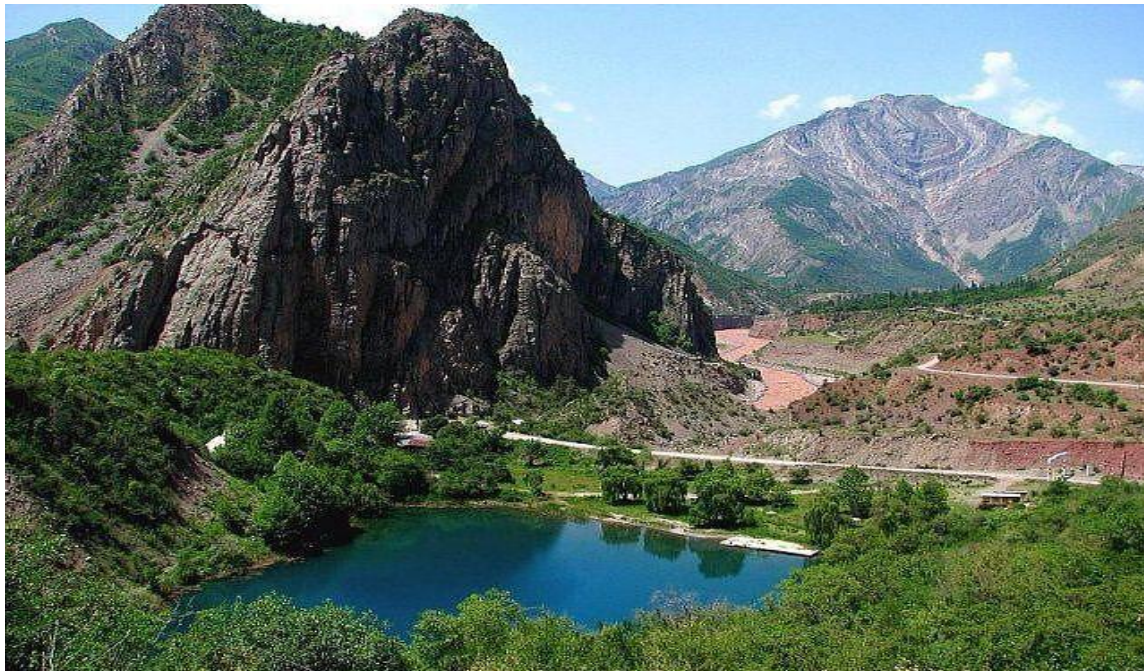




United Nations

**EVALUATION
OF THE UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK
IN TAJIKISTAN (2010 – 2015)**

Evaluation Report



Prepared for The Tajikistan United Nations Country Team by:

Mr Christian Privat,
International Consultant
Mr Shukurov Rakhmon Egamovich,
National Consultant

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The evaluators are also particularly grateful to the UNDAF Core Group and the Chairs and members of the UNDAF Working Groups, Theme Groups, and for their inputs and very useful contributions to the evaluation process. In addition to their strong involvement in interviews and meetings, their efforts to update the Monitoring and Evaluation Framework have been fundamental to help the consultants analyse the results, and form a judgement on the achievements. Synthesizing and document the results achieved through the UNDAF required much time, effort and commitment from the Working Groups and UN agencies' staff, and was often not an easy task.

Finally, the UN Resident Coordinator's Office provided significant support in facilitating the evaluation process and in reviewing the draft reports. Special credit is due to Mr. Bokhtar Bakozoda Head of the Office of the Resident Coordinator, and Mr. Avaz Rakhmatullaev, UN Coordination Associate, for their very valuable inputs, from the very initial discussions to the end of the evaluation, as well as for their continued support.

Executive Summary

The United Nations Development Assistance Framework (UNDAF) is a strategic programme framework that describes the collective response of the UN system to national development priorities. The current UNDAF 2010-2015 for Tajikistan has been prepared through a joint UN-Government leadership, wide consultations and meetings with various representatives of private sector and civil society. In preparation for the development of the new UNDAF cycle for Tajikistan, which will cover the period from 2016 until 2020, the United Nations Country Team (UNCT) in Tajikistan under the leadership of the UN Resident Coordinator (RC) launches an UNDAF formulation process this year. As part of the preparation for the UNDAF formulation, the previous UNDAF 2010-2015 for Tajikistan requires an evaluation in order to provide advice for strengthening programming and achieving results at the country level, and for improving the UN coordination at the country level, while specifically informing planning and decision-making for the next UNDAF programme cycle.

The specific *objectives* of the evaluation are: to assess the contribution made by the UNCT, to identify the factors that have affected the UNCT's contribution, to reach conclusions concerning the UN's contribution, and to provide actionable recommendations for improving the UNCT's contribution, especially for incorporating those into the new UNDAF.

The UNDAF is recognized by both UN and nationals of the host country, according to interviews with UN personnel and Government, as relevant and aligned to global priorities, as outlined by the Millennium Development Goals (MDG), other international conferences, and international human rights conventions. The UNDAF also took on board national development priorities, and UN's support to Tajikistan was aligned with the objectives in the National Development Strategy (NDS), and the Living Standards Improvement Strategy (LSIS), among others. The UNDAF addressed key development issues, including those that may have emerged during implementation. For instance, the UNDAF was flexible enough to allow the UN system to deal with the conflict and insecurity, especially in the Rasht valley and in Khorog.

The evaluation team believes that though efforts were made by UN agencies to domesticate the UNDAF, the limitations of both UN agencies and that of government limited the ownership of the UNDAF by government and citizens. The participation of CSOs and NGOs in the design of the UNDAF took place to some extent; however, there was a higher level of participation at the implementation stage, but only in some areas, and the UN could benefit from ensuring a good communication with NGOs on the UNDAF development process, and on its successive implementation.

In terms of effectiveness, despite the difficulties to attribute the results to the UNDAF, this evaluation shows that the UNDAF made very important contributions to national development priorities. Indeed, the UNDAF achieved a number of important results in all its expected outcomes (UNDAF Outcomes and Agency Outcomes), at the highest level of the results chain of the Results Matrix. The analysis of the key achievements highlights that while a number of the outcomes were met, others were not realized, leading to partial achievement of the UNDAF and Agency Outcomes. See Annex 6. *Key achievements of the UNDAF with respect to expected Country Programme Outcomes*. Nevertheless, one should keep in mind that the UNDAF is not fully implemented, and that the implementation will continue in the period July 2014 – December 2015.

Some factors played a role to help achieve the UNDAF and agency outcomes, such as Government ownership and alignment of UN's work, close relations with all partners, the good level of coordination among UN and donor agencies, proper planning, and timely communication particularly in district and regional level, stimulated the implementation of the UNDAF. Nevertheless, these efforts were limited by other factors ranging from lack of financial and human resources, lack of coordination and planning in some instances, lack of political will the conflict in the Rasht valley, an insufficient attention to labour migration, and insufficient capacity building and technical assistance.

Findings of the evaluation indicate that despite varying degrees of cohesion, coordination and joint programme implementation, joint programming efforts and joint programmes were able to leverage some existing synergies. In practice, there were good efforts to implement joint programmes and to undertake joint programming. The United Nations Trust Fund for Human Security (UNTFHS) project is a good example of a joint programme implemented in the context of the UNDAF. It is likely that some tangible synergies have led to higher level results, even though there seems to be more potential in this area, while taking into account the need to have reduced transaction costs.

The UNDAF served as a unifying mechanism that brought all the UN Agencies together to pursue a common goal. It promoted dialogue in the UNCT meetings and among the Heads of Agencies, encouraged interdependence among the members of the UN System, as the comparative advantages of the Agencies were highlighted. The concrete synergies between agencies took place mostly within the UNDAF Pillars and Working Groups. The UNDAF has therefore been used by the UN agencies as a common programming tool for planning their activities and setting common goals. Nevertheless, UN agencies noted that there is a need to strengthen cooperation, and not all UNDAF Working Groups seem to have functioned optimally.

The partial functioning of the Working Groups may not necessarily be adjudged as failure, since UN agencies got involved in the Development Coordination Council (DCC), which was both a pragmatic and strategic way to implement some elements of the UNDAF through an enhanced coordination with other development partners. The Council has been very active, well structured, and it coordinated development assistance effectively in several areas. It also played an advocacy role to government to address some development challenges. The collaboration between the UN system and the other development partners has helped the country to develop streamlined mechanisms, management tools for effective and efficient programme implementation.

The evaluators believe that although some agencies made efforts to report successes and challenges of the UNDAF, overall, the efforts in Communicating as One could have reached a higher level. Choosing UN Communications as the first step for strengthening UN coherence seems to be a promising strategy. A stronger communication has also the potential to make the UNDAF, and the results reached by the UN System in Tajikistan, more visible and effective.

The evaluation first built on previous M&E work of the UNDAF Working Groups, which reported on progress on the UNDAF implementation through the regular updating of the M&E Matrices for each UNDAF pillar. Such updates were conducted in 2010, 2011, 2012 and 2013, and planned actions were identified for 2014. This information was very useful for the WGs to provide an update as of June 2014, as well as an appreciation of performance. The evaluation team prepared a consolidation of the key achievements, based on the Working Groups' and Agencies' very useful inputs. However, reporting focused mainly on outputs and provided less precise and analytical information on outcomes. This reflected some weaknesses in the way the UNDAF has been monitored, with respect to tracking the

achievement of results, and the difficulty to report on the achievements, based on these indicators, baselines and targets.

The evaluation team concurs with UN agencies and consider that the M&E Framework was not designed with systematic SMART principles (Specific, Measureable, Achievable, Realistic and Time-bound). The indicators, baselines and targets were not sufficiently defined, while available data was not available in all sectors, fragmented and challenging to gather. Monitoring 253 indicators was a challenge, and given their number, it would have been difficult to measure and use them adequately. This may have actually been a bit unrealistic and over-ambitious when matched with availability of M&E resources. On the other hand, the implementation of the UNDAF benefited from the efforts of the WGs and agencies thanks to efforts in the area of data collection and analysis, and regular updates of the M&E Framework. In conclusion, the evaluation team considers that the strength of the annual reviews lies in the rich information, which it brought out on the activities of UN agencies and UNDAF Pillars, and its weakness lies in the fact that it did not fundamentally influence the direction of the UNDAF, and they were of limited use for strategic management, communication and advocacy. On the other hand, the evaluators are aware of the limited use of the UNDAF by United Nations Country Teams, and of the investment made by the Tajikistan Country Team in the DCC framework and working groups.

The cross-cutting themes stipulated in the UNDAF document included: gender, human rights, regional cooperation, environment and disaster reduction, HIV/AIDS, and migration/asylum. The evaluation team noted that limited evidence was found about mainstreaming of the cross-cutting issues, besides gender to some extent. The evaluation team also notes that annual review reports did not analyse how the five principles were actually mainstreamed.

The UNDAF document did not specify how human rights were going to be mainstreamed. Nevertheless, a number of activities were conducted in this area, under the leadership of a Human Rights Theme Group, which seems to have been more active in the years 2011-2012. A project supported the Ombudsman institution, and helped to strengthen the institution. The joint UNCT report on CEDAW, drafted by UN Women was discussed with the UNCT and presented by the HRA at the session of the CEDAW Committee in Geneva in October 2013, and is a good example of the fruitful work of the UN agencies on human rights.

There was a Thematic Group on Gender, and it looks like it has been effective. The Group maintains a well-documented website. Both the Theme Group on Gender and individual UN agencies have been raising public awareness on gender issues, gender-based violence, and they supported policy development during the UNDAF. Chaired by UN Women, the Theme Group has also been very active in promoting gender mainstreaming in UN policies and programmes, and regular exchange of information and expertise. The culture of collecting gender segregated data was introduced. Gender was a key component of the Education component of Pillar 4, and was a cross-cutting issue that was covered by most agencies in the working group.

A Group has recently been created on youth in February 2013, chaired by UNFPA, which designed a strategy. The Inter-agency WG on Youth has prepared TORs, prepared an annual progress report in 2013, and a mapping document in 2014.

The evaluation team considers that it is difficult to get a clear picture of the efficiency gains with the UNDAF in general, given the lack of data. There are certainly, however, efforts that have been made, and others that could be made in the future to enhance the efficiency of the UN system through the

UNDAF, both at the level of agencies and government partners. The recent tools developed by the UNDG could be useful in this context.

Overall, the evaluation team notes the efforts made and multi-pronged strategies chosen in the UNDAF design and implementation. While the UNDAF incorporated adequate capacity development measures to ensure sustainability of the results over time, what may have been missing is a collective analysis and reflection with all the Working Groups on how to strengthen sustainability of the different agencies' programmes. The evaluation team also notes that judging the sustainability of the UNDAF is not easy, given the lack of evidence.

In its last part, the report presents some concluding remarks about the added value of the UNDAF and about strategic planning.

The evaluation team concludes that the UNDAF added value to national efforts in the priority areas of UN work in the country in a number of areas, however, its potential could have been enhanced to add more value to the development landscape. The evaluation confirms the fact that the UNDAF was positioned in a strategic way with respect to national priorities. The design of the UNDAF was done having in mind the UN comparative advantage. The team also believes, however, that some areas pointed out by the WGs were indeed missed opportunities in the implementation of the UNDAF, which if seized, could have led to a more successful implementation of the UNDAF. The next UNDAF should leverage the role of the UN and make it more relevant and effective, thanks to a realistic plan, a better logframe matrix, a close involvement and participation of all agencies and national counterparts, a regular monitoring, and the flexibility to accommodate possible emerging issues.

It also seems important for several WGs and agencies to clearly identify the comparative advantages of the UNDAF process when contrasted with the DCC and bilateral donors. This calls for a more coordinated and strategic engagement of UN agencies (as ONE UN) in the DCC. UN agencies participating in the DCC have the possibility to make sure that there is continued alignment of development cooperation to national strategies and better contribute in the DCC as the United Nations as a whole, and not only as individual agencies.

Realistically formulated results, proper planning, communication, improved coordination and cooperation, and constant monitoring could all contribute in keeping the UNDAF alive throughout its cycle, and improve its results.

The current and next UNDAFs could enhance joint programming and/or joint programmes in several areas, including on food security and nutrition, education, monitoring and evaluation. Developing key principles for delivering as One UN could contribute to avoid redundancy (in costs, staffing, etc.) which is mostly of operational nature.

The development of SOPs at the Global level for adoption of Delivering as One modality is a good step for clarifying certain ambiguities on the process of moving towards harmonization of UN programmes and operations. While recognizing the bottlenecks that hinder working more closely together at the country level, SOPs consider DaO as an optimal model for the functioning of the UN at the country level, and encourage the urgent implementation of the SOPs in all programme countries.

Working Groups also provided interesting insights on the strategic interventions for the next UNDAF cycle (2015-2020), taking into account the UN's comparative advantage, national priorities and emerging

issues. The Post 2015 expected results could be a very valuable source to assist in finding priorities for the next UNDAF in addition to the Government strategic papers.

A key lesson from the current UNDAF is that without a strong coordination and monitoring mechanism (e.g., end-year review, annual strategic planning at UNCT level, and with the Government, etc.) defined in the UNDAF architecture, it is difficult to keep UNDAF document alive and to exploit its potential for convergence, joint advocacy / implementation / resource mobilization to achieve better results than those of individual agencies. Good and in-depth analytical framework, proper planning, better and stronger coordination, and a stronger cooperation amongst UN agencies would all be useful.

There are several “UNDAF options” available in the 2010 UNDAF Guidelines, which will now be used for the next UNDAF in Tajikistan, which are presented in the report with the next steps in the UNDAF preparation. A description of the UNDAF options in a graphic form and in more details is included in the Annex 7: *UNDAF Options*.

Finally, the evaluation team offers these recommendations, together with more specific suggested actions to implement them. It is aware, however, that the implementation of some of these recommendations may be on-going. In addition, it bears in mind that all the capacities (technical, human, financial) may not be in place to respond to all these recommendations.

- ✚ Recommendation 1: The UNCT and Government are called to improve the strategic positioning of the next UNDAF (strategic focus versus inclusiveness)
- ✚ Recommendation 2: The UNCT and Government could look into the possibility of developing an UNDAF Action Plan
- ✚ Recommendation 3: The UNCT and Government should ensure the continued relevance of the UNDAF
- ✚ Recommendation 4: The Government should strengthen their ownership and coordination of the UNDAF, and the UNCT and Government should encourage the involvement of NGOs and CSOs at a more strategic level
- ✚ Recommendation 5: The UNCT and Government should maintain a geographical targeting in the UNDAF implementation
- ✚ Recommendation 6: The UNCT and Government should enhance the effectiveness of the UNDAF
- ✚ Recommendation 7: The UNCT is invited to strengthen joint programming and implement targeted joint programmes
- ✚ Recommendation 8: The UNCT should strengthen the UN's strategic positioning in the Development Coordination Council and other coordination mechanisms
- ✚ Recommendation 9: UN agencies are called to increase their cooperation, and the UNCT and Government should put in place Results/Outcome Groups, and Thematic Groups, raise their profile, and use them to manage the UNDAF strategically
- ✚ Recommendation 10: The UNCT should ensure a better resource mobilization around the UNDAF strategic goals
- ✚ Recommendation 11: The UNCT and Government should strengthen their use of effective RBM and M&E systems to monitor and manage the UNDAF strategically

- ✚ Recommendation 12: The UNCT should produce high quality annual reviews and a Progress Report at mid-term, together with a final evaluation
- ✚ Recommendation 13: The UNCT should ensure a greater mainstreaming of cross-cutting issues and the five UNDAF programming principles in the UNDAF
- ✚ Recommendation 14: The UNCT and Government should use the UNDAF to strengthen the efficiency of the UN system and implementing partners
- ✚ Recommendation 15: The UNCT should increasingly “Communicate as One”
- ✚ Recommendation 16: The UN system in Tajikistan should continue its efforts to Deliver as One.

I. Introduction and objectives

A. Background

The United Nations Development Assistance Framework (UNDAF) is a strategic programme framework that describes the collective response of the UN system to national development priorities. The current UNDAF 2010-2015 for Tajikistan has been prepared through a joint UN-Government leadership, wide consultations and meetings with various representatives of private sector and civil society. To coincide with conclusion of MDG goals and the National Development Strategy, both ending on 2015, the UNDAF has been extended to last from five years to six years. Priorities chosen through the consultative process included the following areas of interventions: Pillar 1. Poverty reduction and governance; Pillar 2. Food and nutrition security; Pillar 3. Clean water, sustainable environment and energy; Pillar 4. Quality basic services, which, in turn, comprised of education, health and social protection. As per the decisions of the UN Country Team, The UN Country Team in Tajikistan itself serves as an UNDAF steering committee. The Common Country Assessment has not been undertaken for the current cycle of UNDAF, mainly relying on the existing available research and information at the time.

In preparation for the development of the new UNDAF cycle for Tajikistan, which will cover the period from 2016 until 2020, the United Nations Country Team (UNCT) in Tajikistan under the leadership of the UN Resident Coordinator (RC) launches an UNDAF formulation process this year. As part of the preparation for the UNDAF formulation, the previous UNDAF 2010-2015 for Tajikistan requires an UNDAF evaluation in order to provide advice for strengthening programming and achieving results at the country level, and for improving the UN coordination at the country level, while specifically informing planning and decision-making for the next UNDAF programme cycle.

The end of cycle evaluation of the UNDAF is a joint UN process, conducted with national partners, to assess the progress made towards Tajikistan's development priorities selected within the UNDAF. It also takes stock of the environment within which the UN is operating and assesses the effectiveness of the UNDAF as a tool of support to the achievement of national priorities and enhanced coordination and harmonization among all UN agencies. The UN and Government are called to review the results achieved from activities supported by the UNDAF and the appropriateness of its planned results and strategies. The evaluation provides a unique opportunity to assess achievements against the planned results, and the relevance, effectiveness, efficiency and sustainability of UNDAF outcomes, interventions and strategies. This evaluation identifies issues and gaps, and proffer strategic and usable recommendations that the UNS and its partners will utilize to improve the strategies, implementation mechanisms, and management efficiency of the next UNDAF.

The UNDAF Working Groups (WGs) are the main coordination bodies for monitoring and reporting on the UNDAF progress. UN agencies are also cooperating with their the development partners bilaterally and multilaterally through the Development Coordination Council (DCC), which facilitates the coordinated approach of all international development agencies and organizations to respond to national development priorities of Tajikistan. At the same time, UN agencies lead several DCC working groups based on their comparative advantages, not only in social sector areas, but also in energy, agriculture and water sectors.

The Government of Tajikistan has a strong and long-lasting relationship with the UN agencies for the implementation of the UNDAF, including with the Ministry of Health and Social protection, Ministry of

Education, Ministry of Agriculture, Ministry of Energy and Water Resources, Ministry of Economic Development and Trade, State Statistics Agency, Committee for Environment Protection, Committee on Land and Geodesy, Committee on Women and Family affairs, etc. The State Statistics Agency, Committee on youth affairs, religious committee and other state institutions, within the framework of the UNDAF implementation, are also closely cooperating with civil society organizations.

The UNDAF 2010-2015 was developed in alignment with priorities and processes of the National Development Strategy (NDS, 2005-2015) and the Poverty Reduction Strategy papers (PRS1, PRS2, PRS3)/Living Standards Improvement Strategy. To the extent possible, the UN Agencies, while leading and co-chairing DCC working groups, reflect their UNDAF-related roles in promoting goals and targets as stipulated in the UNDAF. The UNDAF revision has been a subject of discussions during the last UN Country Team retreats. Each year the UN agencies have also been providing information on progress in relation to the UNDAF outputs and outcomes. The UNDAF evaluation could benefit from the upcoming review of the National Development Strategy of the Republic of Tajikistan, so as to integrate it into the broader evaluation framework. The evaluation includes into its analysis the documentary evidence of the achievements of UNDAF outcomes, interviews and meetings, and involved travel to a selected region for an example of sub-national coverage.

The UNDAF evaluation will hopefully provide inputs for the process of preparation of the Country Analysis and formulation of the next UNDAF in the current year, to be used as a basis in determining UNDAF intervention priorities and key strategies.

B. Objectives

An UNDAF evaluation is a programmatic evaluation in that it assesses performance against a given programme framework that specifies its strategic intent and objectives. For an UNDAF evaluation, it is the national development outcomes contained in the results framework against which the UNCT contribution is assessed. The **purpose**, objectives and scope of the UNDAF evaluations are the following:

The UNDAF Evaluation will serve three main purposes:

1. To assess the relevance of the UNDAF outcomes, the effectiveness and efficiency by which UNDAF Outcomes and Country Programme outcomes are being achieved, their sustainability and contribution to national priorities and goals;
2. To determine how the UNDAF helped UN agencies collectively contribute to the achievement of national development and capacity building goals;
3. To learn from experiences of the current programming cycle, and identify issues and opportunities emerging from the implementation of the current UNDAF, to inform the design of the next UNDAF and Country Programmes and projects by individual agencies.

The specific **objectives** of the evaluation are:

1. To assess the contribution made by the UNCT in the framework of the UNDAF (2010-2015) to national development results through making judgments by using evaluation criteria based on evidence.

2. To identify the factors that have affected the UNCT's contribution, determining reasons the performance is as it is, and providing justifications on the enabling factors and bottlenecks.
3. To reach conclusions concerning the UN's contribution across the scope being examined, including indicators set forth in the document.
4. To provide actionable recommendations for improving the UNCT's contribution, especially for incorporating those into the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation.

The **scope** covered by the evaluation includes examining and assessing the degree of integrating and implementing of UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, and capacity development), into overall strategies, outcomes/outputs, specific strategies included in the UNDAF itself. The UNDAF is evaluated against the strategic intent and outcomes laid out in the UNDAF document and specifically its contribution to the national development results included in the UNDAF results framework.

The evaluation was broadly defined in the Terms of Reference. See *Annex 1: Terms of Reference for the UNDAF Evaluation*. The approach and methodology were further defined in an Inception Report and are described in *Annex 2: Approach and Methodology*. See also *Annex 3: List of Questions for UN Agencies and UNDAF Working Groups*, *Annex 4: List of Interviewees*, and *Annex 5: List of references and background documents*.

The evaluation was undertaken by an international consultant and a national consultant, over the period December 2013 – June 2014. The international consultant has a wide experience with UNDAF Mid-Term Reviews and Evaluations, while the national consultant has good experience with the UN system in Tajikistan.¹ See Annex 6: *Biography of the consultants*.

II. Evaluation Findings

A. Relevance of the UNDAF with Government priorities and Internationally Agreed Goals

1. Relevance with respect to Internationally Agreed Goals and Human Rights Conventions

The UNDAF is recognized by both UN and nationals of the host country, according to interviews with UN personnel and Government, as relevant and aligned to global priorities, as outlined by the Millennium Development Goals (MDG), other international conferences, and international human rights conventions. These global instruments assisted the country to align its development priorities, goals and strategies to achieve set targets, and attain sustainable economic and social development, within the context of the international norms of the global community of human rights and gender equality.

¹ International Consultant: Christian Privat (cprivat8@gmail.com). National Consultant: Rahmon Shukurov (R_Shukurov63@yahoo.com).

The UNDAF is very relevant in relation to the human rights conventions and treaties, such as CEDAW, that have been signed and ratified by the Government of Tajikistan. For instance, in the case of Violence Against Women (VAW), each agency addresses the issue among their respective target groups (women, schoolgirls, etc.), while the Law on prevention of violence in the family adopted in March 2013 is widely believed to be the outcome of the continuous and common effort of the concerned UN Agencies.

WGs, UN agencies and interviewees contended that the statements in the UNDAF were carefully formulated in relation to global priorities, taking into account the peculiarities and needs of the government. Most relevant indicators pertinent to the MDGs were included in the UNDAF, and the document was aligned with international commitments. UNDAF is also the framework that well demonstrates how the MDGs are localized. UNDAF activities are aligned with the Government of Tajikistan's Poverty Reduction Strategy (PRS)² and the United Nations Millennium Development Goals (MDG1) (eradication of poverty and hunger), MDG 2 (universal primary education), MDG 3 (promotion of gender equality), MDG 7 (ensure environmental sustainability), and MDG 8 (develop a global partnership for development).

The UNDAF was designed in a participatory manner, allowing both duty bearers and rights holders to voice their concerns for consideration during the design stage, thus demonstrating the practical application of the democratic governance (participation, engagement, etc.), gender equality, and other principles, norms and standards.

The evaluators concurred with the WGs' and interviewees' responses that the design of the UNDAF took on board the global priorities, and is very relevance with respect to Internationally Agreed Goals and Human Rights Conventions.

2. Relevance with respect to national priorities

The UN agencies responded in the affirmative that the UNDAF took on board national development priorities, and that UN's support to Tajikistan was aligned with the objectives in the National Development Strategy (NDS)³ (especially chapter 7), and the Living Standards Improvement Strategy (LSIS)⁴. In the UNDAF, outcome areas were framed to support the government to achieve the objectives from these two national documents. During interviewees, the evaluators also noted the satisfaction of Government partners, who clearly acknowledge the efforts of UN agencies in aligning their support to the national development objectives.

The documentary evidence confirms that the UNDAF was aligned to the objectives of the National Development Strategy. The UNDAF indicates, for instance, that "the UN Country Team will support Tajikistan in its efforts to secure a policy and institutional environment within which all citizens are active agents of a development that distribute benefits equitably to the present generation without

² Poverty Reduction Strategy of the Republic of Tajikistan for 2010–2012, Dushanbe, 2010

³ National Development Strategy of the Republic of Tajikistan for the period to 2015, Dushanbe, 2007

⁴ Living Standards Improvement Strategy of Tajikistan for 2013-2015, Dushanbe, 2013

jeopardizing gains for future generations".⁵ The UNDAF document further described the national priorities addressed by the four UNDAF Pillars.

UNDAF Pillar 1, Poverty Reduction and Governance ("UNDAF Outcome: Good governance, and economic and social growth are jointly enhanced to reduce poverty, unlock human potential, protect rights and improve core public functions"). The strengthening of governance and accountability were national priorities contained in the NDS as follows: combating corruption/improving governance; macroeconomic framework suitable for effective revenue and expenditure management; good governance and sound macroeconomic management required for performance-based budget process; rigorous application of the provisions of the fiscal responsibility bill; promotion of citizen participation in public budgeting and expenditure monitoring; and public service reform, which entails evolving measures for service-wide inter and intra-sector linkages as well as for joining-up of services.

The UNDAF also contributed for the national development goals, as set in the Poverty Reduction Strategies (PRS-s): improving of governmental management and improving capacity building. The design of the UNDAF was based on extensive consultations with stakeholders; it directly contributed to the national priorities set out in the NDS/PRS (now Living Standards Improvement Strategy), which are in turn linked/aligned with the MDGs. The UNDAF is directly linked to MDG targets, and it is the framework that demonstrates how MDGs are localized. The UNDAF contributed to achieve most MDGs, including MDGs 1, 2, 3, 7 and 8.

UNDAF Pillar 2, Food and Nutrition Security (UNDAF Outcome: "National institutions are strengthened for adequate gender-sensitive response for food and nutrition security"). This outcome contributed to national priorities addressed in the development of productivity and employment, as contained in LSIS (chapter 3.3), as follows: rural sector development agriculture/land reform; manufacturing/ SMEs; regional development, erosion management control, desertification, environment; and food security through growth in production output, employment generation, export expansion, supply of raw materials, domestic consumption and value addition. The UNDAF was aligned with National Strategies and the MDGs. Food Security has been one of the 3 main priorities set by the Government of Tajikistan, in addition to energy independency and opening new ways of roads communication/ transportation in and out of the country.

UNDAF Pillar 3, Clean Water, Sustainable Environment and Energy (UNDAF Outcome: "There is a more sustainable management of the environment and energy and natural resources"). These were national priorities, as significant improvements in national capacities are needed for Tajikistan to meet its national goals and development goals in this area. There are three pressing issues that the government argues must be addressed if the country is to lay the foundations for sustainable and equitable growth, and peaceful co-existence with its neighbours. First, national and trans-national agreements and policies covering environmental and natural resources must be better designed and implemented. Second, Tajikistan's future development and poverty reduction depends on the country's ability to effectively use its energy resources as contained in LSIS (chapter 3.1). Its current energy supply is unreliable, hindering economic growth. Third, environmental degradation and dangers are threatening the country's development potential. Tajikistan is a highly disaster-prone country, vulnerable to natural hazards, such as earthquakes, landslides, floods, avalanches, and extreme climate conditions.

⁵ United Nations Country Team (2009) United Nations Development Assistance Framework for Tajikistan 2010-2015: 2009. Dushanbe: United Nations, p. 15

Deforestation and over-grazing have deteriorated soil quality and increased the risk of landslides and flooding. The environmental issues are closely connected with the government activities and interests targeted at poverty reduction and overall economic development.

UNDAF Pillar 4, Quality Basic Services (UNDAF Outcome: “There is improved access for the vulnerable to quality basic services in health, education and social protection). This Pillar addressed national priorities in several sectors.

- **Health:** The government has identified the health care system as a key sector in meeting the MDGs. National health priorities, with respect to the MDGs, are to reduce infant, child and maternal mortality rates; to achieve universal access to reproductive health; and reverse the spread of major communicable diseases, particularly HIV/AIDS, tuberculosis, and malaria among returning migrants. At 67 per 1,000 live births, the child mortality rate (a key health indicator) is the highest in the region. The main challenges facing the system are weak governance and inadequate, inefficiently used resources. This has led to a significant weakening of medical institutions, particularly those providing primary health care, and limited public awareness about healthy lifestyles. As noted in the PRSP, reforms were expected to improve public health, promote sustainable economic growth, and develop the country’s human potential. The NDS includes the objective to “Reduce the maternal mortality rate to 30 per 100,000 live births, the infant mortality rate to 29.6 per 1,000 live births and the mortality rate among children under the age of 5 to 39.3 per 1,000 live births) (chapter 7.3.4). The NDS also aims at enhancing and strengthening the health system for delivering of effective, efficient and qualitative health systems. The targets and indicators set in the MDGs are reflected in the UNDAF accordingly.
- **Education:** The government has identified education as a key sector for achieving the goals of the PRSP, as progress in education ultimately promotes governance and sustainable economic growth and the development of the country’s human potential. The major challenges facing the education system (for which the UNCT has a comparative advantage in resolving) include: low completion rates of basic education by vulnerable groups (e.g. the financially poor and girls); schools provide limited instruction in building life skills; access to pre-school education is constrained; and policy does not drive the use of resources. Improving management systems and reforming other levels of the education system will be addressed by other donor organisations with specific skills and knowledge in these areas. These are national priorities included in the NDS as follows: “Ensuring that, by 2015, with the aim of providing access to primary, specialised secondary and higher vocational and professional education, there are plans to establish special benefits for orphans and socially vulnerable members of the population, especially girls, accompanied by social scholarships and targeted assistance” (chapter 7.1.3.2). The UNDAF was aligned with the National Strategy for Education Development 2020 and the Education Action Plan 2012-2015. There has been continual progress in the course of the UNDAF in realizing the MDGs, in particular: MDG2 (Achieving Universal Education); and, there has been some progress towards on MDG3 (Promoting Gender Equality and Empowering Women).
- **Social protection:** The UNDAF indicated that the Government recognized the need for more vulnerable individuals, households and groups to have access to improved quality social protection through gainful employment, social insurance, and targeted social assistance. Reform of the social welfare system are necessary to enable the delivery of socio-economic

benefits; protect vulnerable members of the population against unemployment and inflation; reintegrate them in the home society; and achieve the MDG on poverty. The goals and objectives of the NDS and LSIS are to address priority social and economic issues. Once resolved, a decent standard of living should be provided for citizens as well as quality social assistance. In order to achieve these goals, the country's priorities and challenges, including employment, social insurance, pension and home assistance, are specified in the Action Strategy for 2013-2015. Since employment creation is currently one of the national strategic priorities, and one of the most important ones for improving standards of living, this strategy document focuses particularly on this issue. The high demographic growth rate and the annual flow of enormous remittances make it difficult to provide jobs to the active population. At the same time, resolving it is essential to increase the level of professionalism and quality of labour resources.

3. Relevance with respect to development issues, their underlying causes and challenges

On whether the UNDAF was adapted to the needs of beneficiaries, UN agencies contended that projects under the UNDAF were designed and implemented to address the needs of targeted beneficiary groups as identified and in line with the NDP, and existing surveys and data, such as DHS. At the design stage, efforts were made to align UN assistance to the needs of the beneficiaries, with the participation of the government and civil society organizations (CSOs) in the development of the document. In the development of the UNDAF, a variety of sources were consulted to feed into the planning process, to ensure that relevant development issues were addressed, and that there was a sound causal analysis between the outputs and the intended results.

The UNDAF implementation process also involved the active participation of the Government, and to some extent, civil service organizations. It also used the government development plan in addressing the needs of the vulnerable and disadvantaged groups, thereby ensuring that the needs of the beneficiaries were properly incorporated into it. Overall, the evaluation team considers that the UNDAF design and UN support were adapted to the needs of the Tajikistan government and its citizens, and hence, reflected the needs of beneficiaries.

4. Response to change and emerging issues

In response to whether UNDAF anticipated and responded to significant changes in the national development context within its 4 core focus areas, UN agencies contend that to some extent, that was achieved. The UNDAF addressed key development issues, including those that may have emerged during implementation. For instance, the UNDAF was flexible enough to allow the UN system to deal with the conflict and insecurity, especially in the Rasht valley and in Khorog.

It was also important for the evaluation to determine if the UNDAF results matrix was flexible and relevant to respond to new issues and their causes, as well as challenges that arose during the UNDAF cycle. Several WGs noted that the UNDAF addressed the key development issues existent at the time when the UNDAF was developed, but the UNDAF results matrix doesn't seem to be very flexible and relevant to responding new issues. In the development of the UNDAF, a variety of sources were consulted to feed into the planning process. The matrix could have been more flexible in responding to emerging needs throughout the course of the UNDAF. However, the time allocated to the review on a yearly basis by all Agencies was very short (1 day), where not all agencies could participate and provide feedback. It addressed key development issues, but not to proper extent underlying causes and challenges. The WG also pointed out that the results matrix was very static, and no reviews were

conducted with Government, besides the updating of the results matrix, and that the UNDAF has remained largely a paper exercise. The UN agencies responded to new issues as necessary, regardless of the results matrix. The Poverty and Governance pillar added that the responsible UN Agencies and the beneficiaries would have benefited more if more systematic and comprehensive implementation reviews had been carried out to guide further planning and decision-making, and if required changes and adjustments had been made, in view of the new/changing development context in the country.

The evaluators arrived at a conclusion that the UNDAF tried to anticipate adjustments in national development context, and some agencies made changes after their MTRs. However, the M&E Framework was not updated leaving doubts on the capacity of the UNDAF RBM systems to reflect changes in the actual hierarchy of results, and as a result, there is limited evidence that these changes translated into new, updated or higher level achievements in terms of outputs and outcomes.

B. Government Ownership of the UNDAF

The Paris Declaration on Aid Effectiveness, the Accra Action Plan and the Busan Declaration emphasized the need for national ownership of development assistance, and for the UN Agencies to play the role of providing technical expertise of guiding the beneficiaries implement the programmes by themselves. A number of mechanisms have been put in place to actualize this process. The government institution responsible for economic development, the National Development Council (NDC) assumes the responsibility for guiding the development assistance in the nation. A consultative process involving government and CSO beneficiaries deliberated to determine the focus of the development assistance, the strategies to be adopted, and actually assumed responsibilities for its implementation.

The United Nations System pursued its development assistance to the Republic of Tajikistan in the spirit of national ownership. It built the capacities of government personnel on the tenets of UN assistance and on international best practices.

With respect to the strategies to be adopted for the implementation of the NDS at the oblast levels, some implementing partners (Khatlon oblast) considered that the direction, funding, implementation and monitoring of the projects made them feel that the UNDAF ownership rests with the UN agencies. A respondent pointed out that UN agencies sometimes come in to request for proposals on issues that implementing partners do not know anything about. In addition, the language in the UN documents is sometimes too technical for ensuring a good comprehension.

With respect to government ownership of the UNDAF at country level, NDC chaired the implementation committees, gave direction and was directly involved in the UNDAF at country level. Nevertheless, UN agencies believe that ownership of the UNDAF at the level of the Khatlon oblast was not fully successful.

The NDC, which is the national coordinating Agency, does not seem to have provided full direction in programme implementation for the UNDAF, but rather it is informed by the UN System of what direction the UN is taking, and its endorsement is obtained. The NDC does not seem to be kept abreast with implementation arrangements, and the UN System seems to get into engagements with sub-national institutions without knowledge of the NDC.

In this respect, there is evidence that the process of developing UNDAF at the country level was inclusive. The Government, through the NDC, participated in producing the UNDAF. Similarly, the NDS was led by the Ministry of Economic Development and Trade, and the participating ministries, departments and agencies. In the UNDAF document, it was indicated that the Tajik government was expected to make every effort to extend its assistance and facilities, so that the UN can help achieve the outcomes set out in the result matrix.

Also at sub-national level, it was observed that some oblasts reneged on the provision of the counterpart funding the states committed themselves to in the UNDAF and even signed memorandum of understanding with the UN. This made it difficult for the oblasts to drive the implementation process. This is the scenario in Khatlon oblast as observed during the evaluation interviews. The visited oblast has existing coordinating mechanism to oversee the implementation of development assistance under the ND strategy. So while the concept of national ownership appears to be understood by both the UN and government, there is still much left to make it operational.

The evaluation team believes that though efforts were made by UN agencies to domesticate the UNDAF, the limitations of both UN agencies and that of government limited the ownership of the UNDAF by government and citizens.

C. Civil Society Participation

In recognition of several UN resolutions that promote the role of Non-Governmental Organizations (NGOs) in development assistance, the UNDAF engaged NGOs, from inception during the development of the document, to its implementation and monitoring. The UNDAF document revealed that NGOs participated in the various stages of the development of the UNDAF document. There is some evidence that the design of the UNDAF implementation factored in the participation of civil society as implementing partners at both country, region and district levels. Some NGOs were urban-based, while others operated in the rural areas, and included women and community-based organizations, and they are involved in most of the pillars.

According to interviewees, some NGOs participated in UNDAF implementation at national, regional and district levels. Assistance was provided for some NGOs to mobilize the people, and build their capacities on how to engage with government and negotiate with them to deliver on their social contract with the population (Kulob district), while others promoted policy frameworks for good governance, gender equity and equality, protection of the vulnerable and minorities, engagement in reaching out the population with health care services especially HIV/AIDS, maternal and child health, etc. The NGOs in the Khatlon region participated in monitoring and validating programme implementation. They have therefore been responsive in making the nation focus on addressing the vulnerable poor and disadvantaged groups in policy-making. Some NGOs like “Jahon” participated in the implementation of UNDAF at the level.

The challenge is that their involvement in the design of the UNDAF was however limited, for instance in the Khatlon region, and this created a problem in the implementation phase, since they saw themselves as merely executing what they did not plan. According to interviews, at the implementation phase, the engagement of NGOs was limited both at national and regional levels.

During the meetings held by the evaluators with some NGOs, there was a willingness expressed by these organizations to be more involved in the UNDAF process, and receive more information on the UNDAF development. Information on the UNDAF process and implementation should also be posted on the UN website to ensure greater transparency. There seems to be a weak coordination of their work, and sometimes several NGOs duplicate the same activities. An enhanced communication could offset these limitations, and the UN could play a strategic role in this respect.

The evaluators have the impression that the participation of CSOs and NGOs in the design of the UNDAF at the country, region and district levels took place to some extent; however, there was a higher level of participation at the implementation stage, but only in some areas. There is room for improvement in this area, and the UN could benefit from ensuring a good communication with NGOs on the UNDAF development process, and on its successive implementation.

D. Effectiveness of the UNDAF

This section examines the effectiveness of the UNDAF to reach UNDAF Outcomes and Agency Outcomes, the constraints and opportunities, the effectiveness of the collaboration with all actors, and finally the effectiveness of joint communication.

1. Effectiveness of the UNDAF with respect to expected UNDAF Outcomes and Agency Outcomes

The evaluators consider that while the UNDAF was well aligned to development priorities, it is difficult to measure the collective results that can be attributed to the UN, through the UNDAF, in part because the UNDAF contributed to higher level development issues, and in part because the M&E Framework and the reporting from the Working Group during this evaluation provide an incomplete view of what has been achieved with respect to baselines and targets. As analysed in other sections below, the UNDAF implementation was not fully monitored, and its results were partially captured and communicated.

Nevertheless, despite the difficulties to attribute the results to the UNDAF, this evaluation shows that the UNDAF made very important contributions to national development priorities. Indeed, the UNDAF achieved a number of important results in all its expected outcomes (UNDAF Outcomes and Agency Outcomes), at the highest level of the results chain of the Results Matrix.

In each of the four Pillars of the UNDAF, the UNDAF Outcomes served as the overarching goal to which all the agencies operating in the Pillar focused on. The UNDAF Outcomes were further broken down to Agency outcomes. The document was articulated to ensure that the implementation of the Agency Outcomes would lead to the achievement of the UNDAF Outcomes.

Using the mandate areas of each Agency as a guide, the UN Agencies implemented outputs within their mandates, and developed activities in collaboration with beneficiaries to contribute to the UNDAF Outcomes and the Agency Outcomes.

The Working Group indicated in the M&E framework matrices that some of the expected UNDAF and Agency Outcomes of the results matrix were achieved; others were partially achieved, while some of them were not achieved.

The evaluation team confirms, from the analysis of the goals set in the UNDAF and the key achievements recorded during the period of the evaluation that a number of the outcomes were met, while others were not realized, leading to partial achievement of the UNDAF and Agency Outcomes. See Annex 6. *Key achievements of the UNDAF with respect to expected Country Programme Outcomes.*

Nevertheless, one should keep in mind that the UNDAF is not fully implemented, and that this evaluation only focuses on the period 2010-June 2014 (a total of four years and a half out of five and even six with the extension of the UNDAF from 2014 to 2015). The UNDAF implementation will continue in the period July 2014 – December 2015.

2. Constraints and opportunities in achieving results

The factors that contributed to the UNDAF implementation were the following: the political commitment of the government, the good level of coordination among donor agencies, the proper planning and aligning the agencies' workplans with national programmes. For some agencies, the close relations with government partners, particularly in district and regional level, stimulated the implementation of the UNDAF. In the Health Pillar, UN agencies made use of the New National Health Sector Strategy (NHSS), and the DCC's discussions, based on the NHSS. The realistic goals, strong government partnerships, commitment to outcomes, and clear areas of responsibility ensured that the majority of outcomes were realized in the education pillar. Good planning and timely communication were opportunities in achievement of results in some areas of the food and nutrition security pillar.

The constraints that limited the achievement of results were the following. The global financial crisis, starting in 2008-2009 affected resource mobilization for UN agencies and the UNDAF. Due to cuts of funds by donor, some targets remained unrealized in the health and education pillars. Another factor is the lack of human resource and high turnover of national specialists, for instance in the health sector.

The main factors affecting the UNDAF performance in the health area were the lack of political will in some areas, the limited successful policy dialogue with government, the insufficient capacity building and technical assistance. The lack of human resources played a role in the not realization of some targets in the education pillar. The brain drain of key partners and Government staff was noticed in the health pillar. The lack of coordination between agencies contributed to the non-realization of some of the outcomes. An insufficient planning and communication limited the achievement of results, in some areas of the food and nutrition security pillar.

Factors related to the conflict in the Rasht valley were aggravated by a lack of donor resources during 2009-2013. This particularly affected the poverty reduction and governance and the food and nutrition security pillars. The Rasht valley was neglected by the donors during 2009-2013 due to a shift of the donors' attention to private sector development, which is mainly covering Soughd oblast (North). As a result, the food security indicators for Rasht valley were the lowest throughout 2011-2012, in addition to already lowest maternal/child health/mortality indicators. Furthermore, the area is known to be disaster (recent earthquake in Tavildara) and conflict prone (2010, 2012). In response to this situation, the UN RC and the Swiss Development Cooperation (SDC) worked together towards raising awareness on the situation in Rasht valley. As a result, USD2mln was mobilized from the UN TFHS, USD350K from SDC and the remaining USD1.9mln from the participating UN Agencies (UNDP, UN Women, UNFPA, UNICEF, UN WFP).

Although poverty is reflected in the UNDAF, labour migration which is widely believed to be the key driver of poverty reduction – was not given sufficient consideration.

Therefore, the evaluators conclude that some factors played a role to help achieve the UNDAF and agency outcomes, such as Government ownership and alignment of UN's work, close relations with all partners, the good level of coordination among UN and donor agencies, proper planning, and timely communication particularly in district and regional level, stimulated the implementation of the UNDAF. Nevertheless, these efforts were limited by other factors ranging from lack of financial and human resources, lack of coordination and planning in some instances, lack of political will the conflict in the Rasht valley, an insufficient attention to labour migration, and insufficient capacity building and technical assistance.

3. Effectiveness of joint programmes and joint programming

Joint programming and joint programmes in the UN are aimed at reducing fragmentations of the UN System and enable agencies to deliver as one, in true partnership, and serve the needs of host countries in their efforts to achieve MDGs and other Internationally Agreed Development Goals. Joint programming and joint programmes provide the opportunity for the UN to approach the host country as a single entity, and guide the country to develop a national development framework, based on national priorities and policies. This then serves as a framework for a comprehensive approach to development. The countries define, own and drive the development processes at all levels. The results of the development assistance, lessons learned and best practices are assimilated and used to scale up development programme.

In Tajikistan, the complexity of challenges on the ground resulted in the realization that no one agency had sufficient capacity to deal with the standing problems on its own. The diminishing donor funds have also contributed to this thinking. As a result, several joint programmes were implemented by the agencies, and according to some UNDAF WGs, this approach has brought more impact and an easier management.

The examples of joint programmes include:

- 1) UN Trust Fund in Human Security, which is the most notable example of a joint programme, approved in late 2013, with UNDP as the lead agency, and UN Women, UNFPA, WFP and UNICEF;
- 2) UN Joint Advocacy Project on HIV AIDS (UNJAP) is a long term project implemented since 2003, with UNDP as a lead agency, and WHO, UNAIDS, UNICEF and UNFPA;
- 3) UN Partnership for Promoting the Rights of Persons with Disabilities project, with UNDP, UNICEF and WHO, approved in June 2014;
- 4) UNDP's Rule of Law and Access to Justice programme, which involves UN Women and OHCHR, based on their comparative advantages;
- 5) UN Joint Programme on the National Human Rights Institution, 2011-2012, with nine agencies (UNDP, UN Women, UNHCR, UNICEF, IOM, UNFPA, ILO, UNAIDS and OHCHR);
- 6) Crop assessment with financial support of WFP and FAO, is not a big joint programme, but was an interesting experience;

- 7) UN Trust Fund on Violence Against Women. Although the UNCTs' proposals were rejected for different reasons, improvement of the quality of the project proposal has been observed with every new call for proposals.

As pointed out by the 2013 RCAR, in 2013, UN agencies intensified efforts for better joint programming and programmes. In addition to the joint programme of support to Ombudsman institution, the Joint Advocacy Project on HIV/AIDS and other joint health-focused projects, UN agencies, especially UNDP, UNICEF, UNFPA, UN Women, and WFP were successful in preparing the joint programme for UN Human Security Trust Fund. The programme has started its implementation phase since July 2013.

In addition, various joint programming activities took place between UN agencies. For instance, from 2012 joint action plans were developed between WHO and UNFPA, and from 2013 trilaterally – WHO, UNFPA and UNICEF. In the case of UNDP's HIV/AIDS, TB and Malaria grant, there is good evidence of synergy with the WHO, UNFPA, and IOM, UNAIDS. In these joint programming activities, the Agencies harmonized their strategies, pooled resources when feasible, and implemented the activities in a more collective fashion.

The 2013 RCAR noted that the UNCT will be putting more efforts on increasing the number of joint projects. Several potential joint projects have been identified, and UN agencies are expected to strive to be successful in securing funding for them. At the same time, UN agencies jointly discussed, planned and submitted two new joint programme proposals for the UN Trust Fund to fight violence against Women and for the Disabilities Fund.

As mentioned in a UN leaflet, through the UNDAF process, the UNCT developed a joint programme to build the capacity of the Ombudsman (2011-2012). Nine agencies were involved, each taking on responsibilities related to its mandate and UNDAF outputs, with the UNCT Human Rights Advisor coordinating implementation of the joint programme and facilitating the work of a joint Steering committee that was set up to direct the implementation of the programme. UN agencies worked directly with the National Ombudsman: to raise the knowledge and skills of NHRI staff to deal with complaints of rights holders; strengthen the capacity of NHRI for public outreach and education; improve partnership of NHRI with key state actors and the civil society, in view of promoting and influencing changes in policies, legislation and institutional arrangements for the implementation of human rights commitments; and increase networking between Central Asian and CIS NHRIs. The joint UNCT engagement with the National Human Rights Institution at the important initial stage of its development enabled a major institutional advance in support of human rights in Tajikistan.

4. A good example: the UN Trust Fund for Human Security project

The United Nations Trust Fund for Human Security (UNTFHS) project deserves special mention. The project is a good example of a joint programme implemented in the context of the UNDAF. A recent assessment mission was conducted in Tajikistan, at the same time as the UNDAF evaluation mission, which had the opportunity to meet the UN staff who came for this assessment.⁶ The project contributes to the regeneration of the Rasht Valley by addressing economic, food, health, environmental and personal security needs across five of the region's most vulnerable districts. This is to be achieved by: (i) improving food and economic security through restoring and rebuilding livelihoods and diversifying the

⁶ UNTFHS field assessment mission in Tajikistan, Summary of Observations, Mission Dates: 30 June – 4 July 2014.

region's agricultural and economic base; (ii) reducing the vulnerability of communities to natural disasters through strengthened land management practices and improved access to water, irrigation, pasture and energy; (iii) improving access to health care and safeguarding personal security by empowering female-headed households through legal support and ensuring the registration of all births and marriages; and (iv) providing opportunities for children to attend school beyond primary classes. The project aims to directly benefit 48,000 people, including 28,000 women, and to indirectly benefit 180,000 people, including 100,000 women.

The assessment mission found that during the first year of activities, the project has successfully established a multi-stakeholder implementation mechanism and coordination structure necessary to address the multiple-insecurities faced by vulnerable communities in the Rasht Valley. As a result, at this early stage the project is already improving the level of reproductive healthcare provided, providing assistance to children with disabilities, establishing community garden demonstration plots, boosting agricultural productivity through irrigation channels and rehabilitating local schools. In a remote rural region with considerable distance between communities executing an integrated and multi-sectoral project can be challenging. However, this project has been able to begin to address the multiple insecurities that threaten the daily lives of these communities in a comprehensive manner, and provides a promising example of the human security approach in action.

Coming together in a multi-sectoral and comprehensive manner for the first time in the Rasht Valley, UN agencies found that working in an unfamiliar territory and on new issues fostered a more genuine integration rather than simply information sharing as with previous joint projects implemented in familiar locations and using well-established methods. Subsequently the Country Team has already experienced some unexpected benefits, such as a greater incorporation of gender considerations by all agencies; the referral of beneficiaries between agencies and different components of the project; and the geographic integration of activities to provide a comprehensive approach in each district.

Coordination between the UN agencies has also facilitated coordination between local and national Government as well as civil society partners. For example, one civil society partner noted that the project has prompted them to look at agricultural development from an economic, social and health perspective, thereby fostering closer collaboration and an informal network of NGOs which they hoped to continue beyond this project. From the perspective of the district government, the project serves as a good model for cooperation between UN agencies and the government has spurred greater cooperation between local government departments; which they also hope will continue into the future. It was noted that working with a Project Coordinator representing all five agencies facilitated improved communication with the UN, ensured the local Government was informed of which activities different UN agencies were undertaking, and avoided duplication.

In conclusion, findings of the evaluation indicate that despite varying degrees of cohesion, coordination and joint programme implementation, joint programming efforts and joint programmes were able to leverage some existing synergies. In practice, there were good efforts to implement joint programmes and to undertake joint programming. The United Nations Trust Fund for Human Security (UNTFHS) project is a good example of a joint programme implemented in the context of the UNDAF. It is likely that some tangible synergies have led to higher level results, even though there seems to be more potential in this area, while taking into account the need to have reduced transaction costs.

5. Effectiveness of the UNDAF as a coordination mechanism of UN's work

The UNDAF served as a unifying mechanism that brought all the UN Agencies together to pursue a common goal since they are all signatories to it. It promoted dialogue in the UNCT meetings and among the Heads of Agencies, encouraged interdependence among the members of the UN System, as the comparative advantages of the Agencies were highlighted.

The concrete synergies between agencies took place mostly within the UNDAF Pillars and Working Groups:

- Poverty Reduction and Governance
- Food and Nutrition Security
- Clean Water, Sustainable Environment and Energy
- Quality Basic Services (Health)
- Quality Basic Services (Education)
- Quality Basic Services (Social Protection)

Within these groups, UN Agencies deliberated on measures to achieve the goals, ensure synergy and maximize resources, and coordinated their approaches and activities. The UNDAF also contributed to better synergies among the activities of different agencies thanks to the specific interactions linked to these WGs, and end of year reviews of the Results Matrices. Finally, Agencies pointed out that some collective interventions were carried out by some UN agencies in addressing specific challenges and emerging issues. In general, the UNDAF supported a broader consciousness of staff on the need to work together despite the different mandates, and that coordination brought an additional value to the UN's work and contribution in the country.

In addition, there were also significant synergies over the course of UNDAF, when UN agencies worked towards joint proposals for joint programmes. The design of joint programmes and projects was mostly guided by the UNDAF. Furthermore, in the implementation of such programmes, a number of agencies implemented activities with common objectives and goals. The UNDAF has therefore been used by the UN agencies as a common programming tool for planning their activities and setting common goals. The UNDAF assisted the UN agencies in developing their own programming, identifying areas of synergy and joint cooperation, and working towards common objectives, and larger goals than what could be realized by individual agencies.

Nevertheless, UN agencies noted that there is a need to strengthen cooperation. Some of the factors that may have negatively influenced synergies between agencies are the following: not all UNDAF WGs met with the same regularity even if this may find an explanation in the participation of agencies in the DCC (see analysis below); Agencies' demands may make it difficult for personnel to meet up with the demands of the joint programming activities, and their need to devote their time to the primary tasks reflected in their post descriptions; not all agencies are in the same location and offices, which may have slightly affected the organization of meetings at time.

Nevertheless, it is also important to understand if the functioning of the UNDAF Working Groups and Theme Groups has been appropriate and effective as an UNDAF coordination mechanism.

With respect to the UNDAF Working Groups (WGs), which corresponded to each of the UNDAF Pillars, the Health WG seems to have functioned only partially, while the Education Pillar has not met on a regular basis, and most of the dialogue has been facilitated via email. This is an area the working group

feels could be improved upon, with more thematic meetings and closer cooperation to realize common goals and objectives.

With respect to Theme Groups, they were supposed to be mobilized for a certain appeal e.g., human rights issues, violence issues, gender issues, etc. However, their effectiveness was limited because they were of an informal nature and may not have been very effective without direct linkages to more formal coordination frameworks (UNCT, REACT, National Dialogue Platforms, Councils, etc.). The results of the Theme Groups are also analyzed in the section on cross-cutting issues.

The partial functioning of the Working Groups may not necessarily be adjudged as failure, since UN agencies got involved in the Development Coordination Council (DCC), which was both a pragmatic and strategic way to implement some elements of the UNDAF through an enhanced coordination with other development partners. The next section analyses this issue.

6. Effectiveness of coordination with development partners

In many countries, the UN system plays a central role in assisting countries to develop policies and strategies that enhance their development potentials, and utilize their development framework to negotiate with development partners. The system strives to strengthen the coordination mechanism of host countries for more efficient delivery of development assistance, and an increased effectiveness within the framework of the Paris Declaration. As a key player in development assistance, UN Agencies serve as rallying point to bring other development partners together, in order to coordinate development assistance, and establish mechanisms and tools to promote enhanced cooperation among the development partners.

In Tajikistan, the implementation of the UNDAF factored the work of other development partners in development assistance. This took the form of an active participation of UN agencies in the Development Coordination Council (DCC).

The Council has been very active and brought together all the UN Agencies, together all major development partners. Council members consist of the heads of major bilateral, multilateral and UN agencies, as well as diplomatic missions that have explicit development activities and provide significant aid in the country.⁷ The Group was well structured and coordinated development assistance effectively in several areas. The Council brought the development partners together and harmonized development assistance for better results. It also played an advocacy role to government to address some development challenges. The Council met regularly and deliberated on joint programming activities, especially in development assistance. The collaboration between the UN system and the other development partners has helped the country to develop streamlined mechanisms, management tools for effective and efficient programme implementation.

As indicated by the 2013 RCAR, UN Agencies chaired or co-chaired several working groups of the DCC in the sectors of water, agriculture and land, environment and disaster risk reduction, energy, health, social protection, and education. Through the DCC, UN Agencies participated in the formulation of a set of 10 strategic initiatives in support of the National Strategy for Improvement of Living Conditions of the Population in order to assist jointly in their implementation and monitoring. Related to this work, UN Agencies also rendered their direct support to the working group promoting effectiveness,

⁷ For a list of members and information on the DCC, see: <http://untj.org/dcc/index.php/members>

accountability and transparency of the effectiveness of public financial management system of the country through regular holding of meetings and consultations with the donor community and the Government. The Audit and assurance plan was discussed and commented upon by involved agencies. Assistance was provided to the Ministry of Finance for delivering training to local authorities on public finance management and group trainings and learning sessions were provided to implementing partners of UNFPA and UNICEF. Regular spot-checks and programmatic visits were conducted for their partners as envisioned. Negotiations are still ongoing on the value of timeliness of adoption of full HACT compliancy for UNCT.

This is confirmed by the UNDAF WGs, which specified that the UNDAF promoted effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g., within the Government, national partners, donors and other external support agencies). In these cases, the achievements went beyond the UN. For example, at the strategic level, some UN Agencies were entrusted by the donors and the Government to lead the DCC Clusters/Working Groups, e.g., WFP leads the Food Security Cluster, UNDP leads the Rule of Law and Access to Justice and is the Deputy Chair of the Water and Climate Change WG, while UNICEF leads the Social Protection WG.

At the programme management level, DFID funded the Rural Growth Programme, which was co-implemented by UNDP and GIZ, and also involved IOM and the Mountain Societies Development Support Programme of the Aga Khan Foundation. In the Pillars 2 on Food and Nutrition Security, 4 (b) on Quality Basic Services (Education), and 4 (c) on Quality Basic Services (Social Protection) there was a strong cooperation with government entities, which has contributed to UNDAF Outcomes. For instance, WFP established strong ties with the Government and other key actors in the areas of food, nutrition, and education, which supported the development and realization of objectives. The Education Working Group had strong ties with the Global Partnership for Education and other key actors in the area of education, which has supported the development and realization of objectives. The Ministry of Education coordinated technical assistance issues and supported the development of a national strategy for the development of education in Tajikistan, which clarified the responsibilities of development partners.

The 2013 RCAR also indicated that the UNCT, especially UNDP, continued their support for strengthening aid coordination capacity functioning in the country. The capacity of Government institutions staff on mainstreaming the Aid Information Management system in its utilization and reporting on aid coordination trends was improved and introduction of analytical blocks and the Tajikistan Foreign Aid Map feature allows specialists of the State Committee on Investment and State property - where AIMS is housed - to monitor aid distribution by sectors and regions. Demonstrating clear benefits and value from improving aid coordination fora, Tajikistan Government is more open towards localizing aid effectiveness processes. Tajikistan is now a regular participant in all aid coordination fora meetings and conferences, and it demonstrates its commitment to Paris Declaration and Busan principles as well as is an eager participant in international processes on aid coordination monitoring mechanisms, the recent one being participation in Global Partnership Monitoring survey. Complementary to this is UNICEF's support to State Committee of Statistics of the Government of Tajikistan in improving access to data and monitoring national strategies and MDG goals implementation through strengthening national capacity in improving TojInfo/DevInfo tool applicability in measuring progress on MDGs.

7. Distribution of roles and responsibilities

In general, the distribution of roles and responsibilities among the different UNDAF partners was well defined and manifested in an effective implementation of the UNDAF. This is particularly the case when the role (under a specific outcome or output) is played by one UN Agency. When the role is played by more than one UN agency, it is distributed well only when there is a sound coordination mechanism put in place (for instance DCC Rule of Law and Access to Justice Working Group includes UNICEF as the main player when it comes to juvenile justice, UNHCR when it comes to working with refugees, and UNDP when it comes to overall coordination and rule of law issues within its mandate). For instance, under Pillar 4b on Education, the roles and responsibilities for each output was clearly articulated in the UNDAF matrix.

Nevertheless, several UNDAF WGs and Agencies suggested that it would be good to better delineate responsibilities and contributions of every UN agencies for other components of the UNDAF but also for some of the pillars mentioned above (for example Education). A problem linked to this issue is when one indicator is made of several UN agencies' results, and sometimes it can double count if the donor is the same.

8. Other partnerships and strategic alliances

At national level, the Ministry of Foreign Affairs coordinates all the activities of all foreign government agencies and foreign organizations, however, a further improvement of this coordination would be useful.

There is a strong collaboration between UN agencies and the Ministry of Health (MoH) at a high level. The UN agencies have been active in the National Health Coordination Committee, co – chaired by the Health Minister and WHO HCO, which includes IOs and local NGOs. There are several bodies at the Ministry of Health coordinating effort of MOH and donor partners on various aspect of health. For example, Advisory Council on reproductive and maternal and child health chaired by the First Deputy Minister. The Advisory Council includes WHO, UNFPA, UNICEF, USAID, GIZ, Mercy Corps, and other partners working in this area. All partners are invited, and all problems are discussed, which leads to a high level of communication, and coordination of all International Organizations (IOs). This decreased a lot of duplication of activities and the cases in which several organizations chose to implement activities in one pilot district, while ignoring other areas. In addition, several Technical Working Groups are functioning to prepare for the annual review of progress towards achieving National Health Strategy 2020 goals and monitor the progress in line with the regional Health 2020 policy framework.

Nevertheless some interviewees pointed out the persistence of a lack of a clear coordination of actions among all actors, and some duplication of activities, for instance concerning trade issues, between MOE, UNDP, USAID, EU, CEKO, and JICA.

At field level, some agencies may have started implementing their projects directly, without the active assistance and involvement of local authorities. In Kulob, there was also some duplication of projects by some International Organizations. Several IOs simultaneously implemented their activities in one Jamoat, but did not work in others. The communication between local authorities and UN agencies could therefore be enhanced.

According to several agencies, partnerships and strategic alliances around the main UNDAF outcome areas should be improved. There was a potential, but it was not pursued strategically, for instance in the Health Pillar.

9. Effectiveness of joint communication

The UN Communication Group (UNCG) promoted the principle of Communicating as One, with the main UN agencies actively participating in the work of UNCG in Tajikistan. Detailed information is available in a PowerPoint on both internal and external communication work.⁸ The key objective has been to provide strategic and effective communications that raised awareness on key development issues, based on the One UN Communication Plan, and highlighted the support provided and results achieved by the UN. The key activities included joint public advocacy events for raising awareness during major international UN Days, which were commemorated jointly with leading agencies (UN Day, WPD, WRD, WAD, IYD, IVD, etc.). Key messages were also developed and integrated with all public communication material (speeches, press releases, etc.) devoted to UN international days and some force majeure situations, including the conflict in Khorog. The UN Communication Team Group also undertook a regular media monitoring and reporting on UN related issues. In 2013, with the support of UNV, the development of the UNCG communication and advocacy strategy was planned. Significant efforts were therefore made to communicate as one UN, under the leadership of RC and UNCT heads of agencies.

These efforts were supported by the UNCT decision in January 2012⁹ to strengthen the Communications Group, choose UN Communications as the first step for strengthening UN coherence, and task the Group to develop a robust strategy by prioritizing their main focus of work. Specific directions were also given to the Group on its way forward, especially on media outreach.

This approach was confirmed by the Resident Coordinator Annual Reports (RCAR) for 2012 and 2013, which indicate that the UN Communications Group was the pilot area where UN agencies have been promoting jointly one of the important components of the DaO approach for the last three years, with notable improvement in preparing joint communications messages and advocacy campaigns in a coordinated manner. In comparison to previous years, the number of agencies supporting One UN Communications Group, in terms of financial backing and allocation of staff time, has increased from six UN agencies to eleven. UNCG members also kept a repository of lessons learned obtained in the course of their joint collaboration. The UNCG also proved indispensable in covering and leading advocacy component of the Post-2015 national consultations. The RCARs also pointed out that the UNCT has been successfully supporting One UN communications for the last three years and this will serve a launching pad for a gradual adoption of other components of DaO approach in a coming future. The UNCG has also organized several activities that are potentially innovative but also prepare the ground for more targeted communications, such as the media survey exercise to have a better grasp for reaching Tajik population with joint UN messages.

Nevertheless, UN agencies acknowledged that the UN did not communicate its results, lessons learned, and good practices while implementing UNDAF, as much as it could have, even if some efforts were made in this direction. Communicating as one was not as strong as individual agencies' communication

⁸ Key UN Communication Activities in 2012 and Directions for 2013, UNCT Meeting, April 22, 2013.

⁹ Summary of UN Retreat decisions and recommendations, January 20th, 2012.

efforts. The participation of UN agencies could be improved, and there is a need for a stronger joint advocacy in some areas. Working Groups reported separately on achievements and results.

Some NGOs met during the evaluation process noted the need to expand the access to information on the website of the UN in various areas of its activity, including the UNDAF implementation, planning and programming process.

The evaluators believe that although some agencies made efforts to report successes and challenges of the UNDAF, overall, the efforts in Communicating as One could have reached a higher level. Choosing UN Communications as the first step for strengthening UN coherence seems to be a promising strategy. A stronger communication has also the potential to make the UNDAF, and the results reached by the UN System in Tajikistan, more visible and effective. It is also interesting to note that the UNDAF document was never printed and made available as a publication for external and international partners as it is the case in most countries.

E. Challenges of RBM and M&E

1. Evaluability of the UNDAF

The evaluability of the UNDAF depends on a many factors, which are important to identify. These factors include the UNDAF design, the use of RBM principles, the M&E system used, etc. This is why the evaluation conducted a rapid evaluability assessment. The key resource used was the recent DFID report on Planning Evaluability Assessments, from Rick Davies.¹⁰ The outcome orientation was also kept in mind in that respect.

The evaluation first built on previous M&E work of the UNDAF Working Groups, which reported on progress on the UNDAF implementation through the regular updating of the M&E Matrices for each UNDAF pillar. Such updates were conducted in 2010, 2011, 2012 and 2013, and planned actions were identified for 2014. This information was very useful for the WGs to provide an update as of June 2014, as well as an appreciation of performance. The evaluation team prepared a consolidation of inputs based on the Working Groups' and Agencies' inputs. These inputs were very useful for the consolidation of the key achievements. In addition, their replies to the evaluation questionnaire were very good, and it was encouraging to see the quality of people's thinking and contributions. The consultants consider that as a result of this work, the evaluability of the UNDAF was enhanced, even if in the case of the M&E Matrices, reporting focused mainly on outputs and provided less precise and analytical information on outcomes.

The evaluation was therefore able to use the data generated through the UNDAF monitoring during the implementation cycle, in the Results Matrix and, to some extent, in the RC's Annual Review reports annexes for 2010, 2011, 2012 and 2013. A lot of information was available in all these documents; however, assessing the level of achievement of results of the UNDAF depended a lot on how

¹⁰ Planning Evaluability Assessments, A Synthesis of the Literature with Recommendations, Report of a study commissioned by the Department for International Development (DFID), Working Paper 40, Dr Rick Davies, October 2013.

achievements were monitored against indicators, and how the UNDAF was managed to achieve its targets. In other words, it depended on the use of the monitoring system for management and strategic purposes.

The weaknesses of the M&E system that limited the evaluability of the UNDAF and were identified in this inception phase were confirmed during the course of the evaluation. There were some weaknesses in the way the UNDAF has been monitored, at least with respect to tracking the achievement of results, based on baselines and targets. Another challenge was the difficulty to report on the achievement of results, based on these indicators, baselines and targets.

Another limitation was the imprecision of some indicators, baselines and targets to inform the achievement of the indicators *at the outcome and output levels* in the M&E Matrix. The evaluation heavily relied on the data generated through the UNDAF monitoring during the implementation cycle, about the achievement of outcome indicators specified in the M&E Matrix, and on the updating work that was conducted by the Outcome Groups / Agencies. In order to offset the evaluability challenges, the evaluation team used the contribution analysis to explore the cause and effect relationship, and it used John Mayne's brief for that purpose.¹¹

The following sections explain in more details the issues around RBM and the M&E framework, the difficulties that influenced the evaluability of the UNDAF, the challenges met by the UNCT in monitoring and evaluating the UNDAF, but also the results achieved and opportunities in these areas.

2. Design of the Results Matrix

According to UNDAF WGs, the priorities of the UNDAF (2010-2015) remain highly relevant to date. The UNDAF development process was of participatory nature ensuring due level of engagement of the concerned UN agencies and their respective beneficiaries (government, CSOs, etc.) in the process.

From the analysis of the Results Matrix and the Pillars' replies to the Questionnaire, the evaluators consider that overall the current UNDAF is results-oriented and coherent, with clear outputs and a clear framework, delineating areas of responsibility, and a special focus on the MDGs. The UNDAF also provides room for addressing development challenges both at the local and national levels. The UNDAF Results Matrix complied with Results-Based Management (RBM) principles, with a hierarchy of results that was, in general well-articulated between UNDAF outcomes, country programme outcomes and outputs at the design stage. In general, the planned UNDAF Outputs at the lower level in the hierarchy of results could effectively lead to the expected Country programme Outcomes, which could lead to the achievement of the UNDAF Outcomes at a higher level.

Nevertheless, the coherence of the UNDAF was affected by the fact that some of the country programme outcomes overlapped each other. The results orientation was also somewhat compromised due to lack of specificity and feasibility of some of the outcomes and outputs, and a results chain that could have been better designed.

Finally, it should be noted that the UNDAF document provided a summary of UN outcomes and outputs, but it did not indicate precisely where synergetic efforts would be required, with a stronger inter-agency

¹¹ Contribution analysis: An approach to exploring cause and effect, ILAC Brief No 16, John Mayne, May 2008.

collaboration. While the UNDAF contained no less than 6 UNDAF Outcomes, 23 Country programme Outcomes, 98 Outputs, and 253 indicators, it did not indicate the ones that should have been implemented as a priority in order to achieve the key, most important objectives. If done, this would have indicated a clear strategic intent. The UNDAF was designed as a simple framework that had the tendency to accommodate everything. Country Programmes would have been implemented anyway without the UNDAF. It was a framework, but not a “strategic framework”, with a lot reflected, but no clear indication of the priorities.

3. Design of the M&E Framework

The wording of the outcomes suggests that the pillars were around one or two central issue(s), but at the same time reflect an ‘integrated approach’ to development confirming the thinking that ‘complex problems require complex solutions’. While some Working Groups consider that the outcomes were in general realistic, others think that they were not always realistic. With respect to the outputs, some of them were considered too broad or too generic, and would have benefited from being more specific. Further, the definition of ‘country programme outcome’ appears unclear.

Most of the agencies contributing to the Education Pillar underwent changes as a part of their agencies’ respective Mid-Term Reviews. These changes in programming were not subsequently reflected in the UNDAF Results and M&E Matrices.

With respect to the indicators, not all indicators were SMART (Specific, Measureable, Achievable, Realistic and Time-bound), and some outcome indicators were missing. The WG explained for instance that the indicators on the corruption perception index (Pillar 1, Outcome 2, Output 2.2) and on the ‘ease of doing business’ (Pillar 1, Outcome 1, Output 1,2) proved to have shortcomings. With respect to the corruption perception index, very limited work was actually done by the UN Agencies to address issues of corruption (mainly indirectly through awareness and improving transparency). Therefore the attribution that can be made of the UN’s contribution to the changes in the Corruption Perception Index is insignificant. The same applies to the ‘ease of doing business’. So if such indicators are included in the future, they should somehow be complemented with indicators, which provide local level data (perception surveys, feedback mechanisms, etc.), and are directly linked to the work done by the concerned UN Agencies. In addition, it is felt that there were too many indicators, overall. The M&E Matrix includes 253 indicators; however, a number of them were not measured adequately.

Concerning the correspondence of outputs to indicators, not all outputs were well linked to the indicators. For instance, indicators for Pillar 2, Output 1.2 aims to endorse and support the ‘environmentally sustainable and climate change resilient agriculture sector strategy... including food security issues’, while the indicators include endorsement of (a) Agriculture Sector Strategy and (b) Land Strategy, plus functioning of the (c) Network of Gender Specialists at the regional and local levels as a tool to support implementation of both Agriculture and Land Strategies.

With respect to the baselines and targets, in many activities targets and baselines were not available. In general, the Health Pillar seems to have smart baselines and targets, which is perhaps mainly due to the fact that the topic is traditional, and thus available data within the sector provides sufficient room for comparison. However, when it comes to innovative areas (e.g., environment, climate change, etc.), the baseline data is often unavailable or very limited to set sound baselines and targets. This in turn has implications on the intervention cost (to identify baseline data) and time, which may complicate the implementation process. Thus, when it came to new programming directions, the proposed

development programmes/projects had to include interventions aimed at enhancing data collection and maintenance at the local level. The Health Working Group also pointed out that data source is not always defined clearly to allow comparison between the indicator values across years. Because the baseline data was not always available, it was sometimes difficult to measure and report on progress. Also, there were some problems of alignment of the targets in the health pillar according to the targets set in the national programmes.

The evaluation team concurs with UN agencies and consider that the M&E Framework was not designed with systematic SMART principles (Specific, Measureable, Achievable, Realistic and Time-bound). The indicators, baselines and targets were not sufficiently defined, while available data was not available in all sectors, fragmented and challenging to gather. Monitoring 253 indicators was a challenge, and given their number, it would have been difficult to measure and use them adequately. This may have actually been a bit unrealistic and over-ambitious when matched with availability of M&E resources. On the other hand, the implementation of the UNDAF benefited from the efforts of the WGs and agencies thanks to efforts in the area of data collection and analysis, and regular updates of the M&E Framework, as discussed below.

4. Risks and assumptions

From an analysis of the UNDAF M&E Framework, the evaluators observed that the external risks and assumptions were identified in the Results Matrix. Their presentation in horizontal lines in the Matrix was judicious and clearly presented, freeing some space for the other columns.

To some extent, the UNCT and UNDAF Working Group meetings served as the main forum to discuss the risks and assumptions arising during the implementation process. However, there were no dedicated discussion on risks and assumptions made for the UNDAF. Agencies such as WFP and UNDP analyzed the risks and assumptions in their interventions. The risks were closely monitored and mitigation actions were taken accordingly, and reporting on risks was handled on a regular basis. Some examples of risk mitigation tools and mechanisms are: the risk mapping of sub-recipient organizations of UNDP/GF projects; the self-assessment questionnaire filled out and action taken based on identified results; the reports that include a risk log, which underlines available and anticipated risks. All agencies in the Education Working Group included continual feedback from beneficiaries and partners to feed into the strengthening of the outputs, in their own areas of responsibility.

The evaluation team has the impression that while the risks and assumptions were monitored by some agencies and might have been discussed in some meetings, it is likely that the monitoring of these risks and assumptions was weak at the UNDAF level, and that a more systematic annual analysis of these could have been useful.

5. Annual reviews

Given that the UNDAF was prepared before 2010, when the new UNDAF Guidelines were issued, there was no UNDAF progress report produced, however annual reporting was done at the end of each year to take stock of UNDAF implementation. No formal annual reviews were conducted within the UN system or with Government; however, the annual reviews of the M&E Matrices were done through a yearly update of the Matrices by the UNDAF Working Group. This provided good information on progress year to year, which the evaluation team found useful as a basis for its work.

The evaluation tried to determine whether the UNDAF annual reviews were useful to report on results and track progress. The available information showed that this annual updating was done by using the M&E framework, with some consideration of the indicators, baselines and targets, making possible for the evaluation to use this monitoring work, at least to some extent, thanks to the synthesis work accomplished by the WGs.

It is also very important to understand if the UNDAF reporting gradually shifted to the achievement of outcomes, and if the review system helped the UNCT to strategically manage the UNDAF, according to RBM principles. The evaluation team considers that a key limitation of the annual reporting system is the fact that the annual reporting focused on activities and outputs, but did not gradually shift to reporting at the higher level of the results chain – the UNDAF outcomes and country programme outcomes. A Mid-Term Review or a Progress Report may have succeeded to report more strategically on outcomes achievements. This is however a situation that exists in many countries. This is one of the reasons why the methodology for this evaluation made a special effort to focus its analysis at the outcome level to compensate the weaknesses of the monitoring and reporting processes.

With respect to the quality assurance processes in the conduct of annual reviews, scanty mechanisms existed, and no peer reviews between Pillars, and reviews from the RCO, seem to have taken place, and the reviews were perhaps not assessed enough to ensure they would be harmonized, comparable and useful for a proper strategic management. They seem to have been undertaken as a requirement.

The evaluation team observed that the use of these reviews for other purposes seems to have been limited. For instance, they were not used for communication or advocacy purposes in a systematic way, which was perhaps a lost opportunity for the UN system to show results or address some issues. Shared communication products could have better built on annual reviews to highlight the results achieved by the UNCT, and deliver the agreed UNCT common advocacy messages and key positions, related to national development challenges. An interesting example of such an approach to communicate as one by using the annual review process is the Zimbabwe annual results report.¹²

In conclusion, the evaluation team considers that the strength of the annual reviews lies in the rich information which it brought out on the activities of UN agencies and UNDAF Pillars, and its weakness lies in the fact that it did not fundamentally influence the direction of the UNDAF, and they were of limited use for strategic management, communication and advocacy.

6. Overview of the M&E system

As mentioned above, the traditional areas of interventions, such as health, allow more room for comparison due to availability of data, while the new development directions such as environmental sustainability, climate change and resilience traditionally suffer from lack of data. In such cases, monitoring became a complex exercise.

¹² Through the 2013 UNDAF Annual Review in Zimbabwe, the UNCT made an effort to produce an “advocacy” oriented UNDAF report that can capture the interest of both internal and external partners. The report showcases the “ZUNDAF” as a robust and flexible tool, which allows for enhanced UN positioning and responsiveness to national priorities. Ultimately, the UNCT has sought to communicate UN supported results in a manner that can generate greater interest in, and understanding of, the work of the UN in Zimbabwe.

In addition, there was no clear coordination or monitoring mechanism defined in the UNDAF document, e.g., annual UNDAF review, and the UNDAF Working Groups contributed to UNDAF monitoring through reporting as per the matrix on a yearly basis. Each individual agency monitored their respective outputs / outcomes throughout the course of the UNDAF on a more regular basis.

The UNDAF Working Groups were partially functional, and there were TORs prepared. Some groups were meeting on a more regular basis than others. However, as mentioned above, the implementation of the UNDAF became less of a priority in a context in which there is a strong coordination of the work with other development partners in development assistance. The UNCT prioritized the active participation of UN agencies in the Development Coordination Council. The evaluation team considers that in the context of Tajikistan, this approach was understandable and strategic.

7. Link with agencies' M&E

In practice, in complement to the UNDAF annual updating of the M&E matrix, each of the UN Agency relied on its own M&E framework and conducted its own monitoring independently. Agencies' M&E frameworks were used as instruments for monitoring the UNDAF. Due to time constraints the evaluation could not assess the extent to which the separate Agencies' M&E frameworks were appropriate tools that generated data to measure the UNDAF indicators, however, it looks like these systems were used for monitoring the UNDAF. Furthermore, it does appear that some evaluations, surveys and studies were conducted by agencies, which contributed inputs in the UNDAF monitoring process. The evaluation team concurs with the point that there was a coherent and functional relationship between the M&E systems of UN agencies and the UNDAF M&E framework.

A Working Group pointed out that the UN Agencies regularly updated the UNDAF M&E Matrix which was then used by each UN Agency not only as a management tool, but also as a coordination tool that created awareness on the contribution of this Agency to each UNDAF pillar/outcome/output. However, it would have been better if stronger feedback mechanisms had been put in place, so that concerned UN agencies could better track the progress against each outcome/output. In addition, a web-based/electronic M&E system, with clear guidelines and checklists for completion, may have facilitated a more complete and accurate data collection and analysis.

One can regret that the UNDAF document did not include an UNDAF M&E Calendar (Integrated Research and M&E Plan), as recommended in the M&E Guidelines, and that it was not prepared subsequently. By highlighting the UNDAF annual reviews, progress report and evaluation planned for the UNDAF, as well as studies, assessments and evaluations planned by UN agencies individually, this could have better underlined the synergies in these areas.

8. Usefulness and adequacy of the M&E System overall

There is a feeling among UNDAF Working Groups and Agencies that the monitoring, evaluation, reporting and accountability systems were not totally adequate to enable the UN to demonstrate UNDAF results and its comparative advantage. The evaluators concur with this sentiment. There were challenges in the design of the M&E Framework and its practical use, the reporting of UNDAF and the accountability systems.

The evaluation team observed that the UNDAF M&E framework was not updated even if efforts to undertake annual reviews were made, and that it should have been used and updated on a regular

basis, according to RBM principles. If this had been done, the Results and M&E Matrices could have reflected better some changes that took place in agencies' programming. Furthermore, the M&E system was not adequately used to adjust programme strategies to changing policy and programme contexts and needs, in the course of programme implementation. On the other hand, the evaluators are aware of the limited use of the UNDAF by United Nations Country Teams, and of the investment made by the Tajikistan Country Team in the DCC framework and working groups.

With respect to the use of the M&E system to assess the achievements at the outcome level, the evaluation confirms that while the outcomes were included in detailed Results Matrix and M&E Matrix, it was difficult to measure the attainment of many of them, as they were not always SMART. The annual review process was, however, a common monitoring and evaluation tool developed by the UNCT to assess the implementation of the UNDAF. Individual UN Agencies used their specific M&E tools for the monitoring of their programmes, implemented within the UNDAF framework.

An UNDAF M&E Group could have been established to monitor the implementation of the UNDAF in a more systematic way, and could have played a role during formal Annual Reviews, which would have potentially fed into a stronger strategic management of the UNDAF by the UNCT.

The evaluators consider that the UNDAF results could be better captured in the future by putting in place a stronger UNDAF M&E mechanism constituted by agencies and directed by the UNCT, and a better integration and well defined accountabilities between agencies.

A few Government partners expressed concern that decisions on M&E were taken independently by the UN Agencies. This confirms the fact that the Government and other partners were marginally involved in the monitoring of the UNDAF.

The key lessons emerging from this analysis, is that there is a need to ensure that a joint UN M&E Committee or Group is established for the UNDAF, and that it is functional, that the UN develops a common monitoring tool for the UNDAF, that there is regular joint monitoring of UNDAF involving the UNCT, the Government and the CSOs, that data generated is analysed and the reports shared with all the stakeholders, and finally that the results monitoring is used to guide programming activities.

F. Cross-cutting issues

1. Cross-Cutting Issues in general

The cross-cutting themes stipulated in the UNDAF document included: gender, human rights, regional cooperation, environment and disaster reduction, HIV/AIDS, and migration/asylum. Even if the UNDAF did not provide much information on how these themes were going to be cross-cutting, all UNDAF Working Groups took these themes into account at the design stage, and they are reflected in the matrices and narratives, as well as the UN's plans for UNDAF implementation and monitoring. These cross cutting issues were integrated into the document, and were expected to underlie UN programming processes. These issues identified in the course of the UNDAF formulation process were considered both challenges central to the country's future development, and areas where the UN was well placed to offer support and expertise.

The 2010 UNDAF Guidelines refer, however, to five inter-related programming principles, which should be used in the UNDAF design and implementation: Human Rights-Based Approach, Gender Equality, Environmental Sustainability, Capacity Development and Results-Based Management.¹³ The RBM principle has been analyzed in the RBM and M&E section above. The Working Groups and agencies met during the evaluation mission, including the Theme Groups on gender and human rights, considered that to some extent, the five UNDAF programming principles have been considered and mainstreamed in the UNDAF.

It should be noted that Working Groups and agencies indicated that mainstreaming of the five principles was undertaken at programming level by each agency, within agencies' programme implementation and availability of resources. However, they also said that they could have been used in a more systematic way during the UNDAF implementation and that it would be useful to provide training of government officials on critical cross-cutting elements (gender, human rights, RBM, and capacity building). As a matter of fact, a training workshop on RBM and Capacity Development took place at the end of August 2014, as part of the UNDAF Roadmap. It is worth mentioning also that the January 2012 UN Retreat recommended a Peer review of reflection and mainstreaming of cross-cutting issues such as HIV/AIDS, Gender, and Human Rights into the UNDAF; it is unclear, however, if this took place.

With respect to the specific cross-cutting themes stipulated in the UNDAF document for Tajikistan, according to some WGs, the UNDAF mainly applied human rights-based approach, capacity development and environmental sustainability in achieving its outcomes and outputs. The UNDAF document was prepared with the involvement of all stakeholders within certain communities to attain result-based goals. The UNDAF partially developed capacities of partners on cross cutting issues.

Nevertheless, in health, cross-cutting issues were not completely addressed (e.g., gender, human rights) and the health group indicates that non-communicable diseases should also have been treated as a cross-cutting issue. The education working group considers that besides gender, other cross-cutting issues were not addressed to the same degree in the Pillar (e.g., environment). Some agencies and WGs also feel that a greater emphasis could have been placed on incorporating human rights concerns, and that inter-pillar links and inter-outcome links were also weak, and did not stimulate the mainstreaming of cross-cutting issues.

According to the Poverty reduction and governance and the Clean water, sustainable environment and energy WGs, key topics, such as gender and environment, which are high on international agenda, were sufficiently covered. However, the sensitive topics, such as anti-corruption were not sufficiently covered. Rather than looking at corruption perception index separately, corruption related issues (e.g., transparency) could have been better reflected in outcome/ output/ indicators – otherwise corruption related activities are perceived as something outside sectoral interventions covered by UNDAF. This is particularly relevant because according to the Corruption Perception Survey carried out in 2010, corruption prevalence in health and education facilities was found among the highest.

¹³ For details on the five programming principles and other key cross-cutting issues, refer to How to Prepare an UNDAF: Part (II) Technical Guidance for UN Country Teams, Chapter II, January 2010. For guidance on their practical application, see the Guidance Note: Application of the Programming Principles to the UNDAF, UNDG, January 2010.

A Group has recently been created on youth in February 2013, chaired by UNFPA, which designed a strategy. The Inter-agency WG on Youth has prepared TORs, prepared an annual progress report in 2013, and a mapping document in 2014.

The evaluation team noted that limited evidence was found about mainstreaming of the cross-cutting issues, besides gender, to some extent. The evaluation team also noted that annual review reports did not analyse how the five principles were actually mainstreamed. This limited the added value and innovation that cross-cutting issues can have in achieving UNDAF targets.

Given that the UNDAF did not provide much information on how these themes were going to be cross-cutting, the evaluation team signals that the UNDAF document in Azerbaijan provides an example of an UNDAF that contains a very interesting table that indicates the areas where cross cutting issues would be considered for each UNDAF Outcome. See the Table 1 entitled: *Reflection of cross-cutting issues in the UNDAF Outcomes*. This example could be useful for the next UNDAF.

The following sections provide an analysis of the specific integration of some cross-cutting issues in the UNDAF implementation.

2. Human Rights-Based Approach

With respect to HRBA, WGs pointed out that at the heart of HRBA lies consultation with beneficiaries so that their voices are heard and taken into account while developing policies. The UNDAF was developed through extensive consultations and makes special emphasis on ‘participatory development management and planning’. The evaluation team notes that the UNDAF document did not specify how human rights were going to be mainstreamed. Nevertheless, a number of activities were conducted in this area, under the leadership of a “Human Rights Theme Group”, which was chaired by OSCE in 2010 and by OHCHR in 2013. In 2012-2013, it included about 15 participants, including UN agencies, international NGOs, OSCE, the EU Delegation, and interested Embassies. In 2013, it was decided that the number of participants was too high and that the group duplicated the work of the UNDP chaired Rule of Law Group, as many discussions were the same. Currently, the “Human Rights Coordination Group” meets on an ad-hoc basis, but in a limited composition.

The Education WG underlined that the support to curriculum development ensured, for instance, that life skills based education, including conflict prevention and human rights, has been mainstreamed.

As pointed out by the 2013 RCAR Annex, the UNCT Joint programme to support the Ombudsman institution was implemented in 2011-2012, and helped to strengthen the institution. The comparative data of the complaints for these two years show that people seek redress for human rights violations through it, and it is able to deal effectively with some of them. However the institution is still weak and not sufficiently independent, and requires further support from the international community. This shows that an increased number of people seek the institution to bring to it their grievances, and more women applied to it with individual complaints. A new programme was drafted by the UN Human Rights Adviser (HRA), but no financial support was received from OHCHR to implement it.

The 2013 RCAR Annex indicated that to support the Human Rights Approach, a strengthened dialogue between UN agencies and donors was established, and ToRs for an ad hoc Human Rights Coordination Group to address gaps in existing coordination structures were developed. Human rights developments and strategies were identified among UN agencies and donors, engaging with the government on human rights issues. In 2013 the Group met three times and coordinated joint approaches, under OSCE

leadership. The case of the NGO Amparo was included in the report of the UN Secretary-general¹⁴, which linked the closure of the NGO to its active cooperation with the UN bodies dealing with torture.

The joint UNCT report on CEDAW, drafted by UN Women was discussed with the UNCT and presented by the HRA at the session of the CEDAW Committee in Geneva in October 2013, and is a good example of the fruitful work of the UN agencies on human rights. In addition, the MOCK session for Government Country Group on reporting to UN CEDAW Committee was conducted, together with a National round table for national NGOs in preparation of the CEDAW meeting, and discussion of the draft State Action Plan for 2014-2023 to prevent and response to domestic violence.

The 2011 RCAR Annex had previously indicated that funding was unavailable to increase the usage of the HRBA in UN plans and programmes. Nevertheless, UNDP, OHCHR, UNHCR, IOM, UNICEF, UNWomen, ILO, UNFPA and UNAIDS provided written submissions to the Universal Periodic Review (UPR) process. The joint UNCT's submission was presented at a Round table of the UN agencies, Government and civil society. The Child Labour Monitoring Sector was up-scaled for withdrawing and prevention of child labour in agriculture and street work, via different training campaigns. Finally, a National Working Group was established in 2011 to include aspects of adolescent health and human rights assessment in the Law on Reproductive Health.

Nevertheless, mainstreaming has not happened in a very strong way during UNDAF implementation. For example, there was no systematic effort to integrate HRBA in all Pillars, and the annual review process would have benefited from an analysis of such a mainstreaming.

In addition, there were no training organized on the five UNDAF programming principles for UN agencies, Government and partners, which would have been important both to increase the understanding of these principles in their relationship with the UNDAF process and implementation, and to project the image of One United Nations speaking on these principles.

3. Gender Equality

In line with national realities of gender inequalities, the UNDAF sought to mainstream gender equality in some facets of national development, and this was factored into all Pillars during the design. Many indicators in the UNDAF document are gender sensitive.

There was a Thematic Group on Gender, and it looks like it has been effective. The Group maintains a well-documented website¹⁵. Both the Theme Group on Gender and individual UN agencies have been raising public awareness on gender issues, gender-based violence, and they supported policy development during the UNDAF. Chaired by UN Women, the Theme Group has also been very active in promoting gender mainstreaming in UN policies and programmes, and regular exchange of information and expertise. The culture of collecting gender segregated data was introduced. Gender was a key component of the Education component of Pillar 4, and was a cross-cutting issue that was covered by most agencies in the working group. The Pillar emphasized the importance of access to quality

¹⁴ Cooperation with the United Nations, its representatives and mechanisms in the field of human rights, Report of the UN Secretary-general, GA/HRC/24/29.

¹⁵ http://www.untj.net/index.php?option=com_phocadownload&view=category&id=96:gender-theme-group&Itemid=746

education for girls in Tajikistan, given that enrolment, attendance, and completion of girls is lower than that of boys.

Some agencies noted that not enough significant changes happened for identifying clear results in the gender component in their Country Programmes, but also in all their other programmes in collaboration with the Government. Some interviewees noted the lack of coordination in the education of girls, an insufficient use of local capacity in the implementation of gender related programmes or research. There was also insufficient coordination between UN agencies on gender. In particular, during the global crisis, OBSE was not able to finance crisis centers of violence against women in the areas. The Gender Group considered the possibility of a temporary funding from the Soros Foundation (NGO).

The 2013 RCAR Annex indicated that, with respect to UN's support for the incorporation of gender equality in national planning processes (such as National Development Strategies, PRSPs, SWAPs, Joint Assistance Strategies, etc.), two key results were obtained. First, gender-sensitive wide-ranging recommendations were developed jointly by the Coalition of NGOs "From the Equality de-Jure- to the equality de-Facto" and UN Women, and shared with the State Advisor to the President on Legal Policy, the Ministry of Agriculture, the Ministry of Justice, and Governmental Working Group, tasked to work on the amendments to the Law. UN Women also proposed to the Government to conduct mandatory gender analysis of the key adopted legislation, state, policies, programmes, decisions, etc., to hold mandatory national and regional public hearings to discuss draft law and other related policies, and to establish regular public monitoring and evaluation of agrarian legislation implementation in the area of women and men rights and interests. Second, the Intersectoral working group revised the Law on reproductive health and reproductive rights according to international standards, which was introduced to Parliament. The capacities of eight health facilities (victim rooms) were strengthened in order to address VAW through provision of training on prevention and response to VAW. The regulation document and record card were developed and introduced to the MoH for review and adoption.

The report also explained that in 2013 an analysis of the legal frameworks and the actual situation of domestic workers and home-based workers was completed. The analysis showed that in Tajikistan the legal frameworks that are supposed to regulate these issues are outdated and ineffective. There is no reliable data on the number of domestic and home-based workers, as majority of people do not sign contracts and thus do not pay taxes, and are not covered by the social protections schemes. The situation of women-domestic workers is even worse as they are not paid maternity leaves or get childcare benefits. Key legal documents like Labour Code, Taxation Code, Civil Code and Law on the protection of labour, the Law on the Social Protection of People with disabilities do not provide sufficient basis in the regulation of domestic and home-based workers. The findings of the analysis, including a detailed Guide, developed by UN Women following the analysis, were shared with the Parliamentary Working Group who is tasked to develop the new Labour Code by mid-2014.

A joint monitoring with CWFA of the State Programme on Women's Employment in Sughd region was conducted in 2013, which revealed that 52,000 Tajik somoni (\$11,000) were allocated from the provincial budget for the implementation of this programme for 3 years (2012-2015). In addition about 200,000 Tajik somoni (\$42,000) were allocated as grants by the Head of province from the local budget to support women entrepreneurs, as well as to the vulnerable groups of population (women entrepreneurs, women with disabilities, single mothers, labour migrants' families). The monitoring also provided a set of concrete recommendations to the CWFA at the local level to improve implementation of the programme.

The 2011 RCAR Annex indicated that, in terms of contributions to the efforts to align UN programme cycle with the national development cycle, UN Women contributed to policy dialogue with the central government on ways to improve social security service delivery and effective targeted assistance for most vulnerable population, with a specific focus on women (women with disabilities, multi-children families, women-headed households, etc.) More specifically advocacy was undertaken on improving national policy and legislation of rights of disabled and other vulnerable groups, and on steps towards ratification of the UN Convention on people with disabilities (e.g., monitoring report by BHR).

UN Women invited (jointly with SDC) the Ombudsperson from Sverdlovsk oblast to the launch of the World's Women Global Report. As an outcome of the visit, the MoU was signed between Tajik Ombudsman and his Russian colleague. In addition, the UN Women Draft Domestic Violence Law was discussed at Public Hearings. UN Women and OHCHR invited a CEDAW Committee member to advocate for the CEDAW at high Government level, and give a briefing on the Council of Europe Convention on domestic violence and violence against women. A total of 220 Households, mainly female-headed and unemployed youth established home-based nurseries, acquired skills and knowledge in nursery development and marketing.

To increase girls' attendance in schools UNHCR through its institutional partners organized Cyrillic script courses, and with UN volunteers provided 254 needy refugee families with school uniforms and textbooks. The GE project was officially handed over to 7 districts education departments, and launched in 100 schools in 2011 (6,000 grades 7-9 girls), and UNICEF, with the UNV monitoring specialist trained 500 PTA members, who reached out 5,000 parents/community leaders. According to the RCAR, the majority of new UNDP projects applied gender mainstreaming. In 2011, UNDP started the implementation of a BCRP funded initiative on mainstreaming climate change and gender issues into disaster risk reduction. Through this initiative, UNDP supports the development of the concept (inter alia based on UNDP BCRP Eight Point Agenda) and a practical toolkit on mainstreaming gender sensitive approach to DRM programming and implementation was issued. UN Women along with UNDP, WFP, and UNICEF became a partner in the UN Human Security Trust Fund application. Finally, UN Women supported the SG's campaign by National Taekwondo Federation on UNiTE against VAW.

4. Environment sustainability and disaster reduction

The design of the UNDAF mainstreamed the promotion of environmental sustainability mainly in Pillar 3, and thus in its implementation, only outcomes from this cluster reflected the principle. Environment sustainability is well reflected in the mid-term Living Standards Improvement Strategy. Agriculture and Environment are increasingly seen as part of one direction. For instance, Poverty and Environment Initiative (Phase 1) of UNDP used the Rural Growth Programme as an entry points for better linking the agriculture with environment. In addition, for environmental sustainability, there has been some emphasis on WASH in the education sector.

5. Capacity development

WGs consider that capacity development is also well reflected in both targets and indicators in the UNDAF document. All agencies report a systematic approach to capacity development within the sectors they planned activities, for instance within the Education Pillar. To some extent, capacity development was the core strategy of UN agencies' interventions in the Health Pillar.

6. Regional cooperation

The promotion of regional cooperation was also a cross-cutting issue in the UNDAF. This was implemented with both the Central Asian region and Afghanistan. For instance, on the cross border cooperation, the project on 'Livelihoods Improvement for Tajik-Afghan cross border areas' focuses on the Tajik-Afghan border, and is implemented by UNDP Tajikistan (on the Tajik side) and UNDP Afghanistan (on the Afghan side). The border management in Central Asia programme of UNDP covered Tajikistan, Uzbekistan, Kyrgyzstan and Kazakhstan, and the Border Management in Northern Afghanistan Project is implemented by UNDP Tajikistan. The same applies to conflict prevention initiatives in the North of Tajikistan and South of Kyrgyzstan over land and water resources, which are implemented in close cooperation between UNDP Tajikistan and UNDP Kyrgyzstan Country Offices.

7. HIV/AIDS and migration/asylum

The mainstreaming of HIV/AIDS took place within the Health Pillar, with the UN Joint Advocacy Project on HIV AIDS (UNJAP) is a long term project implemented since 2003, with UNDP as a lead agency, and WHO, UNAIDS, UNICEF and UNFPA, and synergies with IOM and UNV.

As pointed out in the section dealing with the constraints in UNDAF implementation, and according to some agencies, an insufficient attention was given to labour migration, which is widely believed to be the key driver of poverty reduction. The issue of refugees has not been mainstreamed, along with the issue of statelessness, both of which were not given sufficient consideration.

G. Efficiency of the UNDAF

Data on expenditure was not readily made available to the evaluation team. Therefore an assessment of this aspect of efficiency was limited by the TORs for this evaluation to a mere appreciation of the distribution of roles and responsibilities among the different UNDAF partners and of the UNDAF contribution to a reduction of transaction costs for the government and for each of the UN agencies. In a context in which UNDAF expenditures were not precisely monitored, it seems that there was a limited need for a closer monitoring of expenditures, and it is unclear whether aggregate expenditure would be useful for the implementation of the UNDAF.

The quality of support to business operations is critical for the quality of programme delivery. The operations of the UN System showed the existence of some synergies with the UNDAF, and the combined action of the UN Agencies in the operations area, had some synergistic effect in making development assistance more efficient, probably with some multiplier effect on outcomes. For instance, the 2012 RCAR reported that the Operations Management Team (OMT) has conducted a preparatory work on the introduction of common procurement, and has subsequently developed a common procurement workplan in 2012 with subsequent implementation in 2013. The 2013 RCAR added that the OMT identified several areas where to gradually harmonize operations procedures. The report further noted that the development of the DaO Standard Operating Procedures at the Global level for adoption of Delivering as One modality is a good step for clarifying certain ambiguities on the process of moving towards harmonization of UN programs and operations.

Generally speaking, the implementation of the UNDAF probably did not translate in significantly high efficiency gains, since coordination always implies some transaction costs. That said the implementation

of the UNDAF was facilitated by the fact that several agencies occupy a common premise, at a reasonable distance from UNDP. This had implication on the efforts to lower some transactions costs.

Staffing seems to be adequate in both the UN Agencies and government institutions, and the skill mix seems right, but high turnover of staff is a common occurrence in both the UN and government institutions, leading to a loss of institutional memory, and need for repeated trainings of personnel.

The evaluation team considers that it is difficult to get a clear picture of the efficiency gains with the UNDAF in general, given the lack of data. There are certainly, however, efforts that have been made, and others that could be made in the future to enhance the efficiency of the UN system through the UNDAF, both at the level of agencies and government partners. The recent tools developed by the UNDG could be useful in this context. The SOPs can provide the UNCT, Governments and partners guidance on business operations. This includes a Guidance note on developing the UN Business Operations Strategy (BOS)¹⁶, a PowerPoint¹⁷, and two country examples of completed BOS.¹⁸ Other guidance on Operating as One may become available soon.¹⁹

H. Sustainability

The UNDAF contributed to sustainability in three major ways. First, the UNDAF contributed to enhance national capacities in government, civil society and NGOs. The UNDAF and Country Programmes built capacities of national partners through their close involvement both at the UNDAF planning and implementation stages. National capacities in government and civil society have been enhanced within the programmes of different Agencies through training sessions, seminars and discussions. The UNDAF has chosen task-oriented strategies to capacitate, step-by step, the governmental partners in planning, managing human resources and projects, mobilizing financial resources, implementing, and monitoring activities.

For instance, under the UNDAF pillars on Poverty Reduction and Governance, and Clean Water, Sustainable Environment and Energy, the formulation of participatory Development Programmes in 30 districts was envisaged. As of June 2014, the number of District Development Programmes (DDPs) has reached 36 completed, plus 8 districts where DDPs are in the process of formulation/adoption. By the end of 2015, the Government aims to ensure full coverage of all 67 rural districts of the country. UNDP has provided technical support to the Ministry of Economic Development and Trade (MEDT) in formulation of the participatory planning methodology. Using the methodology, to date 3 districts have formulated DDPs in consultation with MEDT, but without technical support of UNDP. The evidence suggests that districts authorities use DDPs to attract state and non-state funding to implement DDPs goals and objectives. The review of the districts carried out by MEDT in 2012 also shows that the districts with DDPs are more likely to attract more state and non-state resources than those without DDPs. The review also suggests that every 1\$ spent on formulation of DDPs returns.

¹⁶ Guidance note on developing the UN Business Operations Strategy (BOS), Final Draft, August 2012.

¹⁷ UNDG Business Operations approaches, an overview, Results Based Management Training of Trainers, Turin, 9 July 2012.

¹⁸ Business Operations Strategy, United Nations Tanzania; and Towards Unity in Action, United Nations – Republic of Moldova Partnership Framework 2013-2017, Business Operations Strategy.

¹⁹ Future guidance on Operating as One will be available at this web page:

http://www.undg.org/content/un_reform_and_coherence/delivering_as_one/standard_operating_procedures/operating_as_one

In the Clean Water, Sustainable Environment and Energy Pillar, participatory development management resulted in the sense of ownership over the achieved results. Comprehensive capacity building packages offered to the beneficiary institutions – the essential part of all development projects – resulted in sustainability of generated results.

To achieve many of the outputs, the UN agencies partnered with both international and national NGOs, which worked towards increasing capacity in the area of education. All members of the Education Working Group reported that their work was done in complete cooperation with the government to ensure sustainability, to build government capacity, and to enhance results. National capacities in government and civil society have been enhanced in the area of food security and nutrition within the programmes of different Agencies through training sessions, seminars and discussions. The Health Working Group also significantly contributed to national capacity building with bigger contributions from Country Programmes. The Group also points out that in February 2013 the national capacity development and transition plan was signed to take on the leadership and management of GF programmes. Based on this plan, UNDP is carrying out capacity development of local counterparts and government personnel; and the expansion of partnership with domestic and international stakeholders and technical agencies. Since 2013, the capacity of CSOs has been strengthened in terms of management and coordination of sub-projects at regional level. The coalitions of regional NGOs have been set up with its regulations and coordination mechanisms to reach key populations.

Second, the Country Programmes and projects of individual agencies were integrated with national processes, systems and programmes. The country programmes are well aligned with the national long-term and mid-term strategic frameworks and support implementation of these documents/frameworks. Even the outcomes of the separate project such as DDPs described above are aligned with the National Development Strategy and the Living Standards Improvement Strategy.

In this respect, the UNDAF contributed to the sustainability of results of Country Programmes and projects of individual UN agencies. The risks and opportunities of sustainability of the Country Programmes are the following.

The risks related to sustainability include the contradictive initiatives of certain ministries that diminish the importance of programme implementation and achievements. Country programmes of individual agencies run the risks of a lack of donors' interest for various reasons. Other risks include the low motivation and high turnover rate of qualified specialists within the government structure. The Youth Committee pointed out that the OMOT Secretariat would benefit from more stability with a permanent deployment. The OMOT Secretariat currently passes from one to another youth organization each year, but not all youth organizations have enough capacities to provide the Secretariat with good working conditions.

In terms of opportunities, the under the UNDAF pillars on Poverty Reduction and Governance, and Clean Water, Sustainable Environment and Energy suggest that all Country Programmes should consider gradual transition/hand over to the Government. In the case of UNDP, this is a transition from Direct Implementation (DIM) to National Implementation (NIM) modality – the question against which each programme and project is assessed. Currently, UNDP Tajikistan runs 44 projects including 8 implemented through NIM modality.

The Country Priority Framework, which was developed by FAO, involved several ministries and agencies. This document has been developed in line with national strategic development priorities. Individual agencies have opportunities for attracting donors to specific development needs.

The WFP outputs outlined in Pillar 2 reflected in Food Security Law, National development Strategy and activities implemented in Pillar 4b are reflected in the National Strategy for Education Development 2020, and in the Education Action Plan 2012-2014. These pillars intend to ensure continued sustainability on both food and nutrition security, and on education, towards in the integration of outputs and objectives in the National Development Strategy 2016-2020. Continued sustainability will be also worked towards in the integration of outputs and objectives in the Education Action Plan 2015-2017. Moreover, the agencies have a cooperation agreement with the government to ensure joint cooperation and sustainability.

In the health area, working at policy and upstream levels, and not only at service delivery level enhances the sustainability of UN agencies' country programme outcomes. The programme indicators are aligned with the national development strategies and harmonized with the MDGs, which promotes the sustainability of country programmes. Other opportunities of sustainability include the expansion of cooperation with regional and international organizations in the prevention of HIV, TB and Malaria.

There is also an enhanced sense of ownership of the Government to secure financial resources. In general, however, the projects have achieved mostly social and institutional sustainability, and to some extent financial sustainability. This financial sustainability especially applies to sectors which are heavily dependent on state funding (health, education, etc.).

The sustainability achieved in the Food and Nutrition Security Pillar is largely attributed to the strong partnership with the government agencies, including CoES, Ministry of Agriculture, Ministry of Health and Social Protection and Ministry of Education. In the Health pillar, the policy level support and full alignment with national priorities enhance sustainability. The sustainability achieved in pillar 4b on education is largely attributed to the strong partnership with the government agencies (Ministry of Education and Science; Academy of Education, for example). Sustainability is likely greatest for development-focused agencies. For other agencies, including those who focus on human rights-related issues, (e.g., UNHCR), the nexus may not be as clear.

In Kulob, interviewees confirmed that the UNDAF contributed to sustainability through favorable conditions for business development, which were established and organized by the Committee of city development of the private sector, state and IOs. Furthermore, the Council for Enterprise Development was created, which contributed to the increased number of industrial enterprises by two times in the last two years. The Kulob City Development Plan was also developed for 2010-2012. A new development project for 2014-2018 Kulob region was developed through UNICEF's support, with governmental organizations, ministries and NGOs. In Kulob, it is expected that the branch of the modular training Center may be provided with funding from the Ministry of Labour, Migration and Protection of Population.

Overall, the evaluation team notes the efforts made and multi-pronged strategies chosen in the UNDAF design and implementation. While the UNDAF incorporated adequate capacity development measures to ensure sustainability of the results over time, what may have been missing is a collective analysis and reflection with all the Working Groups on how to strengthen sustainability of the different agencies' programmes. The evaluation team also notes that judging the sustainability of the UNDAF is not easy, given the lack of evidence. There are, however, some risks and opportunities for the sustainability of the

Country Programmes. To some extent, as pointed out by the Working Groups, some conditions and mechanisms are in place at this stage of the UNDAF, so that the benefits of UN interventions could be sustained by institutions and stakeholders at the national and sub-national levels after the interventions were completed. A lot of capacity building and coaching took place. The UNDAF has led to putting in place systems, and to an increased level of involvement amongst government officials and other implementing partners in development programming.

III. Conclusion – Added value of the UNDAF and strategic positioning

1. Added value of the UNDAF and UN's comparative advantage

According to the UNDAF document, the outcomes of the UNDAF were selected only if they would result in a significant contribution to pressing national priorities, and drew on the following comparative advantages of the UN in Tajikistan:

- A long-term track record in the country, as well as relationships at national and local levels;
- Neutrality and reputation as an honest broker among different stakeholders;
- Technical expertise in many areas, including an ability to draw on technical networks world-wide;
- Ability to contribute to solutions requiring a regional or international dimension; and
- Capacity to mobilise physical inputs that enable service delivery and alleviate suffering.

The evaluation confirms these comparative advantages and also tried to determine the extent to which the UNDAF added value in the development landscape, with respect to a situation where there would be no UNDAF but only agency programmes or projects. The question posed to Working Group was theoretical since the UNDAF is compulsory, however, it was formulated in such a precise way to try to get insights on what the framework brought in the development area in Tajikistan.

According to the Poverty Reduction and Governance, and the Clean Water, Sustainable Environment and Energy Pillars, the UNDAF is a management and coordination document that provides first-hand information and evidence on the past lessons learned and major achievements, as well as on potential entry points for Delivering as One UN. Given that (a) the document is based on extensive consultations with the wide range of stakeholders, (b) it is well aligned with national priorities and relevant to stakeholder, and (c) it serves as a bridge between national and international strategic frameworks, it therefore helps to reduce transaction costs for smaller development programmes and projects.

For the Food and Nutrition Security Pillar, the UNDAF adds value to the development landscape because it is a strategic document which consolidates and synergizes mandates of individual agencies and their agendas within their country programmes. The UNDAF also strengthens cooperation between UN agencies, leveraging the comparative advantage of each, and working towards larger goals than what could be realized by one individual agency within its country programmes and projects. This is the case in Education too.

The Health Working Group, however, considered that the potential value added of the UNDAF was not fully realized. Moreover, an agency pointed out that in addition to considering the UNDAF versus individual agency question, the comparative advantage and value-added of the UNDAF process should also be assessed against the DCC --- a robust and well-functioning group. The evaluation team considers the point valid, and this is precisely why the issue of the involvement of the WGs in the DCC was explored with attention in this evaluation.

The evaluation team concludes that the UNDAF added value to national efforts in the priority areas of UN work in the country in a number of areas, however, its potential could have been enhanced to add more value to the development landscape.

2. Strategic positioning

The UN agencies and Government believe that the UNDAF was strategically positioned with respect to the country's development vision, and WGs pointed out that the support was directed towards the realization of the objectives of the National Development Plan. The UNDAF was also well positioned with respect to UN Agencies' comparative advantage.

The strategic positioning of the UNDAF with respect to national and state development plans is recognized, and said to result from the close collaboration of the UN with the relevant institutions, the building of capacities of government personnel on international best practices and principles, the alignment of national development goals to global priorities, and the use of consultative processes in the development of the plans, which ensures the interests of all stakeholders are incorporated in national development. Since the UNDAF document was derived from national priorities, prepared in consultation with Government and CSOs partners, and incorporated global development priorities, it reflected the development focus and strategies of the country on the long term, and was therefore well positioned.

The UNDAF implementation anticipated some changes in national development, and dealt with the conflict and insecurity, especially in the Rasht valley and in Khorog, by raising awareness on the situation and mobilizing funds from the UN TFHS programme.

The UN System's assistance helped the country to develop its policy instruments, strengthen government institutions and build mechanisms for sustainable development, using international best practices. For instance, the UNDAF was strategically positioned to support the new National Health Sector Strategy (NHSS). There are also policies and strategic plans in various areas of social service delivery that the UNDAF strategically supported.

In terms of lessons learned from the strategic positioning, some WGs indicated that it is important (i) that training on what is UNDAF development be organized both for the agencies and for the national counterparts, including government and civil society, (ii) that the logframe matrix be better developed in terms of proper identification of outcomes and outputs, and indicators, (iii) that regular monitoring of the logframe matrix be carried out with mandatory involvement of all agencies, as well as counterparts, and (iv) that providing workshops be organized on monitoring of the outputs to raise awareness on managing for development results and mutual accountability. WGs also pointed out that it is important to avoid having too many indicators, which makes it difficult to monitor the outputs and outcomes. Individual agencies should have a focal point to revise, update and report on monitoring and

implementation of activities planned under the UNDAF. Finally, it is crucial that Government be more involved in realization and reporting of joint activities, particularly with regards to the MDGs.

The evaluation team confirms the fact that the UNDAF was positioned in a strategic way with respect to national priorities. The design of the UNDAF was done having in mind the UN comparative advantage. The team also believes, however, that the above areas pointed out by the WGs were indeed missed opportunities in the implementation of the UNDAF, which if seized, could have led to a more successful implementation of the UNDAF.

3. Leveraging the role of the UN

The next UNDAF should leverage the role of the UN and make it more relevant and effective, thanks to a realistic plan, a better logframe matrix, a close involvement and participation of all agencies and national counterparts, a regular monitoring, and the flexibility to accommodate possible emerging issues.

In the health area, among others, the role of the UN would also be maximized by: Communicating as One, prioritizing a common policy agenda and embarking on joint advocacy; joint resource mobilization; doing less but more comprehensively, and delineating the outputs among the UN agencies; identifying areas of common interest and common issues; and working towards realizing higher level objectives, while supporting the Government in realizing these strategic objectives.

It also seems important for several WGs and agencies to clearly identify the comparative advantages of the UNDAF process when contrasted with the DCC and bilateral donors. This calls for a more coordinated and strategic engagement of UN agencies (as ONE UN) in the DCC.

4. Improving the achievement of results

The evaluation also attempted to identify what could be done to improve the achievement of results. The UNDAF should be regarded as a live document which may be subject to change in view of fast development processes requiring constant adjustments. As mentioned previously, introducing web based/electronic M&E system could ensure a more accurate update on the progress made against each UNDAF outcome and output. The existing management/coordination meetings should be used more substantively. It is also important to have realistic outcomes, outputs and indicators developed in line with national priorities. It is highly preferable for the next UNDAF to have fewer indicators, particularly those difficult to measure. More monitoring should be done, and cooperation between Agencies and Government partners should be strengthened. Realistically formulated results, proper planning, communication, improved coordination and cooperation, and constant monitoring could all contribute in keeping the UNDAF alive throughout its cycle and improve its results.

5. Enhancing joint programming and/or joint programmes

The current and next UNDAFs could enhance joint programming and/or joint programmes in several areas, including on food security and nutrition, education, monitoring and evaluation. Developing key principles for delivering as One UN could contribute to avoid redundancy (in costs, staffing, etc.) which is mostly of operational nature. Programmatic redundancy has not been observed since Joint Programmes are designed based on the direct involvement and consultations with the concerned UN Agencies.

Therefore, within the UNDAF priorities, the UN agencies could jointly apply to funding opportunities and submit joint proposals.

In the health area, setting good outcome and output indicators, developing fund raising strategies, having a good analytical framework, a proper planning, and having better and stronger coordination. Criteria to consider for enhancing joint programming are common strategies, joint areas of implementation (including geographic, demographic, etc...), and joint monitoring and evaluation.

6. UN Reform and Delivering as One

Joint programming and Joint Programmes under the Delivering as One concept are the focus of the UN reform. The country did not become formally a “DaO self-starter”, and did not make a formal request to the UN to start implementing the approach. The focus of Delivering as One extends not only to the One Programme pillar, but also to other pillars (one budgetary framework and one fund, one leader, one office and one voice). More thinking is needed in this area to define and explain the rationale of adopting the approach, and the modalities that might be envisioned to strengthen the implementation of UN reform in Tajikistan in the context of the newly issued DaO Standard Operating Procedures (SOPs).

The 2013 RCAR pointed out that the development of SOPs at the Global level for adoption of Delivering as One modality is a good step for clarifying certain ambiguities on the process of moving towards harmonization of UN programmes and operations. The report also indicated that it could also be practical to have a one-shop repository of all relevant guidelines, FAQ and lessons learned on each aspect of DaO separately, and on all elements of One UN, including programme, operations and communications aspects.

The examples of joint programmes mentioned above in this report show that in Tajikistan UN Agencies implemented some elements of Delivering as One UN, both thematically (UN JAP, UN PRPD) and geographically (UNTFHS). The lesson is that the driving factors of Delivering as One are first the political space needed, and second the resources available. DaO does not work without the commitment of the Heads of UN Agencies, without partners chosen based on the value they bring in resolving the outstanding issues, and without their comparative advantages.

The UN reform agenda aims at streamlining and improving the effectiveness and efficiency of the UN system. It could be better reflected in the UNDAF through joint programming of different agencies in addressing the UNDAF priorities. Such an approach would increase accountability and has the potential to make the UN more effective and efficient in delivering its many mandates.

Enhancing the operational pillar of Delivering as One could also support the achievement of set UNDAF outcomes and outputs. See the section below on efficiency which provides more information.

The incorporation of the reform agenda in the new UNDAF architecture would enhance synergies. WGs noted however that the implementation of the UNDAF should ensure that the internal organizational reforms do not affect the achievement of the expected development results. A step by step implementation could ensure a smooth transition and minimal impact on development results.

Finally, the evaluation pointed out during its debriefing at the end of the international consultant’s mission that the SOPs recognize DaO as an optimal model for the functioning of the UN at the country level, and encourage the urgent implementation of the SOPs in all programme countries. The SOPs also

recognize the bottlenecks that hinder working more closely together at the country level. This is an evolution due in part to the findings of, and lessons from the Independent Evaluation of Delivering as One.²⁰ There are also now several documents and tools which are available to UNCTs. These include:

- Key Messages on DaO (March 2014)
- Standard Operating Procedures - integrated package of support (August 2013)
- undg Plan of Action for headquarters (February 2014)
- 55 actions for timely headquarters' action.²¹

7. Strategic interventions for the next UNDAF cycle

Working Groups also provided interesting insights on the strategic interventions for the next UNDAF cycle (2015-2020), taking into account the UN's comparative advantage, national priorities and emerging issues. The Post 2015 expected results could be a very valuable source to assist in finding priorities for the next UNDAF in addition to the Government strategic papers. Overall, it would be strategic for UN agencies to involve the Government more into the process of UNDAF implementation.

Recent emerging issues, which have not been covered by national strategic documents should be taken into account and addressed in the UNDAF. Particular attention should be given to priorities set by the Government, especially those addressing the poverty reduction, improving food security and nutrition, energy, human rights, while continuing to work towards reaching the most vulnerable groups of population. It is important that the future UNDAF process contemplates human rights issues, including refugee protection, gender, and issues related to statelessness.

In the area of Poverty and Governance the WG considers that the key new directions and strategic interventions within the ongoing UNDAF cycle include the rule of law and access to justice, promoting the rights of persons with disabilities, and tackling issues of violence in the family. The UNDAF monitoring matrix covers these areas, however insufficiently. These issues are reflected based on the ongoing programmes/projects of the UN Agencies (for instance the juvenile justice programme or the work with children with disabilities). In reality, justice issues in the country go beyond the juvenile justice (for instance in average 2/3 of those applying to legal aid are women) and the disabilities issues are not limited to children with disabilities (adoption of the Convention on the Rights of Persons with Disabilities may benefit all persons with disabilities) – hence in the future, such issues should be viewed broader and, to the extent possible, beyond the programmes/projects of the concerned UN Agencies.

The WG also recommended strengthening the work in the following directions. On one hand: the rule of law and access to justice; promoting the rights of persons with disabilities; violence in the family; anti-corruption (as a cross cutting measure); border management (in view of withdrawal of ISAF); moving from planning (District Development Plans) to more substantive monitoring and evaluation, plus better linkages between the planning and aid coordination/management. On the other hand, it is recommended to emphasize more on innovation, allowing sufficient room for piloting innovative ideas. Innovative areas include, but are not limited to: e-governance, encouraging more extensive use of

²⁰ Independent evaluation of lessons learned from “Delivering as One”, Main Report, United Nations, 2012, pages 42-43.

²¹ UNDAF Evaluation Highlights and Preliminary Findings, PowerPoint presentation, Christian Privat, International Consultant, Rakhmon Shukurov, National Consultant, 11 July 2014, Dushanbe, Tajikistan.

Information Communication Technology for development, etc. Finally, addressing the National Strategy for the School Feeding is another important priority which WFP and other agencies worked towards addressing.

The UNDAF Pillar 4 (Quality Basic Services: health, education and social protection) focused on the healths sector to support the health system to increase the effective coverage of basic health services for the most vulnerable in selected districts. In maternal and child health and nutrition, the focus will be to manage reproductive health services, including the following: reproductive health information, counselling and contraception; the management of normal and complicated pregnancies, deliveries and post-partum periods; neonatal and early childhood care; and common childhood diseases; communicable diseases, with a special emphasis on combating HIV/AIDS and tuberculosis, and eliminating malaria (particularly among returning migrants).

In the health area, for the development of the new UNDAF, some improvement is also still needed to respond and reflect of findings, or to measure numerically (in %) the progress in achievements, which would show the challenges in case some targets are not achieved. The WG recommends moving toward the unfinished MDG agenda, the Sustainable Development Goals (post MDGs) using the Health 2020 policy framework. In this context, emphasis may be given to strengthening overall Governance mechanisms for health: Universal health coverage with attention to equity, inter/multi-sectorial approach to health, and addressing social determinants of health (education, employment, social protection, etc.) in the context of a growing burden of non-communicable diseases. The UN may advocate more vocally for a human rights-based approach to safeguard the rights of the marginalized – such as those infected or affected by HIV, sexual minorities, and young people, etc.

In addition, attention should be given to: partial partnership to national counterparts; further strengthening capacity of MoH in supply chain management to procure medical supplies internationally; further enhancing OST programme in the country including in closed settings; mainstreaming the ART programme countrywide, including in remote areas; a stronger advocacy on stigma and discrimination towards PLHIV and key populations; and further strengthening of the role of NCC in terms of decision-taking, and lobbying the friendly environment for HIV, TB areas at country level.

In the education sector the UNCT worked to implement the following by 2015: scalable schemes that have (i) successfully addressed household-based constraints on participation and (ii) significantly raised enrolment and attendance rates at the higher grades of basic education; legislation, policies, budgets, social protection programmes, and curricula that have been reformed to better promote the completion of education, especially by girls; alliances that support the common objective of education completion; the provision of food to students in food-insecure areas and increase access to pre-school education and promote early childhood stimulation. Particular attention should also be given to both disability and gender in the next UNDAF, while continuing to work towards reaching the most marginalized of the population, including access to education for children with disabilities; and out-of-school children, which the agencies have worked towards addressing.

In the social protection direction, the UNCT structure worked out to solve the following problems: many vulnerable persons are particularly at risk of unemployment as a result of their limited marketable skills; the social security system is biased against women; does not exist for refugees and migrants; is not fully rights-or needs-based; and is under-funded and expensive to administer; residential care institutions are over-used as a protection response for vulnerable children; the social work profession is

underdeveloped; there is a lack of adequate/coordinated social security provision for assisting the returnee migrants in the country and no state programmes to assist this group.

8. Designing the next UNDAF as a results-oriented, coherent and focused framework

This section tries to provide some elements to design the next UNDAF as a results-oriented, coherent and focused framework. Given the number of UNDAF Outcomes (6), Agency Outcomes (23), Outputs (98), and indicators (253), the evaluation team asked the WGs and interviewees if it has been possible to manage the UNDAF in a satisfactory manner, if it would have been useful to manage it better, and the lessons learned.

The UNDAF Working Groups highlighted the importance of improving the next UNDAF design by making the UNDAF more strategic. A results-oriented, coherent and focused framework should be developed in a simpler and user-friendly manner, which would allow to easily monitoring the progress of UNDAF implementation. It is recommended that the next UNDAF reduce the number of outputs and indicators in order to ensure timely and accurate monitoring and full realization of the objectives. So many outcomes, and outputs, and hundreds of indicators make the UNDAF very cumbersome and heavy to manage and monitor, given the limited M&E capacities. Outcome indicators could be merged as well with less outputs and SMART indicators.

One of the suggestions is also to clearly delineate the agency outcomes and outputs as per funding source, instead of having UNDAF outputs implemented by 2 or 3 UN agencies. The evaluators consider that this should be looked into, as it would clarify the accountability and reporting, however, this is quite frequent for UNDAFs to have outputs covering several agencies. This allows having fewer outputs, which is clearly recommended by WGs. However, the UNCT in Mauritania presented its experience at a recent Webminar, which illustrated this approach of one output per agency.²²

As was the case during the last UNDAF formulation cycle, the consultations and the participation of end-users (persons with disabilities, etc.) should be as extensive as possible. The engagement of NGOs and CSOs such as the Coalition of Disabled Persons Organizations, the Coalition against torture, etc. should also be maximal.

A key lesson from the current UNDAF is that without a strong coordination and monitoring mechanism (e.g., end-year review, annual strategic planning at UNCT level, and with the Government, etc.) defined in the UNDAF architecture, it is difficult to keep UNDAF document alive and to exploit its potential for convergence, joint advocacy / implementation / resource mobilization to achieve better results than those of individual agencies. Good and in-depth analytical framework, proper planning, better and stronger coordination, and a stronger cooperation amongst UN agencies would all be useful.

There is a need to find ways to better use the results of M&E during UNDAF implementation. Similarly, there is a need to better reflect emerging changes to expected outputs, especially those resulting from mid-term reviews, within the UNDAF. UNDP, WHO and UNICEF conducted MTRs, and UNFPA is conducting its MTR at the same time as this evaluation.

²² DOCO Webinar on the UNDAF/ One Programme - 29 May 2014 (about the design of the UNDAF country level programming process and further key features of the One Programme).

The UNDAF management process would benefit from introducing/using the existing mechanisms and platforms for providing feedback to form basis for planning and decision making. It has been suggested to introduce web-based/electronic M&E system to allow a more accurate data collection and maintenance (as is the case for the Aid Information and Management System introduced by UNDP and managed by the State Committee on Investments and State Property Management.²³ The evaluation team considers that this are valid points, however it cautions the use of electronic platforms, which can be very complex and provide tables that are difficult to exploit for other purposes than mere reporting, as it is the case of the RCARs annexes.

9. The UNDAF options available

There are several “UNDAF options” available in the 2010 UNDAF Guidelines, which will now be used for the next UNDAF in Tajikistan. The debriefing presentation at the end of the international consultant’s mission²⁴ explained that the next steps in the UNDAF preparation are the following:

1. Conduct a Strategic Prioritization Exercise
2. Select priorities and outcomes (use as a guide 5 programming principles, MfDR principles & UN comparative advantages)
3. Develop an UNDAF Results Matrix
4. Obtain feedback on Results Matrix (UNCT self-assessment, Gov feedback, PSG review)
5. Signing of the UNDAF w/ Government.

The presentation also referred to what is new in Strategic Planning in the 2010 UNDAF Guidelines:

- One Outcome level only
- Simplified Results Matrix that integrates the M&E Framework
- Option to keep the UNDAF at outcome level (there are two options for developing your Results Matrix).

The current guidance on strategic planning stipulates that:

- The former results matrix was found too detailed and rigid, going into many pages
- It became more of an operational tool rather than providing a strategic vision of the UNCT
- The 2010 simplified guidelines leave the choice to UNCTs depending on the country context
- Specific guidance is provided to help UNCTs in determining their choice.

For a description of the UNDAF options in a graphic form and in more details, see the Annex 7: *UNDAF Options*.

10. Coordination mechanisms

The evaluation analysed how in the specific context of Tajikistan where the Development Coordination Council (DCC) is very active with functioning working groups and mechanisms, could the UNDAF

²³ See: www.amku.gki.tj

²⁴ UNDAF Evaluation Highlights and Preliminary Findings, PowerPoint presentation, Christian Privat, International Consultant, Rakhmon Shukurov, National Consultant, 11 July 2014, Dushanbe, Tajikistan.

contribute more meaningfully. Clusters functioning under the DCC have the potential to foster cooperation with all the relevant stakeholders in food security, education and social protection, etc.

In the area of education for instance, the UNDAF contributes to the other education working groups (including the DCC Local Education Group, and the Education Cluster). It is important to continue to ensure that the UNDAF is aligned with national strategies, that it works closely with other partners, and that it maintains strong outputs, all of which will ensure a close cooperation with all the relevant stakeholders in education.

In general, it seems important to clearly identify the comparative advantages of the UNDAF, and ensure that there is no duplication of efforts. The results frameworks (the so called “One Pagers”) and the annual reports of each DCC Cluster/Working Group should be better linked to the UNDAF framework. In this context, UN agencies should ensure a better documentation and communication of achieved development results as well as lessons learned. The UNDAF may better contribute to the development landscape, as it presents the unique and specialized development mandates and strengths of UN agencies based on their comparative advantages, while the DCC and such donor coordination mechanism may sometimes (not necessarily only in the context of Tajikistan) pursue interests of specific donors. UN agencies participating in the DCC could therefore make sure that there is continued alignment of development cooperation to national strategies and better contribute in the DCC as the United Nations as a whole, and not only as individual agencies.

Finally, the evaluation looked into the coordination mechanisms that would be more appropriate for the next UNDAF (Results/Outcome Groups, Thematic Groups, etc.). The current UNDAF process and coordination process is quite heavy on meetings and thematic processes which, in some instances, do not have clearly defined objectives or outputs. On a related note, it is extremely challenging for smaller offices to participate in the number coordination meetings and mechanisms which currently exist. Finally, it must be noted that, in some instances, insufficient advance notice is provided to offices before their participation is requested in coordination meetings / mechanisms.

For these reasons and others, the WGs consider that wherever possible, the existing coordination mechanisms should be used (DCC, Governmental Working Groups, Councils, REACT, etc.) which could enable the direct linkage of the UN work feeding the Governmental development efforts.

Pillar groups based on outcomes could continue to be the best coordination mechanism, with the participation of cross-cutting groups (gender, human rights, etc.). Therefore, the Working Groups seem to prefer to continue coordinating around outcome groups, but realize that a few thematic groups could be useful to advance certain agendas.

Also, another observation was made that it may not be necessary to establish artificial, additional theme working groups, if there are several various thematic, core, pillar, outcomes groups, since otherwise, there is a risk that nobody in the end will be able to manage and coordinate them. There is a need, however, for a strong, regularly functioning coordination mechanism, with strong leadership and commitment. The overall structure of the next UNDAF (pillars, outcomes) should be agreed upon first, to then agree on the specifics of the coordination mechanism.

III. Recommendations

The evaluation team offers these recommendations, together with these suggested actions to implement them. It is aware, however, that the implementation of some of these recommendations may be on-going. In addition, it bears in mind that all the capacities (technical, human, financial) may not be in place to respond to all these recommendations.

These recommendations are also offered as a way to stimulate the thinking and concrete action around the UNDAF implementation. At the same time, the evaluation team is also cognizant with the limitations that the UNDAF has for the UN System worldwide. Similarly, while some of these recommendations are inspired by the UN Reform and DaO lessons, the evaluation team also recognizes the challenges in implementing the UNDAF to enhance the relevance, coherence and effectiveness of the United Nations' development assistance.

These recommendations complement the concluding observations that were made in the previous part of this report entitled: *Conclusion: Added value of the UNDAF and strategic positioning*.

Key Recommendations	Suggested actions
Recommendation 1: The UNCT and Government are called to improve the strategic positioning of the next UNDAF (strategic focus versus inclusiveness)	<ul style="list-style-type: none"> ✚ It is recommended that the UNDAF implementation emphasize a collective strategic vision of the UN's contribution to national priorities, and focuses the UNCT's limited resources on those issues where the UN can make the biggest difference, based on its comparative advantage and capacities. ✚ The UNDAF should reflect a clearer focus and strategic intent, and be realistic, with a limited number of expected results. Concentrating the M&E system on key strategic results will be key to show where the UN best contributes. Implementing the UNDAF with a clearer strategic intent will be a key challenge, but if successful, this would result in a clearer role for the UN, Government, and development partners, strengthening thus mutual accountability. ✚ A realistic vision of what the UNDAF is/is not doing, and what it can/cannot do is needed. The UNCT is called to set realistic expectations on what can be achieved, and to be inclusive, but focused. ✚ The UNCT must be very clear in efforts to prioritize. It is strongly recommended to resist the temptation and tendency to include everything in the UNDAF Results Matrix. ✚ The following criteria could be used for prioritization: <ul style="list-style-type: none"> ➤ Include only key outcomes above a certain dollar amount threshold ➤ Include those outcomes that would benefit from an inter-agency monitoring or would clearly show the UN System's contribution ➤ Ensure that the UN provides integrated policy solutions and responses needed to address multi-dimensional challenges ➤ Analyze selected problems and challenges to identify root causes (causal analysis and causal trees). ✚ It could be judicious to include an annex in the UNDAF document with initiatives outside the Results Matrix to describe agency-supported activities that respond to specific country demands but do not fit in the criteria above. The monitoring of

Key Recommendations	Suggested actions
	such results could be left to the individual agencies, within the framework of their reporting obligations.
Recommendation 2: The UNCT and Government could look into the possibility of developing an UNDAF Action Plan	<ul style="list-style-type: none"> ✚ An UNDAF Action Plan could also be developed, which would complement the UNDAF by setting out "how" the UN system agencies will work with national partners and each other to achieve the results identified in the UNDAF. ✚ The key features of the UNDAF Action Plan that the UNCT should keep in mind is that it: <ul style="list-style-type: none"> . Complements the UNDAF with a common operational plan . Specifies strategies used to deliver UNDAF results . Replaces Country Programme Action Plans, and . Is voluntary. ✚ Finally, there must be a logical relationship between the UNDAF, the UNDAF Action Plan and work plans (such as Agencies Working Plans) or project documents. These documents, collectively, should maintain the results chain and clarify how the UN is supporting the achievement of national development priorities.
Recommendation 3: The UNCT and Government should ensure the continued relevance of the UNDAF	<ul style="list-style-type: none"> ✚ A closer and more articulated relationship with national and institutional partners and CSOs would allow the UNDAF to remain relevant to national priorities during the entire cycle. ✚ The UNDAF should also establish clear linkages between national priorities and achievement of the MDGs in the post 2015 context. ✚ There should be a continued and clear logic model between the UNDAF and agency country programmes.
Recommendation 4: The Government should strengthen their ownership and coordination of the UNDAF, and the UNCT and Government should encourage the involvement of NGOs and CSOs at a more strategic level	<ul style="list-style-type: none"> ✚ Streamlining the UNDAF, making it less diffuse, more focused and more strategic would strengthen Government's ownership. ✚ UN agencies should open clearer lines of communication with the National Development Council to enhance relations, in particular with the Aid Coordination Unit. There is also need to ensure that there is a good coordination between all the other stakeholders involved in the UNDAF at national and regional level. ✚ The UNCT could review the experiences of the 'Delivering as One' pilot countries that have tried to enhance the role of the Government, and are reflected in the Independent Evaluation of DaO. . ✚ In order to strengthen "national" ownership of the UNDAF, it would be very important to involve NGOs and CSOs at a more strategic level in the UNDAF implementation.
Recommendation 5: The UNCT and Government should maintain a geographical targeting in the UNDAF implementation	<ul style="list-style-type: none"> ✚ It is advisable to maintain a geographical targeting in the UNDAF implementation, with a focus on the regions where agencies can show complementarities and synergies, and consolidate the lessons learned during the current UNDAF and joint programmes. ✚ The UN could thus better show the results of targeted interventions, by measuring progress. This would allow to subsequently replicating the good practices in other regions or providing models for the Tajikistan Government and regions.
Recommendation 6:	✚ The UNDAF should strengthen the capacities of relevant Government agencies to

Key Recommendations	Suggested actions
The UNCT and Government should enhance the effectiveness of the UNDAF	<p>enhance the effectiveness of the UNDAF.</p> <ul style="list-style-type: none"> ✚ In order to assess the effectiveness of the UNDAF over time, an UNDAF M&E group should be formed to coordinate and support the work of the Results/Outcome/Themes groups and carry-out M&E functions, with the support of the RCO. ✚ Outcome/Theme groups should focus their attention on joint efforts (i.e. key UNDAF outcomes), with the support of a strong M&E framework and an effective monitoring.
Recommendation 7: The UNCT is invited to strengthen joint programming and implement targeted joint programmes	<ul style="list-style-type: none"> ✚ The UNCT could move towards more joint programming with a focus on joint results, rather than the joint programme modality in which interventions are conceived and developed by UN agencies. This process can enable an increased focus on country priorities, and on the assessment of where UN support can best fit national needs. The starting point for joint programming is the identification of a set of priorities with or by the government, which determine a range of programmes designed to meet these priorities. This approach may still include a number of joint programmes, jointly planned and designed from the start. The 2013 SOPs provide important information on this approach, and the recently issued Guidance Note on One Programme provides further insights. ✚ The UNDAF should progressively be implemented with some joint programmes, carefully chosen, after a cost-benefit analysis. In line with its careful and pragmatic approach to Joint Programmes, the UNCT should pursue JPs that reflect complementarities and synergy among UN agencies to collectively work together on common national development priorities, and reduce duplicative activities between the UN and development partners. Before undertaking a JP, the UNCT should identify a clear rationale for joint action and a division of labour, clear benefits, as well as complementary expertise and comparative advantage among participating UN agencies. There should also be a high level of government ownership in these joint programmes. ✚ Agency Headquarters and UNDG are expected to continue efforts to reduce the heavy processes, and procedures among line agencies, as well as additional reporting requirements and rigid administrative procedures. Until the business processes, human resources systems, and internal IT platforms are harmonized across UN agencies at corporate level, the transaction costs of joint programming (i.e. one programme document) may be high to justify. Better results at this stage may be achieved through joint analysis and joint work planning and monitoring, without joint project documents, through a good division of labour. ✚ Based on the successful inter-agency project development process and the initial successes in the implementation of the Trust Fund for Human Security project, further outreach and promotion on the project's achievements and approach, as well as the added value of the human security concept are needed with national and regional government counterparts and other donors of a project which can become a best practice example of inter-agency programming. Lessons learned through this project, as well as the principles of the human security approach can be integrated into other joint projects funded by other donors, and into Tajikistan's upcoming UNDAF.

Key Recommendations	Suggested actions
Recommendation 8: The UNCT should strengthen the UN's strategic positioning in the Development Coordination Council and other coordination mechanisms	<ul style="list-style-type: none"> ✚ The UNCT should ensure that the UNDAF and its current Working and Theme Groups contribute more meaningfully and strategically in the Development Coordination Council (DCC), which is very active, with functioning working groups and mechanisms that have the potential to foster cooperation with all the relevant stakeholders in many areas, such as food security, health, education, social protection, etc. ✚ Other existing coordination mechanisms should also be used (Governmental Working Groups, Councils, REACT, etc.) which can facilitate a direct linkage of the UN's work feeding into the governmental development efforts. This would facilitate the participation of smaller UN agencies in coordination mechanisms which currently exist, by reducing the number of meetings. ✚ UN agencies participating in the DCC could also make sure that there is continued alignment of development cooperation to national strategies, and better contribute in the DCC as the United Nations as a whole, and not only as individual agencies. ✚ The results frameworks (the so called "One Pagers") and the annual reports of each DCC Cluster/Working Group should be better linked to or reflect the UNDAF framework. In this context, UN agencies should ensure a better documentation and communication of achieved development results as well as lessons learned.
Recommendation 9: UN agencies are called to increase their cooperation, and the UNCT and Government should put in place Results/Outcome Groups, and Thematic Groups, raise their profile, and use them to manage the UNDAF strategically	<ul style="list-style-type: none"> ✚ The cooperation and synergies between agencies involved in the implementation of activities needs to be strengthened to make partnerships and strategic alliances even more effective, thereby reaching higher level results. ✚ The 2010 UNDAF Guidelines recommend for future UNDAFs the use of "Outcome Groups" to manage and monitor the implementation of the UNDAF. In the implementation of Delivering as One, the 2013 SOPs now recommend "Results Groups" as coordination mechanisms. Notwithstanding the participation of the UN system in the DCC and other mechanisms, it is recommended that the UNCT continue to have the "UNDAF Working Groups", and call them "UNDAF Results Groups" for the next UNDAF. UNDAF outcomes should be operationalized and translated into concrete, measurable and time-bound outputs and annual/biennial action plans, through these Results Groups. Each Result Group should be chaired by a Head of Agency on behalf of the UN Country Team. The Results Groups should be organized to contribute to specific outcomes through coordinated and collaborative planning, implementation, monitoring and evaluation. They should meet regularly (every 2-3 months) to ensure a proper monitoring, and support the UNCT in strategically managing the UNDAF, and keep their functioning light. ✚ Each Results Group should create a joint work plan that is rolling in nature, and articulates short-term outputs (one to two years) that will contribute to the achievement of outcomes, performance benchmarks, division of labour, and budgetary requirements. All Results Groups should use the same Results-Based Management tools and standards, as agreed by the UNDG. ✚ To ensure maximum reduction of transaction costs for all involved partners, the Results Groups' joint work plans could become the only work planning instrument, replacing agency-specific plans, except where Governments require an agency and/or (line) ministry work plan, and/or the joint work plan cannot be signed by all agencies within an agreed period. Some specialized agencies may not be mandated by their

Key Recommendations	Suggested actions
	<p>governance structures to replace their country programmes and work plans in given sectors and thematic areas.</p> <p>✚ If the UNCT wishes to strengthen DaO, an annual UN Country Results Report encompassing programmatic, operations, communications and financial results, and based on outcome areas and Results Groups' outputs, could document the collective work of the UN development system in the country, and the contribution of the UN to the national development agenda. Normally, the annual UN Country Results Report should replace agencies', funds and programmes, individual reporting requirements. This report shall be inclusive of work performed by all funds, programmes and specialized agencies. However, it shall not preclude individual agency-specific reporting by specialized agencies, as required by their governance structures.</p>
Recommendation 10: The UNCT should ensure a better resource mobilization around the UNDAF strategic goals	<p>✚ The UNDAF should facilitate a better mobilization of resources, and a more predictable and un-earmarked funding.</p>
Recommendation 11: The UNCT and Government should strengthen their use of effective RBM and M&E systems to monitor and manage the UNDAF strategically	<p>✚ Results need to be attributable to the UN system, in order to ensure accountability and show results. The UNDAF should therefore include a robust set of results that are measurable, and for which agencies can be held accountable.</p> <p>✚ The UNCT may find it more useful to concentrate the UNDAF monitoring on a limited number of expected results and indicators that are considered a priority, and report on them annually through a rigorous exercise. If needed, the Results Matrix and M&E Framework should also be revised during UNDAF implementation, to ensure that expected results, indicators, baselines and targets, are in line with the SMART criteria.</p> <p>✚ There should also be a clear idea of how results will be monitored during implementation, and the tracking system that will be used for the UNDAF outputs and outcomes, in order to make the UNDAF a more evaluable framework. There should be reliable sources of information, and a common understanding on how data will be gathered. UN agencies and the UNCT should invest time and funds on developing baseline data and update them during the implementation of UNDAF. Baselines and targets are particularly important to help decision-makers manage the UNDAF strategically, knowing where they are, and what objectives they want to reach.</p> <p>✚ It will be critical to have a strong and active M&E Group and/or an UNDAF Core Group established to support and guide the UNDAF monitoring and implementation, and coordinate the Results /Outcome groups' work with support from the RCO.</p> <p>✚ M&E agency systems should be able to provide inputs to the UNDAF M&E system. This may imply the need to strengthen M&E capacities within the agencies, or alternatively to develop the culture of results of staff, so that monitoring and measuring achievements and progress would become an appreciated habit and valued exercise that can be undertaken without major difficulties.</p> <p>✚ In this regards, an UNDAF M&E Calendar (Integrated Research and M&E Plan) should be prepared and regularly updated, with annual reviews, progress report and evaluation planned for the UNDAF, as well as studies, assessments and evaluations planned by UN agencies individually.</p>

Key Recommendations	Suggested actions
	<ul style="list-style-type: none"> ✚ Workshops and trainings could be organized to continuously strengthen M&E capacities, both in UN agencies, government ministries and institutions, and DaO States, and the UNCT could consider facilitating the establishment of a solid, national and independent M&E network in the country (or strengthen it if it already exists). ✚ Agencies contributing to the UNDAF should include the schedule of UNDAF responsibilities in their job descriptions of Results Group Leads and other staff, and provide incentives to such agency staff to work on coordination issues.
Recommendation 12: The UNCT should produce high quality annual reviews and a Progress Report at mid-term, together with a final evaluation	<ul style="list-style-type: none"> ✚ For the next UNDAF, rigorous UNDAF annual reviews covering each UNDAF Outcome should be complemented by a Progress Report at mid-term, as suggested in the 2010 UNDAF Guidelines. The format for reporting proposed by the UNDG (for both the Annual Reviews and the Progress Report) could be used as a basis, but could also be improved, to make these reports less outputs-oriented, more analytical, and more useful, including for management and communication purposes. For instance, reporting should gradually shift towards outcomes, at the highest possible level of the results chain. In addition, Annual Reviews and the Progress Report could include an analysis of progress towards UN reform efforts, Delivering as One, and the cross-cutting issues. ✚ Reporting could use the UNDAF reporting to establish clear linkages between HRBA and RBM, as follows: <ul style="list-style-type: none"> . Outputs – capacities of rights holders and duty bearer are improved; . Outcomes – behaviour/performance of duty bearers in fulfilment of rights are improved; . Impacts – rights are realized. ✚ It will be indispensable that the Annual Reviews and the Progress Report report on the basis of a focused M&E Framework, and analyse the level of achievement, based on indicators, baselines and targets, instead of merely listing activities. ✚ In order to be able to measure the value added of the UNDAF, the UNCT should also pay particular attention to the issue of attribution. Reporting on results that the UN will be accountable for, in the broader efforts made by the country will help show the contribution of the UN system to higher level development results. ✚ Annual Review and the Progress reports should be reviewed collectively at a joint meeting of the Pillars, after they have been prepared by the UN agencies and Working Groups, and a quality assurance process should take place to ensure that they are harmonized, comparable and of a good quality. The UNCT and the RCO would thus ensure a quality control and consistency of reporting from the Results/Outcome Groups, and make possible a good cumulative reporting of results on a multi-year timeframe. ✚ The final evaluation of the UNDAF should be conducted in the penultimate year of the cycle to ensure that it can feed into the strategic planning of the next one. ✚ The UNCT should use the annual review process, progress report and evaluation to enhance ownership, coordination (between agencies, with partners, and between partners).
Recommendation 13:	<ul style="list-style-type: none"> ✚ Ensuring a greater mainstreaming of cross-cutting issues and the five UNDAF

Key Recommendations	Suggested actions
<p>The UNCT should ensure a greater mainstreaming of cross-cutting issues and the five UNDAF programming principles in the UNDAF</p>	<p>programming principles in the UNDAF and in the UNCT's work, would help achieve better linkages between operational activities and normative work, and allow the UNCT to use all of its expertise and capacities to make a collective contribution.</p> <ul style="list-style-type: none"> ✚ The UNCT should take into account, to the best possible extent, the five programming principles, which may provide the opportunity for an increased strategic focus, increased effectiveness and enhanced impact. ✚ The UNCT should build on the experience of the RBM and Capacity Development Workshop which took place in August 2014. ✚ The UNCT should use the entire UNDAF process to pursue the quest of placing human rights at the centre of the UN system's activities, and resolve to continue to apply a HRBA, from the analysis to programming and implementation stage. The HRBA holds the potential to ensure a high quality review and analysis of development challenges. For instance, a regular analysis that reflects the institutional changes and the behaviours required in order for rights-holders to claim their rights and for duty-bearers to fulfil their obligations would contribute to making the UNDAF more strategic and hopefully reach better results. UN programming staff, Government officials and other partners would also need to be continuously trained and capacities built on these principles. Training organized on the five UNDAF programming principles would be important both to increase the understanding of these principles in their relationship with the UNDAF process and implementation, and to project the image of a UN Communicating as One on these principles. The UN Staff College could organize such training (3-4 days), with the support of UNDP, OHCHR, UN Women, and UNICEF, among others. It would also be important to build a roster of trainers. ✚ A more systematic, agency-wide set of actions could be defined and undertaken with respect to the treaty bodies reporting systems and human rights mechanisms. Building on the good example of the fruitful work of UN agencies on human rights, with the joint UNCT report on CEDAW, drafted by UN Women was discussed with the UNCT and presented at the session of the CEDAW Committee in Geneva in October 2013, it is recommended that this practice continues and the RCO/UNCT members provide jointly regular information to OHCHR, ahead of forthcoming Treaty Bodies discussions and Special Representative visits. ✚ It is also proposed that the UNCT and donor community devote some of their regular meetings at discussing areas of cooperation with the Government, Ombudsman and civil society that could lead to progress in the human rights field. ✚ An enhanced mainstreaming could be ensured for instance through existing Theme Groups or a small Theme Group on the Five Principles, which could develop specific checklists and indicators with clear baselines and targets to ensure a more coordinated and regular assessment and use of the five principles, as well as reporting in the Annual Reviews and the Progress Report. ✚ Finally, regarding the forthcoming Treaty Bodies country reviews, the upcoming Tajikistan report under the International Covenant on Economic, Social and Cultural Rights (ICESCR) offers a good opportunity. In May 2015, the country will be considered by the 54th session of the Committee on ESCR. The secretary of the Committee has addressed a request for information to the RC. In that respect, it would be useful if the UNCT could submit a joint report on the issues covered by the Covenant that pertain

Key Recommendations	Suggested actions
	<p>to the agencies' respective areas of work. This would be an opportunity for the agencies implementing programmes in Tajikistan to contribute to the work of the Committee by providing reliable additional and objective information on specific economic, social and cultural human rights issues falling within their competence.</p>
<p>Recommendation 14: The UNCT and Government should use the UNDAF to strengthen the efficiency of the UN system and implementing partners</p>	<ul style="list-style-type: none"> ✚ The UNCT should make sure that Operations function as an integrative part of the strategic planning process (not static and separated from Programme). ✚ It can also use the new Standard Operating Procedures and Operating as One guidance, as well as recent country examples (e.g., Moldova, Tanzania, Ethiopia). ✚ In the context of the UNDAF preparation, it would be important to plan in advance for achieving efficiency gains from the very beginning of the new UNDAF. ✚ UN agencies are also called to reduce the bureaucracy and simplify processes wherever possible, taking into account the 55 Actions currently being undertaken at the Headquarter level of UNDG. ✚ In this context, the UNCT should continue the efforts towards the harmonization of business models and management practices, which is crucial for a cost-effective implementation of joint programmes. ✚ Transaction costs should be assessed in a more systematic way, and on a more regular basis, based on previous experience. Efforts to implement HACT should also be pursued and monitored to assess their efficiency. ✚ The UNDAF implementation should support the use of common services.
<p>Recommendation 15: The UNCT should increasingly “communicate as one”</p>	<ul style="list-style-type: none"> ✚ The UNCT is called to increasingly “communicate as one”, by focusing on issues rather than individual agencies' mandates. It would be important to focus communication on “one message” rather than on “one voice”, which could be misinterpreted as if only one person could speak for the UN system. The UNCT could continue efforts to develop a comprehensive communication and advocacy strategy, building on what has already been done in this area. ✚ The main elements of the communication strategy for the UNCT could be based on the newly issued Communicating as One Guidance on DaO, based on the practical experience from the “Delivering as one” pilots and self-starters. ✚ It is also recommended to strengthen the United Nations Communication Group (UNCG). The Resident Coordinator's Office should, where feasible, provide secretariat support to the group, and help to ensure coherence between joint communications on one hand, and the role of the RC as One Leader on the other. UNCT members may consult or seek assistance from their respective Regional UNDG Teams/Headquarters as necessary, especially on handling sensitive issues. ✚ Agencies should assume, whenever possible, the responsibility of ensuring that sufficient human and financial resources are in place to support message consistency. This contribution could be in the form of dedicated time and resources from existing agency structures, including at the regional and HQ levels, in order to support joint communication work without necessarily adding additional costs to the UNCT. To strengthen capacities, UN agencies could also consider cost sharing some communication staff. This would be particularly useful for small agencies with limited staffing.

Key Recommendations	Suggested actions
	<ul style="list-style-type: none"> ✚ It would also be important to create clearer lines of communication with national partners by using the UNDAF joint reporting system (Annual Reviews, RCARs), if possible at the outcome level — to better show results. ✚ The UNCT is also called to use the UNDAF process to Communicating as One and Advocate as One in a more strategic way.
Recommendation 16: The UN system in Tajikistan should continue its efforts to Deliver as One	<ul style="list-style-type: none"> ✚ The UNCT is called to continue its efforts for Delivering as One. It could use the recently issued Standard Operating Procedures (SOPs) where feasible and where it would add value, using the flexibility provided in the guidance to suit country needs. ✚ Strengthen joint programming ✚ Develop and continue to implement targeted joint programmes where there is the possibility of higher level results and reduced duplications or in particularly strategic areas or where this is a requirement (i.e. human security)

IV. ANNEXES

Annex 1: Terms of Reference for the UNDAF Evaluation
Annex 2: Approach and Methodology
Annex 3: List of Questions for UN Agencies and UNDAF Working Groups
Annex 4: List of interviewees and meetings
Annex 5: List of references and background documents
Annex 6: Biography of consultants
Annex 7: UNDAF Options
Annex 8: Key achievements of the UNDAF with respect to expected Country Programme Outcomes

Annex 1: Terms of Reference for the UNDAF Evaluation

THE TERMS OF REFERENCE FOR THE EVALUATION OF THE UNDAF FOR TAJIKISTAN (DRAFT)

1. BACKGROUND

UNDAF is a strategic programme framework that describes a collective response of the UN system to national development priorities. The current UNDAF 2010-2015 for Tajikistan has been prepared through a joint UN-Government leadership, wide consultations and meetings with various representatives of private sector and civil society. To coincide with conclusion of MDG goals and the National Development Strategy, both ending on 2015, the UNDAF has been extended to last from five years to six years. Priorities chosen through the consultative process included the following areas of interventions: pillar 1. poverty reduction and governance; pillar 2. food and nutrition security; pillar 3. clean water, sustainable environment and energy; pillar 4. quality basic services, which, in turn, comprised of education, health and social protection. As per the decisions of the UN Country Team, The UN Country Team in Tajikistan itself serves as an UNDAF steering committee. The Common Country Assessment has not been undertaken for the current cycle of UNDAF, mainly relying on the existing available research and information at the time.

In preparation for the development of the new United Nations Development Assistance Framework (UNDAF) cycle for Tajikistan, which will cover the period from 2016 until 2020, the United Nations (UN) Country Team in Tajikistan under the leadership of the UN Resident Coordinator launches an UNDAF formulation process this year. As part of the preparation for the UNDAF formulation, the previous UNDAF 2010-2015 for Tajikistan requires an **UNDAF evaluation** in order to provide advice for strengthening a programming and achieving results at the country level, specifically informing a planning and decision-making for the next UNDAF programme cycle, and for improving the UN coordination at the country level.

For this purpose, the UN Country Team in Tajikistan²⁵ plans to hire a lead Consultant to lead a small UNDAF Evaluation Team.

²⁵ UN Country Team in Tajikistan comprises: UNDP, UNICEF, WFP, WHO, UNFPA, UNODC, ILO, IOM, UNWOMEN, FAO, UNAIDS, OHCHR, OCHA, UNRCCA, WTO/ITC, IFAD, IOM, UNV

As per the decisions of the UN Country Team, the UN Country Team in Tajikistan itself serves as the UNDAF steering committee.

The Thematic Working Groups (TWG) are main coordination bodies for monitoring and reporting on the UNDAF progress. UN agencies are also cooperating with their the development partners bilaterally and multilaterally through the Development Coordination Council (DCC), which facilitates the coordinated approach of all international development agencies and organizations to respond to national development priorities of Tajikistan. At the same time, UN agencies lead several DCC working groups based on their comparative advantages not only in social sector areas but also in energy, agriculture and water sectors.

The Government of Tajikistan, including the Ministry of Health and Social protection, Ministry of Education, Ministry of Agriculture, Ministry of Energy and Water Resources, Ministry of Economic Development and Trade, State Statistics Agency, Committee for Environment Protection, Committee on Land and Geodesy, Committee on Women and Family affairs, etc. has a strong and long-lasting relationship with the UN agencies for the implementation of the UNDAF. The State Statistics Agency, Committee on youth affairs, religious committee and other state institutions, within the framework of the UNDAF implementation, are also closely cooperating with civil society organizations.

2. UNDAF EVALUATION CONTEXT

UNDAF 2010-2015 was developed in alignment with priorities and processes of the National Development Strategy (NDS, 2005 – 2015) and the Poverty Reduction Strategy papers (PRS1, PRS2, PRS3)/Living Standards Improvement Strategy. To the extent possible, the UN Agencies, while leading and co-chairing DCC working groups, reflect their UNDAF-related roles in promoting goals and targets as stipulated in the UNDAF. UNDAF revision has been a subject of discussions during the last UN Country Team retreats. Each year the UN agencies have also been providing information on progress in relation to the UNDAF outputs and outcomes. The prospect UNDAF Evaluation could benefit from the upcoming review of the National Development Strategy of the Republic of Tajikistan so as to integrate it into the broader evaluation framework. The Evaluation will include into its analysis both the UNDAF outcomes and involve travel to selected regions for the sub-national coverage.

The planned UNDAF evaluation will propose the process of preparation of Country Analysis and formulation of the next UNDAF in the current year, using existing methodology and guidelines and assist in identifying the gaps or availability of the UN country analysis and assessments to be used as a basis in determining UNDAF intervention areas.

These Terms of reference set out the process, expected outcomes and scope of work for the lead Consultant and UNDAF evaluation team.

3. PURPOSE, OBJECTIVES AND SCOPE

An UNDAF evaluation is a programmatic evaluation in that it assesses performance against a given programme framework that specifies its strategic intent and objectives. For an UNDAF evaluation, it is the national development outcomes contained in the results framework against which the UNCT contribution will be assessed.

The **purpose**, objectives and scope of the UNDAF evaluations are the following:

The UNDAF Evaluation will serve three main purposes:

1. To assess the relevance of the UNDAF outcomes, the effectiveness and efficiency by which UNDAF Outcomes and Country Programme outcomes are being achieved, their sustainability and contribution to national priorities and goals;
2. To determine how the UNDAF helped UN agencies collectively contribute to achievement of national development and capacity building goals;

3. To learn from experiences of the current programming cycle, and identify issues and opportunities emerging from the implementation of the current UNDAF, to inform the design of the next UNDAF and Country Programmes and projects by individual agencies.

The **objectives** of the evaluation are:

5. to assess the contribution made by the UNCT in the framework of the UNDAF (2010-2015) to national development results through making judgments by using evaluation criteria based on evidence.
6. to identify the factors that have affected the UNCT's contribution, determining reasons the performance is as it is and providing justifications on the enabling factors and bottlenecks.
7. to reach conclusions concerning the UN's contribution across the scope being examined, including indicators set forth in the document.
8. to provide actionable recommendations for improving the UNCT's contribution, especially for incorporating those into the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation.

The **scope** covered by the evaluation includes examining and assessing the degree of integrating and implementing of UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, and capacity development), overall strategies and outcome/output specific strategies included in the UNDAF itself. The UNDAF will be evaluated against the strategic intent and indicators laid out in the UNDAF document and specifically its contribution to the national development results included in the UNDAF results framework.

Given that (a) outcomes are, by definition, the work of a number of partners, and (b) UNDAF outcomes are set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be extremely difficult and in many cases infeasible. The evaluation will therefore consider contribution of the UNCT to the change in the stated UNDAF outcome and the evaluators will need to explain how the UNCT contributed to the observed results. To make the assessment, first, the evaluators will examine the stated UNDAF outcome; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy and actions in support of that change. Second, they will examine the implementation of UNDAF strategy and actions in support of national efforts.

4. EVALUATION QUESTIONS AND METHODOLOGY

Expected outputs and key questions

1. The design and focus of the UNDAF assessed;

- *To what extent was the UNDAF designed as a results-oriented, coherent, and focused framework?*
- *Were outcomes realistic?*
- *Were indicators SMART?*
- *Did the design of the UNDAF results framework allow for an easy monitoring?*
- *Were the crosscutting issues sufficiently covered?*
- *Do existing indicators correspond to the output level and adequately measure the outputs (compliance with DOPA criteria - direct, objective, practical and adequate)*

2. The effectiveness of the UNDAF in terms of progress towards agreed UNDAF outcomes Assessed;

- *Which are the main factors that contributed to the realization or non-realization of the UNDAF outcomes?*

- *To what extent and in what ways has UNDAF contributed to achieving better synergies among the programmes of the UN agencies? Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes? Examples? How can UNDAF enhance joint programming by the UN agencies?*
- *Has UNDAF been used by the UN agencies as a common programming tool for planning their activities and setting goals?*
- *Has UNDAF promoted effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g. within the Government, national partners, donors and other external support agencies)?*
- *How were risks and assumptions addressed during the implementation of programmes and projects?*
 - *How UNDAF M&E system was organized and did it contribute in the UNDAF management process?*
 - *To what extent the UN Agencies made good use of facilitating factors and country context to achieve the UNDAF results, what were the constraints and opportunities in achievement of results?*

3. The role and relevance of the UN System's contribution to the national development goals as described in the UNDAF assessed;

- *Did the UNDAF address key development issues, their underlying causes, and challenges? Was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?*
- *What has been UNDAF's relevance in contributing to the national development goals as set in the PRS-s? To what extent did UNDAF contribute to the achievement of the MDGs?*
- *Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards to guide the work of the UN agencies? (The MDGs, etc)*

4. The efficiency of the UNDAF as a coordination mechanism and as a framework to minimize transaction costs of the UN support assessed;

- *Is the distribution of roles and responsibilities among the different UNDAF partners well defined and manifest efficient implementation of the UNDAF?*
- *Has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced in next UNDAF cycle?*

5. The results of the UNDAF implementation on the lives of vulnerable groups assessed; any major change in national indicators that can be reasonably attributed to or be associated with the UNDAF to be determined; and the effectiveness of the UNDAF as a tool to advance gender equality, environmental sustainability, capacity development and Human Rights Based Approach assessed;

- *To what extent and in what ways UNDAF has placed special emphasis for the realization of promoting gender equality, environmental sustainability, capacity development? Have new issues and their causes arisen during the UNDAF cycle been adequately addressed?*
- *What are the positive development changes (e.g. achievement of MDGs, national development priorities, implementation of UN conventions/treaties) that can be attributed to the current UNDAF cycle, and what will be the implications of them in terms of the next UNDAF cycle?*

6. Sustainability of the results achieved and the strategies used by the Country Programmes analyzed;

- *To what extent and in what ways the UNDAF contributed to enhance national capacities in government, civil society and NGOs? Do UNDAF and Country Programmes promote ownership of programmes by the national partners?*
- *To what extent are the Country Programmes and projects of individual agencies integrated with national processes, systems and programmes? What are the opportunities and risks of sustainability of the Country Programmes?*
- *How has UNDAF contributed to sustainability of results of Country Programmes and projects of individual UN agencies?*

- Does the UNDAF include strategies to ensure sustainability? What are the opportunities and risks to the sustainability of UNDAF?

7. The functioning of the UNDAF Theme Groups (TGs) as an UNDAF coordination mechanism assessed.

8. Recommendations on all of the above

9. Regional Cooperation addressed by the UNDAF.

Has the UNDAF and UNCT contributed effectively to the regional cooperation?

Proposed methodology:

UNDAF outcomes and impact will be assessed through **open and structured discussions** with key stakeholders, and through a **comprehensive review** of documents, a synthesis and analysis of data from the UNDAF annual reports, and regular programme monitoring of individual agencies. The discussions will also involve key stakeholders in the field, and the UN agencies Field Offices will assist the consultants in preparing and facilitating discussions at the field level.

The UNDAF evaluation team can draw on a variety of data collection methods selecting those specific ones which will be useful in answering the evaluation questions above and realistic given the evaluation timeframe:

- Document review focusing on UNDAF planning documents, mid-term progress reviews (where undertaken), annual reports and past evaluation reports (including those on projects and small-scale initiatives, and those issued by national counterparts), strategy papers, national plans and policies and related programme and project documents. These should include reports on the progress against national and international commitments.
- Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organisations, UNCT members, and implementing partners.
- Surveys and questionnaires including participants in development programmes, UNCT members, and / or surveys and questionnaires involving other stakeholders.
- Focus Group discussions involving groups and sub-groups of stakeholders, decision-makers.
- Other methods such as outcome mapping, observational visits, etc.

Data collection methods must be linked to the evaluation criteria and evaluation questions that are included within the scope of the evaluation. The use of an evaluation matrix is helpful in linking these elements together. In addition, the precise data collection methods should be identified following:

- Analysis of availability of existing evaluative evidence and administrative data
- Logistical constraints (travel, costs, time, etc)
- Ethical considerations (especially when evaluating sensitive topics such as GBV or in sensitive settings such as post-conflict settings)

Data collection methods and process should consider gender sensitivity and data should be systematically disaggregated by sex and age and, to the extent possible, disaggregated by geographical region, ethnicity, disability, migratory status and other contextually-relevant markers of equity.

5. MANAGEMENT AND PROCESS OF THE EVALUATION

The UNDAF Evaluation Team will work under the supervision of **The UNDAF Core Group** which is responsible for the whole UNDAF formulation process and consists of staff from the RC Office, FAO, UNDP, UNICEF, WFP, WHO, UNFPA, UNWOMEN, UNHCR, UNODC, OHCHR, UNV. For the UNDAF Evaluation part of the UNDAF formulation

process, the UN Country Team will consider involving national counterparts, civil society and development partners representatives.

The official exercise to conduct the UNDAF evaluation will commence at the end of March. A group of three independent consultants (one lead consultants and two members) will carry out the UNDAF evaluation and prepare a report for the review by the UNDAF Core Group and the UN Country Team. The UN agencies, the UNDAF Core Group members will provide necessary facilitation support required to the consultants to carry out planned activities and submit a final UNDAF Evaluation report by the seventh week after start of the evaluation. The team conducting the UNDAF Evaluation will work in close cooperation and collaboration with the consultant elaborating the UNDAF Progress Report and may attend the meetings/discussions convened with regards to the UNDAF Progress Report. After review of the final UNDAF Evaluation report, the UN Country Team will be the main body responsible for providing a written and agreed **management response** to the evaluation within one week of receiving the final evaluation report. The evaluation results will be validated with the national partners and stakeholders during a validation workshop, and fed into the development of the next CCA and UNDAF.

The consultancy will last for the duration of 7 weeks. Both the final draft of the UNDAF Progress Report and the UNDAF Evaluation report should be submitted within this period.

Deliverables:

After 1 week. Draft annotated outline of the report
After 2 Weeks. Review of background documentation
After 4 weeks. Draft report for consultation with the UNDAF Core Group
After 5 weeks. Final Draft of the UNDAF Evaluation report presented to the UNCT
After 7 weeks. Final UNDAF Evaluation report following the proposed structure:
Title page
Table of content
List of Acronyms
Acknowledgment
Executive summary
Object of the evaluation
Evaluation purpose, objectives, and scope
Methodology
Findings (addressing the evaluation questions)
Conclusions and lessons learned
Recommendations
Annexes

6. COMPETENCIES FOR THE LEAD CONSULTANT (Team Leader) AND TEAM MEMBERS:

LEAD CONSULTANT (TEAM LEADER)

Core Values and Ethics

- Demonstrates cultural sensitivity and able to work in a multi-cultural environment
- Supports the organizations corporate goals and values
- Complies with the UN rules and regulations and code of conduct
- Demonstrates a high degree of integrity

Teamwork:

- Builds effective client relationships and partnerships
- Interacts at all levels of staff/organization
- Possesses Excellent interpersonal skills
- Contributes into building and sharing knowledge

- Provides guidance and support to others

Communication:

- Possesses excellent oral and written skills (research and analysis)
- Listens actively and responds effectively

Task Management:

- Plans, prioritizes and delivers a variety of tasks on time
- Exercises sound judgment/analysis
- Develops creative solutions and risk management solutions

Leadership:

- Able to plan and manage the overall work of the Progress Report at a senior management level
- Able to lead a small team of national consultants

Required Skills and Experience

Education:

Masters degree in international relations, political science, international development or a related subject

Experience:

- Minimum 6 years experience in evaluation
- Previous experience in conducting UNDAF evaluations.
- Previous experience in leading a small team of international & national consultants.
- Previous experience working in Tajikistan is desirable.
- Experience in M&E systems and joint programmes within the UN is an advantage.
- Knowledge and experience of the UN Reform.
- Willing to undertake short trips to the field.

Language Requirements:

Fluency in written and spoken English is essential, knowledge of Russian or Tajik is desirable

Contract duration:

7 weeks (3 weeks in-country)

TEAM MEMBERS (2 national consultants):

- Extensive knowledge of, and experience in applying qualitative and quantitative evaluation methods and in a wide range of evaluation approaches;
- A strong record in designing and leading evaluations;
- Data collection and analysis skills;
- Process management skills such as facilitation skills and ability to negotiate with a wide range of stakeholders;
- Technical competence in undertaking complex evaluations which involve use of mixed methods;
- Prior experience in working with multilateral agencies;
- Knowledge of the UN role, UN reform process and UN programming at the country level, particularly UNDAF;
- Strong experience and knowledge in the five UNDAF Programming Principles: human rights (the human rights based approach to programming, human rights analysis and the related mandates within the UN system), gender equality (especially gender analysis and utilization of gender-disaggregation of data), environmental sustainability, results-based management, and capacity development.
- All the members of the evaluation team should be independent from any organizations that have been involved in designing, executing or advising UNDAF and UN projects

- Fluency in English and Tajik (or Russian)

List of background/reference documentation:

1. UNDAF Tajikistan 2010-2015: http://www.undp.tj/files/strategic_documents/UNDAF_2010-2015_Tajikistan_Eng.pdf
2. UNEG Code of Conduct for evaluation in the UN system:
<http://www.unevaluation.org/uneqcodeofconduct>
3. Standards for the Evaluation in the UN system:
http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22

Annex 2: Approach and Methodology

C. Approach and methodology

An Inception Report was prepared at the beginning of the evaluation to agree with the Evaluation Committee and Resident Coordinator Office (RCO), which provided a suggested approach and methodology, based not only on a careful reading of the TORs, and discussions with the RC Office, but also on a consultation process between the Evaluation Team members and some UN agencies, which provided comments to the first draft inception report, and during the inception phase. The Inception Report described first the consultants' understanding of the assignment, with a suggested approach and a detailed methodology. It was complemented by a successive section, which details the evaluation steps and activities, as well as another one with the specific programme of work suggested, with detailed activities and a division of labour between the two consultants, together with the key deliverables, a precise timeframe, and specific dates.

a. Approach

The evaluation needed to respond to the country needs in the best possible way. In order to make the methodology as **country-driven** as possible, the consultants very much listened to what was considered more appropriate in the country context, and the methodology was strengthened further by the interaction with the UNDAF Core Group. The approach of the evaluation was **participatory and flexible in design and implementation**. It ensured stakeholder participation and ownership, and facilitated learning and feedback. This inclusive approach involved **a broad range of partners and stakeholders**. A suggested list was provided by the RCO, which coordinated with the agencies to schedule appointments for the evaluation mission (2-12 July 2014).

This list included the key stakeholders who work directly with the UN, and played a key role in the implementation of the UNDAF, at national level and in the field. These stakeholders included representatives from the Ministries and Governments institutions, civil-society organizations and other development partners, in addition to UN agencies representatives and staff.

The evaluation provided a good opportunity for **a self-assessment by all the key stakeholders**, both in the UN system and among national counterparts. The participatory nature of the evaluation allowed discussing past experiences and identifying ideas for the future, giving importance to an agreed analysis, **oriented towards the future**.

The evaluation used methodologies and techniques as determined by the specific needs for information, the issues set out in the ToRs, the availability of resources, and the priorities of stakeholders.

Anticipated **means for data collection** were the desk review, interviews with key stakeholders, meetings with UNDAF and Theme Working Groups, and some partners in the field. To avoid unnecessary transaction costs for national and external partners, the evaluation focused on key strategic meetings and interviews.

The evaluation was carried out **in accordance with current guidance**, including UNEG norms and standards, and UNEG/UNDG UNDAF evaluation guidance. The UNEG Quality checklist for evaluation reports was also referred to, as relevant.

UNDAF evaluations are meant to be **strategic exercises** at the UN system level. This evaluation was set at a strategic level, which means that in order to provide an answer to the evaluation questions, the evaluation focused on strategic considerations and provided an assessment of the relevance of the UNDAF, the achievements against the planned results, and effectiveness, efficiency and sustainability of the **UNDAF outcomes**, interventions and strategies. This had three key implications.

First, the evaluation did not involve a detailed assessment of the UNDAF outputs; however, these were used to inform, where possible, the level of achievement of the UNDAF outcomes. This means that in light of the strategic nature of this evaluation, it put an emphasis on the **results at the highest possible level of the chain of result included in the UNDAF Results Matrix** -- that is the “UNDAF and agency outcomes”. The key reference that was referred to in this regards by the Evaluation Team is the UNDP Outcome-Level Evaluation Guide.²⁶

Second, the evaluation undertook an analysis of results, based on the performance indicators in the M&E Framework, as a reliable means to document changes in development conditions, and it focused most of its attention on outcomes. An analysis of the “outputs” was made as examples of elements that contributed significantly to the UNDAF outcome or Agency outcomes. See the Annex entitled: “*Key achievements of the UNDAF with respect to expected Country Programme Outcomes*”.

Third, the analysis already made by the UNDAF and Thematic Working Groups in the M&E Matrix year by year was particularly useful to provide information on the achievements of the UNDAF outputs and the evaluation team analyzed how these outputs have contributed to the achievement of the UNDAF outcomes. Therefore, the evaluation team started the evaluation process by working with the Groups to ensure that the information provided was complete and up-to-date for all Pillars.

In addition to the analysis of results described above, and in light of the TORs, the evaluation suggested to focus on assessing, on one hand, cooperation and synergies between the UN system and Government, at national and field levels, and the added value brought by the UN in the country and by the UNDAF, and on the other hand, the cooperation between agencies, joint programming and joint programmes, communication and advocacy strategies by the UN system, the strategic role played by the UN in the country, and the expectations of its partners for the future. This also included an analysis of how interventions have led to the results achieved by UN agencies, either jointly or individually, on nationwide interventions.

The way the UNCT organized itself to manage and implement the UNDAF was also assessed. This included the mechanisms that were set up following the UNDAF approval, the functioning of these mechanisms during the entire cycle, the results they produced (for instance their reports and their reporting to the UNCT).

b. Methodology

The consultants used a mix of methods, both qualitative and quantitative. Information sources included statistical data sources, documentary evidence, meetings, workshops, and individual interviews. This provided evidence on which to base evaluation findings, conclusions and recommendations, and made

²⁶ Outcome-Level Evaluation, A companion Guide to the Handbook on Planning and Evaluating for Development Results, for Programme Units and Evaluators, UNDP, 2011.

possible the **triangulation of information**. All these aspects of information and data collection were, to the largest possible extent, triangulated and validated – three or more sources of information were typically be used to verify and substantiate a key finding. This analysis was used as evidence for forming an overall judgment that led to generic findings and recommendations. Findings, conclusions, recommendations and lessons learned are **user-oriented**, and feed into major decision-making for the future programming in the UN system in Tajikistan.

The nature and context of the evaluation and the limitations of time and resources implied a **stronger focus on qualitative information**. The evaluation questions were answered using qualitative research techniques, and only relied on existing quantitative performance measures, which were available in surveys, studies and reviews. Given the short timeframe of the evaluation, it was not be possible to undertake a comprehensive search for secondary data that has not been collected or was not available yet at the UNDAF or agency level.

The methods for collecting specific data were determined by: the evidence needed to address the evaluation questions; the analyses necessary to translate the data into meaningful findings in response to the evaluation questions; and constraints of time and resources.

Preliminary analysis based on the desk review and written sources

The evaluation relied on a variety of documentary evidence. It used the **previous M&E work** and attention was given to their findings, lessons learned, and recommendations, as they reflected the implementation of the UNDAF in different times of its cycle, and were reflected in other documents (such as the RCARs).

The evaluation consultants studied the UNDAF Working Groups' M&E Matrices, and the evaluation was able to rely on the data generated through the UNDAF monitoring during the implementation cycle. These had the following merits:

- The reporting of progress year by year allowed getting a sense of what has been done every year to reach the outputs and outcomes.
- The reporting was based, to some extent, on the outcome indicators, baselines and targets which were specified in the original M&E Matrices, and it recorded the key achievements.

The evaluation consultants noted three limitations with these written sources of information:

- The UNDAF monitoring did not produce an UNDAF Progress Report at mid-term (2012/2013), as it is recommended in the UNDAF guidelines, and this is a source of information that the evaluation team was not be able to count on.
- While these updated matrices represented a laudable effort to document results and analyze them, they were mainly describing the outputs and activities achieved for the particular year under review, and did not specifically report with a more detailed analysis on the outcomes at the highest level of the results chain. For instance, there were no or limited explanations available as to how the UNDAF outputs contributed to the achievements of the UNDAF outcomes.
- Visibly, some agencies did not provide the information on the Matrices while their names have been indicated in some outputs and outcomes, and there are some information gaps.

This analysis of the above advantages and disadvantages of the UNDAF monitoring led however the evaluation team to suggest the use of the **M&E Matrices**, which should provide a good source of information for the evaluation.

This was complemented by other sources of information, such as the updating of the M&E Matrices, which was undertaken with the Lead and Co-Lead agencies, as well as other elements of the methodology, such as other documents, meetings, and interviews, all of which allowed a good triangulation of information by the evaluation team, especially on the achievements of UNDAF outcomes.

The evaluation also relied on the **RC's Annual reports (RCARs)**, especially as they set up the context and highlighted key aspects of the UN system's work in the particular year under review. The evaluation also used reports from the Cross-cutting / Thematic groups, when they existed.

The evaluation also studied **other documents and reports**. For instance, the desk review was complemented by key field mission reports undertaken by the RCO and UN agencies, the UNCT retreats notes (e.g., January 2012 and June 2013). In addition, the evaluation found useful some important agency documents such as programme evaluations and mid-term reviews, as well as other relevant documents from other partners. See in annex a more complete list of references and background documents, which were part of the desk review.

Qualitative and quantitative data

Both qualitative and quantitative data were gathered in view of **updating the M&E Matrix, and filling the current information gaps**.

First, this was done by asking the Agencies/UNDAF Working Groups to fill out a new column of the M&E Matrix that was called "Key achievements", and to provide a short summary of achievements, while referring to the baselines and targets. Additionally, Agencies/Working Groups were asked to indicate an appreciation of performance with 3 options "Achieved", "Partially achieved", "Not achieved". Of course, there was the risk of ending up with a long matrix, but also making this exercise endless and un-focused. However, Agencies/Working Groups were only asked to report on UNDAF Outcomes and Outputs with short replies, so that the essential information on achievements was captured, while avoiding reporting on activities or inputs. This was further fine-tuned and discussed to make sure that the final product was useful for the evaluation purposes.

Second, the M&E Matrix was also completed by the evaluation team as a result of their data collection efforts. The team also undertook an analysis of the answers provided by the Agencies/Working Groups, and eliminated, to the maximum extent, information gaps.

In this respect, there was a need for the agencies and the evaluation team to identify additional and updated quantitative data that was available elsewhere, for instance in key national surveys. The outcome orientation was also kept in mind in that respect, and priority was given to data that informed the achievement at the level of UNDAF outcomes.

Meetings and interviews

The evaluation gathered evidence from **key people**, both at national and field levels, who were representative of the partners involved in the UNDAF, so that the right conclusions could be drawn about the UNDAF implementation, achievements and challenges. The interviewees and participants to meetings were therefore selected on the basis of their involvement with UN development cooperation, within the framework of the UNDAF, the purpose and objectives of the evaluation, and their selection was intended to ensure accuracy in the interpretation of findings and usefulness of evaluation results. The RCO, the UNDAF Working Groups Chairs and Co-Chairs, and the Agencies were instrumental in specifying the list of actors and stakeholders to interview. See the *List of interviewees and meetings* in Annex. The consultants discussed with the RCO and UN agencies to ensure that a representative group of people was selected, and understood the limitations of this group for interpreting evaluation results.

The **key interlocutors** who were participating in these interviews and meetings include:

1. Heads of Agencies, programme officers, and targeted staff from UN agencies (resident and non-resident), involved in programmes, projects or activities that are implemented jointly or in cooperation with several agencies or that could be the object of joint programming;
2. Relevant government officials and other key national/sub-national stakeholders in the field;
3. Civil society representatives and other implementing partners, and private sector if relevant;
4. Representatives of donor agencies or development partners, etc.

For the individual and group interviews, depending on the type of interlocutors, the evaluation focused on some criteria and questions or others. **The list of questions were used in a flexible way** – for technical meetings, the whole list was used, while for interviews with specific high level counterparts, more targeted questions were asked, depending on the level of knowledge and seniority of the interviewee.

UNDAF Meetings in the Field

Following discussions with the RCO, **evaluation meetings were organized in the field in the** Kulob region. Interviews and meetings allowed getting a better sense of the implementation of the UNDAF at field level. In preparation of the field mission, an Agenda for the meetings, with the list of questions tailored to the field was prepared and provided in an Annex of the Inception Report. The list of questions is inspired by the original list of questions included in the TORs.

Contribution analysis

The evaluation used the **contribution analysis** to explore the cause and effect relationship, and will be referred to John Mayne's Brief for that purpose,²⁷ and other sources of data and performance.

Questions of cause and effect were critical to assessing the performance of the UNDAF. Given the difficulties in assessing performance based on indicators, baselines and targets, which this evaluation ran into, the contribution analysis provided credible assessments of cause and effect. Paying attention to other factors that may have influenced the outcomes provided reasonable evidence about the contribution being made by the UNDAF.

²⁷ Contribution analysis: An approach to exploring cause and effect, ILAC Brief No 16, John Mayne, May 2008.

Given that outcomes are, by definition, the result of the work of a number of partners, and that they are set at a very high level, attribution of development change to the UN (in the sense of establishing a causal linkage between a development intervention and an observed result) was extremely difficult, and in many cases, infeasible. Therefore, to the extent possible, the evaluation considered the contribution of the UN to the change in the stated UNDAF outcomes, and the evaluators explained how the UN contributed to the observed results.

Other methodology features

In addition, the evaluation paid a particular attention to the **Delivering as One approach**. Since Tajikistan has adopted some aspects of DAO, especially One communication, it was hoped that the evaluation may contribute to enhance the strategic thinking around DaO, especially in the context of the newly published Standard Operating Procedures (SOPs) for Countries Wishing to Adopt the "Delivering as one" Approach, finalized in August 2013.

The evaluation report **fed into the current thinking of the United Nations System in Tajikistan** on how to achieve a deeper collaboration between agencies, and a stronger relationship with UN's partners and counterparts. This may provide insights in the development of a strategy for the future UNDAF, and may become a building block for the future. In that sense, the evaluation process helped find synergies and linkages with other complementary processes undertaken by the UN and Government to ensure that the next UNDAF document is aligned with the recommendations generated by the post-2015 national consultations and priorities articulated in Tajikistan's Poverty Reduction Strategy for 2010-2012, the National Development Strategy of the Republic of Tajikistan for the Period to 2015, and the Living Standards Improvements for 2013-2015, which guide the Government's priorities and policies.

In this sense, the consultants examined the **opportunities for a different type or different modes of engagement of the UN system** in the country, with the different actors in the country, which could inform the evaluation findings, conclusions and recommendations.

Evaluators tried to make **recommendations** that flow logically from the findings and conclusions, were directed at resolving the cause of identified deficiencies and findings, and clearly stated the actions recommended. Effective recommendations encouraged improvements in the conduct of programmes and operations. The evaluators kept in mind the following good practice: recommendations are more effective when they are addressed to parties that have the authority to act, and when the recommended actions are specific, practical, cost effective, and measurable.

4. Deliverables

The consultants prepared an inception report, a debriefing at the end of the international consultant's mission, a draft evaluation report, and a final evaluation report with the main findings, conclusions and recommendations of the evaluation.

5. Evaluation Criteria and Questions

The following list of evaluation questions was used as a basic evaluation tool, for interviews and meetings. The list below was amended with respect to the original list in the TORs. Furthermore, the

evaluation team designed a questionnaire that amended another time the original list and complemented it with a series of questions on the added value of the UNDAF and strategic positioning. See Annex with the *List of Questions for UN Agencies and UNDAF Working Groups*.

1. Design and focus of the UNDAF assessed;

- a. To what extent was the UNDAF designed as a results-oriented, coherent, and focused framework?
- b. Were outcomes realistic?
- c. Were indicators SMART?
- d. Did the design of the UNDAF results framework allow for an easy monitoring?
- e. Were the crosscutting issues sufficiently covered?
- f. Do existing indicators correspond to the output level and adequately measure the outputs (compliance with DOPA criteria - direct, objective, practical and adequate)

2. Role and relevance of the UN System's contribution to the national development goals

- a. Did the UNDAF address key development issues, their underlying causes, and challenges? Was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?
- b. What has been UNDAF's relevance in contributing to the national development goals as set in the PRS-s? To what extent did UNDAF contribute to the achievement of the MDGs?
- c. Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards to guide the work of the UN agencies? (The MDGs, etc.)

3. Effectiveness of the UNDAF in terms of progress towards agreed UNDAF outcomes

- a. Which are the main factors that contributed to the realization or non-realization of the UNDAF outcomes?
- b. To what extent and in what ways has UNDAF contributed to achieving better synergies among the programmes of the UN agencies? Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes? Examples? How can UNDAF enhance joint programming by the UN agencies?
- c. Has UNDAF been used by the UN agencies as a common programming tool for planning their activities and setting goals?
- d. Has UNDAF promoted effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g. within the Government, national partners, donors and other external support agencies)?
- e. How were risks and assumptions addressed during the implementation of programmes and projects?
- f. How UNDAF M&E system was organized and did it contribute in the UNDAF management process?
- g. To what extent the UN Agencies made good use of facilitating factors and country context to achieve the UNDAF results, what were the constraints and opportunities in achievement of results?

4. Efficiency of the UNDAF as a coordination mechanism and as a framework to minimize transaction costs of the UN support

- a. Is the distribution of roles and responsibilities among the different UNDAF partners well defined and manifest efficient implementation of the UNDAF?
- b. Has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced in next UNDAF cycle?
- c. Has the functioning of the UNDAF Theme Groups (TGs) been appropriate as an UNDAF coordination mechanism?

5. Results of the UNDAF implementation

- a. What have been the effects of the UNDAF on the lives of vulnerable groups?
- b. What are the positive development changes (e.g. achievement of MDGs, national development priorities, implementation of UN conventions/treaties) that can be attributed to the current UNDAF cycle, and what will be the implications of them in terms of the next UNDAF cycle?
- c. Have there been any major changes in national indicators that can be reasonably attributed to or be associated with the UNDAF?
- d. To what extent and in what ways UNDAF has placed special emphasis for the realization of promoting the Human Rights Based Approach, gender equality, environmental sustainability, and capacity development?
- e. Have new issues and their causes arisen during the UNDAF cycle been adequately addressed?

6. Sustainability of the results achieved and the strategies used by the Country Programmes

- a. To what extent and in what ways the UNDAF contributed to enhance national capacities in government, civil society and NGOs? Do UNDAF and Country Programmes promote ownership of programmes by the national partners?
- b. To what extent are the Country Programmes and projects of individual agencies integrated with national processes, systems and programmes? What are the opportunities and risks of sustainability of the Country Programmes?
- c. How has UNDAF contributed to sustainability of results of Country Programmes and projects of individual UN agencies?
- d. Does the UNDAF include strategies to ensure sustainability? What are the opportunities and risks to the sustainability of UNDAF?

8. Regional Cooperation addressed by the UNDAF

- a. Has the UNDAF and UNCT contributed effectively to the regional cooperation?

6. Evaluability and contribution analysis

The evaluation timeframe will not allow for a detailed analysis of evaluability, however, the evaluability of the UNDAF depended on a many factors, which were important to identify. The Inception Report indicated that these factors include UNDAF design, use of RBM principles, M&E system used, etc. It also contained some information on how the evaluation was going to conduct a rapid evaluability

assessment and address both the contribution analysis. See the relevant sections of this annex on the methodology and the section on evaluability in the M&E part of this report.

The Inception Report also discussed the limitations and possible solutions. Besides the issue of evaluability, there were other limitations that affected, influenced or constrained the evaluation, which were presented, with possible ways to address them. These limitations can be summarized as follows:

The relatively short timeframe for this evaluation (1st July – 1st September) was a constraint, together with the limited number of working days, including a 10 days in-country mission of the international consultant. The evaluation team was not yet fully constituted before the start of the international evaluator's mission (2-11 July), and the drafting of the inception report was undertaken by the international consultant alone. This evaluation was complex in nature, as it involved assessing the UNDAF, which is a wide ranging framework in which many actors are involved. It also required a strong coordination between, on one hand, the international consultant and the national consultant, and on the other hand, the Evaluation Team and the UNDAF Core Group, which was achieved with a very appreciated level of collaboration from all parties involved. The dimension of efficiency would also be challenging to evaluate, and the Evaluation Team provided a simple appreciation, based on the analysis of answers to the evaluation questions, given the absence of available financial data.

7. Programme of work, deliverables and timeframe

The Inception Report also presented a table with the suggested programme of work with key steps, main deliverables, and a possible timeline, based on discussions between the Evaluation consultant and the RC Office.

Annex 3: List of Questions for UN Agencies and UNDAF Working Groups

<p style="text-align: center;">EVALUATION OF THE UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF), IN TAJIKISTAN (2010 – 2015)</p>
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List of Questions for UN Agencies and UNDAF Working Groups
4 July 2014

As a follow-up to the UNDAF Core Group meeting on Friday 4, and several meetings that the UNDAF evaluation consultants had with UN Agencies at the beginning of their mission, the consultants are asking Agencies / UNDAF Working Groups to provide a reply to this Questionnaire and to this List of Evaluation Questions **by Friday 11 July**.

At least one Working Group (Health) will provide a **consolidated reply** with all the agencies inputs. We encourage this approach, to the extent that it is possible, because it would provide the Groups an opportunity to reflect collectively on the UNDAF implementation and strategic planning.

The purpose of this questionnaire is also to complement the interviews that the consultants are having with the agencies.

The replies to the last criteria of this Questionnaire (**Added value of the UNDAF and strategic positioning**) will be particularly important, and we invite you to dedicate particular attention to this last section of the Questionnaire.

All information provided will be treated with the confidentiality it deserves, in line with the UNEG guidelines on such evaluation processes.

As a mere reminder, the main objectives of the evaluation, which covers the period 2010-June 2014, are the following:

1. To assess the contribution made by the UNCT in the framework of the UNDAF (2010-2015) to national development results through making judgments by using evaluation criteria based on evidence.
2. To identify the factors that have affected the UNCT's contribution, determining reasons the performance is as it is and providing justifications on the enabling factors and bottlenecks.
3. To reach conclusions concerning the UN's contribution across the scope being examined, including indicators set forth in the document.
4. To provide actionable recommendations for improving the UNCT's contribution, especially for incorporating those into the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation.

Please send your reply to the consultants conducting the evaluation:
 International Consultant: Christian Privat (cprivat8@gmail.com).
 and
 National Consultant: Rahmon Shukurov (R_Shukurov63@yahoo.com)

Reply provided by

Agency name or UNDAF Working Group name:

Contact person name and email:

Questions	Replies from UN Agencies / UNDAF Working Groups
1. Design and focus of the UNDAF	
a. To what extent was the UNDAF designed as a results-oriented, coherent, and focused framework?	
b. Were outcomes realistic?	
c. Were indicators SMART? Were baselines and targets available? Did existing indicators correspond to the output level and adequately measure the outputs (compliance with DOPA criteria - direct, objective, practical and adequate)?	
d. Did the design of the UNDAF results framework allow for an easy monitoring?	
e. Were the crosscutting issues sufficiently covered?	
2. Role and relevance of the UN System's contribution to the national development goals	
a. Did the UNDAF address key development issues, their underlying causes, and challenges? Was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during	

the UNDAF cycle?	
b. What has been UNDAF's relevance in contributing to the national development goals as set in the PRS-s? To what extent did UNDAF contribute to the achievement of the MDGs?	
c. Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards to guide the work of the UN agencies? (The MDGs, etc.)	
3. Effectiveness of the UNDAF in terms of progress towards agreed UNDAF outcomes	
a. Which are the main factors that contributed to the realization or non-realization of the UNDAF outcomes?	
b. To what extent and in what ways has the UNDAF contributed to achieving better synergies among the programmes of the UN agencies? Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes? Examples?	
c. Has the UNDAF been used by the UN agencies as a common programming tool for planning their activities and setting common goals?	
d. Has the UNDAF promoted effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g. within the Government, national partners, donors and other external support agencies)?	
e. How were risks and	

assumptions addressed during the implementation of programmes and projects?	
f. How UNDAF M&E system was organized and did it contribute in the UNDAF management process?	
g. To what extent the UN Agencies made good use of facilitating factors and country context to achieve the UNDAF results, what were the constraints and opportunities in achievement of results?	
h. Has the UN communicated as One? And what could be done in that respect?	
4. Efficiency of the UNDAF as a coordination mechanism and as a framework to minimize transaction costs of the UN support	
a. Is the distribution of roles and responsibilities among the different UNDAF partners well defined and does it manifest an efficient implementation of the UNDAF?	
b. Has the UNDAF contributed to a reduction of transaction costs for the government and for UN agencies? In what ways could transaction costs be further reduced in next UNDAF cycle?	
c. Has the functioning of the UNDAF Working Groups and Theme Groups been appropriate as an UNDAF coordination mechanism?	
5. Results of the UNDAF implementation	
a. What have been the effects of the UNDAF on the lives of vulnerable groups?	

a. What are the positive development changes (e.g., achievement of MDGs, national development priorities, implementation of UN conventions/treaties) that can be attributed to the current UNDAF cycle, and what will be the implications of them in terms of the next UNDAF cycle?	
b. Have there been any major changes in national indicators that can be reasonably attributed to or be associated with the UNDAF?	
c. To what extent and in what ways has the UNDAF placed special emphasis on the Human Rights-Based Approach, gender equality, environmental sustainability, and capacity development?	
d. Have new issues and their causes arisen during the UNDAF cycle been adequately addressed?	
6. Sustainability of the results achieved and the strategies used by the Country Programmes	
a. To what extent and in what ways the UNDAF contributed to enhance national capacities in government, civil society and NGOs? Do UNDAF and Country Programmes promote ownership of programmes by the national partners?	
b. To what extent are the Country Programmes and projects of individual agencies integrated with national processes, systems and programmes? What are the opportunities and risks of sustainability of the Country Programmes?	

c. How has the UNDAF contributed to sustainability of results of Country Programmes and projects of individual UN agencies?	
d. Does the UNDAF include strategies to ensure sustainability? What are the opportunities and risks to the sustainability of UNDAF?	
8. Regional Cooperation addressed by the UNDAF	
a. Has the UNDAF and UNCT contributed effectively to the regional cooperation?	
9. Added value of the UNDAF and strategic positioning	
a. To what extent can the UNDAF add value in the development landscape, with respect to a situation where there would be no UNDAF but only agency programmes or projects?	
b. Was the UNDAF strategically positioned and what are the lessons learned?	
c. What could be the strategic interventions for the next UNDAF cycle (2015-2020), taking into account the UN's comparative advantage, national priorities and emerging issues?	
d. How could the next UNDAF leverage the role of the UN and make it more relevant and effective?	
e. What could be done to improve the achievement of results?	
f. How could the UNDAF enhance joint programming and/or joint	

programmes? In which areas?	
g. How could the UN reform agenda be better reflected in the UNDAF implementation? How could the UN system in Tajikistan make further progress in “Delivering as One”?	
h. How could the next UNDAF be designed as a results-oriented, coherent and focused framework? Given the number of UNDAF Outcomes (6), Agency Outcomes (23), Outputs (98), and indicators (253), has it been possible to manage the UNDAF in a satisfactory manner? Would have it been useful to manage the UNDAF better? What are the lessons learned? What do you recommend for the next UNDAF?	
i. In the specific context of Tajikistan where the Development Coordination Council (DCC) is very active with functioning working groups and mechanisms, how could the UNDAF contribute more meaningfully?	
j. What should be the coordination mechanisms for the next UNDAF (Results/Outcome Groups, Thematic Groups (I.e. Gender)?	
k. Are there any other issues you would like to raise?	

Annex 4: List of interviewees and meetings

UNDAF Evaluation consultants' meetings with Government, Civil Society and Donors,

Dushanbe, Tajikistan, 3 July -13 July

#	Name	Organization and Position
UN agencies and Donors		
1	Alexander Zuev	UN RC/UNDP
2	Viorel Gutu	FAO Representative
3	Nicolas Oberlin	WFP Representative and WFP Team
4	Aliona Nikulita	UNDP Country Director
5	Arthur van Diesen	Deputy UNICEF Representative and UNICEF Team
6	Pavel Ursu	WHO Representative
7	Kevin Allen	UNHCR Representative
8	Huw Beynon	UNHSTF mission
9	Abdullo Guliev	UNDP Kulob Area Manager
10	Sojidamo Tagaeva	Programme Analyst UNDP Kulob Area
11	Furqat Usmonov	Programme officer WFP Qurghanteppa sub office
12	Aziza Hamidova Diana Ismailova Nargis Rakhimova Parviz Boboev Khurshed Irgitov	UNFPA Assistant Representative UNFPA Gender Specialist UNFPA National Programme officer on UNFPA Reproductive Health UNFPA National Programme Associate UNFPA Project Associate on FP/RHCS
13	Khudonazar Ojimamadov	EU Project Manager
Government partners		
14	Abdulgaffor Rakhmonov	Chairman of Kulob City

15	Sulton Rahimov	First Deputy Minister of Land Reclamation and Water Resources of the Republic of Tajikistan
16	Halima Gadoeva Rano Bobokhonova	Chief physician of the Maternity Hospital Doctor of Maternity Hospital
17	Abduhakim Mirzoev	Manager of the Branch of the Modular Training Center
18	Urunbish Uzakova	Chief OG, Ministry of Health and social protection
19	Nizoniddin Zohidov	Deputy of Minister of the Ministry of Foreign Affairs
20	Ulugbek Hotamov	Executive Director of Seed Association of Tajikistan
21	Khayrullo Ibodzoda	Chairman of the Committee of Environmental protection under the Government of Tajikistan
22	Matlyuba Uljabaeva	Chairman of National Association of Small and Medium Enterprises (UNCP-1)
23	Kabirjon Juraev	First deputy head of Committee of youth, sports and tourism
24	Bahrom Gaforov	Deputy Director of Agency of Land reclamation and irrigation
25	Shahlo Juraeva	Director of women's self-realization center
26	Bekijon Ziyoev	Chief expert of Ministry of Transport
27	Mullojon Amirbekov	Head of State Veterinary Inspection Service, State Veterinary Inspection service
28	Jamila Saidova Muhammadi Ormonov Latofat Abdulalieva	Deputy Minister of the Ministry of Agriculture Deputy Head of Department Plant Growing Leading specialist of the department of international relations, science introduction of scientific achievements
29	Emin Sanginov A. Boboev Samarov Navrooz Kholbibibi Hasanova Marifat Shokirova Rajabov	First Deputy Minister of Labour, migration and employment and team
30	Murodali Soleh Qarchi Karimov Mirali Safarov Qahhorov	Chairman of Federation of Trade Unions of Tajikistan and team

	Marhabo Saidova	
31	Lola Bobohodjjeva Sherali Fattulloev Rano Abdurahmonova	First Deputy Minister of Health and social protection and team
32	Murodali Ruziev	Director of National AIDS center
33	Ahad Sodiqov Rajabmoh Badriddinova Muqim Ashurov Abduhalim Nizomov	The Ombudsman's team
34	Irina Karimova	President of the Academy of Education
35	Fathiddin Ismonov	Deputy Minister of Education
Civil society/NGO		
36	Anvar Olimov	Head of the Centre of Innovation development
37	Dilshod Jalilov	Deputy of Head of the Centre of Innovation development
38	Nodir Toshmatov	Association of the Veterinarians of Tajikistan
39	Dilbar Turakhanova	Consultant
40	Pulodi Mehrubon	Trainer of Y-REEP
41	Sharofjon Boborahimov	Y-REEP
42	Guljahon Bobosodiqova	The chairman of the coalition of Public Organizations of Tajikistan "From legal equality to actual equality"
43	Alla Quvvatova	The coalition of Public Organizations of Tajikistan "From legal equality to actual equality"
44	Shahlo Juraeva	PO "Jahon"
45	Tatyana Bozrikova	The Public Foundation "Panorama"
46	N. Jumakhon	The Parliament of Youth

Annex 5: List of references and background documents

Tajikistan and UNCT

- ➡ UNDAF document 2010-2015
- ➡ UNDAF updated Monitoring and Evaluation Matrix
- ➡ Conceptual documents and presentations about DAO in Tajikistan
- ➡ UNCT Retreats notes, January 2012 and June 2013
- ➡ Reports of thematic groups on cross cutting issues and One communication
- ➡ Selected evaluations, MTRs, and studies, conducted by UN Agencies
- ➡ Common Country Assessment or Country Analysis
- ➡ Resident Coordinator's Annual reports, covering the period 2010-2013
- ➡ UNCT's / Resident Coordinator's Office Workplans
- ➡ Minutes of key UNCT meetings dealing with strategic issues or deemed relevant for the evaluation, where the UNDAF and DaO may have been discussed
- ➡ Communication materials
- ➡ Other relevant documentation.

Guidance material

- ➡ UNDAF Guidelines, 2010, and other guidance material on strategic positioning, 2010-2013
- ➡ UNDG Toolkit
- ➡ Standard Operating Procedures for Countries Wishing to Adopt the "Delivering as one" Approach, UNDG, August 2013.
- ➡ UNEG norms and standards for evaluation
- ➡ UNEG Code of Conduct for Evaluation in the UN System, 2008
- ➡ UNEG FAQs for UNDAF Evaluations, 2011
- ➡ UNEG Guidance on Preparing TORs for UNDAF Evaluations, 2012
- ➡ Guidance Note on the Application of the Programming Principles to the UNDAF, 2010
- ➡ Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance, 2011
- ➡ Outcome-Level Evaluation, A companion Guide to the Handbook on Planning and Evaluating for Development Results, for Programme Units and Evaluators, UNDP, 2011 (especially Sections 5, 6 and 7)
- ➡ Handbook on Planning and Evaluating for Development Results, UNDP, 2009 (in particular Chapter 7)
- ➡ Contribution analysis: An approach to exploring cause and effect, ILAC Brief No 16, John Mayne, May 2008
- ➡ Planning Evaluability Assessments, A Synthesis of the Literature with Recommendations, Report of a study commissioned by the Department for International Development (DFID), Working Paper 40, Dr Rick Davies, October 2013.
- ➡ How to Design and Manage Equity-focused Evaluation, UNICEF (especially Sections 4, 5 and 7)

- ➡ Evaluation for Equitable Development Results, UNICEF (in particular Part 2)
- ➡ Non-Resident Agencies material: see link.²⁸

UN Reform

- ➡ QCPR studies on UNDAF, RC System, Business practices, Emerging issues
- ➡ Replies from Tajikistan to QCPR surveys
- ➡ QCPR Secretary-general's Reports, and General Assembly Resolution
- ➡ Delivering as One Independent Evaluation

Highlights from documents received during the evaluation mission

- ➡ Law of the Republic of Tajikistan "On Trade Unions", Dushanbe, 2011
 - (This law regulates the legal basis for the creation of trade unions, their rights and guarantees of the activity, regulates the relations of trade unions with public authorities, employers, their associations (unions, associations), other public associations, individuals and legal entities).
- ➡ The General Agreement between the Government of the Republic of Tajikistan, the Federation of Independent Trade Unions of Tajikistan and the Employers of the Republic of Tajikistan for 2012-2014, Dushanbe, 2-12.
- ➡ Safety Audit in the market "Korvon"/UN Global Initiative "Safe and friendly cities for all" , Dushanbe, 2013.
 - (The goal of the Safety Audit (SA) is to assess the level of personal and economic security of entrepreneurs (women and children) at *Korvon* market and to develop recommendations of security issues).
- ➡ The study of national legislation on HIV / AIDS and the world of work: analysis and recommendations, Dushanbe, 2011.
 - (This analysis is a summary of the findings and recommendations that have been developed taking into account the principles and provisions of the Recommendation number 200, code of practice and ILO Conventions. The analysis covers the description of the situation on HIV / AIDS and the labor market in Tajikistan, an analysis of national legislation governing the implementation mechanism of government programs and policies in the area of research).
 - (The purpose of this study is to analyze the national legislation on HIV/AIDS with a focus on the world of work, social protection and employment issues, as well as recommendations for improving the current legislation of the Republic of Tajikistan with the ILO Recommendation on the 2010 HIV/AIDS and the world of work № 200, ILO code of practice (2001), and other fundamental Conventions of the ILO decent Work).

²⁸http://www.undg.org/content/programming_reference_guide_%28undaf%29/common_country_programming_processes_-_undaf/non-resident_agency_guidance_and_support

- ➡ Tripartite Partnership Strategy on HIV and AIDS Prevention in the World of Work in the Republic of Tajikistan, Dushanbe, 2012.
 - (This document was developed by the Ministry of Labour and Social Protection of the Republic of Tajikistan with the participation of social partners of the Employer's Union and the Federation of Independent Trade Unions of the Republic of Tajikistan and approved by the Ministry of Health and the Committee for Women and Family Affairs under the Government of the Republic of Tajikistan).
- ➡ Occupational Safety Program in the Republic of Tajikistan for 2013-2016 (Approved by the Government of the Republic of Tajikistan on December 3, 2012, № 684), Dushanbe, 2012.
 - (The aim of this labor protection program is to create an environment conducive to the preservation of life and health of employees in the workplace, prevention of occupational accidents, occupational diseases and occupational risk).
- ➡ The study, "Knowledge, attitudes, behavior and practices on HIV / AIDS in the transport sector of the Republic of Tajikistan" / Ministry of Labour and Social Protection of the Republic of Tajikistan, Dushanbe, 2012.
 - (The aim of the study was to review existing legislation on HIV and AIDS in the workplace, including issues related to social protection, employment, discrimination based on real or perceived HIV status, to develop practical recommendations for improving national legislation, taking into account the mechanism to combat HIV/AIDS in the world of work required in connection with the changes in the demographic composition of the population, mass labor migration, high levels of poverty, and the change in the gender order in society).
- ➡ The National Plan of Action for the Elimination of the Worst Forms of Child Labour in the Republic of Tajikistan for 2014-2020 (Draft Programme: not yet approved).
- ➡ The Joint United Nations Programme of Technical Assistance for Capacity Building of the National Organization for Human Rights (NSHR) in Tajikistan, 2010-2012.
- ➡ Report of the Joint United Nations Programme on strengthening the capacity of the Ombudsman Institution in the Republic of Tajikistan (2011-2012) / Advisor to the HR / OHCHR, Dushanbe, June 2012.
 - (The overall objective is to strengthen the capacity of the newly established National Institute of Human Rights (NHRIs) in Tajikistan through consolidation efforts on parallel funding by several UN agencies and the mobilization of external resources. It is expected that after the implementation of the program, staff of the Ombudsman will have the necessary technical resources, knowledge and skills, including understanding of human rights standards in the area of gender, refugees, migration, labor and children's rights and will work on the basis of the internal institutional regulations that meet international standards for individual complaints).

Annex 6: Biography of the Consultants

Christian Privat

cprivat8@gmail.com

Christian Privat is an evaluation and development consultant with significant experience with UNDP, UNICEF, OHCHR, ILO, UNFPA, UNDEF, and UNDESA, in addition to his frequent work with UN Country Teams. He specializes on UN reform issues.

He has completed 6 Mid-Term and Final Evaluations of Joint Programmes of the MDG Achievement Fund (MDG-F): four on Youth, Employment and Migration (Peru, Paraguay and Costa Rica twice), one on Culture and Development (Honduras), and one on Conflict Prevention and Peace Building (Haiti). Moreover he has conducted the MDG-F Country Evaluation in Mauritania, which was one of the nine Focus Countries of the Fund.

He has conducted 9 Evaluations and Mid-Term Reviews of the United Nations Development Assistance Framework (UNDAF), in a variety of countries and regions (Ghana, Peru, Egypt, Bangladesh, Central African Republic, Benin, Mexico, Azerbaijan, Nigeria and Tajikistan).

He is also quite familiar with Delivering as One. For instance, he supported the Evaluability Studies for UNEG/UNDG, and helped DOCO in preparing the Summary of Findings from the country-led evaluations for the intergovernmental conference in Vietnam. He collaborates regularly with the Development Operations Coordination Office (DOCO) and was a member of the undg/WGPP Task Team on Programme Support, focusing on M&E issues.

In 2012, he has worked with UNDESA for the QCPR (Quadrennial Comprehensive Policy Review of operational activities in the area of development) of the UN General Assembly. He has worked as second consultant on two key studies (UNDAF and Results-Based Management), conducted two studies himself (Resource Allocation Processes and QCPR Desk Review), and provided substantial contributions to other studies (Experiences of the MDG-Fund, Resident Coordinator System, Emerging issues, and Business practices).

He has also conducted, for UNICEF, a Country Programme Evaluation in Egypt, two “Strategic Moment of Reflection” (SMR) exercises in Ghana and Malawi, in addition to a Mid-Term Review in Cuba.

Furthermore, he has a significant experience on cross cutting issues and the five UNDAF programming principles, especially the human rights-based approach, gender equality, environment sustainability and climate change, disability, and Results-Based Management.

Moreover, he has worked as Programme Officer for UNICEF Cuba, and as a Consultant and Programme Officer for UNICEF NYHQ, in the Evaluation Office, the Programme Division, the Division of Policy and Planning, the Programme Funding Office, and the Office of the Executive Director.

Shukurov Rakhmon Egamovich

R_Shukurov63@yahoo.com

Rakhmon Shukurov is an evaluation and agriculture development consultant with significant experience with UNDP, FAO, CARE International in Tajikistan, GTZ, OSCE, ICARDA, Bioversity International UNEP/GEF, Mercy Corps, and Regional Environmental Center for Central Asia (CAREC), in addition to his frequent work with UN Country Teams. He specializes on agriculture development and Participatory Rural Appraisal (PRA) issues.

He has completed one Final Evaluations of UNDP Tajikistan implementing project the Community Agriculture Watershed Management Project – CAWMP in the Surkhob watershed, whose objectives are biodiversity conservation in mountain ecosystems through sustainable land use.

He has experience in conducting analytical research on financial sustainability of dehkan farms (FAO), land use and food security in connection with the land reform, environmentally sustainable of land use and economics study of land degradation for the agricultural sector in Tajikistan UNDP, Poverty-Environment Initiative of UNDP Communities Programme. While working in the USAID Productive Agriculture Project in Tajikistan, he has developed the value chain of the main agricultural crops in Tajikistan (5 main crops for export purpose).

Rakhmon has managed the small grants on agriculture and infrastructure development (8) in CARE International and USAID Productive Agriculture Project in Tajikistan. He has done the ecological assessment/expertise of small and medium agriculture and rural infrastructure projects (7) and formulation and implementation of the community mobilization and development concept, strategy, policy and methodologies in Tajikistan. He has skills in the implementation of Participatory Rural Appraisal (PRA), which is the most effective tools for local participation in project activities with GTZ/Transboundary Water Management in Central Asia programme.

He has been involved in several UN FAO projects and other IOs, ensuring community representation and participation in the consultation and decision-making processes, related of food security and diversification of agriculture UN FAO-SEC (Programme/Project Number: GCP/TAJ/007/EC - Support to Strengthening of the National Food Security Information System)/National Consultant on Food Security Analysis; UN FAO-SEC (Programme/Project Number: UTF/TAJ/005/TAJ) National Consultant – Horticulture; UN FAO National Consultant for Crop Diversification of Republic of Tajikistan and the OSCE/Water Management Project within the Environmental - Expert in Water Management for Agriculture, The Regional Environmental Center for Central Asia (CAREC) office in the Republic of Tajikistan, Expert on agricultural technology, ICARDA Project “Control of soil and water resources”, Consultant on Agriculture.

He is also raising awareness of project beneficiaries related to all aspects to grow export oriented products. He has more than 15 years of experience in development of training modules (28 modules, in particular educational modules on modern agricultural technologies, community mobilization, and economic and environmentally sustainable use of land). He also takes into account the needs of the participants and organizations, preparation of visual on AIDS, handouts and materials distribution, establishing effective working relationships with governmental authorities of all levels, local partners and stakeholders.

Furthermore, Rakhmon has experience in coordination, management, implementation and control of several projects like: poverty reduction in rural areas, irrigation projects, income generation, micro-credit, capacity building, community-based organizations, civil society development, civil programs recovery, infrastructure development, local government, civil society capacity development, support of private farmers, food and economic security and others with the Bioversity International UNEP/GEF supported project “In situ/on farm Conservation and Use of Agricultural Biodiversity (Horticultural Crops and Wild Fruit species) in Central Asia”, Mercy Corps - Project manager USDA/R&D/003/00 "Demonstration of experience on improvement of technologies of getting double crop productions on base of the methods of the programming and training them farmers”.

He also has more than 100 publications including: scientific articles, educational and methodological work and monographs.

Annex 7: UNDAF Options

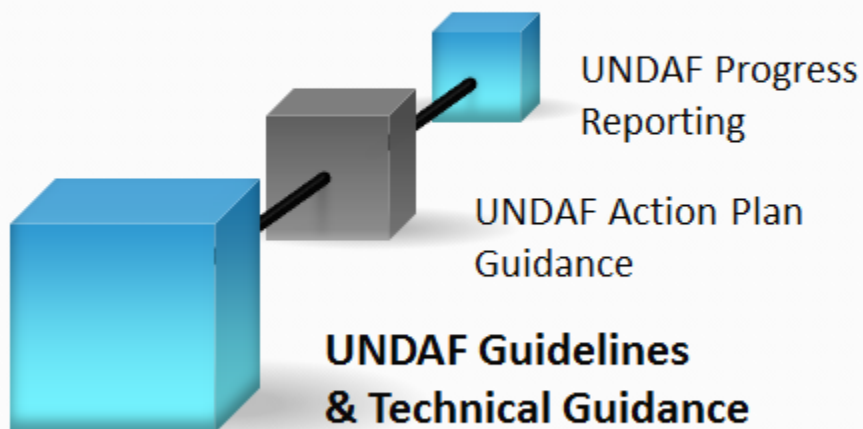
There are several options available in the 2010 UNDAF Guidelines, which can be used for the next UNDAF in Tajikistan. This annex indicates these options which were presented and discussed at the evaluation mission debriefing.²⁹

OPTION 1A: UNDAF RESULTS MATRIX WITH OUTCOME LEVEL ONLY					
National Development Priorities or Goals					
Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources
Outcome 1 : Expected (planned) institutional or behavioural changes <i>(List contributing UN agencies for each of the outcomes and highlight the outcome convener)</i>	All indicators should have baseline and target information/ data			Describes how non-UN partners will contribute	Estimated financial resources required by the UN system for its contribution to the achievement of the outcome and estimated financial resources each agency will contribute (both regular budget and other resources) to the achievement of the outcome. Optional: may include government's contribution or cost sharing.
Outcome 2					

OPTION 1B: UNDAF RESULTS MATRIX WITH OUTCOME AND OUTPUT LEVELS					
National Development Priorities or Goals:					
Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources
Outcome 1 : <i>(List contributing UN agencies for each of the outcomes and highlight the outcome convener)</i>					
Output 1.1					
Output 1.2					
Outcome 2					
Output 2.1					

²⁹ UNDAF Evaluation Highlights and Preliminary Findings, PowerPoint presentation, Christian Privat, International Consultant, Rakhmon Shukurov, National Consultant, 11 July 2014, Dushanbe, Tajikistan.

Three parts to the UNDAF Guidance Package



UNDAF Action Plan

Key Features:

- Complements UNDAF with a common operational plan
- Specifies strategies used to deliver UNDAF results
- **Replaces** Country Programme Action Plans
- Voluntary



UNDAF Options

(see footnotes at the end of this Presentation)

A Country Analysis -> UNDAF 1a -> CPDs -> CPAPs/Ag. Programmes -> AWP

B Country Analysis -> UNDAF 1a -> CPDs -> UNDAF Action Plan-> AWP

C Country Analysis -> UNDAF 1b -> CPDs -> CPAPs/Ag. Programmes -> AWP

D Country Analysis -> UNDAF 1b -> CPDs -> UNDAF Action Plan-> AWP

Footnotes on UNDAF options (slide 28)

These options are not part of the guidelines and are simply suggesting some preliminary implications each model may have.

- A.** The option A is when the country team decides to formulate the UNDAF RM only at the outcome level and operationalize those outcomes through agency specific programmes or CPAPs for funds and programmes. Possible implications of this option are:
- The outcome-level RM can provide governments and development partners with a very good picture of what the UN's strategic intentions are, without going into details of how they are going to be implemented. These details can be provided in the agencies' programmes and CPAPs.
 - This option also ensures that the review, monitoring and evaluation exercises are kept at the outcome level, which can bring the UN's dialogue with its partners at a higher strategic level.
 - This option, however, risks to loose agencies involvement in joint UN activities immediately after the RM is finalized. It may lead to a great disconnect between the UNDAF outcomes and the agencies outputs.
 - Apart from reviewing and signing the UNDAF, the government will also be forced to sign four-five-and-more operational documents with various UN agencies.

B. The option B suggests that the UNDAF RM at outcome level is followed by an UNDAF Action Plan – an operationalization document which is prepared and implemented in a collective manner. This option implies:

- A much better way to ensure the collective thinking not only at the strategic level, but also at the level of operationalization of strategic priorities
- It puts together both what the UN is planning to do (strategic intentions) and how the UN is planning to do it, thus contributing to the government's aid coordination activities.
- It fosters mutual accountability, as it transparently reflects who from the UN organizations and their partners will be responsible for what specific element of the framework.
- It reduces transaction costs for the government and other national partners, as there is only one comprehensive document, which contains both the outcomes, outputs and key activities (if required), as well as the budgetary requirements and management and coordination arrangements.

- It requires, however, greater coordination efforts on the part of the UNCT and strong willingness from its members to be part of these coordination efforts.
- It also requires strengthened capacity of the RC office, as usually they are the ones to help the RC in collecting information, bringing agencies and partners together, and ensuring that the UN system comes together as a family in all its interactions with the government and other national partners.
- In terms of programming process sequence, it needs to be considered that CPDs should be approved before the finalization of the UNDAF Action Plans. Because of the greater collective involvement of the UN system in the Action Plan and because this is the document where the UNCT would need to define in much more clear way the resources it commits to make available for UNDAF outcomes, the signature of the Action Plan should follow the approval of your CPDs with the budgets.

C. The option C is when the country team decides to prepare a RM at both outcome and output levels, followed by agency-specific CPDs and CPAPs and agency programmes. This is an option, which was followed by the country teams for many years. Thus:

- It is the most familiar process, which would probably not require a lot of advocacy and briefings both in the UNCT, and with the government
- It makes the linkage between UNDAF outcomes and outputs (both collective and agency-specific) clear and “maintainable” throughout the implementation process.
- However, this process risks to lead to some fragmentation and make the UNDAF a document that is left on the shelf.
- This is the option, which again requires government’s attention at agency level, rather than at collective UNDAF level.

- D. The last option, which can be considered is when the UNCT decides to include both outcomes and outputs in the RM, and prepare an UNDAF Action Plan.
- This is the option that requires details to be included for the operationalization of the agreed results.
- Since the UNDAF Action Plan replaces the agencies CPAPs, the government needs to sign only two documents, and these become the basis for the UN-government relationship throughout the programming process.
- However, if both the RM and Action Plan contain the level of output details, the objectives of the two documents might be confusing for national partners.
- This is probably an heavy option in terms of process and coordination efforts.

Annex 8: Key achievements of the UNDAF with respect to expected Country Programme Outcomes

Pillar 1: Poverty Reduction and Governance

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> Reform of public administration with a view to creating a national development system in the country, the principal features of which are transparency, accountability, and combating corruption Development of the private sector and attraction of investments, based on the expansion of economic freedoms; strengthening of property rights and the rule of law; and development of public-private partnerships Development of human potential aimed primarily at increasing the quantity and quality of social services for the poor and achieving the MDGs; expanding public participation in the development process; and strengthening social partnerships
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> Good governance and economic and social growth are jointly enhanced to reduce poverty, unlock human potential, protect rights, and improve core public functions

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1: Poverty reduction and economic development programmes are enhanced, with particular focus on the rural poor, women and marginalized people.	<p>Indicator: Number of legislation/regulations adopted by Government that support socio-economic growth.</p> <p>Baseline: Current legislative/regulatory frameworks are not very conducive towards encouraging socio-economic growth.</p> <p>Target: At least 2 pieces of legislation or regulations are adopted by Government.</p>	<p>Living Standards Improvement strategy for 2013-2015 was developed in a participatory manner reflecting the standing rule of law and access to justice as well as human development issues</p> <p>UNDP:</p> <ol style="list-style-type: none"> 30 laws supporting socio-economic growth were adopted; The Mid-term Poverty Reduction Strategy (2010-2012) and further the Living Standards Improvement Strategy (2013-2015) were adopted, prioritizing the country socio-economic development aspects with human development, and mainstreaming the rule of law and environment aspects; The District development planning methodology was adopted. Using the methodology, 36 out of 67 districts countrywide have developed participatory mid-term socio-economic development programmes: 27 out of 36 development plans integrate poverty- 	Achieved

		<p>environment linkages;</p> <p>4. The scientific-research concept on human development (2013-2028) for application of democratic principles and development of civil society was developed and further adopted by the Government of the Republic of Tajikistan in July 2013; Four National Human Development Reports published;</p> <p>5. A 'Human Development and Aging of the Population' Unit was created within the Institute of Economy and Demography at the Academy of Science of RT;</p> <p>6. The business environment for SME development has been improved: the procedures for starting and closing a business have been simplified; the number of permits were reduced; Tajikistan accessed to WTO and joined the United Nations Convention on the Recognition and Enforcement of Foreign Arbitral Awards that came into force in 1958;</p> <p>7. More than 160 000 low income households, including women (approx. 40%) received microcredits, grants, and additionally 3,000 people including 74% women received legal aid services via UNDP interventions;</p> <p>8. Annual guides "Development Partners" and "Foreign Aid Report" were prepared and published, based on annual AIMS update, and were further distributed among the Government, Parliament, ministries and departments, local authorities, all development partners. Besides, electronic versions of guides are placed on SCISPM official website;</p> <p>9. SCISPM website on foreign aid www.amcu.gki.tj was developed and is fully functional. In 2013 total number of site hits reached 20,372. AIMS is placed on the SCISPM website with open access. To support AIMS on-line operation, 120 users are annually trained on AIMS operation procedures. UNDP also provides technical assistance to SCISPM portal www.gki.tj;</p> <p>10. Poverty and Environment, rule of law and human development were integrated into the LSIS 2013-2015 as a cross-cutting topic;</p> <p>11. Recommendations of NHDR-2012 "Poverty in the context of Climate Change" were used in the process of development of LSIS.</p> <p>UNHCR and UNV:</p> <p>12. A total of 390 vulnerable refugees, particularly women and those from low-income households obtained desired vocational training, free of charge. Almost 87% of the graduates of the vocational courses</p>	<p>UNHCR: Partially Achieved</p>
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		<p>were provided with micro-credit and grants, as well as work tools to promote their self-reliance. UNHCR's legal IP have provided relevant training and legal support to those who wanted to initiate their own business.</p> <p>Through the agreement with FMFB, refugees were enabled to enter into customer relations with a local bank in Tajikistan.</p> <p>In addition to the above mentioned, UNHCR provides financial and material support to vulnerable refugee families as to ensure that the most basic needs of those families are met.</p>	
	<p>Indicator: Number of small and medium size enterprises established/registered.</p> <p>Baseline: N/A</p> <p>Target: At least 300 new SMEs established/registered</p>		
<p>Outcome 2: National and local levels of government have the capacity to implement democratic governance practices grounded in international standards and law. Development initiatives are effectively and strategically planned, financed and implemented in an inclusive and participatory manner.</p>	<p>Indicator: Number of Districts that conduct integrated planning and budgeting based on a standardized reformed process that formally incorporates public consultation mechanisms in decision- making processes.</p> <p>Baseline: Current planning and budgeting processes are not standardized or coordinated</p> <p>Target: At least 30 districts plans and budgets based on a standardized reformed process.</p>	<p>1. The methodology on elaboration of the District Development Programmes was adopted by the Ministry of Economic Development and Trade, and 36 districts countrywide conducted integrated planning and budgeting;</p> <p>2) The human development focused socio-economic surveys carried out in 4 districts feed the formulation of the district development programmes thus providing accurate evidence for development planning and management at the district level.</p> <p>UNDP:</p> <p>1. Human Development Course was introduced in the curriculum of 8 target universities;</p> <p>2. 3 NHDRs were published;</p> <p>3. The Local Governance Vision Paper was developed;</p> <p>4. The institutional capacity of the Civil Servants Training Institute was strengthened, and the Institute of the Advanced Training under the Ministry of Justice was conducted;</p> <p>5. Enhanced Public Awareness about negative affect of corruption practices on economic and social life;</p> <p>6. Built capacity of anticorruption agency on conduction of corruption risk assessments in various government sectors;</p>	Achieved
	<p>Indicator: Government of Tajikistan adopts an administrative / legislative / fiscal framework to</p>		

	<p>support districts to implement development priorities.</p> <p>Baseline: Decision making and financial allocations are highly centralized. Districts have limited authority or resources.</p> <p>Target: There is improved vertical coordination between national and sub-national authorities, and horizontal integration between national authorities for planning and budgeting.</p>	<p>7. Developed a capacity of relevant anticorruption agency staff to develop national anticorruption strategy for 2012-2020;</p> <p>8. Capacity of DDP Working Groups in 36 districts strengthened in planning, budgeting, fundraising and M&E;</p> <p>9. Community mobilization for implementation of local priorities (cash and in kind), establishment of Trust Fund mechanism as a tool for attracting more funds from various sources and etc.;</p> <p>10. Trainings were provided to 175 women from rural areas to enable them to better contribute to local development planning and implementation process;</p> <p>11. One new Border Crossing Point and One Border Oupost were constructed, equipped and handed over to the Afghan Border Police in 2014. Construction of one Battalion HQ and Border Liaisons Office is due by end 2014. Afghan Border Police and Customs officers on the Northern borders have better working and living conditions at the selected locations;</p> <p>12. Over 600 Afghan Border Police (ABP) officers received training on Integrated Border Management and related subject. The issues of migration and Human Rights are included in the training programme for the Afghan Border Police and Customs Officers.</p> <p>13. Three high level conferences on Border Management and Regional Cooperation were organized/co-organized. The participation of beneficiaries at three other Border Management related events in the region was supported. Supported events and conferences contribute to cross-border cooperation between Afghanistan Tajikistan.</p> <p>UNODC:</p> <p>14. The Standard Operating Procedure document that regulates the activity of Border Liaison Offices in Tajikistan was signed by the Ministry of Internal affairs, Drug Control Agency, Customs Service and State Committee for National Security.</p> <p>15. Border Liaison Offices at the BCPs "Dusti" and "Fotehabad" along Tajik-Uzbek border, "Sari-Osiyo" and "Oybek" along Uzbek-Tajik border, were constructed, equipped and handed over to the governments of Tajikistan and Uzbekistan.</p> <p>16. Construction and refurbishment works at the "Ishkashim" BCPs (Tajik-Afghan border), "Kizil-art" BCP (Tajik-Kyrgyz Border), "Karamik" BCP (Tajik-Kyrgyz Border) and "Nijnii Pyanj" BCP (Tajik-Afghan) border started and to be completed by the end of 2014.</p> <p>17. Border Liaison Officers training courses were conducted in Dushanbe and Bishkek with the participation of mid-level law</p>	
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		<p>enforcement officers from Kyrgyz Republic and Republic of Tajikistan. Experienced experts in Border management issues were invited from Polish Border Guards and USA DEA in order to deliver training and share their experience with the officers who would be deployed as Border Liaison Officers.</p> <p>18. A computer literacy training course involving 16 law enforcement officers from "Ishkashim" and "Nijny Pyanj" Border crossing points was held in Dushanbe from 2 June to 13 June 2014. A similar training course was conducted in Osh city, the Kyrgyz Republic with participation of 16 law enforcement officers stationed at the BCPs "Karamyk", "Bor Dobo" and "Dostuk" to improve their computer skills.</p> <p>19. A Conference was dedicated to "15 years of cooperation between the Republic of Tajikistan, UNODC and the countries of the region in the area of counter narcotics", in Dushanbe (May 30, 2014).</p> <p>20. Tajikistan adopted the "National Drug Control strategy for 2013 – 2020" and implementation is planned in coordination with international organizations/donors.</p> <p>21. More than hundred fifty officers participated in internal and external training courses provided to the DCA officers in the counter narcotics / law enforcement area.</p> <p>22. A special seminar was organized for DCA liaison officers working in Afghanistan (Badakhshan, Takhor, Kunduz and Balkh provinces) to review the existing drug trafficking situation at the Tajik-Afghan border.</p> <p>23. Analytical training course on the use of the i2 software for the analysts of the DCA Regional department in the Sugd province.</p> <p>24. An internal training was conducted for the DCA Mobile Units staff operating in Murgab and Ishkashim regions of the Mountain Badakhshan province.</p> <p>25. Courses aimed at improving/upgrading the knowledge of the DCA intelligence and updating on the new developments in the field of counter narcotics and discussing new trends in this area for</p>	
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		<p>the DCA staff operating Khatlon, Sugd and Badakhshan province.</p> <p>26. Training for DCA officers from HQ and Regional departments in the area of mass media awareness aimed at improving knowledge in the field of publications, photography, interview taking, radio and television programs preparations and proper use of special equipment.</p> <p>27. Training on 1C: Accountancy 7.7, configuration for "Salary and personnel" and on its use requested for the DCA Finance Admin Unit.</p> <p>28. Specialized course for officers of Operative-search department, Mobile Operative Department and Investigation unit with the aim of retraining, qualification increase and acquire required operative skills.</p> <p>29. Seminar on "Drug control situation in regions with specific focus on the main trafficking routes and overall crime records" for the officers from Operative-Search Unit and Duty Unit of DCA Regional branch for Sugd province.</p> <p>30. Training for analyst of the DCA Regional branch for Sugd province on the use i2 software, telephone billing analysis and the way to produce analytical reports in coordination with investigators and operative officers.</p>	
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Pillar 2: Food and Nutrition Security

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> Between 1999 and 2015, halve the proportion of people whose income is less than US\$2.15 a day and suffer from hunger (MDG Tajikistan); Integrate the principles of sustainable development into country policies and programmes, and reverse the loss of environmental resources (MDG Tajikistan); Raise the productivity of agricultural operations and strengthen the private sector in rural areas by: (a) improving the efficiency of cotton production and resolving the issue of cotton debts; (b) developing entrepreneurial activity in agriculture and ensuring equal rights guarantees for land use; (c) and rebuilding and developing irrigation systems (NDS Tajikistan)
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> National institutions are strengthened to ensure adequate gender-sensitive responses to food and nutrition security

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1: National institutions formulate appropriate data-driven policies to promote food and nutrition security	Indicator: N/A Baseline: N/A Target: N/A	<p>FAO: An integrated and financially sustainable “Prevention and Control Strategy Against Respiratory Syndrome Disease Complex in Sheep and Goats” was developed by the Government with FAO support. Food Security and Nutrition indicators were developed for FS policy and a database on FSIS was established in the Ministry of Agriculture.</p> <p>MoA developed the Agriculture Reform Program 2012-2020 to incorporate climate change impact, adaptation and sustainable NRM (among other issues) as crosscutting aspects in the program and approved by the GoT.</p> <p>The Land Sector Strategy was approved.</p> <p>The Food Security Monitoring System (FSMS) is operational.</p> <p>Crops and food Security Assessments are conducted regularly by the Government with FAO technical assistance. The revised “Law of Tajikistan on Veterinary” was adopted on 29 December 2010 with FAO technical assistance</p>	<p>Partially achieved</p> <p>Achieved</p>

		<p>FAO:</p> <p>1) Extensive consultations held among MoA and other Agrarian reform stakeholders to implement required policy changes and determine further directions for the strategy. MoA developed Agriculture Reform Program 2012-2020 to incorporate climate change impact, adaptation and sustainable NRM (among other issues) as crosscutting aspects in the program and approved by the GoT.</p> <p>2) The Land Agency with extensive consultation with other Agrarian reform stakeholders revised the Land code which was approved by the Government of Tajikistan, together with the Land Sector Strategy.</p> <p>3) The Gender Network at central, oblast and district level, involving 3 Legal Aid Centers, was established under FAO Project, and 16 District Task Forces became operational. The Gender network that was established earlier, jointly with the National Committee on Family and Women, with UN Women (former UNIFEM) support, was fully handed over to this government entity. The network is a functional one.</p> <p>4) A number of representatives of regional and district Hukumats are coached in food security phase classification, and gained FS skills and knowledge. Trainings were conducted on Statistics, Crop Forecast, Price Monitoring Tools, and other subjects related to FS. FSN Monitoring and Surveillance system is operational</p> <p>5) Technical support to the Ministry of Agriculture in conducting a crop and food security assessment for 2011, was provided, and as a result, the following assessment reports were produced:</p> <p>5.1) Crops and food Security Assessment; Food Security Information system Assessment;</p> <p>5.2) Three analytical papers and four information materials:</p> <ul style="list-style-type: none"> a) Production of oilseeds including the trends of world production, national aspects of production, and import of oilseeds; b) Production of cereal crops contains diversification in the food rations of Tajikistan's population; c) Review of rice production highlights the capability of Tajikistan to increase the rice production up to 200-250 thousand tons; d) Reference book on FS; e) Terminology dictionary on FS; f) Digest of food security development programs existing in Tajikistan. g) Monthly bulletin "Food Security and Agriculture Highlights" in Tajik and English languages. <p>5.3) Three manuals were prepared:</p> <ul style="list-style-type: none"> a) Adopted Crops and Food Security Assessment Mission Guidelines; 	
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		<p>b) Transition from complete enumeration to sample survey of dehkan farms.</p> <p>c) Guidelines on Price Monitoring Tools.</p> <p>6) Technical assistance to the Ministry of Agriculture and other stakeholders provided in conducting a crop and food security assessment.</p> <p>7). The following documents were submitted for the approval to Government:</p> <p>7.1. Roadmap for Local Governance and Agriculture Management Institutions Reform</p> <p>7.2. Roadmap for Farm Reform and Restructuring</p> <p>7.3. Roadmap for Cooperative Development</p> <p>7.4. Roadmap for the Ministry of Agriculture Institutional Reform</p> <p>7.5. Agriculture Sector Diversification Concept for the Republic of Tajikistan, and</p> <p>7.6. Roadmap for the Ministry of Agriculture Institutional Reform.</p> <p>WFP:</p> <p>8) The Food Security Monitoring System (FSMS) household survey and the Integrated Phase Classification (IPC) consultative forums were regularly providing food and nutrition security information for partners, stakeholders and decision-makers. Over 100 staff from the regional Government departments is trained on food security analysis.</p> <p>9) Food Security and Nutrition Cluster under the Donors Cooperation Council (DCC) was created and used as a platform to regularly exchange information on food security and nutrition between Development partners.</p> <p>UNICEF:</p> <p>10) Over 100 health workers were trained on nutrition in emergencies. Over 25 national, regional and district experts were trained as master trainers for community management of acute malnutrition (CMAM).</p>	<p>Partially achieved</p> <p>Partially achieved</p> <p>Partially achieved</p>
Outcome 2: Higher levels of agricultural production and profitability allow for sustainable and reliable food availability in the local markets	<p>Indicator: % increase in wheat and legumes production</p> <p>Baseline: most recent Food and Crop Supply Assessment report</p>	<p>As part of Enhanced Livestock production and pasture rehabilitation project, technical assistance was provided on legume crops on recovery mechanisms good yield was received. Production of legume crops increased.</p> <p>FAO:</p> <p>1) Technical assistance on use of high quality seeds of superior wheat</p>	Achieved

	<p>Target: Increase in wheat and legumes production by at least 15%</p>	<p>varieties and agricultural inputs were provided to farmers. Demonstration and early generation seed multiplication plots of new wheat varieties established in several seed farms and advanced small scale farms. New wheat varieties were tested and seeds were multiplied in the seed farms. New local wheat varieties were promoted to the small scale farms. National wheat breeding program with FAO support submitted 5 new wheat varieties for the official testing.</p> <p>UNICEF:</p> <p>2) A comprehensive Salt situation analysis was conducted to identify the bottlenecks and recommendations toward universal salt iodisation.</p> <p>3) Procurement of lab equipment and reagents as well as capacity building at production plants for internal quality control with quantitative iodine measurements either using titration or WYD photometer.</p> <p>4) Procurement of Rapid Test Kits for the Institute of Nutrition to further distribute at community level to enable wholesalers, retailers, primary health care workers and community representatives in Khatlon to monitor the level of iodine in salt in their communities and households, and to further promote adequately iodised salt.</p> <p>5) Sensitisation and social mobilisation toward universal salt iodisation.</p> <p>6) The latest data (2012 DHS survey) indicates that over 84% of households (nationwide) used iodised salt. However, 39% of the iodised salt samples tested for KIO3 were found to be below standard (<15 PPM).</p>	<p>Partially achieved</p> <p>Partially achieved</p>
	<p>Indicator: % increase in meat and milk production</p> <p>Baseline: ref Statistical yearbook</p> <p>Target: increase by at least 5%</p>	<p>As part of Enhanced livestock production and pasture rehabilitation project, number of training sessions on milk production were organized, separators and kitchenware disseminated to the project beneficiaries. As a result, the production and processing of milk products increased.</p> <p>FAO:</p> <p>1) Training sessions were organized on livestock production, on laboratory testings, on serological diagnosis of brucellosis in humans, on safe vaccination procedures, on basic animal health and livestock production practices, on Infectious and invasion diseases and non-infectious diseases, on veterinary and sanitary examination, and on production services to farmers: poultry breeding, feed production, artificial insemination (AI), bee-keeping and other topics to enable rural population. Besides, training sessions for teachers were</p>	<p>Achieved</p> <p>Achieved</p>

		<p>organized on participatory extension.</p> <p>2) The revised "Law of Tajikistan on Veterinary" was adopted on 29 December 2010 under # 674.</p> <p>3) 60 new VFUs were established since 2010 making the total number of VFUs up to 787. 148 private veterinary clinics were established and 13 VFUs were supported to purchase vehicles and establish mobile veterinary services. 14 new local veterinary associations were established and AVT unites more than 900 vets. Monthly animal disease surveillance reports were established through FAO technical assistance, and then transformed to quarterly reports, as agreed with the Government.</p> <p>4) Vaccination against brucellosis continued in 2010-2014 in pilot districts. Amount of quality assured vaccines increased.</p> <p>5) A number of training sessions on pasture rehabilitation and management were organized for livestock owners and local authorities to improve their knowledge and practice.</p> <p>6) 35 demonstration plots (both irrigated and rain fed) on fodder production, crop rotation, seed multiplication (44 ha) and pasture rehabilitation (105 ha) were established.</p>	Partially achieved
Outcome 3: Vulnerable households have sufficient financial and physical resources to ensure adequate access to food	<p>Indicator: % of households living with less than 139 somoni per month per capita</p> <p>Baseline: TLSS survey</p> <p>Target: increase by 5% of households living above poverty line</p>	<p>FAO:</p> <p>1) A number of training sessions conducted on nursery development, establishing of multipurpose plantations. In addition, 232 home based nurseries were established in the project areas. Some 7500 rural households improved their livelihoods through sustainable NRM to enhance and diversify agriculture production.</p> <p>2) Training sessions were conducted on fodder crop rotation and diversification. Around 4015 beneficiaries (of whom 1050 women) received training. Sector diversification concept started to be developed.</p> <p>3) Tree seedlings were provided to vulnerable families and related trainings conducted. Roads were rehabilitated and riverbanks reinforced, market access in rural targeted areas improved.</p>	Partially achieved
	<p>Indicator: Average number of income sources at household level</p> <p>Baseline: Joint food security, livelihoods, agriculture and</p>		

	<p>nutrition assessment</p> <p>Target: Increase % of households living with 2 or more sources of income</p>		
Outcome 4: Households consume adequate levels of food that is safe and nutritious and display positive dietary behaviors	<p>Indicator: Level of anemia among women and children</p> <p>Baseline: 43% of women and 39% of children aged 6-59 months</p> <p>Target: <20% of women and children</p>	<p>UNICEF: Micronutrient supplementation programme is being scaled up significantly (35 districts by UNICEF with USAID and RF support); AKF and WB will also start their support to cover the entire Khatlon (minus 12 supported by USAID) and GBAO shortly.</p>	Partially achieved. The exact assessment will not be available till 2015 survey..
	<p>Indicator: Level of serum retinol among children 6-59m</p> <p>Baseline: 30% of children 6-59m with serum retinol values below 20 µg/</p> <p>Target: <5 % of children 6-59 m with serum retinol <20 umol/l)</p>	<p>UNICEF: Semi-annual Vitamin A supplementation campaigns undertaken.</p>	Partially achieved. The exact assessment will not be available till 2015 survey.
	<p>Indicator: Urinary iodine level among children and pregnant women (>100 mkg/ml)</p> <p>Baseline: 69% of children; 64% pregnant women</p> <p>Target: >90% of children and pregnant women</p>	<p>UNICEF:</p> <p>A comprehensive Salt situation analysis was conducted to identify the bottlenecks and recommendations toward universal salt iodisation.</p> <p>Procurement of lab equipment and reagents as well as capacity building at production plants for internal quality control with quantitative iodine measurements, either using titration or WYD photometer.</p> <p>Procurement of Rapid Test Kits for the Institute of Nutrition to further distribute at community level to enable wholesalers, retailers, primary health care workers and community representatives in Khatlon to monitor the level of iodine in salt in their communities and households and to further promote adequately iodised salt.</p> <p>Sensitisation and social mobilisation toward universal salt</p>	Partially achieved. The exact assessment will not be available till 2015 survey.

		<p>iodisation.</p> <p>The latest data (2012 DHS survey) indicates that over 84% of households (nationwide) used iodised salt. However, 39% of the iodised salt samples tested for KIO3 were found to be below standard (<15 PPM). No updated data for urinary iodine level since 2009. Nutrition survey similar to the one conducted in 2009 will be repeated in 2015 to measure the progress</p>	
	<p>Indicator: Household food consumption score</p> <p>Baseline: 15% of households with poor food consumption score</p> <p>Target: <10 % of households with poor food consumption score</p>	<p>WFP:</p> <p>FSMS household survey determined the Food Consumption Score for use by relevant partners and the Government : 11% of households with poor food consumption score</p>	Achieved.
	<p>Indicator: Stunting prevalence (Number of children under age 5 who fall below -2 standard deviations from the median height for age)</p> <p>Baseline: 27% of children</p> <p>Target: <10% of children</p>	<p>Continued promotion of exclusive breastfeeding (incl. certification and re-certification of MCH facilities as baby friendly), communication activities (5,000 copies of 'Facts for Life: Nutrition and Growth' in Tajik language published and disseminated to all health centers, complemented by airing of a series of audio and video spots).</p> <p>The latest data (DHS 2012) indicates the stunting prevalence as 26%.</p> <p>UNICEF:</p> <p>1) Capacity development of PHC workers in IMCI, which includes the messages around caring for sick child. Introduction of MCH handbook will also contribute to this output.</p> <p>The latest data (DHS 2012) indicates 72% received ORT, but only 23% received increased fluids plus continued feeding.</p> <p>2) Capacity development of PHC workers in IMCI, which includes the messages around caring for the sick child. Introduction of MCH handbook will also contribute to this output.</p> <p>The latest data (DHS 2012) indicates that only 20% received optimal IYCF (food diversity, frequency, and milk).</p>	<p>Not achieved - progress is slow based on the DHS 2012 data.</p> <p>Partially achieved - ORT coverage increased significantly, but feeding practices for sick child has not improved much, according to the DHS 2012.</p> <p>Not achieved - progress is slow based on the DHS 2012 data.</p>

		<p>3) Supported therapeutic food for management of severely malnourished children. The detailed service statistics are not available at this time.</p> <p>WFP:</p> <p>4) Interventions were designed and implemented to address moderate and acute malnutrition through blanket and targeted supplementary feeding for children under-5 in yearly basis in areas with high prevalence of severe and moderate acute malnutrition.</p> <p>UNICEF:</p> <p>6) Micronutrient supplementation programme being scaled up significantly (35 districts by UNICEF with USAID and RF support; AKF and WB will also start their support to cover the entire Khatlon (minus 12 supported by USAID) and GBAO shortly.</p> <p>7) A comprehensive Salt situation analysis was conducted to identify the bottlenecks and recommendations toward universal salt iodisation.</p> <p>8) Procurement of lab equipment and reagents, as well as capacity building at production plants for internal quality control with quantitative iodine measurements either using titration or WYD photometer.</p> <p>9) Procurement of Rapid Test Kits for the Institute of Nutrition to further distribute at community level to enable wholesalers, retailers, primary health care workers and community representatives in Khatlon to monitor the level of iodine in salt in their communities and households and to further promote adequately iodised salt.</p> <p>10) Sensitisation and social mobilisation toward universal salt iodisation.</p> <p>11) The latest data (2012 DHS survey) indicates that over 84% of households (nationwide) used iodised salt. However, 39% of the iodised salt samples tested for KIO3 were found to be below standard (<15 PPM).</p> <p>12) Semi-annual vitamin a supplementation.</p> <p>13) The latest data (DHS 2012) shows that 76.5% children <5 received Vitamin A supplements in the last 6 months.</p> <p>14) The latest data (DHS 2012) shows that only 26.8% of women received post-partum Vitamin A dose.</p> <p>15) WHO food safety guidelines were implemented through school and health professionals.</p>	<p>Partially achieved - statistics not available to exactly assess the progress</p> <p>Achieved</p> <p>Partially achieved</p> <p>Not achieved - progress is slow based on the DHS 2012 data.</p> <p>Partially Achieved</p>
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		<p>16) Food safety high level and laboratory and PHC professionals are introduced to WHO and International standards and protocols</p> <p>17) Assessment of current situation on antimicrobial resistance to Salmonella in Tajikistan</p>	
Outcome 5: National systems and communities are enabled to prepare for and respond to food- and nutrition security-related aspects of emergencies and disasters	<p>Indicator: Wasting prevalence (Number of children under age 5 who fall below -2 standard deviations from the median weight for height)</p> <p>Baseline: 7.2%</p> <p>Target: <1%</p>	<p>See the inputs provided under output 4.1-4.3, some of which will also contribute to this indicator.</p> <p>The latest indicator (DHS 2012) shows wasting prevalence as 10%</p> <p>UNICEF:</p> <p>1) Supported the procurement of therapeutic food for management of severely malnourished children. The service statistics are not yet available for 2013/4. The same support will continue in 2014. WHO protocols in Management of Acute Malnutrition were introduced and implemented to decrease number of Severe Acute Malnutrition (SAM) cases.</p> <p>2) Assessment of home visiting nurses conducted in 2013 revealed huge capacity gaps in growth monitoring and counseling. Capacity building will be supported in 2014, together with the scaling up of WHO Child growth standards implementation.</p> <p>3) National Brucellosis Control Programme (NBCP) disseminated among several provinces.</p> <p>4) Public awareness and cost sharing system for brucellosis vaccination introduced and extended to several districts.</p> <p>5) A number of relevant government staff (vets and livestock breeders) and representatives of local authorities were trained on brucellosis control.</p> <p>6) Sensitization workshops were conducted for vets and representatives of local authorities on conduction of brucellosis vaccination campaign.</p> <p>7) Awareness activities were conducted among animal owners on making payment for vaccination. Rev-1 vaccine against brucellosis was distributed and sheeps and goats were vaccinated.</p> <p>8) Reliable epidemiological information on sheep and goat respiratory syndrome disease complex generated and analyzed.</p> <p>9) Diagnostic capacity established in several laboratories.</p> <p>10) Livestock owners have received trainings and information to actively and voluntarily participate in the PPR disease treatment and preventive plan</p>	<p>Not achieved – based on the DHS 2012 data, the situation deteriorated</p> <p>Partially achieved</p>

		<p>11) Samples from areas with risk of outbreaks are collected and tested with PCR equipment established in the viral laboratory supported under AI project within the Institute of problems of biological safety and with ELISA reader equipment within the Viral Department of the National Center of Veterinary.</p> <p>12) Animal Disease Information System software was installed at the National Center of Veterinary Diagnostics. However, it is not operational now.</p> <p>13) Start of the "Five-year Programme to improve national and regional management of Locust in Caucasus and Central Asia".</p> <p>14) Regional exchange of updated information between the 10 participating countries and strengthening capacities at regional level (field demonstrations on technical issues).</p> <p>15) Bilateral cooperation also developed through joint locust survey & joint training sessions organized with Tajik and Afghan locust specialists.</p> <p>16) Information sharing through national and regional bulletins on locust situations and management issued on a monthly basis, which is key for management of transboundary locust pests.</p> <p>17) Joint field locust survey regularly conducted.</p> <p>18) Technical assistance (training sessions) on locust monitoring jointly delivered to locust/plant protection staff.</p> <p>19) Locust survey and control equipment ordered and delivered to SUE "Locust Control" for demonstration purposes;</p> <p>20) National study on Geographical Information System (GIS) and Remote Sensing (RS) technology for locust monitoring prepared;</p> <p>21) Review by the e-Committee on pesticides of the pesticides registered/used for locust control, and recommendations formulated on a minimum list of pesticides to be registered.</p> <p>WFP:</p> <p>22) Responded to the needs of people struck by the frequent natural disasters in the country – floods, mudslides, droughts and earthquakes by providing around 650 tons of emergency food assistance. Trainings were provided to develop the capacity and enable partners (local authorities and representatives of the Committee on Emergency Situations (CoES) on identification and distribution of food to disaster affected population.</p>	<p>Not Achieved</p> <p>Partially achieved</p> <p>Achieved</p>
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Pillar 3: Clean Water, Sustainable Environment and Energy

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> By 2015, provide access to drinking water that meets government standards for 97% and 74% of the urban and rural populations, respectively. Increase access to basic sanitation and hygiene services to 50% and 65% of urban and rural populations. Promote environmental sustainability, conservation, and proper management of biodiversity and ecosystems Use energy resources more effectively, and promote new energy investment projects. Resolve problems associated with natural disasters through their prevention and the effective management of natural resources;
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> There is a more sustainable management of the environment, energy and natural resources

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1. National and Trans-National Environmental Agreements are better implemented, and water resources are more sustainably managed	<p>Indicator: Extent to which national laws are aligned with transnational agreements.</p> <p>Baseline: Some national legislation and policies aligned to regional and global covenants and conventions.</p> <p>Target: Increased alignment of national laws with transnational agreements. Lapsed bills already drafted to be tabled in parliament for enactment.</p>	<p>UNDP:</p> <p>Draft Laws have been elaborated on "Public Participation in Environmental Protection", "Environmental Impact Assessment", "Strategic Environmental Assessment" and Amendments to the Law of the Republic of Tajikistan on "Ecological Expertise".</p>	

Outcome 2. Increased access to energy based on Alternative and Renewable Energy Technology (AReTs).	<p>Indicator: Number AReTs delivery models developed.</p> <p>Baseline: Almost 95% of the rural population do not have alternative energy resources.</p> <p>Target: Target to be established after 1st year of operation. Primary focus will be on micro and mini-hydro energy production</p>		
Outcome 3. Sustainable natural resource management is more widely understood and practiced	<p>Indicator: Number of prepared summary reports on environmental conditions and the main environmental problems in pilot communities</p> <p>Baseline: No baseline</p> <p>Target: Annual "state of the environment" report published</p>	<p>UNDP</p> <p>The Economics of Land Degradation for the Agricultural Sector in Tajikistan – A Scoping Study (2012)</p>	
	<p>Indicator: Number of hectares of forestland planted</p> <p>Baseline: 3% of land covered by forest</p> <p>Target: Forested land increases by 4,500 ha per year two "greenery days per year</p>		
	<p>Indicator: Number of resolution on adopting annual "Greenery Days."</p> <p>Baseline: No Base line</p> <p>Target: Each district holds</p>		

<p>Outcome 4: Disaster risk management capacities are enhanced integrating improved management of the environmental and water-related aspects.</p>	<p>Indicator: % of population affected by disasters who receive disaster relief</p> <p>Baseline: Impact of natural disaster amplified by unsustainable land use practices (agriculture, livestock grazing, deforestation)</p> <p>Target: Network of national and sub- regional disaster and early recovery focal points works effectively</p>	<p>UNDP:</p> <p>1) Monitoring and Early Warning System established and disseminates monthly reports to all districts of Tajikistan.</p> <p>2) All post disaster and relief distribution reports contained gender segregation.</p> <p>3) DRMS monitoring tool developed and incorporated.</p> <p>4) Routine Monitoring of the NDRMS conducted.</p> <p>5) Crisis Management Center established and function.</p> <p>6) National Platform established and meets twice a year to discuss DRR aspects.</p> <p>7) More than 50% emergency relief conducted using SPHERE principles by REACT members.</p> <p>8) 32 District Development Plans that incorporate DRR section were developed.</p> <p>9) 49 small DRR projects were implemented in accordance to DDPs</p>	<p>Partially Achieved: despite the fact that MEWS were transferred to MEDT, GOT still has not allocated the material to manage MEWS. It is expected that by 2015 the material will be allocated.</p> <p>Achieved</p> <p>Partially Achieved: Capacity building of CMC is in the process. It is planned to be finalized by mid 2015</p> <p>Partially Achieved: Capacity building of the NP members and its secretariat on DRR is under process. It is expected to be finished in 2015</p> <p>Partially Achieved: DNA tool that incorporates SPHERE rationale is lobbied to be adopted by the government.</p> <p>Partially Achieved:</p>
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		<p>10) More than 30 community level early recovery interventions were completed</p> <p>11) National Recovery Guidance was developed.</p> <p>12) UNDP/STMAP was able to mobilize some additional financial resources to address land release problem (conducting survey and sustaining the manual dog's team).</p> <p>13) The land release process (LR) was accelerated during the last four years. National Mine Action Standards were developed. The efficiency and effectiveness as well as the safety and security of LR process are significantly improved. The National Mine Action Centre responsible for coordination and management of all mine action related activities was established.</p>	<p>More DDPs expected this year and next year</p> <p>Partially Achieved: More recovery projects planned for 2015</p> <p>Partially Achieved: Adoption of the guidance is planned in 2015.</p> <p>Partially Achieved: Some additional funds are required to support land release activities (monitoring and evaluation and quality management)</p> <p>Partially Achieved: Updating of the National Mine Action Strategic Plan is planned for 2014. The remaining National Mine Action Standards and SOPs will be updated in 2014-2015.</p>
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Pillar 4a: Quality Basic Services (Health)

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> • Reduce the mortality rate by two thirds among children under five (MDG) • Reduce the maternal mortality ratio by three quarters (MDG) • Achieve universal access to reproductive health by 2015 (MDG) • Halt and begin to reverse the spread of HIV/AIDS (MDG) • Achieve universal access to treatment for HIV/AIDS for all those who need it by 2010 (MDG) • Halt and begin to reverse the incidence of malaria and other major diseases (MDG)
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> • There is improved access for the vulnerable to quality basic services in health, education and social protection

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1. The health system capacity on policy formulation, planning and monitoring of sectoral and national programmes strengthened	<p>Indicator: % of rural population that used primary health care services</p> <p>Baseline: 20%</p> <p>Target: 80%</p>	Tajikistan placed more focus on primary health care strengthening by re-establishing of the Primary Health Care Coordination Council.	Partially achieved
	<p>Indicator: % increase in donor investments in health systems</p> <p>Baseline: n/a.</p> <p>Target: 20%</p>		
	<p>Indicator: Public health expenditures as a % of</p>	Policy dialogue has been continuing between the Ministry of Health and Social Protection of the Population of Tajikistan and	Partially achieved

		<p>recommendations to revisit the National Drug Policy.</p> <p>11) Review of the county road map based on the recommendation of the WHO Commission for Information and Accountability for strengthening accountability for mothers and children health conducted. The outcomes of the assessment contributed to the Secretary-General's evaluation and will also feed into the progress report to the independent Expert Review Group (iERG) on achieving MDGs.</p> <p>12) Nationally adapted version of ICD-10 developed and 80 health information specialists trained on ICD-10 coding</p>	<p>Achieved</p> <p>Achieved</p>
Outcome 2. There is greater access to and use of quality maternal and child health care, nutrition and reproductive health services	<p>Indicator: Proportion of women aged 15-49 years receiving ANC3 during last pregnancy</p> <p>Baseline: 77%</p> <p>Target: at least 85%</p>	<p>The assessment of the quality of antenatal and postnatal care provided to women and newborns at primary health care facilities of Tajikistan was conducted. Recommendations were provided to the country on key areas on which to focus on, for further improvement of services.</p> <p>National ANC standard revised according to the latest WHO recommendations and national ANC monitoring tool developed</p> <p>100 media professionals trained on reproductive health, mother and child health and gender</p>	<p>Achieved</p> <p>Achieved</p> <p>Achieved</p>
	<p>Indicator: Proportion of births attended by skilled personnel</p> <p>Baseline: 71.9%</p> <p>Target: 98.5%</p>	UNFPA: 77% - DHS	Partially achieved
	<p>Indicator: % of births delivered by caesarean section</p> <p>Baseline: 4%</p> <p>Target: at least 7%</p>	UNFPA: 4.0% - DHS	Achieved

	<p>Indicator: % of children fully immunized</p> <p>Baseline: 71%</p> <p>Target: 90%</p>	<p>WHO:</p> <p>Diphtheria supplemental immunization: 1.3 million doses of diphtheria vaccines were administered to the target group aged 3-12. Over 2 756 health providers were trained through national, regional, and district level workshops based on the WHO guidelines to ensure quality of vaccination.</p> <p>210 immunization program managers, epidemiologist, surveillance officers and primary care providers from throughout the country were trained on integrated disease surveillance.</p> <p>Support to 8th European Immunization Week in Tajikistan.</p> <p>Support to country's application to GAVI HSS project for the next five years 2015-2020.</p>	Achieved
	<p>Indicator: % of children with pneumonia who received antibiotics</p> <p>Baseline: 42%</p> <p>Target: 90%</p>	<p>WHO:</p> <ul style="list-style-type: none"> • Technical assistance provided in improvement of the quality of pediatric hospital care and resulted in: <ul style="list-style-type: none"> ▪ Development of a package of key documents, including nationally adapted version of the WHO pocket book for provision of hospital care for children, supportive supervision tools, training programs for various target groups - health providers, health managers, academic faculty; ▪ 14 national trainers trained and 238 health providers and faculty members trained on use of the nationally adapted WHO pocket book on provision of hospital care to children; ▪ 300 copies of pocket book, 150 CD with learning materials, 100 sets of the pocket book charts on triage and emergency care, 500 copies of the Child Rights Convention and 45 banners reflecting the provisions of this Convention disseminated ▪ Provision of 340 units of basic equipment for provision of pediatric hospital care to 10 hospitals in Khatlon Oblast 	Achieved

		Adaptation of the WHO IMCI Integrated Computerized Adaptation and Training tool (ICATT) to the country's context, followed by training for 13 national experts to advance their skills on application of IMCI ICATT	Achieved
	Indicator: % of PHC facilities meeting minimum set of standards in the provision of quality services Baseline: N/A Target: 90%	WHO: Support is provided to the State Service for Medical Practice Supervision in auditing PHC facilities for adherence to clinical protocols and standard treatment guidelines	Partially achieved
	Indicator: Exclusive breastfeeding rate Baseline: 26% Target: 80%	WHO: Clinical guidelines and protocols on infant and child nutrition based on the best available evidence approved and being implemented	Achieved
	Indicator: % of contraceptive prevalence rate increased Baseline: 38% Target: 43%	UNFPA: Support is constantly provided to the capacity building of health service providers in implementing newly adopted, updated and approved clinical protocols/standard treatment guidelines.	Achieved
Outcome 3. There is greater access for the most vulnerable to quality health care services and an improvement in health behaviours, thereby preventing and reducing communicable diseases	Indicator: % of female CSWs reporting the use of a condom with their most recent client Baseline: 69% Target: >80%	Within 5 years of conducting Behavioural Sentinel Surveillance (BSS), the methodologies of survey have been updated; the database analysis upgraded; the number of sites broaden; and local capacity built up. Nonetheless, the advocacy and awareness-raising activities should be strengthened to achieve the target.	Partially achieved
	Indicator: % of MARA who were tested for HIV/STIs and, if positive, received treatment Baseline: 30%		

	Target: 80%		
	Indicator: % pregnant women receiving HIV tests, results and post-testing counselling) Baseline: 12,4% Target: 70%	Throughout Rounds 6 and 8, RDTs were provided to VCT centers and reproductive health centers to test pregnant women for HIV. During 2010-2013 the stable dynamics of Voluntary Counseling and Testing (VCT) among pregnant women can be observed; and the country target was attained. Since October 2013 UNDP ceased providing VCT to pregnant women due to Transitional Financing Mechanism period of the Global Fund (GF).	Achieved
	Indicator: % of HIV+ pregnant women receiving complete course of ARV prophylaxis to reduce mother -to-child transmission Baseline: 4,2% Target: 100%	All the revealed HIV positive pregnant women are taken under medical observation and provided the Prevention of Mother-to-Child Transmission (of HIV) (PMTCT). The figures are given on yearly basis.	Achieved
	Indicator: % of injecting drug users reporting the use of sterile injecting equipment the last time they injected Baseline; (2007): 46% Target: y.2013: >60%	Quality coverage of Injectable Drug Users (IDUs) with HIV (Human Immunodeficiency Virus) and harm reduction services as well as low threshold services; Results of regular Focus Group Discussions (FGD) are considered in procuring health supplies, such as syringes/needles, swaps, tourniquets, etc.; Positive change in risky injecting behavior among IDUs; Active and wider outreach work to reach hidden clients.	Achieved
	Indicator: % of adults and children with HIV known to be on treatment 12 months after initiation of antiretroviral therapy Baseline: (2007): 57% Target: y.2013: 85%	Integrated and centralized database to track ART patients; improved drug management to timely procure medicine; solid technical and material basis to realize ART program nationwide.	Achieved
	Indicator: Proportion of TB cases detected and cured under DOTS Baseline: 2078 (40,5%), 2006 data	Already by the end of 2007 all districts and regions of the country 100% were covered by DOTS treatment.	Achieved

	Target: y.2013. (86%)		
	Indicator: % of households in malaria areas with at least one insecticide-treated bednet Baseline: (2007): 57% Target: (2013): 100%	All households 100% in malaria areas have at least one insecticide-treated bednet.	Achieved
	Indicator: % of households in malaria areas protected by indoor residual spraying Baseline: (2007): 57% Target: (2013): 100	All households 100% located in malaria endemic areas as identified by the Ministry of Health (RTDC) are covered by indoor residual spraying UNDP: 1) Over this period, UNDP has supported and facilitated development of over 40 Technical Guidelines on three diseases: TB, HIV/AIDS and Malaria. 2) Over 4000 health providers have been trained in various aspects of HIV, TB and Malaria. 3) Active advocacy work among medical staff to raise awareness about HIV prevention. 4) By the end of 2013 over 28,000 TB patients received food parcels (7000-7500 annually). 5) Technical Assistance was provided to strengthening surveillance system and national disease registries, i.e. electronic Tuberculosis (TB) database. 6) Stronger potential of national counterparts in conducting BSS; solid material and technical basis to conduct surveillance in 10 and more sites. 7) In total in 41 districts, an epidemiological and operational malaria database established and respective staff trained.	Achieved Achieved Partially achieved (due to high turnover of health staff, ongoing training in required) Partially achieved Achieved Achieved Achieved

		<p>8) In 2010-2014 periods in average 80 labs showed adequate EQA results among 88 operating labs in the country.</p> <p>9) Based on estimated number of MARP, coverage of IDUs and SWs with HIV prevention services are increasing year by year. Since 2011 the semiannual coverage of keypop is implemented that should be taken into account in next UNDAF document. The current baseline does not coincide with recent coverage to realistically show the % achievement.</p> <p>10) Updated methodologies of Behavioral Sentinel Surveillance (BSS) applied; solid material and technical basis of national counterparts in conducting BSS.</p> <p>11) Last Knowledge, Attitude, Practices (KAP) survey conducted in 2011 in Tajikistan showed about 80% of population having correct knowledge on TB.</p> <p>12) The latest KAP survey conducted in 2011 showed 93,5% population having correct knowledge on Malaria prevention.</p> <p>13) Capacity of mass media is constantly built to raise awareness of general public on PLHIV human rights and prevention of stigma and discrimination.</p>	<p>Almost achieved (90%)</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p>
Outcome 4. The health system is better prepared to deal with emergency situations	<p>Indicator: Number of medical facilities with established emergency health service departments</p> <p>Baseline: 40</p> <p>Target: 80</p>	<p>UNDP:</p> <p>1) Continuous support to improvement of emergency health services.</p> <p>2) Qualitative study on Emergency Medicine Services conducted and recommendations drafted for strengthening EMS system in the country.</p> <p>3) Support in delivering emergency care supplies.</p>	<p>Partially achieved (in progress)</p> <p>Achieved</p>
	<p>Indicator: The network of disaster medicine focal points is better functioning with new protocols and trained staff</p> <p>Baseline: five focal points</p> <p>Target: 8 focal points</p>		

Pillar 4b: Quality Basic Services (Education)

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> • Ensure effective and efficient delivery of education services and universal access to relevant and quality education for all • Engage in institutional and economic reform of the education system • Increase the potential of the education sector to provide services
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> • There is improved access for the vulnerable to quality basic services in health, education and social protection

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1: By 2015, more children attend and complete general secondary education with special emphasis on girls in grades 5 -11.	<p>Indicator: Girls attendance rate in grades 5 to 11</p> <p>Baseline: Net attendance rate 74.4</p> <p>Target: 90% net attendance</p>	<p>UNICEF and UNV:</p> <p>1) The Girls' Education programme was implemented in more than 350 schools, reaching more than 90,000 students. In addition, a Centre for Gender Pedagogics was established at the Academy of Education to support gender-sensitive curriculum and teaching and learning materials.</p> <p>2) NSD 2020 developed and approved, incorporating objectives to promote girls' education.</p> <p>UNESCO:</p> <p>3) Pre-primary education modules (7) developed by the Republican In-service Teacher Training Institute and piloted in 4 provinces of Tajikistan. Nearly 200 preschool and pre-primary teachers passed through the training courses. Representatives and experts from the Ministry of Education, Academy of Education, NGOs and the Centre for textbook and teaching -learning development participated in the capacity development workshops for the promotion of peace building education at schools.</p> <p>UNICEF:</p> <p>4) NSD 2020 developed and approved, incorporating objectives to</p>	<p>Achieved</p> <p>Partially Achieved due to the 50% cut of the Organization programme funds in 2011</p> <p>Achieved</p>

		<p>promote girls' education.</p> <p>5) Communication campaign for girls' education was undertaken in 2011, in line with the communications strategy.</p> <p>6) More than 2,000 PTA, CSO, and CLO, members trained on girls' education issues, reaching more than 20,000 parents and community members.</p> <p>WFP:</p> <p>7) Nearly 360,000 primary grades children, their teachers and supporting staff received a hot meal each school day in 2,000 schools in 52 rural districts, which covered 60% of all schools in rural areas, including all food insecure locations, identified by WFP's Food Security Information Systems (FSMS) household survey. Under partnership with the Russian NGO - Social and Industrial Food Service Institute (SIFI), WFP provided support to the Government of Tajikistan to improve the management and planning of school feeding activities. The process of designing of the new School Feeding Strategy for Tajikistan has begun. To provide direction on the project, pilot schools in different regions were selected, and a Governmental Working Group was established, which includes high level representatives from the Central Government, Ministries of Education, Health, Agriculture, Economic Development and Trade and Finance.</p> <p>UNHCR and UNV:</p> <p>8) In the last four years, UNHCR has managed to support school enrolment of an increasing number of children of concern due to the various assistance schemes that were provided to the children and their families. UNHCR and its partners' advocacy efforts with the MoE and local Education Departments in raising awareness about refugees' right to education has resulted in successful enrolment of a higher number of children of concern in local schools.</p> <p>UNICEF:</p> <p>The National Testing Centre has been established and the first university entrance examination administered in 2014; UNICEF in collaboration with MoES is in the process of developing tools to assess learning outcomes at the pre-school level;</p>	<p>Partially Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Partially Achieved</p> <p>Partially Achieved</p>
Outcome 2: By 2015, in 30% of general secondary schools, students have acquired life skills (including hygiene education, gender, violence prevention, critical thinking and HIV/AIDS) and have	<p>Indicator: % of Grades 7-9 schoolchildren who have acquired life skills based education</p> <p>Baseline: 200 schools</p>	<p>539 schools benefited from LSBHE training, including HIV messaging and prevention skills</p>	Partially Achieved

access to functioning water and sanitary means of excreta disposal	Target: 30% secondary schools		
	<p>Indicator: % of Grades 7-9 school children who have access to functioning water and sanitary means of excreta disposal</p> <p>Baseline: 10% schools</p> <p>Target: 30% schools</p>	<p>UNICEF:</p> <p>1) General secondary school curriculum is still in the process of being revised by the MoES, but to date, has life skills topics identified and mapped for inclusion, to strengthen the life skills that are already integrated.</p> <p>UNFPA/UNICEF/UNDP:</p> <p>2) Healthy Life Style textbook drafted, approved, printed, and distributed to more than 75,000 students in Grades 7 - 9, and translated into Uzbek with more than 25,000 copies printed and distributed.</p> <p>3) Healthy Life Style teachers' manual drafted, approved, and 25,000 copies printed, and distributed to teachers of Grades 7 - 9, and translated into Uzbek with more than 25,000 copies printed and distributed.</p> <p>UNICEF/UNDP (Global Fund):</p> <p>4) A total of 2,040 teachers of grades 7-9 in targeted schools were trained in LSBHE.</p> <p>UNICEF</p> <p>5) 25 schools were supported with the construction of VIP latrines, which are gender sensitive and accessible for Children with Disabilities.</p> <p>6) National Campaign on Handwashing held in 2011; WASH manual for grades 1-4 along with teachers' manual revised, adopted, and printed and distributed to more than 20 schools;</p>	<p>Partially Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Partially Achieved</p>

Outcome 3: By 2015, more children aged 4-6 years have access to quality early learning opportunities	<p>Indicator: % of children entering Grade 1 who have attended preschool the previous year</p> <p>Baseline: 25.3 (2005)</p> <p>Target: 30-40</p> <p>Indicator: % of children aged 3-6 attending some form of preschool</p> <p>Baseline: 10.2 (2005)</p> <p>Target: 35-45</p>	<p>UNICEF:</p> <p>1) Early learning / preschool strategy was incorporated into NSED and approved in 2012.</p> <p>2) With support from UNICEF, the Law on Preschool was adopted by the lower parliament in 2013.</p> <p>3) With support from UNICEF, the Early Learning Development Standards were validated and officially adopted by the MoES in 2011; capacity building workshops and training at teacher institutes was undertaken.</p> <p>4) More than 80 alternative models of ECD centres were piloted by UNICEF, which are now being replicated by MoES (250 in 2014/2015) and with local authorities implementing similar models.</p> <p>5) MoES officials participated, with the support of UNICEF, in more than 3 international conferences, 5 national workshops, roundtables, and working groups. And, more than 80 orientation sessions held with parents and community members to discuss the importance of early learning and child development.</p>	<p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>Achieved</p>
Outcome 4: The education system and schools are better prepared for emergencies	<p>Indicator: No. of schools with emergency preparedness and response plans</p> <p>Baseline: Nil</p> <p>Target: at least in 350 schools</p>	<p>UNICEF:</p> <p>1) Basic emergency equipment for all schools endorsed by the Committee on Emergency Situations (CoES), the Ministry of Education (MoE), and the Academy of Education (AoE); school safety structural assessment tools revised, piloted, and reviewed.</p> <p>UNDP/UNICEF:</p> <p>2) School programme on DRR "Fundamentals of preparedness to emergencies and civil defense" developed for grades 2 and 6 students, approved by CoES. 12,000 copies of the curriculum handed over to MoE for distribution. A follow up workshop conducted in 2010 on the programme with heads of the regional and zonal CoES offices to review the 2-year implementation of the programme.</p> <p>3) School-based DRR activities conducted in more than 25 schools in 4 disaster-prone districts, with disaster preparedness equipment distributed and non-structural mitigation activities conducted.</p> <p>UNICEF:</p> <p>4) Teacher training conducted jointly with MoES/CoES for more than 900 teachers; with baseline studies indicating a significant increase of teachers' knowledge on DRR.</p> <p>5) Teachers of higher education institutions received training on disaster management to train students in higher education institutions.</p>	<p>Partially Achieved</p> <p>Achieved</p> <p>Achieved</p>

Pillar 4c: Quality Basic Services (Social Protection)

<p>National Priority or Goals (NDS):</p> <ul style="list-style-type: none"> • Introduce sustained social insurance • Increase employment rate • Improve targeted social assistance and quality of services • Manage social assistance to vulnerable and poor individuals and families • Create a multi-tiered child protection system
<p>UNDAF Outcome</p> <ul style="list-style-type: none"> • There is improved access for the vulnerable to quality basic services in health, education and social protection

Country Programme Outcomes	Indicators Baselines Targets	Key achievements January 2010 - June 2014	Appreciation of performance (Achieved, Partially Achieved or Not Achieved)
Outcome 1: Targeted vulnerable groups, particularly youth, women, and refugees have higher levels of employment	<p>Indicator: Number of vulnerable persons who have been vocationally trained and find employment</p> <p>Baseline: Most of vulnerable groups especially youth and rural people lack employable skills</p> <p>Target: At least 500 vulnerable people find employment subsequent to training</p>	<p>UNDP:</p> <p>1) A total of 300 landmine survivors and/or families of those killed improved their social-economic condition through receiving micro-grants and involvement in micro-credit activities;</p> <p>2) 1917 people including 1187 unemployed people in Dushanbe and Kulob surrounded areas, 414 people with disabilities from Dushanbe lyceum for disable people, 316 TB patients from Vose district were provided with vocational training on sewing, accounting, computer courses, gas/electric-welding, golden embroidery, bee-keeping/honey production, vehicle repairing and etc., which helped them in opening their own business or further employment opportunities.</p> <p>ILO</p> <p>3) Beekeepers Support Centre in the Tavildara Region developed with</p>	Achieved

		<p>vocational training facilities in order to ameliorate the living and working conditions of migrant families with special focus on families with one parent.</p> <p>UNHCR/UNV</p> <p>4) 100 refugees received support, out of which 83 women, with vocational skills training on sewing, plumbing, electrician, hairdresser and 20 women were employed.</p> <p>UNHCR/ILO</p> <p>5) 1418 people received vocational trainings.</p> <p>6) Labour Market Development Strategy for 2013-2020 developed and approved.</p> <p>7) Around 300 women received business skills.</p> <p>UNESCO/ CACSA - Central Asian:</p> <p>8) 2 Award of Excellence out of 8 submissions from Tajikistan.</p>	<p>Partially achieved</p> <p>Achieved</p> <p>Not achieved</p>
<p>Outcome 2: There is an improved coverage of quality social services and assistance among vulnerable groups, particularly at-risk children, women and refugees</p>	<p>Indicator: Number of children and women receiving services based on newly adopted protocol.</p> <p>Baseline: Poor coverage of vulnerable groups with social services and assistance</p> <p>Target: In 15 districts there is a marked improvement in services for vulnerable people</p>	<p>UNDP/TMAC, with UNV:</p> <p>1) 125 landmine survivors received psycho-social support and improved their psychological well-being and health status through participation at the summer rehabilitation camps (annually 25 survivors).</p> <p>2) The State Programme on Social Protection was developed based on extensive consultations with the stakeholders, including DPOs;</p> <p>UNICEF:</p> <p>3) "Review of Victim Assistance Programme in Tajikistan" by the ISU AP Mine Ban Convention (2010) highlighted that "UNDP/TMAC's VA programme activities to raise awareness on the rights and needs of mine survivors and other persons with disabilities, to strengthen the engagement and coordination of relevant ministries, agencies and other partners, and capacity building efforts have brought positive results".</p> <p>UNHCR:</p> <p>4) Draft of order to provide monthly allowance to families with HIV-infected children approved by government.</p> <p>5) The allowance payment procedure was developed and approved, based on confidential approach and payment started on routine base.</p>	<p>Achieved</p>

		<p>UNAIDS:</p> <p>6) National study on the level of stigma and discrimination conducted. Some progress in the positive attitude of the population in the society towards PLHIV was achieved. Needs of PLHIV identified. Network of PLHIV and women living with HIV strengthened. First regional Forum of women living with HIV conducted.</p> <p>UNICEF, with UNV:</p> <p>7) The government approved the national regulation on national SA scheme in May 2010, № 232.</p> <p>8) About 40 per cent of CLWA covered by SA in 2011 and By the end of 2013 more than 63 per cent of CLWA received the SA in cash per month. [Acronyms?].</p> <p>9) With UNICEF advocacy, Ministry of Health (MoH) issued a directive to officially establish Psychological Medical Pedagogical Consultations (PMPC) at the local level – a major step forward.</p> <p>10) 5129 CWD received support in 2012 [Acronym? Children with disabilities?].</p> <p>11) Following the 2010 Polio Outbreak, with MoH leadership and together with several international NGOs, UNICEF introduced a Community Based Rehabilitation (CBR) project in 21 affected districts. 21 CBR Rooms have been established and have provided services to 674 people, out of which 531 affected by polio. In 2012, a communication campaign was launched in partnership with 18 organisations to promote inclusion of CWD.</p> <p>13) The Social Work Profession is approved by the Government of Tajikistan, and 5 years course is approved and implemented at Tajik National University. The Social Work specialization was set up, approved and implemented within the Department of Philosophy of TNU. The Social Work was included in the Government Classification as the new Profession.</p> <p>14) Based on the Decree of the Ministry of Labour and Social Protection the Social Work Resource Centre was infused to the structure under the Scientific Research Institute of Labour and Social Protection. There are 14 Social Workers trained and attended the practical trainings in Sweden.</p> <p>15) 190 Social Workers were trained in priority districts.</p> <p>16) Total number of students in education year 2009- 2011 is 520.</p> <p>WFP:</p> <p>12) Under the Vulnerable Group Feeding Programme (VGF), WFP supported the most vulnerable population in targeted areas, with</p>	<p>Partially achieved</p> <p>Achieved</p> <p>Achieved</p>
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		<p>fortified food. The support resulted in an improvement in Food Consumption Score and better dietary diversity. VGF was designed to respond to the seasonal food insecurity experienced by the rural population: in December-January, and March-May. Seasonal VGF provided households with additional food during times of income shortages and prevented households from adopting negative coping strategies. The specific locations were determined through the FSMS and IPC processes. Beneficiaries reported that VGF played an important role in ensuring food security during the lean seasons.</p> <p>UNAIDS:</p> <p>17) Intervention to stop violence against women through HIV programmes brought into national agenda.</p> <p>18) Together with UNWomen and other partners, a national workshop on providing psychological support to the victims of VAW and PLHIV, including network of women living with HIV conducted.</p> <p>19) A Child Rights Department was established under the Office of the Ombudsperson to defend and protect the rights of children. Research carried out by this Department and a national NGO on torture and ill treatment of children in the justice system revealed existence of torture of children and made recommendations for its prevention.</p> <p>ILO:</p> <p>20) First Joint National Tri-partite Agreement on HIV and AIDS and the World of Work (as part of the ILO Decent Work Country Programme for period 2011-2013 in the Republic of Tajikistan) was signed between the Ministry of Labour and Social Protection, Employers Union and Federation of Independent Trade Unions.</p> <p>21) The first HIV and AIDS Workplace policy by the Judicial Training Center (JTC) that was drafted with ILO technical support in January 2013 and finally endorsed at the Coordinating Committee Meeting of the Council of Justice in Tajikistan on 23 February 2013.</p> <p>22) In April 2013, the Dushanbe Maternity Hospital had adopted its first HIV workplace policy, based on 10 ILO Code of Practice on HIV and AIDS and the World of Work. The Maternity Hospital recognizes the key principles of international labor standard - the ILO Recommendation on HIV and AIDS and the World of Work, 2010 (No. 200).</p> <p>23) The HIV/AIDS and Tuberculosis Tripartite-plus Workplace Plan of Action for the period 2013-2016 was approved by the First Deputy Minister of Labour, Chairman of the Federation of Independent Trade Unions, Chairman of the Employers Union and Director of the</p>	<p>Achieved</p> <p>Partially achieved</p> <p>Achieved</p> <p>Partially achieved</p>
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		<p>Tajikistan Network of Women living with HIV in June 21, 2013.</p> <p>UNAIDS/OHCHR:</p> <p>24) Staff of the Ombudsmen' office trained to use the knowledge and skills on HIV issues in daily work.</p> <p>25) Conceptual Paper to increase knowledge and skills on HIV among staff of law enforcement agencies and courts developed and followed by the first workshop for judges on HIV issues, human rights and enforcement practices. At least 40 judges were trained at the first workshop for the staff of juridical system on the issues of HIV and human rights.</p>	
Outcome 3: Multi-tiered child protection system is enforced and implemented	<p>Indicator: No. of children in residential care</p> <p>Baseline: 95,341 (to be updated based on 2010 figures)</p> <p>Target: 20% reduction from baseline</p>	<p>UNICEF, with UNV:</p> <p>1) "Situational Assessment of Disability Issues in Tajikistan and development of UNDP Tajikistan's Agenda relating to persons with disabilities" conducted by VA/Disability UNDP Consultant in 2012 stated that "TMAC's UNDP-supported Victim Assistance programme has played an important role in raising awareness of the disability issue in Tajikistan and promoting a rights-based approach among a wide range of stakeholders, including relevant ministries and DPOs".</p> <p>2) 349 children were taken the guardianship and adoption in 12 districts</p> <p>3) 18 new Juvenile Justice Alternative Projects (JJAP) were established;</p> <p>4) 242 children in conflict with the law and children at risk, at risk of offending and re-offending were referred to Juvenile Justice Alternative Projects.</p>	<p>Partially achieved</p> <p>Achieved</p> <p>Partially achieved</p>
Outcome 4: The social protection system is enabled to develop and implement standards- and data-driven policies	<p>Indicator: Ministerial directive for adoption of standards</p> <p>Baseline: Limited use of data in policies</p> <p>Target: Use of data in policy formulation, implementation and review</p>	<p>ILO:</p> <p>Made compatibility study of the Tajik legislation with the provisions of ILO Convention No 168 and provisions of ILO Convention No 183, findings of the studies with recommendations provided to the Government.</p> <p>1) Child Labour Monitoring Sector was set-upped in the MLSP to identify, refer, withdraw and prevent child labour as well as to provide vocational education trainings for children reaching working age.</p> <p>2) National Action Plan (NAP) on Elimination of Child Labour for 2014-2020 developed and approved.</p> <p>3) Code of Conduct on not involving children in the agriculture work was developed by the Union Employers of Tajikistan.</p>	<p>Partially achieved</p> <p>Achieved</p>

		<p>4) Based on Decree of the government 377 as of August 2008, the Commission on Minors and Guardianship authorities were merged and the Child Rights Units are established in the structure of the local governments to oversee all issues related to children: children deprived of family care, children with disabilities, children in conflict with the law.</p> <p>UNICEF:</p> <p>5) A study on impact of labor migration on children left behind was conducted. Various positive and negative impacts of labor migration to children left behind were identified and policy recommendations were provided to all stakeholders.</p> <p>UN Women:</p> <p>6) In the framework of the GDG project, NGO Bureau on Human Rights and Rule of Law carried out specific research on implementation of rights of people with disability. The research specifically looked at assessing whether different groups of disabled people have access to social assistance and other services (access, labour, education, healthcare, social benefits). Results and recommendations of their research were added in the Universal Periodic Review (UPR) prepared by public associations of Tajikistan, reported for the period of 2006-2010.</p> <p>7) In the framework of the GDG project, support research was conducted by the Scientific Research Institute of Labour of the Ministry of Labour and Social Protection of the Republic of Tajikistan on accessibility of social protection services to different vulnerable groups including disabled women, women having children with disability, women-headed households and adolescent girls of 16-18 years. The report on the results of the research contains recommendations offered to both to the Government of RT, the MLSPP RT as well as NGOs and International organizations involved in social protection system development and support.</p> <p>8) In the framework of the GDG project, NGO Bureau on Human Rights and Rule of Law carried out specific research on implementation of rights of people with disability. The research specifically looked at assessing whether different groups of disabled people have access to social assistance and other services (access, labour, education, healthcare, social benefits). Results and recommendations of their research were added in the Universal Periodic Review (UPR) prepared by public associations of Tajikistan, reported for the period of 2006-2010.</p> <p>10) The gender analysis of the draft law on External Labour Migration (ELM) was conducted and recommendations were presented to the LWG members at the meeting on February 21, 2011.</p>	<p>Partially achieved</p> <p>Partially achieved</p> <p>Partially achieved</p>
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