.1 12 personnel from SCISPM participated during a year at on-job seminars-trainings on strengthening capacity, conducted on regular basis;	Achieved	

cooperation, Paris Declaration and Accra Agent Action; 1.8 Progress on foreign aid orientation to country's priorities(national, sectoral and local)	1.2 At least one conference is held (seminar, round table) with participation of government institutions and partners to discuss aid coordination and aid efficiency, including implementation of Busan Forum documents	1.2 Under the Project the assistance was provided to the Chairman of SCISPM in making presentation on «Aid coordination in Tajikistan. Shared principles for cooperation between the Government and DP in Tajikistan» at Development Forum on 11 December 2012. Project manager participated in four meetings of joint DCC and SCISPM Committee on developing the Shared Principles for cooperation, within implementation of Busan Forum documents; The assistance was provided in preparation and holding the National Workshop "Tajikistan and international process of Global Partnership" (24.07.2013, Kohi Vahdat), where the Government and development partners discussed the state of foreign aid and the Global Partnership Monitoring methodology as well	Exceeded	A National Development Forum and four meetings held with participation of government institutions and partners to discuss aid coordination and aid efficiency, including implementation of Busan Forum documents
	1.3 At least one proposal is made on implementation the JCPS /Shared Principles for cooperation between the Government and international development partners;;	1.3 The analysis of the link between the aid and PRS-3, is conducted within JCPS Action Plan; The "State Investment Projects Portfolio Review for 2012" prepared	Achieved	

	1.4 Number of PRS measures, covered by aid increased to 200	AIMS update explored that the number of measures, covered by aid as the result of PRS 2010-2012 implementation consists of 205 measures with the total amount of US$848 mln.	Achieved	

Output 2. Enhanced Aid Transparency.				
Baseline: Inadequate capacity in the area of data and information management for aid coordination **Output Indicators:** Transparency and effectiveness of aid information management system 2.4 SCISPM uses a well-functioning aid information management system and website that are regularly updated; 2.5 Number of participants of interested organizations covered by the programme of training on AIMS	2.1 AIMS is introduced, improved with regard of the Busan partnership provisions, and is used by the participants	2.1 New AIMS is introduced, improved with regard of provisions of Busan Partnership and is used by stakeholders;	Achieved	
	2.2 At least 40 personnel from SCISPM and line ministries participate in trainings on AIMS administration and use	2.2 About 120 personnel including 32 % of women, of interested organizations (SCISPM, government institutions, bilateral, multilateral, NGO, and international organizations) participated in training cycle on AIMS	Exceeded	120 personnel including 32 % of women, of interested organizations (SCISPM, government institutions, bilateral, multilateral, NGO, and international organizations) participated in training cycle on AIMS
	2.3. Two reports are prepared (reference-books) on the basis of AIMS information	2.3 Two annual directorates are prepared and published «Development Partners Profiles 2012» and «Foreign Aid Report 2011» in three languages with the circulation of 420 copies each.	Achieved	

2.6 Number of analytical reports, reviews, memos prepared on the basis of AIMS; 2.7 Number of website hits.	2.4. Website is updated and the number of visits increased by 5%	2.4 Website of State committee of investments and state property management of Republic of Tajikistan (http://amcu.gki.tj) is regularly updated; the number of visits for nine months of 2013 increased by 31% and reached 14,316.	Exceeded	Website is regularly updated and the number of visits increased by 31% against the 5%

Output 3. Policy Advice and Coordination on Investment Promotion enhancing international economic cooperation between Tajikistan and countries with good practices in the area				
Baseline: Low level of knowledge and skills of SCISPM staff and business community to carry out strategic planning and coordination activities. Modern business education is absent. **Output Indicators:** 3.1 Number of educational programmes for SCISPM staff developed, which includes study tours, conferences and seminars etc.	3.1. At least 10 personnel from SCISPM participated in several educational programmes, developed for them; study tours and conferences are organized;	3.1 7 personnel from Investment Promotion Department of SCISPM participated during a year at on-job seminars-trainings on strengthening capacity, conducted on regular basis; Project jointly with TAFF Project and SCISPM organized and facilitated the Third international forum on investment attraction to Tajikistan agribusiness attended by some 200 foreign and national investors, entrepreneurs, representatives of government structures, business associations, international organizations and civil societies.	Achieved	
3.2 Number of the best practices from other countries on investment promotion studied and replicated in Tajikistan 3.3 Number of assessments resulting in preparation of analytical materials conducted	3.2 At east one best practice is studied and introduced in Tajikistan on investments promotion	3.2 The analysis was done of the experience of other countries and best practices in the region on FDI promotion, this analysis was used in drafting the new State investments Concept;	Achieved	

	3.3 At least one analytical reports is prepared, based on the results of two surveys (assessments), conducted in two sectors/regions	3.3 The book was prepared and published on "Investments to agro business in Tajikistan". Four sectors of national economy of Tajikistan were studied during the review of situation in the field of investment activity;	Achieved	

Output 4. Generation of strategy / programs to promote FDI and providing regulatory and methodological support for the investment policy of selected regions and/or industries				
Baseline: Insufficient state support for business and investment, low level of knowledge, lack of market research, weak regulatory framework and policies for business and investment promotion **Output Indicators:** 4.1 Number of analytical papers outlining need to further promote investments produced; 4.2 Number of guidance materials, ToRs, best practices for FDI Promotion Strategy developed;	4.1 At least one analytical report is prepared on the issues of promotion of investments	4.1 Two analytical reviews were prepared in the field of investment promotion in Republic of Tajikistan. Analysis of legislation in investment sphere in the Republic of Tajikistan, Analysis of investment climate and investment attraction in the Republic of Tajikistan. Project participated in survey and development of the report «Impact assessment of the draft new Tax code on economic development (investment activities and private sector) of the Republic of Tajikistan.	Exceeded	Two analytical reviews were prepared and project participated in survey and development of the report «Impact assessment of the draft new Tax code on economic development (investment activities and private sector) of the Republic of Tajikistan.

4.3 Strategy/Programme on FDI Promotion in piloted region developed	4.2 All required documents are prepared, including guidelines, TOR, best practices, etc. for FDI Promotion Strategy	4.2 TOR was prepared, required documents were developed and discussed in working groups and round tables during drafting the new State Investments Concept;	Achieved	
	4.3 The FDI promotion Strategy /Programme in one pilot region is prepared	4.3 The State Investment Concept was developed and approved by the Government of Republic of Tajikistan (Resolution №755 of 29.12.12)	Achieved	

PROGRAM/PROJECT TITLE: Support to Development Coordination Council Secretariat

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Support effective coordination between GoT and donors to ensure implementation of the "Tajikistan's Living Standards Improvement Strategy 2013 -2015" (the continuation of the PRS3 and JCPS) and increase national ownership and capacity to lead sector reform and donor coordination				
Baseline: inadequate efficiency of donors and national coordination **Indicators:** 1. Number of DCC meetings and core groups meeting and DCC special sessions conducted 2. Number of agreements achieved toward joint planning of DCC-GoT initiatives for 2013-2015 3. Number of DCC-GoT joint meetings organized 4. Number of DCC cluster and working groups supported and operational 5. Number of action plans for implementation of Shared Principles developed	1. Regular general DCC meetings, core group meetings and DCC special sessions are organized and facilitated.	i) DCC Core Group meeting with participation of key donors, such as ADB, EU, SCO, UNDP, USAID, WB, GIZ, EBRD and KfW (the last two joined in 2014, 2015) is conducted on a monthly basis; ii) DCC general meeting, which brings together all DCC members, is organized by DCC Secretariat and is held once per month. iii) A group of experts was hired with the support of the development partners to support formulation of NDS 2016-2030 and MtDS 2016-2020. Series of meetings with participation of DCC members, experts and government representatives were conducted; iv) Development partners distributed to the first draft of NDS 2016-2030 Mid-term Development Strategy (MtDS 2016-2020).	Achieved	
	2. Meetings between DCC and GoT on joint planning and implementation of DCC-GoT initiatives for 2013-2015 are organized.	DCC Secretariat organized joint DCC-GoT review meetings on annual basis.	Achieved	

	3. Development Forum with participation of high level DCC-GoT representatives is organized every 2 years	4 meetings of National Development Council, chaired by the President, H.E. Emomali Rahmon and Development Forum chaired by the Prime Minister with participation of high-level officials representing both development agencies and government were conducted.	Achieved
	4. Progress on NDS 2015 and LSIS 2012-2015 is monitored, and work of 6 DCC clusters and 12 working groups is supported to the extent feasible.	In line with the Living Standards Improvement Strategy 2013-2015, the DCC's structure covers relevant sectors in eleven working groups (WG) that fall under six clusters; there is also one crosscutting thematic Anti-Corruption working group. DCCS coordinates the work of WGs, which serve as platforms for DCC members to exchange information on current and future projects, discuss and articulate a common position on issues, and engage with the government on policy dialogue.	Achieved
	5. New working groups are established under the DCC and the meetings of the WGs are facilitated	To facilitate the work of the DCC Clusters and WGs it was agreed to select Chair/Deputy Chair for each Cluster and working group. Relevant ToRs have been drafted for all the WGs; ii) Since 2012, the DCC organisational structure was revised/optimised based on the changes within DCC: • Previously, Natural Resources Cluster incorporated three different working groups: Agriculture and Land WG, Water WG and Environment WG. The last two working groups were merged into the new Water and Climate Change WG. • Governance Cluster comprised the	Achieved

		working groups on Governance, Public Sector Development and Civil Society and NGOs. After revision of the cluster's structure, the WGs were reduced and renamed. Currently, there are two working groups under the cluster: Public Administration WG and Rule of Law WG. • A thematic working group on Food Security and Nutrition (created in 2011) has been renamed to a cross cutting cluster on Food Security and Nutrition in 2013. • WG on Regional Trade Facilitation (previously Macroeconomic WG) that falls under the Economic and Private Sector Development Cluster re-launched its activities after two years and now conducts its WG meetings regularly. • Thematic Anti-Corruption working group was established in 2014 and since then several WG meetings have been conducted.		

PROGRAM/PROJECT TITLE: Support to Institutional Development of the Ministry of Foreign Affairs of RT (phase 4)

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Output 1. Enhanced professional capacity of MFA staff in responding to regional and global challenges through strengthening the knowledge base and enhancing opportunities for experience exchange.				
Baseline: 1. Weak professional capacity of MFA RT in issues related to diplomacy and international relations 2. Limited foreign language proficiency of young MFA staff; 3. Staff of MFA RT have limited opportunities for experience and knowledge exchange with experienced diplomats. **Output Indicators:** 1. Number of MFA staff which enhanced knowledge in issues related to diplomacy and international relations. 2. Number of young staff of MFA who enhanced their knowledge on foreign languages. 3. Number of MFA staff which participated in lectures by experienced diplomats, study tours and internships.	1. At least 70 staff of MFA, including 30% women have improved knowledge on diplomacy and international relations related issues;	Within the internship component, the project supported 33 diplomats (10 are female) to take diplomacy short-term courses abroad, (United States, Estonia, Germany, Russia and Austria, Kyrgyzstan, Turkmenistan, Estonia). An experienced diplomat was sent to Tajik embassy to China to coach and mentor young staff of the embassy.	Partly Achieved	
	2. At least 70 staff of MFA RT, including 30% women improved their foreign language proficiency;	In line with the language proficiency plan of the Ministry, the Project has arranged English, Russian, Arabic and French courses in 2015, which covered for over 71 ministerial staff (17 are female).	Achieved	
	3. At least 10 lectures are held by experienced diplomats from MFA of neighbouring countries and different UN structures.	Project has arranged series of seminars in the Ministry on (i) area studies; (ii) legal framework for diplomatic services; (iii) economic diplomacy and the role of diplomat in promoting economic interests of the country; (iv) state protocol and diplomatic etiquette, where 9 young diplomats attended. Per feedback of the Professional Development Section of the Ministry, in-house learning courses including language classes and guest lecturers significantly contributed to the professional enhancement of young diplomats	Achieved	

PROGRAM/PROJECT TITLE: Public Administration Report /Institutional Strengthening 2011-2013

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	
Output 1. Key central government institutions receive comprehensive capacity development in good governance, gender mainstreaming, management and administration, resulting in cross-ministerial cooperation and a core network of public administration reform catalysts in key positions				
Baseline 1. Staff in MEDT have limited training **Baseline 2**. Staff in SCISPM have limited training **Baseline 3.** Staff in sectoral institutions have limited training **Baseline 4.** Capacity development in key managerial and public administration reform skills is weak. communication and cooperation across Ministerial lines is extremely limited. **Output indicators:** 1.Staff in MEDT have limited training 2.Number of SCISPM staff receive capacity building training in governance, management and administration. 3.Number of sectoral level institutions that receive capacity building in governance, management and administration	Targets (year 1): - PAR/I.S. initiative in MEDT commenced	PAR/I.S. initiative in MEDT commenced within the implementation of Strengthening of NDS/PRS implementation management and M&E Project	Achieved	
	Targets (year 2): - continuation of PAR/I.S. initiative in MEDT - related PAR/I.S. initiative in selection rayon and jamoat level governments commenced	PAR/I.S. initiative in MEDT is continued within the implementation of Strengthening of NDS/PRS implementation management and M&E Project at MEDT	Achieved	
	Targets (year 1): - PAR/I.S. initiative in SCISPM commenced	PAR/I.S. initiative in SCISPM commenced within ACIP project. Capacity assessment mission of UNDP Bratislava has several meetings with deputy level ministers and committees including the Chairman of the State Committee of Investments. The mission assessed the capacity of the SCI for foreign aid coordination and present findings as well as give recommendations for future.	Achieved	
	Targets (year 2): - continuation of PAR/I.S. initiative in SCISPM PAR/I.S. initiative in selection rayon and jamoat level governments commenced	PAR/I.S. initiative in SCISPM is continued within ACIP project	Achieved	

| 4.Number of institutions that receive capacity building training in governance, management and administration. | Targets (year 2): - Scoping and action plans on PAR/I.S. initiatives in at least 3 sectoral Ministries with links to UNDP Pillar Areas. | Public Administration Management Program (PAMP) were offered to key middle and senior managers across Ministries and Agencies. The managers are nominated by the Government of Tajikistan and 8 key relevant Ministries in consultation with UNDP Program staff within the Pillar areas (Global Fund, Disaster Recovery Management, Energy and Environment, Mine Clearance, and Communities Program). Throughout PAMP implementation close collaboration established with Institute for Civil Service Trainings that was also be involved in the Train the Trainers (ToT) activities as well. Two critical weaknesses are often identified: a) lack of management capacity within government and b) lack of cooperation and communication across Ministries. | Achieved | |
| | Targets (year 1): - at least 20 senior and middle managers from at least 8 Ministries /Agencies/Committees receive training in 2 or more managerial skills - at least 5 new business plans completed and implemented | 20 managers were nominated from relevant ministries. Initial meetings of LG team were taken place with national and international stakeholders. UNDP Bratislava mission conducted Capacity Assessment of Investment Committee. Around 20 middle-class managers of ministries attended two workshops that took place during May 2012. International expert conducted these workshops. Middle-class managers representing ministries participated in workshops during July September. International expert conducted these workshops. | Achieved | |

		The last in-country workshop on public administration was held by international trainer in October 2012. After completion of series of trainings and workshops, a Graduation Workshop was conducted in December 2012 in UNDP Istanbul International Centre for Private Sector in Development. During the workshop some development practitioners and modern specialists delivered lectures and presentation that were well accepted by participants.		
	at least 5 new managerial plans completed and implemented	4 new managerial plans completed and implemented	Achieved	
Support is provided to broad public administration reform initiatives, including local and regional public administration reform, resulting in progress in public administration reform.				
Baseline 1. Broad scale reform at the national level, and reform at the local level, has been slow to be implemented. Absence of a clear vision/concept on reforming local governance system in the country Baseline 2.	Targets (year 1) -Organize a policy dialogue conference on local government reform involving national, regional and donor participants.	Conference on Local governance is conducted with participation representatives of relevant ministries and agencies	Achieved	
	Complete paper on Regional development for Phase II of World Bank IGR	Regional development for Phase II of World Bank IGR paper is completed	Achieved	

Output indicators: 1. Support for broad scale reform for national and local levels from government officials, and number of donor partners participating in reform program. 2. Availability of the institutional framework for local governance reform initiatives 3. Availability of the local governance functional review report 4. Availability of local governance reform concept paper	Institutional framework for LG initiative established.	In the second half of 2013, a Working Group on Local Governance was established under the Executive Office of the President. The mentioned WG had regular meetings and provided several recommendations towards development and enhancement of local governance and local development agenda in the country. As a result, in late 2013, with the decree of the GovT, a Local Development Committee has been established with the task of promoting local development and coordinating local governance activities in the country.	Achieved	
	Diagnostics/functional analysis conducted and the report is available.	Survey on LG matters conducted and draft report was developed.	Achieved	
	Local Governance concept paper developed and policy dialog and discussions with different stakeholders facilitated	In 2014, in accordance of Action Plan adopted by EOP LG WG explored the Basis of Concept of Local Governance Development in Tajikistan (so called "Vision Paper") and prepared a Concept of Local Development in Tajikistan for the period of 2014-2019.	Achieved	

PROGRAM/PROJECT TITLE: Developing Capacity for Corruption Awareness Raising and Risk Management in Government and CSOs

Baseline and indicators	Target	Progress towards achievement of the target	Assessment of progress (Achieved/Not achieved)	Note
Module 1 Objective: Government and Civil society capacity to prevent corruption is strengthened.				
Output 1. ASFCFAC strengthened in its ability to carry out sector specific prevention campaigns				
Baseline: -Weak national capacity amongst government and CSOs to raise awareness on corruption issues and to prevent corruption -Insufficient knowledge on corruption issues amongst public **Output Indicators:** number of corruption awareness raising campaigns conducted annually	1. Best practices and failures in conducting awareness raising & prevention campaigns identified; 2. Training to ASFCFAC CPD NGOs staff provided on the conducting of AC awareness raising and prevention campaigns; 3. Capacity of the ASFCFAC CPD in carrying out awareness raising campaigns strengthened; 4. Capacity of the NGOs to organize and conduct awareness raising campaigns strengthened; 5. Test AC awareness raising campaign in the secondary education conducted; Continuous evaluation performed.	a) Training course on corruption prevention and awareness raising developed for school managers. b) Staff trained (including at least 20 school managers in identified pilot schools) c) 1 pilot awareness raising prevention campaign in the education sector for secondary schools organized with active participation of the ASFCFAC and the course participants.	Achieved	

Output 2: Civil society organizations able to engage effectively at local and Agency level over corruption issues and facilitate local solutions to problems				
Baseline: -absence of monitoring mechanism over corruption in education sector **Output Indicators:** number of complaints registered with Anti-Corruption Agency from parents and students concerning corruption in Secondary Schools	1. CSOs trained in causes, types and consequences of corruption in education 2. Mechanisms for addressing corruption in schools identified including how to design an effective prevention intervention	a) CSOs trained in causes, types and consequences of corruption in education b) Mechanisms for addressing corruption in schools identified including how to design an effective prevention intervention	Achieved	

Module 2 - Objectives: Schools are able to identify corruption risks and design appropriate responses. Ministry of Education is able to mainstream corruption prevention approaches across the country.				
Output 1: ASFCFAC and CS Os understand the drivers of corruption in secondary education and have developed tools to address this				
Baseline: Currently there is no understanding among target groups on the drivers of corruption in secondary education and have developed tools to address this **Output Indicators:** Number of trainings organized; competency, skills and knowledge transfer; raised awareness among stakeholders	1. Information collected on corruption situation and corruption risks in selected schools. 2. Capacity building for learning-by-doing in corruption risk assessment in selected schools 3. Anti-corruption Action Plans developed in cooperation with the CSOs, PTAs and school managers to address identified corruption risks. 4. Awareness raising on whistleblowing strengthened. 5. Enhances transparency in the way schools handle their budgets..	Information collected on corruption situation and corruption risks in selected schools . - Capacity building for learning-by-doing in corruption risk assessment in selected schools is implemented - Anti-corruption Action Plans developed in cooperation with the CSOs, PTAs and school managers to address identified corruption risks. - Awareness raising on whistleblowing strengthened. - .Enhances transparency in the way schools handle their budgets.. - Good practices disseminated and shared through a special handbook on assessing risk in secondary education. - Advocacy campaign carried out - Awards proposals developed; awards given to the schools/managers that have developed best plans.	Achieved	

Output 2: Good practice on dealing with corruption in schools is used throughout the country.				
Baseline: No experience sharing currently taking place; no system exists of engaging PTAs to recognize and address corruption in school at national level **Output Indicators:** Experience sharing taking place; 2 advocacy campaigns organized; a Integrity award organized and handled to the most active schools/managers. Transparency of budget handling for schools increased.	1. Good practices disseminated and shared through a special handbook on assessing risk in secondary education. 2 . Advocacy campaign carried out 3 . Awards proposals developed; awards given to the schools/managers that have developed best plans.	a) Experience shared for dissemination of good practices on dealing with corruption in education, including the Ministry of Education, ASFCFAC and school managers b) Advocacy for ensuring that Ministry of Education puts in place system of engaging PTAs to recognize and address corruption at the level of the school c) Advocacy for ensuring that Ministry of Education ensures that all school managers are trained to identify and address corruption in their schools. d) "Non Corrupt" schools award organized, with schools and school managers rewarded for putting in place action plans for strengthening the integrity of the educational system. e) ASFCFAC mechanisms for dealing with complaints unresolved at local levels are in place.	Achieved	