

Outcome Evaluation Report

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UNDP Turkmenistan

**Country Programme Action Plan
Programme Cycle of 2010-2015**

Outcome 3.2:

“Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life”

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Table of Contents

Executive Summary	i
Abbreviations and Acronyms	vii
1. Introduction	1
2. Methodology	2
3. Development Context.....	4
4. UNDP Response and Challenges.....	9
4.1. Overview	9
4.2. Assessment of Indicators	10
4.3. Projects Activities	12
4.4. Theory of Change and Outcome Mapping.....	13
5. Contribution to Results.....	16
5.1. Relevance.....	16
5.1.1. Alignment with National Priorities.....	16
5.1.2. Alignment with UNDAF	20
5.1.3. Linkage to UNDP Strategic Plan: 2014-2017.....	21
5.1.4. Comparative Advantage of UNDP CO	21
5.1.5. Gender Aspects and Vulnerable Groups.....	22
5.2. Effectiveness	23
5.3. Efficiency	27
5.4. Sustainability	32
6. Conclusions and Recommendations	39
6.1. Conclusions	39
6.2. Recommendations.....	42
7. Annexes	
Annex 1: List of Meetings Attended	
Annex 2: List of Persons Interviewed	
Annex 3: List of Documents Reviewed	
Annex 4: Evaluation Matrix	
Annex 5: Cost Breakdown of Projects in Environment and Energy Portfolio, 2010-2015	
Annex 6: Responses to Comments on Draft Report	
Annex 7: Terms of Reference for the Evaluation	
Exhibits:	
Exhibit 1	Results framework for outcome 3.2, CPAP 2010-2015
Exhibit 2	List of projects under outcome 3.2, CPAP 2010-2015
Exhibit 3	Mapping UNDP outcome activities, outputs, and intermediate results
Exhibit 4	Thematic distribution of cost of projects under implementation
Exhibit 5	Project implementation timelines
Exhibit 6	Index of vulnerability to climate change
Exhibit 7	Economic losses from weather hazards
Exhibit 8	Relative importance of UNDP comparative advantages
Exhibit 9	Assessment of progress toward achieving outcome targets
Exhibit 10	Assessment of effectiveness: evidence at project level
Exhibit 11	Key project development dates
Exhibit 12	Duration of projects (inception, implementation, no-cost extension)
Exhibit 13	Distribution of project-level cost allocation
Exhibit 14	Policy support results
Exhibit 15	Capacity building project results

Executive Summary

Evaluation Mandate

The 2010-2015 CPAP programme cycle is the fourth country programme since the government of Turkmenistan and the UNDP signed the Standard Basic Assistance Agreement on 5 October 1993. This evaluation is addressing outcome 3.2 of the 2010-2015 CPAP which is elaborated as follows:

“Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life”

The evaluation had the following aims:

- To assess to what extent the outcome was relevant, efficient, effective; and sustainable; is it still a priority for Turkmenistan, and what direction(s) to be chosen for the future programming;
- To assess to what extent the indicators help measure the outcome’s relevance, efficiency, effectiveness, and sustainability; what alternative indicators could have been used, and what indicators would be used in future programme;
- To assess to what extent the outcome is aligned with the new Strategic Plan of UNDP; what adjustments and changes could be feasible.

Findings and Conclusions

Turkmenistan has undergone significant social and economic expansion during the period leading up to the current CPAP cycle and afterward. The UNDP, along with other UN agencies, have maintained a favourable standing in the country and provided invaluable development assistance throughout this dynamic, transitional period.

Progress toward the outcome indicator targets has been satisfactory with respect to mainstreaming environmental priorities into sectoral plans, but moderately unsatisfactory with respect to environmental monitoring. Through both project and non-project support, UNDP has made satisfactory contributions with respect to mainstreaming priorities into sectoral plans, e.g., the signed National Strategy on Climate Change presents a framework for integrating this cross-cutting issue into essentially each sector involved in economic and social development, through supporting integration of biodiversity issues into a wide-range of sectoral plans. At the time of drafting the subject outcome, a comprehensive environmental monitoring/information system was envisioned as one of the indicator targets. This has been largely unattained, but there are monitoring mechanisms in the low emission and adaption action plans currently being developed, and the CBD-compliant clearing-house mechanism, an information system for biodiversity conservation, is being facilitated through the BSAP project.

The outcome indicators (*number of national and local plans/strategies, and number of national institutions are using information and monitoring system*) do not particularly facilitate assessment of progress made toward the outcome, i.e., *environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life*. Some examples of more appropriate indicators for this outcome include: increase in government funding appropriated for energy efficiency improvements in residential buildings, or introduction of new government incentives for promoting water-efficient irrigation systems.

Although increased quality of life is included in the wording of the outcome, the evaluator found limited evidence of human development being focused on in project-level activities. For example, there were some policy objectives aimed at ensuring more equitable access to resources, such as

the proposed changes to the water code, but impacts to local communities were insufficiently included in the project outcome indicators, e.g., through livelihood or other socio-economic assessments integrated into M&E frameworks.

Sustainable human development underpins the UNDP Strategic Plan (2014-2017), and the subject outcome design closely aligns with this principle, but human development is under-represented in project activities. Based upon an informal comparative advantage survey as part of this evaluation, several stakeholders highlighted UNDP's strength in human development issues. Considering that UNDP's favourable standing with the Turkmenistan government was considered their main comparative advantage, the agency is well positioned to advocate human development as an integral part of their interventions aimed at sustainable use of environmental resources.

Agency resources, capacities, and functional partnerships did not match the diverse range of indicators for the outputs included under the CPAP outcome; including development of higher education curriculum, municipal waste disposal and water-sanitation management, renewable and alternative energy, food security forecasting, implementation of climate financing, among others, were indicative of the transitional time in the country, after the current President was elected in 2007 and a series of highly ambitious economic and social development programs were launched. But, these outputs did not match the resources, capacities, and functional partnerships in place at the UNDP CO, and, hence, set fairly unrealistic expectations. The logical results framework of this outcome has not been used as an active management tool, as there have no adjustments made since the start of the cycle in 2010 and several of the project managers were largely unaware of the outcome strategy, although the CPAP is referenced in each design plans of the projects under implementation.

The results of partnership diversification efforts, e.g., with Turkmenogas, Ministry of Economy and Development, Mejlis, etc., which have been mostly a result of the shift in thematic focus toward climate change, are apparent among current project and non-project activities, but there is evidence of a somewhat fractious engagement with MNP, which has been the main government counterpart for the UNDP CO environment and energy interventions. Although the MNP's influence within the Agro-Complex sector of the Government continues to be limited, they are an important stakeholder with respect to environmental management and also the designated lead agency for several of the UN global environmental conventions.

Increased focus on climate change, representing more than two-thirds of the combined project costs under the subject outcome, has led to meaningful entry into the most important economic and environmental management priorities of the country: oil & gas and water. Not only has climate change provided a platform into the oil & gas sector, UNDP has considerably broadened its contribution to the water sector, on several fronts, including promoting efficient irrigation techniques in the Climate Risks to Farming project, engaging the Water Economy Department of the Ministry of Economy and Development to lead the development of the climate change adaptation and mitigation action plans, and partnership with the Ministry of Water Economy on the Energy Efficiency and Sustainable Water Management project, which is currently under development and is as much a water resource management intervention as a climate change mitigation (energy efficiency) project.

Rural development support has mostly focused around grass roots demonstration and capacity building initiatives, primarily within the same three communities. Although *velayat* and *etrap* authorities have participated, largely as observer stakeholders, these regional and local government administrative authorities have had limited implementation roles. There is also no

evidence of linking with the President-initiated Rural Development Program, which has been running since 2008 and will reportedly continue until 2020.

Sustainability has been impacted by fairly weak commitments by government beneficiaries, partly because projects are not all linked with national programmes, such as rural development. Among the projects under implementation in the outcome portfolio, approximately 33% (about USD 3 million) of the combined costs are allocated to demonstration/investment type interventions, mostly within three projects: Sustainable Land Management, Climate Risks to Farming, and Energy Efficiency in Residential Buildings. There are limited replication commitments agreed upon by government stakeholders in the SLM and Climate Risks to Farming projects, and, hence, unsurprisingly, there is limited evidence of scaling up or replicating the project-demonstrated SLM interventions.

There has been insufficient focus on sustainability of strengthened capacities. Capacity building, together with policy support/advocacy, make up the largest proportion of project-level funding under the subject outcome; roughly 39%. Considerable efforts have been expended on training, study tours, facilitating participation in workshops, etc., in nearly each of the projects under implementation. Assessment of the effectiveness of the capacity building initiatives have varied including, use of scorecards to measure increases in CRM capacity, or the number of integrated financing strategies (SLM) prepared, number of professional staff on payroll at the Khazar Nature Reserve, etc. As these projects have limited lifespans, evaluating the sustainability of these strengthened capacities is a challenge and is inconsistently integrated into project design or exit strategies.

Adjustment to implementation arrangements is a work-in-progress. Although many of the projects in the outcome portfolio are being implemented under national implementation modality (NIM), the anticipated benefits of NIM, e.g., higher country ownership and higher sustainability, were determined by UNDP CO management to have fallen short of expectations. This is partly due to the lack of a linkage with the priorities of national partners, and some of these institutions have considered UNDP project work as additional burden, rather than supporting their objectives. Certain adjustments have been spear-headed by the RR to rectify this shortcoming; project teams have been mostly moved into the premises of the lead implementing partner, and government counterparts are being facilitated to more actively engage in project planning and budgeting. There have been some hitches, e.g., difficulties in embedding project teams into implementing partner offices, but there are also positive signs, such as increased dialogue and participation.

Recommendations

1. Diversification of stakeholder involvement should extend to the velayat and etrap level, and efforts made to contribute to rural development through local governance perspective

The CO has made impressive progress in diversifying stakeholder involvement, with some influential government agencies, including Turkmenogas and the Ministry of Economy and Development, now leading project implementation efforts. Project and non-project activities should promote more active participation at the *velayat* and *etrap* local government administrative levels, possibly through an entry point with the National Rural Development Program.

2. Project activities should be more substantively linked to human development

Objectives of projects have been linked to the UNDAF, but mostly on a superficial level, typically only referencing the particular UNDAF outcome that is representative of the particular intervention under design. Project activities should be more substantively linked to the UNDAF

and the UNDP Strategic Plan (2014-2017) human development focus, with respect to sustainable environmental management, through identifying how human development issues will be addressed, outlining how improvements will be measured, and explaining stakeholder participation that is planned to facilitate these goals.

3. Higher level country ownership should be encouraged through more closely aligning with national priorities and stronger co-financing commitments and other means

Among the approximate USD 9.3 million portfolio of projects under the outcome, approximately 33% has been designed for demonstration/investment projects, primarily in the sustainable land management projects, the Adaptation Fund (climate change risks in the farming sector) project, and the energy efficiency in the residential buildings project. The catalytic role of these activities has been unconvincing; for instance, there have been sustainable land management demonstrations in the same three areas where the Adaptation Fund project is running, extending more than 10 years back, but there is little evidence of replication or scaling up. A higher level of country ownership should be encouraged through more closely aligning with national priorities and consequential stronger co-financing commitments, as the country mobilizes an increasing share of development expenditures from domestic resources.

4. A larger share of M&E responsibilities should be extended to the implementation partners

As part of the CO's efforts aimed at increasing involvement of project implementation partners, a larger share of monitoring & evaluation (M&E) responsibilities should be extended to these governmental stakeholders. Collaborating with project management staff on M&E activities will provide these officials on-the-job training/capacity building on M&E techniques and procedures, and better enable them to carry on with M&E following closure of projects, thus increasing the likelihood of sustainability of the benefits realized.

5. Consider implementing strategies for "reconstructing" baseline data to support assessment of project and programme performance

Without reliable baseline data, it is difficult to assess how well a particular project or programme has performed, with respect to achieving the intended objectives or results. Availability and accessibility of data in Turkmenistan is a distinctive problem. The evaluator recommends that tools be built into the results-based management systems of projects and programmes, for reconstructing important baseline data. For example, with timely coordination, there are often administrative data from an intervention itself, such as applications from beneficiaries for participating in a specific activity or demonstration, which could potentially be valuable sources of baseline information. Other tools, such as recall, acquiring details from key informants, focus group interviews, and participatory assessment techniques can be used to reconstruct baseline data.

6. Include project-level issues into ongoing policy advocacy efforts, and facilitate a critical review of the results of the National Environmental Action Plan (2002-2012)

UNDP's favourable standing with the government is considered their main comparative advantage in the country, based upon the informal perception survey made during this evaluation. In recent years the CO has made deliberate efforts to increase advocacy activities, including holding regular meetings with high level government officials, including the Cabinet of Ministers and Mejlis. It would be advisable to extend the agenda of these consultations with project-level issues. There are a number of project policy targets that have not been achieved by the end of the projects, and there is somewhat of a lack of direction with respect to how these issues are being championed

by government agencies; as indicated below for some policy objectives promoted during the current CPAP under the activities under the subject outcome:

Description	Comments	Level of Achievement
Biodiversity-friendly coastal zoning, development, and construction standards	No standards were approved	Unsatisfactory
Integrated financing strategy (sustainable land management)	A draft financing strategy was prepared, but no evidence of approval	Unsatisfactory
New PA categories, community participation, and landscape ecology principles	Not adopted as a result of project activities, but partly included in 2012 Law on PA's.	Moderately Satisfactory
Update of water code by end of 2013, to ensure recognition of climate impacts	Draft sub-regulations have been prepared; implementing partner has limited authority	Moderately Satisfactory
By early 2014, NBSAP is fully updated, in line with CBD Strategic Plan 2011-2020	Project had some delays getting started, but progress improving due to high-level support	Moderately Satisfactory
National Climate Change Strategy of Turkmenistan; approved 15 June 2012	This was the specific focus of the project.	Satisfactory
New and revised building codes on energy efficiency for residential buildings	Satisfactory progress made on project toward meeting the policy objectives	Satisfactory

By consolidating project-focused policy issues into these advocacy efforts, government focus might be extended beyond a limited project horizon. Also, this advocacy mechanism should be used to facilitate a critical review of the 2002-2012 National Environmental Action Plan (NEAP). A number of interviewed government officials stressed how satisfied they were with the NEAP, which was developed with UNDP support, but there has been no apparent evaluation of the results of this program, and it is uncertain whether or not the government will extend the NEAP into another 5 or 10 year phase. A review of the 2002-2012 NEAP could provide a framework for prioritizing funding needs and development assistance, for example as an entry point for the new UNDAF and CBD priorities identification.

7. Complete draft outcome model and carry out gap analysis to highlight focal areas for the remainder of the CPAP cycle

The outcome model, preliminarily mapped out as part of this evaluation, should be completed by UNDP staff, focusing on expected intermediate results and external factors impacting progress toward reaching those goals. This process would help identify gaps that could be focused on, in support of the design of the next CPAP cycle.

8. For next UNDAF/CPAP cycle, the focus should be on leveraging inroads made in climate change adaptation/mitigation, highlighting water sector experience, entry into the oil & gas sector, rural development / local governance, and also linkage of sustainable development and the built environment

The next UNDAF/CPAP cycle should focus on the following areas:

- Continue providing technical support in the field of climate change adaptation and mitigation, particularly in those areas that the government is not actively addressing and where human development can be advanced;
- Capitalize on the considerable amount of expertise in the water sector, e.g., through the Adaptation Fund project and the Energy Efficiency in Water Sector project, particularly focusing on improving access, water quality, and affordability in rural areas. This increased capacity on water resources management might also be leveraged among the donor

community, e.g., partnering with the EU, GIZ, and possibly with non-resident agencies including FAO and UNECE;

- c. Consistent with the UNDP Strategic Plan (2014-2017), investigating possible partnership arrangements with the emerging partners, including international financial institutions with respect to the energy efficiency sector, e.g., through collaboration with ADB or possibly EBRD on large infrastructure projects;
- d. Build upon the entry made in to the oil & gas sector, e.g., through continuing with supporting development of climate financing mechanisms in the country. This may also contribute to better measured and stream-lined national co-financing;
- e. Engage with the *velayat* and *etrap* local government authorities, leveraging UNDP's comparative advantage with respect to human development;
- f. Package development assistance in line with the country's socio-economic expansion, e.g., identify niches that the UNDP could fill with respect to how sustainable development can be linked to the built environment, which the government is currently spending significant resources on developing.

9. Partnership with the MNP should be rejuvenated

It seems unlikely that the role of MNP can be strengthened while they remain within the Agro-Complex. The UNDP, along with other international development agencies and donors, should advocate for institutional independence for the MNP and for separation from economic productive sectors.

Abbreviations and Acronyms

ADB	Asian Development Bank
BSAP	Biodiversity Strategy and Action Plan
CACILM project	Central Asian Initiative for Land Management project
CAREC	Regional Environmental Centre for Central Asia
CAREC Program	Central Asia Regional Economic Cooperation Program
CBD	Convention on Biodiversity
CC	Climate Change
CO	Country Office
CPAP	Country Programme Action Plan
CRM	Climate Risk Management
DIM	Direct Implementation Modality
DRR	Deputy Resident Representative
EBRD	European Bank for Reconstruction and Development
EE	Energy Efficiency
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GEF	Global Environment Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IUCN	International Union for Conservation of Nature
M&E	Monitoring & Evaluation
MNP	Ministry of Nature Protection
MOU	Memorandum of Understanding
MTR	Mid-Term Review
NCCC	National Climate Change Committee
NEAP	National Environmental Action Plan
NIM	National Implementation Modality
OSCE	Organization for Security and Co-Operation in Europe
PA	Protected Area
PAS Project	Strengthening Protected Areas System in Turkmenistan
PIR	Project Implementation Review
PM	Project Manager
ROAR	Results Oriented Annual Report
RR	Resident Representative
SBAA	Standard Basic Assistance Agreement

SLM	Sustainable Land Management
TAPI	Turkmenistan-Afghanistan-Pakistan-India pipeline project
TE	Terminal Evaluation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-BCPR	UNDP Bureau for Crisis Prevention and Recovery
UNECE	United Nations Economic Commission for Europe
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Rights and Emergency Relief Organization
USAID	United States Agency for International Development
USD	United States Dollars
WHO	World Health Organization

1. INTRODUCTION

Background and Context

The current 2010-2015 programme cycle, 2010-2015, is the fourth country programme since the government of Turkmenistan and the UNDP signed the Standard Basic Assistance Agreement (SBAA) on 5 October 1993. Turkmenistan has undergone significant social and economic expansion during that period, and the UNDP, along with other UN agencies, have maintained a favourable standing in the country and provided invaluable development assistance throughout this dynamic, transitional period.

This evaluation is addressing outcome 2 of the 2010-2015 CPAP which is elaborated as follows:

“Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life”

During the first half of this current country programme, the government of Turkmenistan approved the country’s first-ever National Climate Change Strategy in June 2012. The strategy lays out the policy framework for building climate resilience and low emission economy in Turkmenistan, as well as stipulates a number of sector-tailored measures to ensure mitigation and adaptation response from the key economic areas, such as oil and gas, power engineering, construction, water, agriculture and the like. Being highly sensitive to climate change effects, the government has come to recognize the importance of moving toward a greener economy, and also aiming to positioning itself in the Central Asian region on the leading edge of climate change mitigation and adaptation.

Guided by national priorities, UNDP provides policy advice, project implementation, and knowledge management services to support the development of Turkmenistan’s capacity for establishment of climate resilient communities, economies, and ecosystems. The agency also cooperates with the government and other development partners to improve adaptation of water management practices to climate change, ensure sustainable biodiversity conservation and land use, and strengthen climate risk management capacity in the context of socio-economic development of Turkmenistan.

Purpose of Evaluation

The evaluation had the following aims:

- To assess to what extent the outcome was relevant, efficient and effective; is it still a priority for Turkmenistan, and what direction(s) to be chosen for the future programming;
- To assess to what extent the indicators help measure the outcome’s relevance, efficiency and effectiveness; what alternative indicators could have been used, and what indicators would be used in future programme;
- To assess to what extent the outcome is aligned with the new Strategic Plan of UNDP; what adjustments and changes could be feasible.

The evaluation was made at the programme level, roughly at mid-course of the CPAP cycle, so that adjustments could be made before the end of the 2015, and also recommendations could be considered for the next country programme.

2. METHODOLOGY

Objectives of Evaluation

The main objectives of this outcome evaluation were to:

- Assess the linkages of the outcome and its indicators with focus on their relevance, efficiency and effectiveness;
- Assess the wording of outcome and indicators in terms of relevance and measurability and suggest options for formulation of a similar outcome in the next programme cycle;
- Assess the alignment of the outcome with the new Strategic Plan of UNDP and advise what adjustments could be initiated to strengthen the areas of convergence and address the gaps;
- Assess UNDP's contribution to the progress towards the outcome in the area of environment and energy;
- Assess the factors affecting the outcome and its sustainability;
- Assess UNDP's strategy used in making contribution to the outcome, including on the use of partnership;
- Drawing on the assessments above, make recommendations for the strategy of UNDP environment and energy programme in the next programme period.

The evaluation assessed the collective performance of five years of environment and energy portfolio from 2010 to 2014 (Jan-Mar). The evaluation covered both non-project interventions (e.g. advocacy activities) as well as activities of projects within the outcome portfolio that were contributing to the achievement of the outcome level goal:

The evaluation also looked at the contribution made by UNDP both at the national and local levels as appropriate.

Scope of Evaluation

The evaluation was completed in accordance with UNDP guidelines¹. Both quantitative and qualitative aspects were assessed, through completion of the following tasks:

- Desk review of relevant documents such as the studies relating to the country context and situation, project documents, progress reports and evaluation reports;
- Discussions with senior management and programme staff Interviews and group discussions with partners and stakeholders. The level and list of partners and stakeholders to meet to be agreed with UNDP;
- Field visits to a selected project site;
- Consultation and debriefing meeting.

An evaluation mission was carried out from 28 March through 4 April 2014 in Turkmenistan, to gather information through stakeholder interviews, field visits, and document review. The itinerary of the mission is compiled in **Annex 1**, the persons interviewed are listed in **Annex 2**, and the list of documents reviewed presented in **Annex 3**. The framework of the questions and indicators used is outlined in the evaluation matrix in **Annex 4**. Project-level cost breakdowns are compiled in **Annex 5**.

¹ UNDP, Dec 2011, outcome-level Evaluation, A Companion Guide to the Handbook on Planning Monitoring and Evaluating for Development Results for Programme Units and Evaluators.

The draft version of the report was reviewed by UNDP CO staff, and these comments are compiled along with the evaluator's responses in **Annex 6**. Relevant modifications to the report are incorporated into this final version.

The terms of reference of the evaluation is copied in **Annex 7** of this report.

Limitations and Evaluability

The evaluation was carried out over a period of 22 consultant days; including preparatory activities, field mission, desk review, and completion of the evaluation report. There were a few limitations to the evaluation:

National consultant was not recruited: The terms of reference called for an evaluation team consisting of an international consultant / team leader (evaluator) and a national consultant. Through repeated attempts, the UNDP CO was unable to recruit a national consultant. An independent interpreter, with some development experience through previous work with the OSCE, was provided to support the evaluator. The evaluator has worked in Eastern Europe and Central Asia for the past 20 years, thus being aware of the overall development context, but a national consultant could have provided more insight into country-specific circumstances.

Not all stakeholders provided feedback: Although most of the stakeholders included in the evaluation plan were interviewed either during the mission in Ashgabat or afterwards via Skype or email, some people did not provide feedback during the timeframe of the evaluation. For instance, the director of the MNP International Department was unavailable at the time of the evaluation mission; questions were sent to him by email, but answers had not been returned by the time of issuing this draft report. Also, the project manager for the PAS project was engaged with the terminal evaluation of that project, and was unavailable during the evaluation mission and could not respond to queries sent to her.

The field visit is assumed representative: One project site was visited during the evaluation mission: the Karakum Desert site under the Climate Risks to Farming (Adaptation Fund) project. Local community leaders were interviewed and sustainable land management field intervention sites were visited. As this is an outcome evaluation, the field visit was not designed to provide evidence of progress made toward specific project indicators, but rather to give an indication of the type of work underway in the country, and to provide an opportunity to interview community representatives and project implementation staff. This visit is assumed to be representative of the ongoing projects under the outcome portfolio.

Limited availability of data: There is a general problem with data in the country, in terms of availability and quality, and also with respect to access. For instance, the evaluator asked interviewed government stakeholders if they could provide information on public environmental expenditures in the past few years. Some information was provided on planned spending, but no data was provided on actual money expended. Similarly, while government officials were aware that certain government programs are regularly evaluated by State controlling bodies, they were unaware and, hence, unable to provide results of these evaluations.

Ethics

The evaluation was conducted in accordance with the UNEG Ethical Guidelines for Evaluators. In particular, the evaluator ensured the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

3. DEVELOPMENT CONTEXT

Turkmenistan covers an area of approximately 500,000 km² in Central Asia, having a primarily desert landscape with significant oil & gas reserves and intensive agriculture production. The country is bordered by Kazakhstan to the northwest, Uzbekistan to the northeast and east, Afghanistan to the southeast, Iran to the south and southwest, and has a 1,768 km long Caspian Sea coast line to the west. Among the approximate 5.2 million inhabitants, roughly 47% live in urban areas, including about one million in the capital city Ashgabat.

Since gaining independence in 1991, Turkmenistan has undergone considerable social and economic changes. The oil & gas sector has driven growth, accounting for 35% of GDP, 92% of exports, and 80% of fiscal revenues¹. The baseline growth projection for 2014 is set at 10.4%, and the medium-term economic outlook is favourable, although dependent on international oil & gas prices and external demand for Turkmen hydrocarbon products². The government has responded by financing additional pipelines to China that were put into operation in 2010, and also increased pipeline capacity to Iran. A further, ambitious plan to diversify trade partners, the country is promoting a new pipeline to supply gas to Pakistan and India through Afghanistan (the TAPI project) which would start in 2018.

On the domestic side, the country, under President Berdimuhamedow's direction, has initiated an extensive capital investment program, covering both industrial and social infrastructure, under the Program of Socio-Economic Development, 2012-2016. In 2013, public investment and consumption comprised nearly 47% of GDP³. While real incomes have been boosted through this economic expansion, the government continues to hold a large portfolio of social transfers and budget subsidies, some of which are pledged to the entire population until at least the year 2030.

While the economic transformation in the country aims to impact all social levels, the majority of the benefits have been realized in Ashgabat and the larger cities, and significant inequities remain between urban and rural populations. There is evidence that the conditions in the predominantly agricultural rural areas are deteriorating, for example, as certain social services once provided by large State collective farms are no longer reaching large sections of rural communities. Turkmenistan ranked 102nd place in the UNDP Human Development Index (HDI) with a value of 0.654, which is a reversal of their ranking of 87 in 2003, when the HDI value was 0.748⁴. Also, the percentage of the rural population with access to improved water sources has decreased from 76% in 1995 to 60% in 2005 to 54% in 2012⁵.

The political system and decision-making structures remain highly centralized. The country is divided into five administrative regions (velayats), each consisting of several districts (etrap), and each of the velayats are headed by a governor (khakim), who is representative of both the government and the President. Local self-government comprises representative local public authorities, municipal councils (gengeshy), and public territorial bodies. In an effort to address inequities between urban and rural areas, the President initiated the National Program on Rural Development, which is coordinated by the Cabinet of Ministers, and has five deputies, representing each of the five provinces (velayats) tasked with implementation. The program was rolled out in 2008 and is expected to run until 2020. The government has allocated

¹ World Bank, country program status, Turkmenistan, April 2014

² *ibid.*

³ ADB country report, 2014

⁴ UNDP Human Development Report, 2011, Sustainability and Equity, A Better Future for All, New York

⁵ World Development Indicators, World Bank

approximately USD 3 billion, with each velayat receiving about USD 800 million (THB 15-16 trillion), except for the oil-rich Balkan region which is expected to receive about half that amount. Limited information was available regarding the content of the plan, including planned expenditures.

Livelihoods in the rural areas are mostly centred on the agricultural sector, which although only contributes 7% to the country's GDP; it accounts for nearly 50% of the workforce and is an important supplier of raw materials for the processing industry, as well as the basis for food security in the country¹. Government support is mostly rendered to export-driven cotton producers and also to wheat production. In 1993, a new private sector agriculture component emerged: the daikhan farms, which were established by individuals outside the collectivist framework. Land was allocated to these daikhan farms without payment, but it was mainly unirrigated and uncultivable². Thus, the daikhan farmers were more or less forced to reclaim desert land at their own expense. Currently, nearly 80% of horticultural outputs are produced by household and daikhan farms, and approximately 90% of the livestock heard is held by these private sector owners³.

The over-arching issue facing the agricultural sector is water scarcity. The country receives on average approximately 200 mm of annual precipitation, and nearly all of water inputs are from sources in neighbouring countries, primarily from the Amu Darya River, which is supplied by snowmelt in the mountains of Kyrgyzstan and Tajikistan. Roughly 97% of the water consumed in the country is for irrigation, as essentially all crop land is irrigated. The canal-based irrigation infrastructure, constructed during the Soviet era, is aging and losses are estimated to be significant. The generous State subsidies extended to farmers for irrigation water further exacerbate the problem, by providing limited incentive to users to sensibly use the scarce water resources available.

A notable intervention by the government in the water resources sector has been the financing of the Turkmen Lake, located in the Karakum Desert in the western part of the country. The intention behind constructing this vast lake, which collects drainage water from irrigated lands, is to provide a source of water that could be re-used by agricultural producers. Construction of this lake has proceeded despite concerns from the international community that the high salt content and potentially high level of agro-chemicals in the water from the lake would result in an intensification of problems associated with desertification in the country, which considerably reduces agricultural productivity and also imparts further pressure onto the country's fragile ecosystems. There are government reports of increased biodiversity since the lake started to be filled, but access to scientifically credible information is limited.

Salinization of agricultural land is visibly apparent as one travels in Turkmenistan, and with climate change effects predicted to lead to increasing temperatures and decreases in precipitation, the quality and availability of water for irrigation will continue to decline, and such consequences of desertification will likely accelerate⁴. One of the mitigation responses by the government to the challenge of desertification is the National Forest Program, involving planting 3 million trees, consisting of deciduous, coniferous, and fruit-producing species. Roughly half of the trees are being planted in the 100-kilometer span between the towns of Anau and Bharly in the south, and

¹ FAO, 2012. Turkmenistan Agricultural Sector Review, prepared for the EBRD

² Ibid.

³ Ibid.

⁴ Second National Communication of Turkmenistan to the UNFCCC, 2010.

the other approximately 1.5 million saplings will be planted by local authorities in each of the five velayats.

Not surprisingly, the country has been classified as highly sensitive to climate change. By 2040, atmospheric air temperature is expected to increase by 2°C across the entire country. The rate of temperature increase could possibly intensify even further after 2040¹. Such a rise in temperature is expected to have significant impacts on the socioeconomic development of the country by affecting its priority sectors, such as agriculture, water, and health.

Turkmenistan signed and ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995, and the First and Second National Communications on climate change were submitted in 2006 and 2010, respectively. The Second National Communication of Turkmenistan to the UNFCCC was prepared by the Ministry of Nature Protection (MNP) with support from UNEP, and in close collaboration with other ministries and departments and with the active involvement of the National Hydrometeorology Committee under Turkmenistan's Cabinet of Ministers. The Second National Communication outlines expected climatic change impacts for the country until 2100, and it also provides sector-specific implications of climate change and prioritizes the country's policy measures and actions, mostly related to climate change mitigation in a number of sectors.

Many of the current national priorities had their origin in the National Environmental Action Plan (NEAP), developed with UNDP assistance and implemented over the period 2002-2010. There were plans to extend the NEAP, but it has yet to be updated, even though nearly each of the government officials interviewed in this evaluation stressed satisfaction with the plan, as it established a clear framework for the government to follow.

Activities in Turkmenistan by some of the other multi-lateral development agencies, as well as bilateral donors, and international financing institutions are listed below.

UNEP: With financing from GEF, UNEP supported the preparation of the Second National Communication of Turkmenistan under the UNFCCC. The agency is also supporting the government in fulfilling the requirements of certain multilateral environmental agreements, e.g., the Montreal Protocol.

UNECE: The UNECE is a non-resident agency in Turkmenistan. Their activities include supporting integrated water resource management (IWRM) throughout the Central Asian countries.

FAO: The FAO is a non-resident agency in the country, and they have supported the government in agricultural and forestry reform. There was no collaboration between FAO and UNDP, on a project level, in the current CPAP cycle.

WHO: The WHO is a resident agency in the country, and they support the government in health sector reform. There was no collaboration between WHO and UNDP, on a project level, in the current CPAP cycle. There could be collaboration opportunities in the next funding cycle, e.g., through the linkage between climate change and health.

UNICEF: The UNICEF is a resident agency in the country, and they are one of the few international development agencies approved by the government to deliver assistance in education reform. There was no collaboration between FAO and UNDP, on a project level, in the current CPAP cycle.

UNESCO: UNESCO is a non-resident agency in Turkmenistan. The agency is listed as a partner in the UNDP CO CPAP, but there was no evidence of collaboration on the project level. In 2009, the

¹ Second National Communication of Turkmenistan to the UNFCCC, 2010.

government of Turkmenistan has nominated several sites for inclusion on the World Heritage Site list, including 4 natural reserve sites.

OSCE: Besides their core work, the OSCE is funding some small-medium environmental projects in Turkmenistan. There was no collaboration between FAO and UNDP, on a project level, in the current CPAP cycle.

EU: In the multiannual indicative programme for 2011-13, the following actions are indicated for EU support to Turkmenistan: Action 1 ("Support for Further Sustainable Agriculture and Rural Development in Turkmenistan (Phase III)"); Action 2 ("Support to the Education Sector in Turkmenistan"); and Action 3 ("Support for Public Administration Capacity Building in Turkmenistan"). As part of the EU's Central Asia Strategy, support is also provided for a "water river basin approach" in developing transboundary water co-operation activities and support the role of the International Fund for Saving the Aral Sea (IFAS) for intra-regional co-operation, and also promotion of further adhesion to international conventions and legal principles on shared water resources that provide a framework for elaborating regionally adapted solutions, including, notably, the Convention on the Protection and Use of Transboundary Watercourses and International Lakes and its Protocol on Water and Health and advance the ratification of other relevant environment conventions by all Central Asian states.

GIZ: GIZ has been a key partner to UNDP in the sustainable and management projects, including the CACILM, which was jointly implemented by the two agencies with support from GEF. GIZ is currently implementing the 5-year (2009-2014) project "Transboundary Water Management in Central Asia", in partnership with the Regional Environmental Centre for Central Asia (CAREC). As part of this transboundary water project, management plans are being developed for river basins in each of the 5 Central Asia countries; in Turkmenistan, the Morghab River is the focus basin.

USAID: USAID's current aid package includes the following focal areas: global health (focusing on increasing access to key services to help prevent the transmission and contain the expansion of tuberculosis (TB) and HIV); democracy and governance (adopting international best practices and models, including International Financial Reporting Standards and select use of e-governance); and economic growth and agriculture (including promoting higher-value greenhouse horticulture, improving animal health through modern feeding programs and disease protection, and on modern artificial insemination techniques are critical for the country's livestock industry. There was no collaboration between USAID and UNDP, on a project level, in the current CPAP cycle

U.S. Embassy: Information regarding relevant programs sponsored by the U.S. Embassy was unavailable at the time of the evaluation. In the project document of the Climate Changes Risks to Farming project (Adaptation Fund), the support from the U.S. Embassy is indicated with regard to promotion of agricultural advisory services in Sakarchaga.

British Embassy: The current focus of development assistance by the embassy is on human rights, freedom of media, and advanced electoral system. The embassy funded the two-year Energy Policy Framework project in 2009; this project was implemented by UNDP. Due to changes in focal areas, the embassy only discontinued funding after the first year of work.

World Bank: Recent Bank activities in Turkmenistan included the Statistical Capacity Building Project, the Civil Society Fund Program, which is now being transformed into a Global Partnership for Social Accountability Program, the Avian Influenza Control, and Human Pandemic Preparedness and Response Project.

Asian Development Bank (ADB): Programs and projects supported by the ADB include:

- ✓ The North–South Railway Project, which was approved in 2011, is aimed at achieving improved competitiveness set out under the Strategic Framework for the Central Asia Regional Economic Cooperation Program, 2011–2020 (CAREC Program 2020).
- ✓ ADB has provided \$1.3 million in technical assistance grants to facilitate the preparation of the Afghanistan–Turkmenistan Regional Power Interconnection Project.
- ✓ ADB continues to support Turkmenistan’s regional integration through policy, advisory, and capacity development regional technical assistance projects. Among these are the Turkmenistan–Afghanistan–Pakistan–India (TAPI) Natural Gas Pipeline Project, Enhancing Coordination of the CAREC Program, Promoting Gender-Inclusive Growth in Central and West Asia Developing Member Countries, and Financial Sector Development in Central and West Asia.

EBRD: Activities by EBRD have to date been limited, largely because of the country’s slow reform to a market economy. According to their country strategy, published in 2010, the strategic areas of interest for the bank include (1) development of private sector micro, small, medium-sized and large businesses, (2) strengthening of financial institutions, (3) improvement of business environment for the private sector, (4) promotion of energy efficiency (across selected commercial sectors in the highly inefficient manufacturing and infrastructure sectors), and (5) improvements in selective important transport infrastructure, including key Caspian Sea port projects.

4. UNDP RESPONSE AND CHALLENGES

4.1. Overview

The time when the 2010-2105 CPAP was formulated coincided with a politically dynamic and transitional period in recent Turkmen history. Following the election of the current President in 2007, Turkmenistan adopted a new version of its Constitution in September 2008. The changes included devolving more powers to the *Mejlis* (Parliament), focusing more attention on local self-governance, and highlighting both economic development and market reform. There was a great deal of optimism with respect to what the country could achieve in a relatively short period of time, and this sentiment is indeed reflected in the wide range of proposed activities under the subject outcome, an excerpt from the CPAP logical results framework, only including outcome 3.2 is listed below in **Exhibit 1**.

Exhibit 1: Results Framework for outcome 3.2, CPAP 2010-2015		
Indicator	Baseline	Target
Outcome 3.2: Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life.		
Number of national and local plans/strategies; number of national institutions are using information and monitoring system.	National strategies do not fully reflect environmental priorities and concerns.	Information and monitoring system is in place; environment mainstreamed in development planning.
Output 3.2.1: National authorities better plan, manage and monitor the environment sector		
1. Environmental monitoring system is operational at the level of the development sectors	Monitoring system is under improvement.	1. By the end of 2011, pilot phase of the monitoring system is in place and followed up by the government
2. Number of laws revised to align national legislation with international standards	Reform of legislation is underway, including legislation on nature protection	2. By the end of 2011, at least 2 national laws revised and aligned internationally
3. Number of sectoral plans/strategies revised to integrate respective environmental priorities and concerns, and incorporate strategic adaptation measures	Adaptation strategy and forecasting system in place is required.	3. By the end 2015, at least 3 development sector plans mainstream strategic environmental assessments and addressed as part of the national adaptation strategy 6. By the end of 2015, at least two economic sectors are included and addressed as part of the national adaptation strategy developed
4. Number of internationally compliant curricula on integrated into the higher education system	No baseline indicated.	4. By the end of 2013, at least one university develops and provides environmental education based on internationally compliant curriculum
5. Number of municipalities apply improved waste disposal and better water/sanitation management	Current waste disposal and water management practices require environmentally sustainable approach	5. By the end of 2015, at least one municipality implements safe waste disposal and effective water and sanitation management strategy
6. Number of institutions take advantage of an effective forecasting system for better food security planning	No baseline indicated.	7. By the end of 2015, at least three relevant governmental institutions develop and use food security forecasting system
Output 3.2.2: Local communities contribute to and benefit from sustainable use of natural resources		
1. Number of nature reserves implement internationally compliant management plans and practice international partnership on conservation	All nature reserves operate on state budget; No national park is part of the national protected area system; National PAs need expanded international cooperation on conservation and management;	1. By the end of 2012, at least 3 protected areas developed and implement management plans
2. Number of local communities benefit from development of a national park network apply enhanced land use techniques and sustainable forestry management	Land use at the local level needs to be rationalized; NAP to combat desertification requires improvement;	2. By the end of 2015, at least 3 local communities receive environmentally friendly socio-economic benefits from the newly established national park, apply better land use planning and involved in sustainable forestry management 3. By the end of 2013, at least 3 international foundations provide expertise to the PA system
3. Number of laws and policies revised and aligned internationally for better water governance	Legislation on water resource management needs update.	4. At least one national law and one strategy revised or developed for better water governance

Exhibit 1: Results Framework for outcome 3.2, CPAP 2010-2015

Indicator	Baseline	Target
4. Number of pilot areas practice integrated water resource management	Legislation on water resource management needs update.	5. By the end of 2014, at least two pilot IWRM projects implemented
Output 3.2.3: Government introduces carbon reduction and energy saving technologies		
1. Comprehensive policy framework is in place regulating long-term measures for sustainable use of energy resources and promotion of alternatives/renewables	National law and strategy stipulating rational energy use and promoting alternatives/renewable need to be improved;	1. By the end of 2012, national strategy and law developed and adopted for sustainable use of energy resources and promotion of alternatives/renewables
2. Number of residential buildings apply energy efficient practices and technology	Newly constructed building take into account energy efficient building codes;	2. By the end of 2015, at least 20 buildings incorporate energy efficient coding
3. Number of carbon finance projects developed and generate alternative revenue in the energy intensive sectors	Carbon finance related projects need to be introduced;	3. By the end of 2014, at least 5 carbon finance projects under implementation
4. Number of municipalities started practicing energy efficient public lighting	Municipalities need support in applying energy efficient public lighting.	4. By the end of 2015, at least 2 municipalities promote energy efficient public lighting
5. Number of pilot projects are in place promoting alternative and renewable sources of energy	No baseline indicated	5. By the end of 2012, at least 1 pilot project under operation on promoting alternative and renewable sources of energy

4.2. Assessment of Indicators**Outcome Indicators:**

The wording of outcome 3.2 (**Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life**) does not fully match the outcome indicator target (**Information and monitoring system is in place; environment mainstreamed in development planning**). While the outcome clearly implies implementation of environmentally sound management practices with consequential benefits to the population, the indicator is more narrowly focused. “Having monitoring systems and development plans in place” seems more targeted on strengthening the enabling environment, rather than aimed at the results of sound environmental management. The term “monitoring systems” is also not defined in the CPAP or UNDAF for that matter. It is unclear if the monitoring is based upon more transparent procedures associated with assessing the progress of development initiatives in the country, or rather on emissions monitoring or biodiversity monitoring which have also been concluded inadequate in Turkmenistan¹. Upon further clarification during evaluation interviews, the strategic action plans on low emission and adaptation, which are currently under development, is expected to have embedded mechanisms of monitoring mitigation and adaptation indicators, targets and data. For low emissions, a data system is expected to be in place as required by the convention to ensure regular measurement and evaluation. Also, facilitated by the efforts under the BSAP project, the clearing-house mechanism under CBD will be revitalized, which aims to improve information management with respect to biodiversity conservation.

Outcome indicators should be designed to assess progress against a specific outcome. The indicators under outcome 3.2 do not enable such an assessment, i.e., the outcome of “*sustainable use of natural resources contributes to effectiveness of economic processes*” cannot be assessed through the stated indicators of “*number of national and local plans/strategies; number of national institutions are using information and monitoring system*”. A couple examples of possible indicators that could have been applied to enable assessment of progress toward this outcome include:

¹ UNECE, 2012. Environmental Performance Review, Turkmenistan (First Review).

- Increase in the amount of governmental funding appropriated for energy efficiency improvements in residential buildings; or
- Introduction of new governmental incentive mechanisms for promoting water-efficient irrigation systems.

The other component of outcome 3.2 addresses improvement of quality of life through more sustainable use of natural resources. Again, the “number of national and local plans/strategies” might be a useful indicator, but it should be more specific. For example:

- National and/or local plan introduced that support small-scale local farmers by promoting more equitable access to water resources and wholesale markets.

Output Indicators:

The inherent intent of the outcome is better reflected in the activities planned at the output level, albeit through a rather ambitious set of initiatives. Evaluating the output indicators against SMART criteria (**S**pecific, **M**easurable, **A**chievable, **R**elevant, and **T**ime-bound), reveals some shortcomings, particularly with respect to achieve-ability.

The focus of Output 3.2.1 (National authorities better plan, manage and monitor the environment sector) is on strengthening the enabling environment of mainly national authorities, so that institutional frameworks and human capacities are built up to support a more sustainable environmental management approach. Indicators under this output include development and operationalization of an environmental monitoring system, better alignment of national laws with international standards, sectoral plans integrating environmental priorities and adaptation strategies, development of a university level curriculum on environmental education, at least one municipality implementing management strategies for safe waste disposal and water-sanitation delivery, and institutions operating an improved forecasting system for better food security planning.

- For Indicator No. 1 under outcome 3.2.1, the monitoring system is not specific
- Also, for Indicator No. 2, aligning national laws with international standards is not sufficiently specific, and is difficult to link with the outcome;
- The concern regarding Indicator No. 3, i.e., introducing strategic environment assessment (SEA) into national legislation, not to mention mainstreaming it into three sectoral plans, is achieve-ability. It might have been more achievable to focus on capacity building of key government stakeholders with respect to SEA;
- Achieve-ability is also a concern with respect to Indicator No. 4 (new university curriculum), No. 5 (municipalities apply improved water and wastewater management); and No. 6 (food security forecasting). These activities also do not particular match with the CO strengths and skills set.

Output 3.2.2 (Local communities contribute to and benefit from sustainable use of natural resources) focuses on the linkage between biodiversity conservation and sustainable livelihoods of rural communities. Indicators under this output included state reserves implementing internationally compliant management plans, local communities benefiting from sustainable use of natural resources, laws on water governance better aligned with international best practice, and select pilot communities implementing integrated water resource management (IWRM) plans.

- Indicator Nos. 1 and 2 under Output 3.2.2 emphasize proclaiming protected areas and implementing inclusive management plans for these new areas. The indicator targets are sufficiently specific, are relevant, measurable, and time-bound, but, again achieve-ability seems to be overstated. For example, the target for indicator No. 2 calls for 3 communities receiving socio-economic benefits from the newly established protected areas by the end of 2015. This seems unrealistic, considering that the protected areas were not proclaimed at the beginning of the CPAP in 2010, and planning for community benefit-sharing takes time, then relevant stakeholders need to agree to such plans before they can be implemented, and even more time is needed before the communities actually start benefiting from the schemes.

Finally, Output 3.2.3 (Government introduces carbon reduction and energy saving technologies) was developed to support the government in a greener and lower emission economy, including both climate change mitigation and adaptation measures. The indicators under this output are ambitious, including developing a national strategy on renewable and alternative energy, implementation of at least one pilot project on renewables, replication of energy efficiency good practice in the residential sector, implementation of at least 5 carbon finance projects, and promotion of energy efficient public lighting in at least one municipality.

- Output 3.2.3 is relevant with respect to national climate change priorities and is also in line with part of outcome 3.2, i.e., sustainable use of natural resources contributes to more effective economic processes. But, some of the indicators under this output seem to be overly ambitious, including having at least 5 carbon finance projects under implementation by 2014, and at least 20 buildings incorporate energy efficiency coding by the end of 2015.

4.3. Projects Activities

As of March 2014, there were 10 projects under the subject outcome (**Exhibit 2**), having a total value of approx. USD 9.3 million and co-financing of more than USD 45 million.

Exhibit 2: List of projects under Outcome 3.2, CPAP 2010-2015						
Project	Focal Area	Implementation Modality	Lead Implementing Partner	Funding Source	Value of Funding (excluding co-financing)	Value of Co-Financing
Strengthening PAS	Biodiversity	NIM	MNP	GEF	USD 950,000	USD 650,000
Khazar	Biodiversity	NIM	MNP	GEF	USD 1,428,600	USD 1,598,000
BSAP	Biodiversity	NIM	MNP	GEF	USD 260,000	USD 180,000
CALICM	Land Degradation	Regional DIM	MNP	GEF, UNDP	USD 278,793	USD 36,806
Strengthening Climate Policy	Climate Change	DIM	UNDP	UNDP - Core Funds	USD 173,230	USD 0
CC and Farming	CC Adaptation	NIM	MNP	Adaptation Fund	USD 2,929,500	USD 0
CRM	CC Adaptation	Regional DIM	Hydromet	UNDP - BCPR	USD 600,000	USD 0
Strengthening Energy Policy	CC Mitigation	DIM	UNDP	British Embassy	USD 34,284	USD 0
EE in Residential Buildings	CC Mitigation	NIM	Turkmenogas	GEF	USD 2,616,280	USD 43,288,300
EE Sustainable Water Management (under development)	CC Mitigation	NIM	Ministry of Water Economy	GEF	Under Development	
TOTAL					USD 9,270,686	USD 45,753,106

The above list in **Exhibit 2** does not include the financials for the Energy Efficiency for Sustainable Water Management project. According to the GEF website, this project (GEF ID 5536) has a total project cost of USD 35,635,000, which includes a GEF grant of USD 6,335,000 (including the PPG amount), and USD 29,300,000 in co-financing.

National partners include the Ministry of Nature Protection (MNP), who has traditionally been a key government counterpart for the UNDP CO environment & energy group, and also some newer State agencies including Turkmengas, Ministry of Construction, Turkmenhydromet, and the Ministry of Water Economy, as well as the Mejlis.

4.4. Theory of Change and Outcome Mapping

The subject CPAP outcome does not seem to have been used as a management tool by the UNDP CO. There have been annual reports prepared on progress made toward the output level indicator targets, but there has been no outcome model formulated, and no adjustments have been made to the results framework since commencing the current development cycle in 2010.

As a means to facilitate this evaluation, the evaluator has prepared a draft outcome mapping (see **Exhibit 3**). For each project and non-project advocacy activities, the expected intermediate results are indicated, as well as the external factors that are facilitating or hindering progress on achieving the intended results.

Exhibit 3. Mapping UNDP outcome activities, outputs, and intermediate results				
Project and non-project activities	Expected outputs	Expected intermediate results	External factors	Expected progress towards achieving the outcome
Khazar Project	Adaptive management program for Khazar Nature Reserve developed and operational. Biodiversity-friendly coastal zoning, development, and construction standards approved as government policy. Environmental governance of the reserve strengthened, including community-based sustainable resource use. Protected area (PA) management training incorporated into MNP's national PA system.	Management of the Khazar Nature Reserve is sustainably funded through community and private sector participation.	Lack of qualified specialists. No unified biodiversity monitoring system at ministerial level.	Ecosystem resilience is enhanced through efficient and participatory management of the reserve. Rural communities depending upon natural resources are better informed and incentivized to participate in biodiversity conservation.
PAS Project	At least three formally proclaimed IUCN Category 2 – National Parks. Institutional and	An enabling environment is created for the establishment of a functional, effective and ecologically coherent	Government has not yet identified a pilot national park. Limited capacity and number of natural	Government approves proclamation of protected areas in the country, with supporting policy that

Exhibit 3. Mapping UNDP outcome activities, outputs, and intermediate results

Project and non-project activities	Expected outputs	Expected intermediate results	External factors	Expected progress towards achieving the outcome
	individual capacity strengthened to efficiently manage parks.	system of protected areas in Turkmenistan	resource specialists.	integrates biodiversity monitoring and effective management of the parks.
CACILM	Enhanced policy coherence through mainstreaming of SLM principles into national policies and legislation to promote synergies with other multilateral conservation agreements. Improved inter-action between state agencies and land users through human resource development.	Biophysical and socio-economic indicators demonstrate how sustainable land management can combat the effects of desertification.	Budget subsidies diminish incentives to land users for implementing sustainable land management. Land tenure arrangements tend to favour short-term gains, over longer-term land protection and restoration.	Sustainable land management principles are replicated in other communities in the country, as a result of strengthened institutional and individual level capacities.
Climate Risk Management (CRM)	Increased resilience of agricultural and livestock communities through more effective CRM assessment and risk information provision.	Government adopts policies and funding is secured for relevant line ministries and local communities for implementing CRM activities.	Rigid institutional roles limit broad stakeholder involvement. Highly centralized administration restricts local autonomy and discretion with respect to spending	Communities involved in climate exposed activities are better prepared to cope with climate risks. Increased forecasting capacity leads to reduction in impacts to populations and costs for recovery from natural disasters.
Energy efficiency in residential buildings	Building codes are updated to reduce energy consumption in residential buildings. Institutional awareness and capacity are strengthened, in terms of identifying and implementing energy efficiency programs. Energy efficiency designs and technologies are demonstrated in both new and reconstructed buildings. Professionals are trained in regard to building code design and code compliance	Energy efficient building are designed and constructed under capacitated enabling environment.	Budget subsidies limit incentives for energy efficiency interventions. Energy efficiency savings do not benefit infrastructure owners or operators.	Natural resource uses are more sustainably utilized. Vulnerable sectors of the population are empowered to better cope with eventual higher costs of energy.

Exhibit 3. Mapping UNDP outcome activities, outputs, and intermediate results

Project and non-project activities	Expected outputs	Expected intermediate results	External factors	Expected progress towards achieving the outcome
Climate Change Risks to Farming (Adaption Fund)	<p>Water policies modified with particular focus on communal water management and financial incentive for water efficiency.</p> <p>Community-based adaptation measures demonstrated.</p> <p>Institutional capacity of local water user associations strengthened.</p>	Improved water policies and pricing mechanisms result in more equitable allocation and more sustainable use of scarce water resources.	<p>Government counterpart, MNP, has limited role in advancing recommended policy modifications.</p> <p>Government rural development program is heavily infrastructure focused, and limited emphasis on improving local institutional and human capacities.</p> <p>There is no law on Water User Associations.</p> <p>Local administrations remain weak, and services including agricultural extension are lacking.</p> <p>Restrictive land tenure arrangements/policies reduce interest among water users.</p>	Through empowerment of local users, adaptation capacity is enhanced, while strengthening livelihood opportunities.
BSAP Project	<p>National biodiversity targets are jointly developed in response to global Aichi targets.</p> <p>The NBSAP is revised and updated, mainstreaming implementation into sectoral development plans, along with sustained resource allocation.</p>	<p>Multi-sectoral collaboration leads to a more effective biodiversity conservation.</p> <p>Funding for biodiversity conservation is sourced for several sectors, and also through private sector participation.</p>	<p>Multi-sectoral collaboration is still weak in the country.</p> <p>Economic expansion has prioritized infrastructure over biodiversity conservation.</p> <p>Private sector under-represented in development planning and participation.</p>	Biodiversity conservation factored into economic expansion, and benefits shared with vulnerable sectors of rural communities.
Non-Project Activities (round-tables, workshops, advocacy)	Socio-economic data are systematically collected, compiled, and made available for public use.	National institutions and international development agencies are better informed to respond to environmental management priorities.	Highly centralized information control is slow to change.	Programs and projects produce more sustainable results, leading to a higher level of replication and more households benefiting.

5. CONTRIBUTION TO RESULTS

5.1. Relevance

5.1.1. Alignment with National Priorities

Climate change accounts for 68% of the combined approximately USD 9.3 million in project funding under the subject outcome: 39% spent on adaptation interventions and 29% expended on mitigation (see **Exhibit 4**).

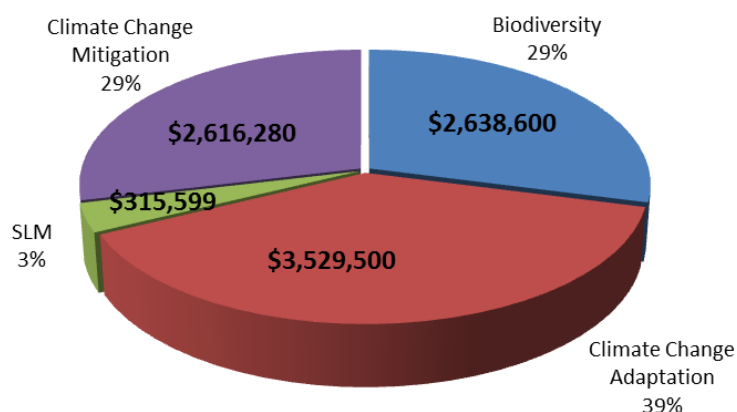


Exhibit 4: Thematic distribution of cost of projects under implementation
(based on project design cost; excluding co-financing)

This focus on climate change is consistent with the increasing priority that the President has publicly stressed on this thematic area, and further demonstrated in June 2012 when the government approved the National Climate Change Strategy, which was developed with technical support from UNDP under the Strengthening Climate Policy project.

This increased concentration on climate change is also reflected in the distribution of active projects under implementation, as shown below in **Exhibit 5**. Biodiversity and land degradation accounted for most of the project activities during the first part of cycle, while climate change has predominated in the second half.

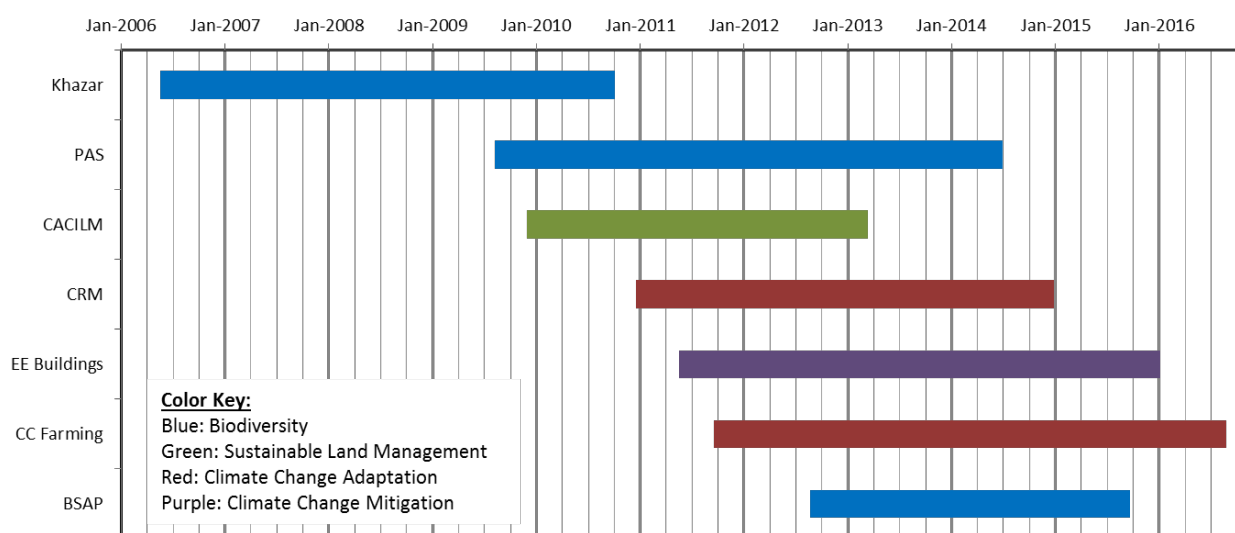


Exhibit 5: Project implementation timelines

The UNDP CO has managed to fill critical certain gaps in national priorities, for example, climate change adaptation. As a high greenhouse gas emission the country, mainly from the energy sector, the government has to date been primarily focused on mitigation type measures, including plans to modernize oil & gas production and distribution assets. As shown in the graph below in Exhibit 6, the country has virtually no adaptive capacity:

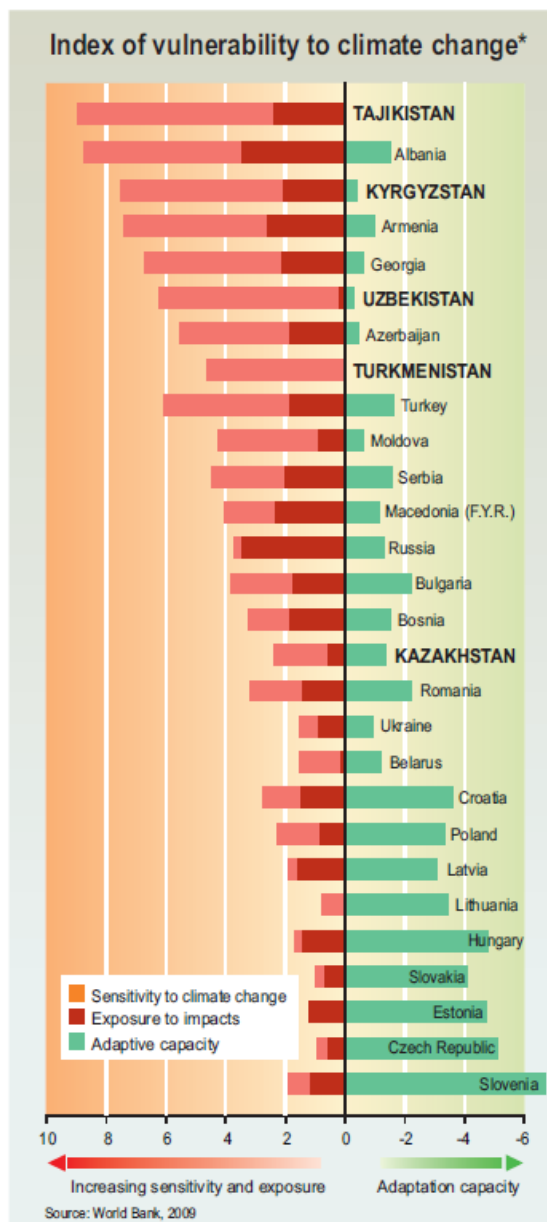


Exhibit 6: Index of vulnerability to climate change¹

The UNDP is addressing adaptation in the Adaptation Fund financed project Climate Risks in Farming, and in the multi-country Climate Risk Management (CRM) project, funded through the UNDP-BCPR program. Potential economic losses by weather events are considerable in Turkmenistan (see **Exhibit 7**), and many of these are preventable through improved weather forecasting and disaster preparedness. The CRM project is supporting capacity building among key CRM national stakeholders, and promoting regional experience and best practice.

¹ Source: Climate Change in Central Asia, a Visual Synthesis, 2009, Zoë Environment, funded by Swiss Federal Office for Environment (data in this publication obtained from: : World Bank, 2009. Adapting to Climate Change in Europe and Central Asia).

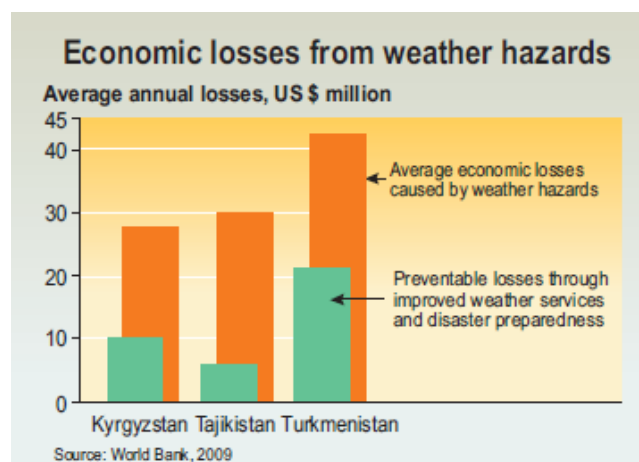


Exhibit 7: Economic losses from weather hazards¹

With regard to mitigation, government efforts have mostly focused on reducing emissions and improving efficiencies in the energy sector. The residential building sector account for a significant share of energy consumption in the country, and promoting energy efficiency is directly aligned with the National Socio-Economic Development Program, 2012-2016.

As climate change cuts across a number of sectors, including water resources management, land degradation, and biodiversity conservation, the UNDP interventions are contributing also to advances in these areas. The recently approved GEF-financed project “Energy Efficiency and Renewable Energy for Sustainable Water Management in Turkmenistan” is as much a water resource management project as it is a climate mitigation initiative. The Climate Risks to Farming project is a logical follow-up to the sustainable land management projects, including the CACILM project that was completed in early 2013. The same pilot communities targeted in the CACILM project are being engaged in the Climate Risks to Farming project, as well as the CRM project.

One area where the outcome focus falls short with respect to national priorities is rural development. Rural development is addressed in several of the projects in the portfolio, including the Khazar Nature Reserve, CACILM, and the Climate Risks to Farming project, as well as the recently approved energy efficiency project in the water sector. These projects tend to have similar divisions of resources; there are efforts designed to strengthening national level institutions and facilitate policy reform, while the other area of focus is on capacity building and demonstration at the grass roots level, engaging community groups, water user associations, etc. While regional (*velayats*) and district (*etraps*) level stakeholders are included in these projects, their participation is fairly limited, with no direct implementation role. And, there was no evidence found of linking project-level activities to the National Rural Development Plan.

In summary, the relevance of UNDP outcome-level project and non-project activities to some of the applicable national priorities, as elaborated in the President of Turkmenistan’s Programme for social and economic development for the period 2012-2016 and the National Rural Development Programme, are outlined below.

National Priority

Environmental Protection: The national priorities with respect to environmental protection include:

- ✓ Ecological safety;

Relevance

Outcome activities are closely aligned with these priorities, including through demonstrating efficient use of water

¹ Source: Climate Change in Central Asia, a Visual Synthesis, 2009, Zoï Environment, funded by Swiss Federal Office for Environment (data in this publication obtained from: : World Bank, 2009. Adapting to Climate Change in Europe and Central Asia).

National Priority

- ✓ Creation of favourable environment for population's life and activity;
- ✓ Rational use of natural resources, use of energy saving and alternative technology;
- ✓ Protection of air, water and mineral resources;
- ✓ Protection of biodiversity

Rural Development: The national priorities are heavily focused on infrastructure development through:

- ✓ Large-scale modernization of social and engineering infrastructure;
- ✓ Mortgage lending in rural house construction;
- ✓ Raising population employment, creation of new job places, opening of new industrial facilities

Oil & Gas Sector: The main strategy of the energy complex development is based on discovery of new resources and increasing extraction and production of refining industry, and increasing exports. There are also plans to increase the efficiency of oil & gas production and power generation and distribution.

Agriculture Sector: The following actions are aimed at contributing to the development of agriculture: state support of farming and private farming; raising efficiency of peasants' associations; provincial specialization of agriculture; improvement of crop area reclamation, rational use of water and land resources, improvement of breeding work, and improvement of nutritive base.

Water Sector: The national objectives under the water sector programmes include the following:

- ✓ Full satisfaction of the population's and economy's needs for water;
- ✓ Introducing technology of waste treatment;
- ✓ Reusing of slightly-salted drain waters at

Relevance

resources, strengthening capacity and advancing policy reform in energy efficiency, and supporting multi-sectoral integration of biodiversity conservation.

The PAS project also made significant contributions with respect to protection of biodiversity.

UNDP is filling a gap in the country's rural development priorities, by focusing on grass roots capacity building among rural, primarily agricultural communities.

The CO has also facilitated the Mejlis in organizing a round table discussion with several national and international stakeholders, on discussing and reviewing good practice models for local economic development.

UNDP is adding value by supporting focus on increasing the climate change adaptive capacity of the country, and demonstrating how energy efficiency in the residential building and water sectors can improve both economic and environmental resilience.

Project activities are closely aligned to national agriculture sector activities, including strengthening the capacity of local water user associations, demonstrating efficient irrigation techniques, and promoting sustainable land management practices. Again, the bulk of government support is earmarked for large producers and agro-industrial facilities, while UNDP efforts are more focused on the small, private sector farmers who have been less supported through national programmes.

The environment & energy group of the UNDP CO is building up an impressive portfolio of water sector projects, including the Adaptation Fund project and the Energy Efficiency and Sustainable Water Management project. These are closely lined up with national priorities of

National Priority

- cultivation of some kinds of crops;
- ✓ Construction of small reservoirs for mud streams and spring floods; preventing from negative impact of mud streams;
- ✓ Working out the methods of rational use of water sources;
- ✓ Equipping of reclamation system with water counters in order to provide rational use of water;
- ✓ Reconstruction of irrigation system;
- ✓ Introducing latest irrigation technologies;
- ✓ Control over the quality of water, preventing of pollution;
- ✓ Construction of new water reservoirs and increasing of capacity of existing one;
- ✓ Working out of measure for overcoming of epidemiological emergency situations at Turkmen coast of Aral sea;
- ✓ Examination of the issue on accession to the UN convention on protection of transboundary waters and international lakes.

Construction Sector: According to the Ministry of Construction, construction will increase by 59% in the period 2012-2016.

Tourism Sector: The second phase of Avaza development, including a 6.5-km long coastal area on the Caspian Sea, is planned within the period 2012-2016.

Relevance

rational water use and introducing modern irrigation techniques.

Transboundary water projects have been managed through UNDP regional programmes, including the Caspian Sea Environmental Programme and Aral Sea interventions. The CO is not as well positioned to respond to such transboundary, international waters priorities.

The Energy Efficiency in Residential Buildings project is a significant contribution to the construction sector, and UNDP is filling a gap that has not been focused on by government programs. It will be important to identify further entry points into the built environment sector, as the government proceeds with their aggressive expansion programmes.

Tourism is included as one of the sectors that are expected to integrate biodiversity conservation into their sectoral plan, under the BSAP project.

5.1.2. Alignment with UNDAF

The “increased quality of life” component of the subject outcome clearly has human development connotations, consistent with the 2010-2015 UNDAF aim to prioritize human development linkages between climate change, environmental degradation and access to basic health services. But the human development dimension is largely missing in the project level activities under the outcome. Human development in the country has been shown to be decreasing, and as one of UNDP’s globally recognized knowledge and experience. Human development and human development are commendably addressed in outcome 3.1 (*Men and women of all social groups*

effectively contribute to the country's development policy and implementation processes to achieve inclusive growth and social equality) under the 2010-2015 CPAP, but these aspects are under-appreciated in the implementation of the subject outcome (3.2). This is not to say that rural poverty is not addressed by the projects, but the indicator targets do not sufficiently reflect human development. For example, improved agricultural outputs and production does not necessarily translate into poverty alleviation, which is affected by numerous and complex variables.

5.1.3. Linkage to UNDP Strategic Plan: 2014-2017

The subject outcome has a reasonable high level of synergy with the UNDP Strategic Plan (2014-2017), as do the recent non-project activities spear-headed by the CO. In analysing the agency's strong global presence and long-standing leader in human development, the Strategic Plan aims to foster a linkage with sustainable development by advocating "sustainable human development", a convergence between poverty, social equity, environmental and governance issues. The outcome is designed around this basic principle, i.e., quality of life and economic processes are both enhanced through more sustainable use of natural resources. As discussed under Section 5.1.2, although the outcome is designed with a focus on human development, there is limited focus on project-level on this dimension.

The Strategic Plan also includes focus on promoting green economy policies and utilization of South-South and triangular cooperation, both of which are well-represented in current project and non-project activities under the subject outcome, including the supporting the government in development the national strategy on climate change, and promotion of South-South learning on projects such as the multi-country CRM intervention.

Consistent with the recent CO efforts on advocating for more access and transparency in terms of socio-economic data, the Strategic Plan highlights the need for better measurement and monitoring of development conditions, so that resources can be better directed and results more meaningfully consolidated.

Deepening engagement with emerging partners under the outcome activities also corresponds to the changes in the agency's operational approach outlined in the Strategic Plan. This goal extends to expanding collaboration with international financial institutions, as a means to better leverage development results. During the evaluation mission, such opportunities were discussed with the CO staff, e.g., investigation synergies with some of the large infrastructure projects financed by the ADB, or possibly with other institutions like the EBRD, if circumstances improve for them to more actively pursue initiatives in Turkmenistan.

Furthermore, the Strategic Plan calls for more active outreach to non-resident agencies, e.g., FAO and UNECE for Turkmenistan, to support the agency's efforts in advancing cross-sectoral issues and better utilizing their knowledge and skills in terms of technical support.

5.1.4. Comparative Advantage of UNDP CO

Following up the assessment of the outcome against the UNDP Strategic Plan, the evaluator carried out an informal perception survey among interviewed stakeholders of their opinion of the UNDP's comparative advantage in Turkmenistan. A total of 10 respondents ranked the following six aspects in terms of relative importance:

- Political Neutrality and Favourable Standing
- Implementing Agency for GEF Funds

- Human Development Advocacy
- Resident and Experience in Country
- Trustworthy Implementation
- High-Level and Innovative Expertise

The results of the survey, summarized below in **Exhibit 8**, indicated that the UNDP's main comparative advantage lies in their political neutrality and favourable standing in the country. This was followed by their role as implementing agency for GEF funds.

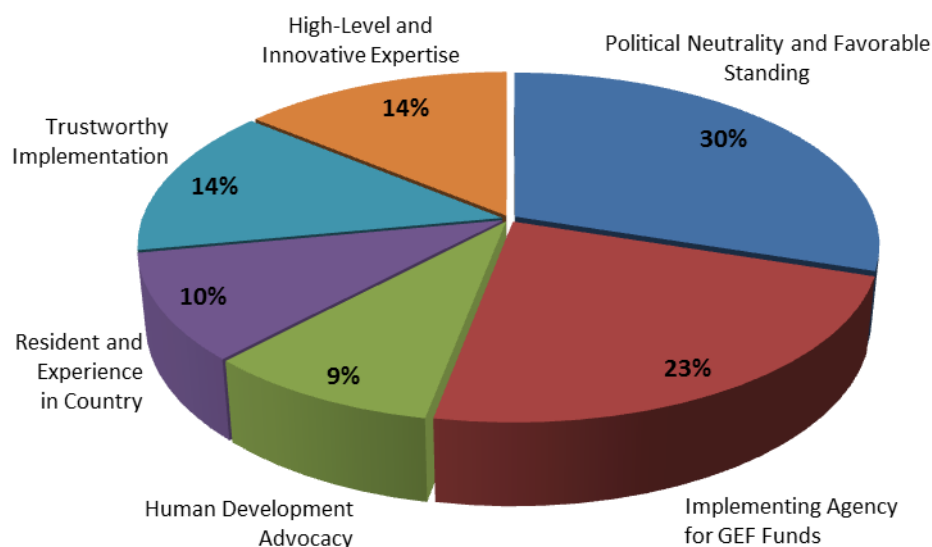


Exhibit 8: Relative Importance of UNDP Comparative Advantages
(based on an informal perception survey)

Although the number of respondents was low, there was some anecdotal evidence of differences in opinion among the stakeholders surveyed. For example, human development advocacy ranked high among representatives from donor agencies, while this aspect was not considered a particularly important comparative advantage with governmental agency stakeholders or with internal UNDP CO staff. Clearly, the perception that the UNDP, and other UN agencies, are generally in favourable standing with the government was considered the main advantage.

5.1.5. Gender Aspects and Vulnerable Groups

The target communities addressed in the Adaptation Fund, CRM, and CACILM projects include *daikhan* and other local farmers, which have been marginalized in the agricultural reforms over the past 20 years and represent some of the most vulnerable groups in the rural areas of the country. These projects are also aiming at reducing the vulnerability of the communities to climate change. The CRM project has a specific target of spending at least 15% of the budget on gender sensitive issues; the actual amount seems to be closer to 10%, based upon interview evidence. Among the biodiversity portfolio of projects, the communities surrounding the Sumbar National Park (PAS project) are expected to create additional job opportunities for women, e.g., through eco-tourism activities.

5.2. Effectiveness

By evaluating the progress made toward the outcome indicator targets in the logical results framework, on average, the progress made toward achieving the outcome is assessed to be **moderately satisfactory**, as outlined below in **Exhibit 9**.

Exhibit 9: Assessment of progress toward achieving outcome indicator targets		
Indicator	Target	Progress
Outcome 3.2: Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life.		
Number of national and local plans/strategies; number of national institutions are using information and monitoring system.	Information and monitoring system is in place; environment mainstreamed in development planning.	M
<p>Comments: The national strategy on climate change creates a framework for multi-sectoral collaboration on this cross-cutting issue. Also, the BSAP project is progressing with multi-sectoral mainstreaming biodiversity conservation.</p> <p>There is limited evidence regarding progress toward developing the information and monitoring system. The strategic action plans on low emission and adaptation, which are currently under development, are expected to have embedded mechanisms of monitoring mitigation and adaptation indicators. Also, through support from the BSAP project, the government is also revitalising the clearing-house mechanism under the CBD which will improve information services with respect to biodiversity conservation.</p>		
Output 3.2.1: National authorities better plan, manage and monitor the environment sector		
1. Environmental monitoring system is operational at the level of the development sectors	1. By the end of 2011, pilot phase of the monitoring system is in place and followed up by the government	U
Comments: There is limited evidence regarding progress toward developing the information and monitoring system.		
2. Number of laws revised to align national legislation with international standards	2. By the end of 2011, at least 2 national laws revised and aligned internationally	M
Comments: During the CPAP cycle, there have been a number of new laws passed, including a new law on nature protection in 2014 and a new law on protected areas in 2012, which was drafted by the PAS project team.		
3. Number of sectoral plans/strategies revised to integrate respective environmental priorities and concerns, and incorporate strategic adaptation measures	3. By the end 2015, at least 3 development sector plans mainstream strategic environmental assessments and addressed as part of the national adaptation strategy 6. By the end of 2015, at least two economic sectors are included and addressed as part of the national adaptation strategy developed	M
<p>Comments: There national strategy on climate change creates a framework for multi-sectoral collaboration on this cross-cutting issue. Also, UNDP is providing technical support to two governmental working groups led by the Ministry of Economy and Development: one on climate change adaptation and other on mitigation. Furthermore, the BSAP project is progressing with multi-sectoral mainstreaming biodiversity conservation.</p> <p>The new law on nature protection sets some foundational conditions for improving the EIA law, but as of the March 2014, strategic environmental assessment is not yet mainstreamed in development sector plans.</p>		
4. Number of internationally compliant curricula on integrated into the higher education system	4. By the end of 2013, at least one university develops and provides environmental education based on internationally compliant curriculum	U
Comments: Under the energy efficiency in residential buildings project, there have been discussions with the Architect Institute to incorporate energy efficiency themes in their curriculum, but have not been any results to report on these discussions.		
5. Number of municipalities apply improved waste disposal and better water/sanitation management	5. By the end of 2015, at least one municipality implements safe waste disposal and effective water and sanitation management strategy	U
Comments: There have been no project or non-project activities under this output.		
6. Number of institutions take advantage of an effective forecasting system for better food security planning	7. By the end of 2015, at least three relevant governmental institutions develop and use food security forecasting system	U
The SLM, Adaptation Fund, CRM, and energy efficiency and sustainable water management projects will make contributions to		

Exhibit 9: Assessment of progress toward achieving outcome indicator targets

Indicator	Target	Progress
improved food security planning, by promoting rational use of scarce water resources, improving climate risk forecasting capabilities, etc. But, there have been no initiatives specifically focused on food security forecasting.		
Output 3.2.2: Local communities contribute to and benefit from sustainable use of natural resources		
1. Number of nature reserves implement internationally compliant management plans and practice international partnership on conservation	1. By the end of 2012, at least 3 protected areas developed and implement management plans	M
Comments: The Khazar Nature Reserve is implementing a management plan that was developed with UNDP-GEF project support, and the new law on protected areas better aligns national legislation to international good practice. And, one new protected area was proclaimed under the PAS project.		
2. Number of local communities benefit from development of a national park network apply enhanced land use techniques and sustainable forestry management	2. By the end of 2015, at least 3 local communities receive environmentally friendly socio-economic benefits from the newly established national park, apply better land use planning and involved in sustainable forestry management 3. By the end of 2013, at least 3 international foundations provide expertise to the PA system	U
Comments: There are no monitoring data available regarding socio-economic benefits realized from newly established national parks, as there have yet to be a national park proclaimed. Also, no evidence was available regarding international foundations providing expertise to the PA system.		
3. Number of laws and policies revised and aligned internationally for better water governance	4. At least one national law and one strategy revised or developed for better water governance	S
Comments: Through support from the Adaptation Fund project, a set of recommended sub-rules to the Water Code were endorsed by the Ministry of Nature Protection and submitted to the Ministry of Water Economy for approval. These sub-rules include aligning water governance to integrated water resource management principles.		
4. Number of pilot areas practice integrated water resource management	5. By the end of 2014, at least two pilot IWRM projects implemented	M
Comments: Procurement is underway under the Adaptation Fund and CRM projects for demonstration of efficient irrigation techniques, and the Adaptation Fund project is also working on strengthening local water user associations.		
Output 3.2.3: Government introduces carbon reduction and energy saving technologies		
1. Comprehensive policy framework is in place regulating long-term measures for sustainable use of energy resources and promotion of alternatives/renewables	1. By the end of 2012, national strategy and law developed and adopted for sustainable use of energy resources and promotion of alternatives/renewables	M
Comments: The national strategy on climate change calls for sustainable use of energy resources. The energy efficiency and sustainable water management project will have a renewable energy component, but this project has not yet started implementation.		
2. Number of residential buildings apply energy efficient practices and technology	2. By the end of 2015, at least 20 buildings incorporate energy efficient coding	M
Comments: This target is rather ambitious; a similar target in the energy efficiency and residential buildings project was modified at the inception phase, focusing rather on training experts and promoting building designs incorporating advocated energy efficiency specifications. This project also includes demonstration of improved energy management in actual buildings, a newly built residential building and a retrofit of an existing residential prefabricated building.		
3. Number of carbon finance projects developed and generate alternative revenue in the energy intensive sectors	3. By the end of 2014, at least 5 carbon finance projects under implementation	U
Comments: This target is also ambitious. Through the strengthening climate policy project, the UNDP is advocating carbon financing mechanisms, but actual projects will likely not be implemented within the current CPAP cycle.		
4. Number of municipalities started practicing energy efficient public lighting	4. By the end of 2015, at least 2 municipalities promote energy efficient public lighting	U
Comments: There are no project or non-project activities under this output.		

Exhibit 9: Assessment of progress toward achieving outcome indicator targets		
Indicator	Target	Progress
5. Number of pilot projects are in place promoting alternative and renewable sources of energy	5. By the end of 2012, at least 1 pilot project under operation on promoting alternative and renewable sources of energy	U
Comments: There is a planned renewables component in the energy efficiency and sustainable water management project, but there has not been any pilot projects implemented as of March 2014.		
Colour Key: Green (satisfactory progress made); Yellow (moderately satisfactory progress made); Red (unsatisfactory or no progress made)		

As there have been no adjustments to the logical results framework since the beginning of the CPAP cycle, assessing the effectiveness based upon project-level evidence is a more current measure of progress made toward achieving the outcome, as outlined below in **Exhibit 10**.

Exhibit 10. Assessment of effectiveness: evidence at project level		
Project	Progress toward the expected results	Sources
Khazar	(+) Increased awareness has led to improved relations between the reserve and nearby communities. (+) State-of-the-art management plan was developed.	Review of project document, inception report, and terminal evaluation report. Interview with former project manager.
	(-) Limited national capacity for implementing such a project. (-) Difficulties to affect change in under a rigid, highly centralized government structure.	
PAS	(+) Spatial coverage of protected areas increased from the baseline, and one new reserve was established (87800 ha). (+) 6 new laws developed and adopted, including a new law on Special Protected Areas, which was drafted by the PAS project team. The law includes requirements for protected area system plans (PASPs), which was advocated by the project.	Mid-term review report Final logical results framework, April 2014
	(-) There were significant implementation delays on this project; satisfactory results were achieved by the extended end date of the project, but the delays did affect the overall effectiveness and sustainability.	
CACILM	(+) This project was highly relevant to land degradation issues in Turkmenistan and other Central Asia countries. (+) Capacity of key government officials involved in SLM in their countries strengthened through trainings, workshops, project activities.	Terminal evaluation report
	(-) Coordination shortcomings between project partners, e.g., UNDP and GIZ,	

Exhibit 10. Assessment of effectiveness: evidence at project level

Project	Progress toward the expected results	Sources
	<p>impacted project efficiency.</p> <p>(-) Delays in replacing project manager and project governance shortcomings diminished project effectiveness.</p>	
Climate Risk Management (CRM)	<p>(+) Despite delays, the Project has achieved satisfactory performance against targets.</p> <p>(+) Inter-agency collaboration has been enhanced through meetings and workshops facilitated by the Project.</p>	Interviews with project manager and regional coordinator.
	<p>(-) Difficulties in convincing government counterparts to engage in Project activities have led to delays in implementation. Realizing ownership by Turkmenhydromet is a work-in-progress.</p> <p>(-) Recruiting the project manager and local consultants also required considerable time, due to limited pool of local expertise.</p> <p>(-) No specific replication commitments by central and local government agencies built into project design; sustainability concerns.</p>	<p>Interviews with project manager and regional coordinator.</p> <p>Review of project document and inception report.</p>
Energy Efficiency in Residential Buildings	<p>(+) Based on interviews, there seems to be a high level of ownership from key implementation partners, including Turkmenogas and Ministry of Construction.</p> <p>(+) Two of the four building codes (Residential Buildings, Roofs and Roofing) have been drafted and expected to be drafted in first half of 2014.</p>	<p>Interviews with representatives of national implementation partners, project manager, and international expert.</p> <p>Review of inception report, biannual progress report.</p>
	<p>(-) Procedural delays, e.g., based upon Ministry of Communal Services requirements, have consumed management time; efficiency concerns.</p> <p>(-) Annual budgets of project partners insufficient to support some of the project activities in 2013.</p>	
Climate Change Risks to Farming (AF)	<p>(+) A package of proposed modifications to the water code submitted to the government counterpart.</p> <p>(+) Local adaptation measures are tangible activities with a high level of local and national interest.</p>	Interviews with national and local level stakeholders.
	(-) Ministry of Nature Protection a relatively weak "champion" of	Interviews with local administration officials in one of

Exhibit 10. Assessment of effectiveness: evidence at project level

Project	Progress toward the expected results	Sources
	recommended water code modifications. (-) Weak replication commitments in project design. (-) Target communities are sensitized to donor assistance; this restricts sustainability.	the pilot communities. Inception report, project document, quarterly progress reports.
BSAP	<p>(+) Stocktaking, review of 1st BSAP has been completed</p> <p>(+) Inter-sectoral working group, comprising representatives from 9 ministries, developed and has convened 3 times.</p> <p>(+) Ecosystem services assessment and valuation training completed, and valuations started in Turkmenistan.</p> <p>(-) Delays in starting implementation resulted in crowding a number of activities near the end of 2013.</p> <p>(-) Some members of the working group are often changing, including representatives from Ministries of Oil & Gas, and Agriculture; this signifies uncommitted ownership.</p>	Review of progress report; interview with project manager

5.3. Efficiency**Incremental Cost Criteria**

From an incremental cost criteria point of view, the project and non-project activities within the environment and energy group have been quite efficient:

- After declaring the country's commitment to tackling climate change issues and declaration of the President's goal of being a regional leader in climate change, UNDP has provided technical support developing the first ever national strategy;
- To date, climate change measures have mostly focused on mitigation, as Turkmenistan is a significant emitter of greenhouse gases. UNDP has provided value by supporting projects and programmes aimed at adaptation, including the Adaptation Fund and CRM projects;
- UNDP has also provided value to the country's climate change mitigation efforts, by strengthening capacity and advancing policy reform in energy efficiency in the residential building and water sectors. The country's mitigation measures have mostly been in the power and oil & gas sectors;
- With respect to the agricultural sector, government has mostly rendered support to large-scale producers and interventions are heavily focused on infrastructure. UNDP has filled a gap by focusing on small, private sector farmers, and demonstration of efficient irrigation technologies and sustainable land management principles;

- In response to obligations under the CBD, UNDP is providing support to the government through the BSAP project, in facilitating multi-sectoral integration of biodiversity conservation.

Timing of Project Resource Demand

The UNDP's environment & energy portfolio has had from 3-6 projects running in a parallel in the 5-year CPAP cycle, 2010-15, as illustrated in **Exhibit 5**. The timeline that exhibit does not show projects under formulation, including the ongoing development of the energy efficiency for sustainable water management project. The Strengthening Climate Policy project, funded from UNDP CO core resources is also not included, as there was limited information available regarding the scope and timeframe of this initiative. And, there are a number of non-project activities, including policy advocacy, campaigns to improve data quality and availability, etc., that also take up agency resources.

Based upon the project and non-project activities under implementation, there are 10-20 professionals working at any given time, including project managers, project developers, technical advisors, local consultants, international experts, and UNDP CO and UNDP regional staff. It was made apparent to the evaluator that recruiting qualified local project managers and experts is an ongoing challenge, partly due to the limited number of qualified professionals in the country. This is evidenced in the fact that there are situations where one person is managing more than one project, such as the energy efficiency in residential buildings and the strengthening climate policy projects, and also cases where inception workshops were held before a project manager was hired (e.g., the PAS project). Also, for this outcome evaluation, the UNDP CO was unable to recruit a qualified national consultant in time.

Project Development and Implementation Timeframes

With respect to project development dates, available information on the GEF-funded projects is summarized below in **Exhibit 11**.

Exhibit 11: Key Project Development Dates									
Project	GEF ID	PMIS ID	Pipeline Entry	PDF-A Approval	PIF Approval	PPG Approval	Approval	CEO Endorsement	GEF Agency Endorsement
Khazar	2638	3157	21-Dec-2004				8-Jun-2008	7-Apr-2006	31-May-2006
CACILM	3239	3188	17-May-2004	1-Nov-2005			27-Aug-2007		
Strengthening PAS	3698	3961			5-Jun-2008	5-Jun-2008	8-Jul-2009		20-Aug-2009
EE Residential Buildings	4097	4134			20-Jan-2010	14-Sep-2009	17-Mar-2010	17-Oct-2011	
BSAP	5011	4929					13-Jun-2012		
EE Water Management	5536	4947			12-Sep-2013	12-Sep-2013	7-Nov-2013		

Source of information: GEF project database (www.thegef.org)

The Khazar and CACILM projects both entered the GEF project pipeline in 2004, and it took more than 3 years before these interventions were approved. The PAS project was approved one year after the PPG was approved, but due to some implementation shortcomings, the project was extended for 18 months beyond the originally planned completion date. The energy efficiency in residential building project was approved approximately 6 months following approval of the PPG, CEO endorsement was not realized until more than a year later, in October 2011, and the inception workshop for the project did not occur until another year later, in December 2012.

The inception phases of the projects implemented during the subject CPAP cycle, 2010-2015, have ranged from 3 months for the CACILM project to well over a year for the energy efficiency in residential buildings project. The length of the time of the inception phase, i.e., the time from when the projects were approved to when the inception workshops/meetings were held, is shown below in **Exhibit 12**, along with the implementation time following the inception phase and no-cost extensions, where applicable.

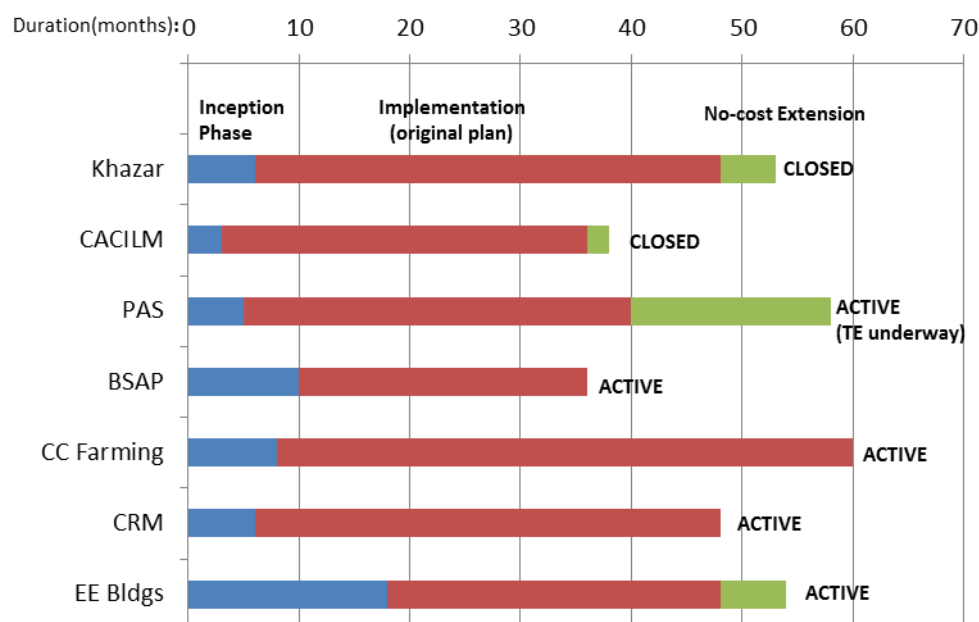


Exhibit 12: Duration of projects (inception, implementation, no-cost extension)

Efficiency is also impacted when projects run for longer periods of time than planned for, largely with respect to project management and administration, as these costs continue to be incurred. Project management and administration costs are on average 16% for the projects under the subject outcome portfolio, but actual expended has been higher in some cases. For the Khazar project, project management and administration costs ended up being approx. 46% of total costs and this overrun is at least partly due to the fact that the project ran longer than the design period. The final figures for the PAS project were unavailable at the time of the outcome evaluation, as the terminal evaluation for this project was concurrently underway, but the project management and administration costs are likely proportionally high, as the timeframe extended 18 months beyond the original envisioned end date.

Implementation Modalities

The projects under the environment & energy portfolio are mostly under national implementation modality, but certain adaptive arrangements have been put in place to overcome some of the inherent limitations of the government counterparts in leading international development projects. A project implementation unit (PIU) operates within the CO and supports all projects; there is limited capacity, procedures, and discretionary procurement mandates among the implementation partner agencies, so this arrangement is sensible. The CO has recognized the downside risk associated with this arrangement, i.e., expected benefits of NIM, such as increased country ownership and improved sustainability, were not being realized at the project level. In 2013, the RR has led an effort to improve participation among government counterparts, by moving project teams into the premises of lead implementing partners, and involving government

officials more in project design, budgeting and planning. The RR has also arranged frequent meetings with relevant Council of Ministers members and ministers, and the CO is in the process of increasing engagement with Mejlis committee on Environment, Natural resources and Agro-industrial Complex, which split off to form a large scope committee in 2013 including science, culture, and education.

The evaluator concurs that these implementation adjustments are important, but it will take time and require sustained focus. Some experiences along the learning curve have included the challenge of engaging the lead implementing partner on the CRM project, Turkmenhydromet, which is a new partner for UNDP. The CRM project manager has ended up remaining in the UNDP office, due to some a rather unwelcoming work environment in Turkmenhydromet's office. Finding an office for the BSAP project within the MNP took approximately 2-1/2 months, resulting in some delays. But, there is also evidence that government stakeholder involvement is increasing with these new efforts, for example, the MNP delayed approving the 2013 annual work plan for the Adaption Fund project (Climate Risks in Farming) until resolving concerns regarding costs and roles of international consultants.

Monitoring & Evaluation and Scarcity of Data

The lack of reliable data and the general inaccessibility of State socio-economic statistics present challenges in designing and monitoring development assistance projects and programmes. Through the initiation of the RR, the UNDP CO has been advocating the importance accurate and accessible data to inform policy decisions and support development interventions. The World Bank is also supporting the State in introducing international standards in statistics and improvement of the quality and reliability of socio-economic statistics.

The GEF-financed projects have systematic monitoring & evaluation procedures and allocated budgets. And, as part of the Adaptation Fund project, a socio-economic baseline survey was made among the target communities; this is the first time such a survey was made in these areas, and will provide valuable reference to the progress of the development assistance delivered there.

Having appropriate baseline data is vital for project or programme performance evaluation, as measuring changes requires reliable information on the situation before the intervention started. Because of the limitations in Turkmenistan on acquiring trustworthy information, project and programme managers should consider strategies for "reconstructing" baseline data. A few examples of such strategies, outlined by Bamberger (2010)¹, are outlined below:

Using Administrative Data from the Intervention:

Socioeconomic data, for example, are often included in the application forms of people, communities, or organizations applying to participate in a particular intervention or demonstration activity. While administrative data can be valuable sources of baseline information, the data are often not available in a convenient format for analysis. M&E coordinators must work closely with project or programme staff to ensure that administrative data are collected in a usable format.

Recall:

This technique asks individuals or groups to provide information on their social or economic conditions, their access to services, or the conditions of their community, etc. When designed well, this technique can be a useful tool for reconstructing baseline data. There is often a risk of bias due to lack of memory or memory distortion.

¹ Bamberger, M., 2010. Reconstructing Baseline Data for Impact Evaluation and Results Measurement. The World Bank, Poverty Reduction and Economic Management.

Key Informants:

Key informants provide specific knowledge and experience on a particular agency and the population it serves, an organization (such as a trade union, women's group or a gang) or group (such as mothers with young children, landless farmers, etc.). Because key informants combine "factual" information with a particular point of view, it is important to select informants with differing perspectives.

Focus Groups :

Focus group techniques obtain information by interviewing/surveying selected groups that share a common attribute such as programme participation. This information is used to determine attitudes, habits, and behaviours of particular beneficiaries. Focus groups can be an economical way to assess baseline conditions, but care must be taken that the groups are representative of the beneficiary population or the comparison population.

Participatory Assessment Techniques (PRA's):

These are participatory studies in which communities or groups report on their conditions, problems, and changes over time. Using PRA's for reconstructing baselines has the benefit of the group setting, where participants may feel more comfortable to express themselves. Group consensus also provides an estimate of indicators of concern, e.g., travel time, volume and quality of water consumed, volume of agriculture production as opposed to using a survey. The downside is that a few participants might dominate discussion and introduce bias.

Registration of Projects

Projects funded by international sources are required to be registered in Turkmenistan through the Ministry of Foreign Affairs, and this registration formally allows governmental counterparts to engage in the projects. Based on interviews with UNDP CO staff and project managers, the timeliness of registration has been a problem on essentially each of the running projects. The CRM project, for example, is not yet registered, although it was approved in December 2010 and the inception meeting was held in June 2011. Despite attempts by senior level UNDP CO staff to intervene, this project remains un-registered. The delays in registering projects have diminished overall efficiency of projects, as it takes up project management and other administrative resources and government counterparts are somewhat inhibited in performing their project tasks.

Partnerships

For a number of years, the MNP was the primary governmental partner for UNDP's environment & energy portfolio. In recent years, the CO has made attempts to diversify participation and governmental stakeholders, as the role of the MNP within the governmental structure has lost some influence and the profile of projects in the portfolio has changed, e.g., with respect to energy efficiency. For instance, on the Adaptation Fund project, the project team has supported development of modifications to the water code that would align regulations with integrated water resource management principles; however, the lead implementation partner, the MNP, has limited authority in facilitating the ultimate approval of these water code changes.

Partnership modalities have affected the efficiency with respect to the delivery of outputs, both positively and negatively. Nominating Turkmenogas as the implementation partner for the energy efficiency in residential project has been beneficial, even though their role in energy management is limited. The fact that Turkmenogas is a large, resource-rich institution, with ministry level status, is likely to continue to be important in facilitating required decisions for some of the project outputs. Working with Turkmenhydromet, another new implementation partner for UNDP, on

the CRM project has, on the other hand, proven to be challenging, and their rather rigid procedures and general reluctance to engage, particularly at the beginning of the project, has impacted efficiency, as more administration resources have been required in handling this partner and provoked changes in the approaches of defining and implementing activities for achieving the outputs and outcomes of the project.

Partnerships with donors were more active in the early stages of the current CPAP cycle, when UNDP was collaborating with GIZ on the sustainable land management project CACILM, and there was some short-lived cooperation with the British Embassy on energy policy. Due to a shift in the embassy's strategic focus, their contract with the UNDP on energy policy was cut short. With the agency's expanding level of activity in the fields of climate change, energy efficiency, and water resources management, there are potential opportunities for expanding their partnerships among the donor community. For example, possibly through the auspices of the CAREC Program, there could be synergies with respect to energy efficiency, possibly leveraging UNDP's programme management and favourable standing with the government with partners who are more focusing on infrastructure development, such as ADB and/or EBRD. One potential entry into energy efficiency is district heating; there were project level work on district heating in the previous CPAP cycle with moderately satisfactory results, but the circumstances might be more amenable now and there also is more interest and commitment from the President and relevant national stakeholders on energy efficiency.

With respect to water resources management, UNDP projects and programmes have to date mostly been managed by regional, transboundary interventions. Through the UNDP CO's climate change work, the agency is indirectly strengthening their capacity on domestic level water resources issues, and this could be capitalized on through potential partnerships with the EU country programme, UNECE, and possibly GIZ.

5.4. Sustainability

As seen in the chart below in **Exhibit 13**, approximately 39% of combined project funds, excluding co-financing, have been allocated to capacity building and policy support/advocacy. These efforts have been focused on supporting policy reform and strengthening capacity at both the institution and individual levels. The sustainability of the outcome activities largely depends upon how successful such policy support and capacity building have been.

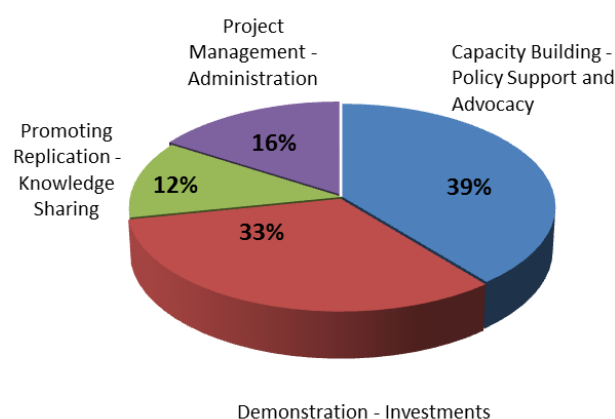


Exhibit 13: Distribution of project-level cost allocation
(based on project design cost; excluding co-financing)

Upstream Policy Impacts

Policy support/advocacy efforts have produced mixed results. Indeed, there have been a number of relevant policies and strategies approved by the government during the current CPAP cycle, 2010-2015, including:

- Law No. 61-62 on Nature Protection was passed on 10 March 2014. This law reportedly contains more guidance on EIA requirements and sets new conditions for environmental auditing, including for the private sector;
- Law No. 375-IV on Fauna was passed on 2 March 2013
- The Forest Code was adopted in 2013;
- The Parliament of Turkmenistan ratified the UNECE Water Convention on 4 August 2012;
- The President signed the National Climate Change Strategy in June 2012 (the UNDP drafted this document through their Strengthening Climate Policy project);
- Law No. 309-IV on Flora was passed on 4 August 2012;
- Law No. 286-IV on Special Protected Natural Areas was passed on 31 March 2012 (the PAS project team supported the drafting of this law);

In response to climate change issues being brought up high on the President's agenda, the UNDP supported the government in preparing the National Climate Change Strategy, which was signed by the President in June 2012. This momentum was followed with the government soliciting further technical assistance from the UNDP in 2013 for implementation of the strategy, starting with formulation of national plans on mitigation and adaptation. As a result of UNDP-led advocacy, the Ministry of Economy and Development were appointed to lead the development of these plans, through the joint efforts of two inter-ministerial working groups, supported by UNDP. This represents the first time that the climate change issues are being mainstreamed into national, inter-sectoral planning. These collaborative efforts have triggered further advances with respect to climate change, through establishment of dialogue with the government in developing a National Clean Climate Fund, to provide innovative financing mechanisms for supporting the implementation of the mitigation and adaptation plans.

UNDP-supported project activities, particularly the PAS project, also contributed to recent policy development, by helping to draft the Law on Special Protected Areas that was passed in 2012. Requirements for development and adoption of protected area system plans, advocated by the PAS project, are reflected in the new Law.

The uptake of some of the other policy objectives included in certain projects has been less successful. For example, the approval of biodiversity-friendly coastal zoning development and construction standards, included in the Khazar project, was not realized. And, endorsement of integrated financing strategies, promoted as part of the CACILM project was not forthcoming. Based on review of project design documents and inception reports, there is some evidence that the level of buy-in/consultation and the participation or lack of participation of key government stakeholders are important deciding factors on the effectiveness upstream policy advocacy.

A summary of policy support results, within the projects included in the subject outcome is presented below in **Exhibit 14**.

Exhibit 14: Policy support results

Policy Target	Comments	Progress
Khazar Project:		
New PA categories, community participation, and landscape ecology principles are adopted into law	Not adopted as a result of Khazar project. New law on Protected Areas passed in 2012, with input from PAS project. Source: TE report	M
Biodiversity-friendly coastal zoning, development, and construction standards approved as government policy	No standards were approved. Source: TE report	U
PAS Project:		
Three formally proclaimed IUCN Category 2 – National Parks by end of Project	Three sites have been identified for National Parks, but none have been proclaimed yet. Although not a specific target of the project, the project team supported the drafting of the new Law of Turkmenistan, No. 286-IV of March 31, 2012 on Special Protected Natural Areas.	M
CALICM Project:		
Integrated financing strategy drafted and endorsed by national stakeholders	Financing strategy was drafted but no evidence of approval/endorsement by national stakeholders. Source: TE report.	U
CRM Project:		
At least three CRM policy measures or legislative changes adopted/implemented by the government	National Climate Change Strategy of Turkmenistan was approved by the government on 15 June 2012. Source: 2013 progress report. A package of recommendations for incorporating CRM issues into the work of relevant ministries and institutions as well as rural level planning is expected to be finalized in 2014.	S
Energy Efficiency in Residential Buildings Project:		
New building energy efficiency code on whole-building thermal performance and revisions of existing building codes on roofs and roofing, residential buildings, and building climatology developed and implemented by end of project	As of December 2013 (progress report), the following recommendations for the building code “Residential buildings” have been accepted: (1) Establish an additional door at the entrance, to create a wind porch, (2) Apply energy-savings lights with motion sensors for lighting entrances and elevator lobbies. A new section “Thermal protection of roofs and roofing” aimed at better insulating of roofs and roofing has been included to the building code “Roof and roofing”.	S
Adaptation Fund Project (Climate Change Risks in Farming Sector):		
Update of the water code to ensure explicit recognition of climate impacts on water resource	Sub-regulations on communal water management, financial incentives, and explicit recognition of climate impacts on water resources, developed and discussed	M

Exhibit 14: Policy support results

Policy Target	Comments	Progress
availability by end of 2013	with MNP, Ministry of Water Economy, and Ministry of Agriculture. Source: 2013 progress report. Roadmap for achieving update of water code with these sub-regulations is unclear, and lead implementation partner, MNP, has limited authority in facilitating uptake of these policy changes.	
BSAP Project:		
By early 2014, the Turkmenistan NBSAP is fully updated, it is in line with the guidance in the CBD Strategic Plan (2011-2020) and has been submitted to the CBD COP	Implementation of the project started in July 2013, nearly a year after approval. Despite delays in getting started, the project is progressing and has high level support, including public endorsement by the President. Source: 2013 progress report and interview with PM.	M
Strengthening Climate Policy Project:		
National Climate Change Strategy	National Climate Change Strategy was completed and approved by the government in June 2012.	S
National action plans on climate change mitigation and adaptation	UNDP advocated for the Ministry of Economy and Development to take the lead in the development of these two plans given the importance of these two areas to the economy. UNDP also advocated that the plans should be developed by two inter-ministerial working groups (WG) supported by UNDP with technical assistance as a means to enhance ownership and capacity development. In 2013, the first draft of the mitigation plan was completed.	S
Colour Key: Green (satisfactory progress made); Yellow (moderately satisfactory progress made); Red (unsatisfactory or no progress made)		

Capacity Building Results

Measuring the effectiveness of capacity building efforts is a challenge, and the projects under the output portfolio have addressed this question with different types of indicators and metrics.

For the Khazar project, the number of new professional staff hired by the nature reserve was set as one of the capacity building indicators. Although the number of professionals added within the lifespan of the project did not meet the target, according to the former project manager, the reserve has expanded their professional staff since project closure. For the PAS project, also a biodiversity intervention, targets were set for the number of national park staff receiving training and also establishment of a training centre. The national park had not yet been established, so there was no progress made on these particular capacity building targets.

Under the CACILM project, capacity building targets included assessing the level of awareness of trained stakeholders; however, no awareness survey was made before project closure. The CACILM also set targets for the number of persons receiving training in integrated financing strategies, but also the number of integrated financing strategies developed and submitted for approval. As such strategies are a rather new concept in the country, there was insufficient time

within the project lifespan to evaluate the effectiveness of the skills training delivered. And, there was no evidence of any post-project monitoring of progress on this topic.

The CRM project has set targets for the number of professionals receiving training, and also a quantitative index type indicator, i.e., at least a 10% increase in the CRM capacity scorecards for various stakeholders. The project is making good progress with respect to the number of trainings delivered; there have been no CRM capacity scorecard assessments made yet since the project started implementation.

A summary of project-level capacity building results is outlined below in **Exhibit 15**.

Exhibit 15: Capacity building project results		
Capacity Building Target	Comments	Progress
Khazar Project:		
Six professional staff on payroll for Khazar Nature Reserve by end of project	One new professional staff added during project implementation; three existing ones upgraded their qualifications from project-supported training. Source: terminal evaluation (TE) report.	M
PAS Project:		
Number of planning, management and operational national park staff completing specialized training and/or skills development programmes.	No staff can be appointed until the National Park is established. But, required staff and training requirements are been outlined in the feasibility study Source: final logical results framework, April 2014.	M
Training Centre (PA Academy) established and first trainees graduate successfully	No centre established, following mid-term review recommendations. Space has been allocated at the Institute of Desert, Flora, and Fauna and funding secured through four projects in Environment portfolio. Source: final logical results framework, April 2014.	M
CALICM Project:		
Level of responses to awareness survey by State level agencies demonstrate awareness	No awareness survey was made. Source: TE report.	U
Number of persons qualified to develop Integrated Financing Strategies (IFS) in CA countries	Participants have received a “starter” but it would be imprudent to consider them trained in developing integrated financing strategies because the IFS themselves are not necessarily suitable. Source: TE report.	U
Number of the Integrated Financing Strategies developed and submitted for approval by appropriate national authorities	All five countries have developed IFS(s) however none have been approved by governments and it is likely to be difficult to approve them because mechanism how to incorporate the IFS into UNCCD NAP or any other national strategic documents not clear or no such mechanisms exists. Furthermore, there is little experience of financial strategies in the region and it will take time for governments to fully understand them in a way that they can be meaningfully integrated into the broader planning framework. Source: TE report	U

Exhibit 15: Capacity building project results

Capacity Building Target	Comments	Progress
CRM Project:		
No. of officials participating in CRM policy training and workshops (disaggregated)	<p>Training course on Climate risk management for specialists and experts. 31 training participants increased their knowledge about climate risk management related issues.</p> <p>Training on introducing resource-saving technologies. 30 participants including specialists of government institutions, project partners and beneficiaries learned about applicable technologies such as laser planning and drip irrigation in Turkmenistan.</p> <p>Source: 2013 progress report.</p>	M
Minimum 10% increase in CRM capacity, as measured by UNDP scorecard	Within the framework of the assignment on Stakeholder analysis and capacity assessment, Capacity Scorecards for key stakeholders (Turkmenhydromet, Ministry of Nature Protection, Ministry of Agriculture, Ministry of Water Management and Emergency Response Agency under the Ministry of Defence) were developed by a national consultant. Source: 2013 progress report.	M
Energy Efficiency in Residential Buildings Project:		
Training on energy efficient building re/construction, experience from implementing integrated building design delivered to at least 50 architects and/or engineers - Course materials on energy efficient building design and re/construction developed and delivered to at least 30 students by the end of Q4/2014	Training on energy efficient design, engineering equipment and maintenance of energy efficient buildings has been delivered for forty (40) architects and engineers. Source: 2013 progress report.	S
Adaptation Fund Project (Climate Change Risks in Farming Sector):		
At least 6 associations have clear mandates, institutional capacities and skills to manage and deliver water services to the target communities by end of 2013	Community mobilization activities conducted (training for trainers), and trainings in the three project regions on community mobilization to explain the advantages of Water User Associations were completed (Source: 2013 progress report). Trainings are continuing in 2014, with the focus on testing water user groups.	M
BSAP Project:		
Stakeholder capacity training on international experience and lessons learned regarding biodiversity conservation financing	Ecosystem services assessment and evaluation training was completed in 2013, delivered by 2 international experts.	S
Colour Key: Green (satisfactory progress made); Yellow (moderately satisfactory progress made); Red (unsatisfactory or no progress made)		

Catalytic Role of Demonstration/Investment Initiatives

As shown above in **Exhibit 13**, approximately 33% of the combined project-level funding has been allocated to demonstration and investment initiatives. This accounts to roughly USD 3 million of the approximate USD 9.3 million project portfolio. The demonstrations/investments are primarily included in three projects: sustainable land management (SLM), climate risks in farming (Adaptation Fund), and the energy efficiency in residential buildings project. The SLM and Adaptation Fund projects are being implemented in three distinct geographic areas; the same communities have been targeted since GIZ started SLM development assistance in 2002. For example, the SLM projects demonstrated the use of saxaul tree (*Haloxylon ammodendron sp.*) windbreaks as effective measures for combating desertification, but after more than 10 years of SLM there is limited evidence of scaling up or replicating these activities. And, with respect to the Adaptation Fund project, there are no co-financing contributions from the government. The energy efficiency in residential buildings had built in more replication commitment into the original project design, with a target of 20 buildings being constructed under more efficiency energy management design. This target was understandably considered un-achievable within the lifespan of the project, and adjustments were made, focusing rather on the number of experts trained and the number of designs prepared following the energy efficiency modifications to the building code advocated.

Partnerships

The diversification of partnership involvement achieved over the course of the CPAP cycle has enhanced sustainability of the progress made toward achievement of the subject outcome. By involving a wider range of stakeholders, including influential and resource-rich ones, such as Turkmenogas and the Ministry of Economy and Development, the likelihood of continuation of support from national sources has been boosted from the time when the MNP was the main government counterpart among the environment & energy portfolio.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusions

Increased focus on climate change has led to meaningful entry into the most important economic and environmental management priorities of the country: oil & gas and water

Climate change issues represent more than two-thirds of the costs among the projects under the subject outcome; which has been a considerable shift in thematic focus from the beginning of the 2010-2015 CPAP cycle started, when biodiversity and land degradation were the predominant themes. Increased emphasis on the cross-cutting subject of climate change has allowed entry into the oil & gas sector, through engagement with Turkmenogas on the Energy Efficiency in Residential Buildings project, and also has considerably broadened the agency's contribution to the water sector, on several fronts, including promoting efficient irrigation techniques in the Climate Risks to Farming project, engaging the Water Economy Department of the Ministry of Economy and Development to lead the development of the climate change adaptation and mitigation action plans, and partnership with the Ministry of Water Economy on the Energy Efficiency and Sustainable Water Management project, which is currently under development and is as much a water resource management intervention as a climate change mitigation (energy efficiency) project. These achievements are impressive and have significantly strengthened the UNDP's involvement in high priority sectors in Turkmenistan.

The results of partnership diversification efforts are apparent among current project and non-project activities, but there is evidence of a somewhat fractious engagement with MNP

During the first couple of years of the current CPAP 2010-2015 cycle, the main government partner for UNDP was the Ministry of Nature Protection (MNP) on biodiversity and land degradation projects. The MNP was also the main government counterpart during the previous development assistance cycles, more or less extending back to 1993 when the SBAA was signed. Deliberate efforts to diversify partnership involvement and a shift in the thematic focus of the portfolio have been successful in expanding partner engagement, for instance, including the Turkmenogas, Ministry of Construction, Turkmenhydromet, Environmental Committee of the Mejlis, Ministry of Economy and Development, and Ministry of Water Economy. Based primarily on interview evidence, it appears that somewhat of a fractious relationship has developed between the MNP and UNDP, on a project level, possibly as a result of advocacy resources being diverted toward other stakeholders. Although the MNP's influence within the Agro-Complex sector of the Government continues to be limited, they are an important stakeholder with respect to environmental management and also the designated lead agency for several of the UN global environmental conventions.

Outcome indicators are not sufficiently specific to allow for assessment of progress toward achieving the outcome

The outcome indicators for outcome 3.2 are "number of national and local plans/strategies", and "number of national institutions are using information and monitoring system". It is unclear how these indicators are connected to the outcome of "Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life".

Human development linkages stressed in the UNDAF and the 2014-2017 UNDP Strategic Plan are not prominently featured in implementation of the subject CPAP outcome

The 2010-2015 UNDAF indicates a clear aim to link sustainable environmental management priorities with human development concerns, and the wording of the CPAP outcome does reflect this, by stressing improved quality of life. Although some of the projects under the portfolio are implementing activities directly focused on community empowerment and capacity building, the human development linkages are under-represented in project design. For example, poverty alleviation cannot be achieved only through improvements in agricultural production and output, as social services in rural communities are much less secure these days than when collective farms were supporting many services in the past, including public health, education, water and sanitation, technical advisory, etc. Expertise in human development is one of the most valuable comparative advantages of the UNDP both globally and nationally, and sustainable human development is one of the underlying objectives in the UNDP Strategic Plan (2014-2017), but this is under-appreciated and under-leveraged in the activities under the subject outcome.

Rural development support has mostly focused around grass roots demonstration and capacity building initiatives, primarily within the same three communities

Rural development support is represented among the project portfolio, primarily in the sustainable land management, climate risk management, and climate risks to farming projects, which are working in three communities, in distinct geographic regions of the country. These communities have been engaged for more than 10 years, extending back to 2002 when GIZ was running SLM interventions there and later when UNDP-GEF collaborated with GIZ with continuation of those efforts. Project activities in the rural communities have mostly focused on grass roots demonstration and capacity building. Although *velayat* and *etrap* authorities have participated, largely as observer stakeholders, these regional and local government administrative authorities have had limited implementation roles. There is also no evidence of linking with the President-initiated Rural Development Program, which has been running since 2008 and will reportedly continue until 2020. According to one of the interviewed governmental stakeholders, *velayat* administrations have the flexibility to include afforestation and other initiatives to combat desertification into their regional development plans, but many do not, simply because they are uninformed of this opportunity.

Agency resources, capacities, and functional partnerships did not match the diverse range of outputs included under the CPAP outcome

The diverse range of outputs included under the subject CPAP outcome, including development of higher education curriculum, municipal waste disposal and water-sanitation management, renewable and alternative energy, food security forecasting, implementation of climate financing, among others, were indicative of the transitional time in the country, after the current President was elected in 2007 and a series of highly ambitious economic and social development programs were launched. But, these outputs did not match the resources, capacities, and functional partnerships in place at the UNDP, and, hence, set fairly unrealistic expectations. The logical results framework of this outcome has not been used as an active management tool, as there have been no adjustments made since the start of the cycle in 2010 and several of the project managers were largely unaware of the outcome strategy, although the CPAP is referenced in each of the design plans for the projects under implementation.

Without high-level government buy-in, policy support/advocacy has yielded mixed results

Following proclamation by the President of the importance of climate change to the economic and social development in the country, support from UNDP was quickly mobilized and in June 2012, the President signed the first National Strategy of Turkmenistan on Climate Change. This

momentum has been followed with the formation of two high-level government working groups on developing mitigation and adaptation plans, with technical support from UNDP. This is an example of the unique circumstances in Turkmenistan, where policy decisions are highly-centralized, i.e., influenced more or less single-handedly by the President. The success of policy reform support/advocacy, particularly, on the project-level has been less effective, largely due to government partners having limited influence to advance policy decisions to a higher level. This is evident with respect to the sustainable land management, which UNDP has supported through project interventions for more than 10 years. This relatively long-term involvement seems to have limited influence on how the government is rolling out the updated Forest Code, by planting 3 million trees with extensive drip irrigation systems. This reflects a lack of strategic planning and limited coherence with sustainable land management principles, indicating a disconnect between policy makers and project-level government stakeholders, who are highly qualified professionals with long-standing working experience with UNDP and GEF interventions, but with limited policy influence. The CO has recognized these shortcomings and has strived in recent years to engage with higher level government stakeholders, including the Cabinet of Ministers and the Mejlis.

Progress toward the outcome indicator targets has been satisfactory with respect to mainstreaming environmental priorities into sectoral plans, but under-reported with respect to environmental monitoring

Through both project and non-project support, UNDP has made satisfactory contributions with respect to mainstreaming environmental priorities into sectoral plans. The signed National Strategy on Climate Change presents a framework for integrating this cross-cutting issue into essentially each sector involved in economic and social development, through supporting integration of biodiversity issues into a wide-range of sectoral plans.

The other indicator target under the subject outcome is associated with monitoring, but there is little specific evidence on the progress of achieving this outcome. Not only is the monitoring indicator under-reported but it is also not clearly defined, for example, whether the intention is to facilitate a system of assessing development efforts, which is difficult given the scarce and generally unavailable supporting data. The strategic action plans on low emission and adaptation, and adaptation, which are under development, are expected to have embedded mechanisms of monitoring mitigation and adaptation indicators.

With respect to data and information access, UNDP has taken a leadership role in advocating this issue among high-level government officials and the development community in general.

Sustainability has been impacted by fairly weak commitments by government beneficiaries

Among the projects under implementation in the outcome portfolio, approximately 33% (about USD 3 million) of the combined costs are allocated to demonstration/investment type interventions, mostly within three projects: Sustainable Land Management, Climate Risks to Farming, and Energy Efficiency in Residential Buildings. There are limited replication commitments agreed upon by government stakeholders in the SLM and Climate Risks to Farming projects, and, hence, unsurprisingly, there is limited evidence of scaling up or replicating the project-demonstrated SLM interventions. Co-financing from government stakeholders has also been mostly in the form of in-kind contributions in these projects. The Energy Efficiency in Residential Buildings project design built in a higher level of replication in the form of buildings constructed with improved energy management design, but this was later softened a bit by focusing on the number of designers trained and designs developed. Sustainability challenges on development projects are invariably affected by the limited lifespan of the international funding delivered, but

weak commitments from government beneficiaries has also diminished the sustainability of the projects under the subject outcome.

Insufficient evidence/focus on sustainability of strengthened capacities

Capacity building, together with policy support/advocacy, make up the largest proportion of project-level funding under the subject outcome; roughly 39%. Considerable efforts have been expended on training, study tours, facilitating participation in workshops, etc., in nearly each of the projects under implementation. Assessment of the effectiveness of the capacity building initiatives have varied including, use of scorecards to measure increases in CRM capacity, or the number of integrated financing strategies (SLM) prepared, number of professional staff on payroll at the Khazar Nature Reserve, etc. As these projects have limited lifespans, evaluating the sustainability of these strengthened capacities is a challenge and is inconsistently integrated into project design or exit strategies. Based upon review of evaluation reports and project design documents, there is evidence indicating that higher the involvement of government counterparts in project development is correlated to a higher degree of achievement of capacity building targets.

Adjustments to implementation arrangements is a work-in-progress

Although many of the projects in the outcome portfolio are being implemented under national implementation modality (NIM), due to the restricted mandates of the government ministries, certain arrangements have been made to facilitate implementation. For example, procurement is managed by the UNDP through a project implementation unit, servicing all projects. UNDP senior staff came to realize that the anticipated benefits of NIM, e.g., higher country ownership and higher sustainability, were falling short of expectations. Certain adjustments have been initiated by the RR to rectify this shortcoming; project teams have been mostly moved into the premises of the lead implementing partner, and government counterparts are being facilitated to more actively engage in project planning and budgeting. There have been some hitches, e.g., the CRM project manager has remained in the UNDP office because of a rather uncooperative Turkmenhydromet partner, and it took about 2-1/2 months for the MNP to find an office for the BSAP project manager. But, there are positive signs as well, including an objection by the government stakeholder of the Climate Change Risks to Farming project in approving the cost and assignment of duties of international consultants on the project. This is not necessarily an unfavourable result, but rather a sign of constructive dialogue and participation, and such dialogue and transparency are essential and should eventually lead to higher levels of ownership and also enhance sustainability of project results.

6.2. Recommendations

1. Diversification of stakeholder involvement should extend to the velayat and etrap level, and efforts made to contribute to rural development through local governance perspective

The CO has made impressive progress in diversifying stakeholder involvement, with some influential government agencies, including Turkmenogas and the Ministry of Economy and Development, now leading project implementation efforts. Project and non-project activities should promote more active participation at the *velayat* and *etrap* local government administrative levels, possibly through an entry point with the National Rural Development Program.

2. Project activities should be more substantively linked to the UNDAF human development focus

Objectives of projects have been linked to the UNDAF, but mostly on a superficial level, typically only referencing the particular UNDAF outcome that is representative of the particular intervention under design. Project activities should be more substantively linked to the UNDAF human development focus, with respect to sustainable environmental management, through identifying how human development issues will be addressed, outlining how improvements will be measured, and explaining stakeholder participation that is planned to facilitate these goals.

3. Higher level country ownership should be encouraged through more closely aligning with national priorities and stronger co-financing commitments and other means

Among the approximate USD 9.3 million portfolio of projects under the outcome, approximately 33% has been designed for demonstration/investment projects, primarily in the sustainable land management projects, the Adaptation Fund (climate change risks in the farming sector) project, and the energy efficiency in the residential buildings project. The catalytic role of these activities has been unconvincing; for instance, there have been sustainable land management demonstrations in the same three areas where the Adaptation Fund project is running, extending more than 10 years back, but there is little evidence of replication or scaling up. A higher level of country ownership should be encouraged through more closely aligning with national priorities and consequential stronger co-financing commitments, as the country mobilizes an increasing share of development expenditures from domestic resources.

4. A larger share of M&E responsibilities should be extended to the implementation partners

As part of the CO's efforts aimed at increasing involvement of project implementation partners, a larger share of monitoring & evaluation (M&E) responsibilities should be extended to these governmental stakeholders. Collaborating with project management staff on M&E activities will provide these officials on-the-job training/capacity building on M&E techniques and procedures, and better enable them to carry on with M&E following closure of projects, thus increasing the likelihood of sustainability of the benefits realized.

5. Consider implementing strategies for "reconstructing" baseline data to support assessment of project and programme performance

Without reliable baseline data, it is difficult to assess how well a particular project or programme has performed, with respect to achieving the intended objectives or results. Availability and accessibility of data in Turkmenistan is a distinctive problem. The evaluator recommends that tools be built into the results-based management systems of projects and programmes, for reconstructing important baseline data. For example, with timely coordination, there are often administrative data from an intervention itself, such as applications from beneficiaries for participating in a specific activity or demonstration, which could potentially be valuable sources of baseline information. Other tools, such as recall, acquiring details from key informants, focus group interviews, and participatory assessment techniques can be used to reconstruct baseline data.

6. Include project-level issues into ongoing policy advocacy efforts, and facilitate a critical review of the results of the National Environmental Action Plan (2002-2012)

UNDP's favourable standing with the government is considered their main comparative advantage in the country, based upon the informal perception survey made during this evaluation. In recent years the CO has made deliberate efforts to increase advocacy activities, including holding regular

meetings with high level government officials, including the Cabinet of Ministers and Mejlis. It would be advisable to extend the agenda of these consultations with project-level issues. There are a number of project policy targets that have not been achieved by the end of the projects, and there is somewhat of a lack of direction with respect to how these issues are being championed by government agencies. By consolidating project-focused policy issues into these advocacy efforts, government focus will be extended beyond a limited project horizon.

Also, this advocacy mechanism should be used to facilitate a critical review of the 2002-2012 National Environmental Action Plan (NEAP). A number of interviewed government officials stressed how satisfied they were with the NEAP, which was developed with UNDP support, but there has been no apparent evaluation of the results of this program, and it is uncertain whether or not the government will extend the NEAP into another 5 or 10 year phase. A review of the 2002-2012 NEAP could provide a framework for prioritizing funding needs and development assistance.

7. Complete draft outcome model and carry out gap analysis to highlight focal areas for the remainder of the CPAP cycle

The outcome model, preliminarily mapped out as part of this evaluation, should be completed by UNDP staff, focusing on expected intermediate results and external factors impacting progress toward reaching those goals. This process would help identify gaps that could be focused on, in support of the design of the next CPAP cycle.

8. For next UNDAF/CPAP cycle, the focus should be on leveraging inroads made in climate change adaptation/mitigation, highlighting water sector experience, entry into the oil & gas sector, rural development / local governance, and also linkage of sustainable development and the built environment

The next UNDAF/CPAP cycle should focus on the following areas:

- a. Continue providing technical support in the field of climate change adaptation and mitigation, particularly in those areas that the government is not actively addressing and where human development can be advanced;
- b. Capitalize on the considerable amount of expertise in the water sector, e.g., through the Adaptation Fund project and the Energy Efficiency in Water Sector project, particularly focusing on improving access, water quality, and affordability in rural areas. This increased capacity on water resources management might also be leveraged among the donor community, e.g., partnering with the EU, GIZ, and possibly with non-resident agencies including FAO and UNECE;
- c. Consistent with the UNDP Strategic Plan (2014-2017), investigating possible partnership arrangements with the emerging partners, including international financial institutions with respect to the energy efficiency sector, e.g., through collaboration with ADB or possibly EBRD on large infrastructure projects;
- d. Build upon the entry made in to the oil & gas sector, e.g., through continuing with supporting development of climate financing mechanisms in the country. This may also contribute to better measured and stream-lined national co-financing;
- e. Engage with the *velayat* and *etrap* local government authorities, leveraging UNDP's comparative advantage with respect to human development;

- f. Package development assistance in line with the country's socio-economic expansion, e.g., identify niches that the UNDP could fill with respect to how sustainable development can be linked to the built environment, which the government is currently spending significant resources on developing.

9. Partnership with the MNP should be rejuvenated

The Ministry of Nature Protection (MNP) has been the key governmental counterpart to the environment & energy group for the majority of the past 20 years or so of UNDP assistance in the country. As the clout of the MNP is fairly weak within the Agro-Complex of the government structure, it has been sensible to engage with more influential government partners in the implementation of some recent projects, including ones focusing on energy efficiency. Nevertheless, the MNP remains an important partner, on a number of project fronts and also as the designated focal agency for several of the UN global environmental agreements. The former deputy minister of the MNP, a long-time contact on UNDP-supported projects, was recently replaced, and the overall level of collaboration between the UNDP and MNP seems to have weakened and is somewhat strained.

It seems unlikely that the role of MNP can be strengthened while they remain within the Agro-Complex. The UNDP, along with other international development agencies and donors, should advocate for institutional independence for the MNP and for separation from economic productive sectors.

7. ANNEXES

Annex 1: List of Meetings Attended

Friday, 28 March

07:15 **Evaluator Arrives to Ashgabat**

11:00 **Meeting with UNDP Turkmenistan**

Venue: UNDP office

Purpose: Discuss the mission programme, objectives and schedule, preparation for meetings

Participants: Jacinta Barrins, RR; Lin Cao, DRR; Rovshen Nurmuhamedov, Portfolio Manager; Dovran Yamatov, Programme Management Associate

11:30 **Presentation and validation of inception report**

13:00 *Venue:* UNDP Office

Purpose: Inception Report presentation

Participants: James Lenoci, Evaluator; UNDP staff; project staff

16:30 **Meeting with NPC**

Venue: Institute for Deserts

Purpose: Interview (Mr. Muhamet Durikov, NPC)

Participants: James Lenoci, Evaluator; Interpreter

Saturday, 29 March

9:00 **Field visit to Bokurdak (Sustainable Land Management and Adaptation Fund projects)**

Venue: Project pilot site Karakum

Purpose: Interviews (local community representatives, local administration, project staff)

Participants: James Lenoci, Evaluator; Interpreter;
Ahmed Shadurdiyev, Project Manager

16:00 **Arrival in Ashgabat**

Monday, 31 March

09:00 Desk work

14:00 *Venue:* UNDP

14:30 **Meeting at USAID**

Venue: USAID Office

Purpose: Interview (TBI)

Participants: James Lenoci, Evaluator;

16:30 **Desk work**

18:00 *Venue:* UNDP

Tuesday, 1 April

09:00 Desk work

11:00 *Venue:* UNDP

11:30 **Meeting at Mejlis (Parliament)**

Venue: Parliament

Purpose: Interview (Head of Environmental Committee and 2 other committee members)

Participants: James Lenoci, Evaluator; Interpreter

13:30 **Meeting at Ministry of Nature Protection**

Venue: Institute of Desert, Flora, and Fauna

Purpose: Interview former Deputy Minister

Participants: James Lenoci, Evaluator; Interpreter

16:00 Desk Work

18.00 *Venue:* UNDP office

Wednesday, 2 April

- 09:30 **Meeting at TurkmenGas**
 Venue: TurkmenGas Office
 Purpose: Interview three people (Energy Dept., Safety Expert, Extraction Specialist)
 Participants: James Lenoci, Evaluator; Interpreter
- 09:30 **Meeting at British Embassy**
 Venue: British Embassy
 Purpose: Interview
 Participants: James Lenoci, Evaluator
- 13:30 **Interview with Ministry of Economy and Development representative**
 Venue: President Hotel
 Purpose: Interview Mr. Igor Namumov, Head of Water Economy Unit
- 14:30 **Interview with TurkmenGas representative**
 Venue: President Hotel
 Purpose: Interview TurkmenGas, representative for EE Residential Building project
- 16:00 **Meeting at GIZ**
 Venue: GIZ office
 Purpose: Interview (Svetlana Bayramova, Programme Coordinator)
 Participants: James Lenoci, Evaluator;

Thursday, 3 April

- 9:00 **Desk Work**
 Venue: UNDP Office
- 15:00 **Meeting at Ministry of Construction**
- 16:30 *Venue:* Ministry of Construction
Purpose: Interview (Head of Unit).
Participants: James Lenoci, Evaluator; Interpreter
- 17:00 **Meeting with UNDP senior management**
- 18:00 *Venue:* UNDP Office
Purpose: Presentation of preliminary findings
Participants: RR, DRR, Env-Energy Programme Specialist, Programme Management Associate

Friday, 4 April

- 10:00 **Presentation of preliminary findings and recommendations**
- 11:00 *Venue:* UNDP
Purpose: Presentation of preliminary findings
Participants: James Lenoci, Evaluator;
 UNDP staff, project staff
- 11:00 **Meeting with Ahmed Shadurdiyev, AF Project Manager**
Venue: UNDP
- 12:00 **Meeting with Irina Atamuradova, Component Manager**
Venue: UNDP
- 14:00 **Meeting with Mahri Hudayberdiyeva, CRM Project Manager**
Venue: UNDP
- 3:00 pm **Desk work**
- 6:00 pm *Venue:* UNDP

Saturday, 5 April

- 4:10 am **Evaluator departs from Ashgabat**

Annex 2: List of Persons Interviewed

Name	Organization	Position
Jacinta Barrins	UNDP Turkmenistan	Resident Representative
Lin Cao	UNDP Turkmenistan	Deputy Resident Representative
Rovshen Nurmuhamedov	UNDP Turkmenistan	Environment & Energy Programme Specialist
Dovran Yamatov	UNDP Turkmenistan	Programme Management Associate
Mr. Muhamet Durikov	MNP	National Project Coordinator, Adaptation Fund Project (Climate Risks to Farming)
Mr. Jumamurat Saprmuradov	MNP	Former Deputy Minister (currently within Institute of Deserts, Fauna, and Fauna)
Mr. Rejepfeldi Muredov	Mejlis	Head of Environmental Committee
	Turkmengas	Deputy Director, National Project Coordinator, Energy Efficiency in Residential Buildings
Mr. Igor Namumov	Ministry of Economy and Development	Head of Water Economy Unit
Mr. Amanov Sharmuhammet	Ministry of Construction	Head, Capital Construction and Investments
Ms. Maral Sopyeva	Ministry of Construction	Head, Scientific Department
Mr. Juma Sapayer	Ministry of Construction	Deputy Head, State Examination Department
	Bokurdak community	Local government, administrative director
Svetlana Bayramova	GIZ, Turkmenistan	Programme Coordinator
Ms. Brandy Witthoft	USAID, Turkmenistan	Country Director
Mr. Serdar Yagmurov	USAID, Turkmenistan	Project Management Specialist
Ms. Natalya Yeskina	British Embassy, Turkmenistan	Energy and Prosperity Officer
Ms. Irina Atamuradova	UNDP Turkmenistan	Component/Project Manager (Strengthening Climate Policy and Energy Efficiency in Residential Buildings projects)
Ms. Mahri Hudayberdiyeva	UNDP Turkmenistan	Project Manager, CRM project
Mr. Ahmed Shadurdiyev	UNDP Turkmenistan	Project Manager, Adaptation Fund project
Mr. Oleg Guchgeldiyev	UNDP Turkmenistan	Project Manager, BSAP and Khazar projects
Ms. Shirin Karriyeva	UNDP Turkmenistan	Project Manager, PAS Project
Mr. Yegor Volovik	UNDP Regional	Regional Programme Coordinator, UNDP Central Asian Climate Risk Management Programme (CA-CRM)
Mr. Mark Chao	IMT	International Consultant, Energy Efficiency projects
Ms. Marina Olshanskaya	UNDP Regional	Regional Technical Advisor (climate change mitigation, renewable energy, sustainable transport)

Annex 3: List of Documents Reviewed

- CPAP Turkmenistan, 2010-2015
- UNDAF Turkmenistan, 2010-2015
- Consolidated UNDAF Progress Report, 2010
- UNDAF outcome 3 monitoring report, 2011
- UNDAF outcome 3 monitoring report, 2012
- UNDAF outcome 3 monitoring report, 2013
- ROAR Turkmenistan, 2013
- Combined delivery reports for years 2010, 2011, 2012, 2013
- Khazar Project, project document
- Khazar Project, inception report, 2006
- Khazar Project, terminal evaluation report, 2011
- Energy Efficiency and Renewable Energy for Sustainable Water Management in Turkmenistan project, STAP screening of Project Identification Form, 25 Oct 2013
- Improving Energy Efficiency in the Residential Buildings Sector of Turkmenistan project, project document
- Improving Energy Efficiency in the Residential Buildings Sector of Turkmenistan project, inception report, Dec 2012
- Improving Energy Efficiency in the Residential Buildings Sector of Turkmenistan project, PIR 2013
- Improving Energy Efficiency in the Residential Buildings Sector of Turkmenistan project, bi-annual report, M. Chao, Jul-Dec 2013
- BSAP project, incept report, Jul 2013
- BSAP project, annual work plan 2013
- BSAP project, progress report presentation slides, 22 Jan 2014
- Climate Risks to Farming project, inception report Oct 2012
- Climate Risks to Farming project, project document
- Climate Risks to Farming project, progress reports Q1, Q2, and Q3 2013
- Climate Risk Management project, inception report, Jun 2011
- Climate Risk Management project, annual progress report, 2013
- CACILM project, final evaluation report, Feb 2013
- PAS project, Project Identification Form, 28 May 2008
- PAS project, mid-term review report, Dec 2012
- PAS project, PIR 2013
- PAS project, logical results framework, Apr 2014 (terminal evaluation
- Strengthening Energy Policy (British Embassy), project document, May 2011

- GEF-financed projects, miscellaneous information on GEF website project database (www.thegef.org)
- Turkmenistan Country Analysis 2008, United Nations
- Turkmenistan Government Chart, 15 January 2014
- President of Turkmenistan's Programme for social and economic development for the period 2012-2016 (English summary)
- Turkmenistan National Strategy of Turkmenistan on Climate Change, 2012
- Second National Communication of Turkmenistan to the UNFCCC, 2010
- UNECE, 2012, Environmental Performance Reviews, Turkmenistan, First Review Synopsis
- UNDP Human Development Report 2011, Sustainability and Equity, A Better Future for All, New York
- GEF, 2007, Turkmenistan: Capacity Building Strategy to Implement the UN Global Environmental Conventions
- World Bank, country program status report, Turkmenistan, Apr 2014
- ADB country report, 2014
- World Development Indicators, World Bank
- European Commission, 28 June 2012, Progress Report on the implementation of the EU Strategy for Central Asia Implementation Review and outline for Future Orientations
- U.S. Congressional Research Service, 12 Dec 2013, Turkmenistan: Recent Developments and U.S. Interests
- FAO 2012, Turkmenistan Agricultural Sector Review, prepared for EBRD
- Climate Change in Central Asia, a Visual Synthesis, 2009, Zoï Environment, funded by Swiss Federal Office for Environment
- World Bank, 2009. Adapting to Climate Change in Europe and Central Asia
- EBRD strategy for Turkmenistan, 2010
- USAID Country Profile, Turkmenistan, 2013
- UNDP, Dec 2011, outcome-level Evaluation, A Companion Guide to the Handbook on Planning Monitoring and Evaluating for Development Results for Programme Units and Evaluators

Annex 4: Evaluation Matrix

Evaluation Questions	Sources	Methodology
Relevance		
How relevant to the national priorities has UNDP been in its support to initiatives in the area of environment and energy in Turkmenistan?	UNDP programme and project documents UNDP programme and project evaluation reports National Development Plan, 2012-16 UNECE Environmental Performance Review Human Development Reports Interviews with beneficiaries Interviews with UNDP staff	Desk reviews of secondary data Interviews with government partners Interviews with UNDP staff, project managers, and development partners Field visit to representative project site
Has UNDP been able to respond to changing circumstances and requirements in capacity development?	UNDP programme and project documents UNDP programme and project evaluation reports National Development Plan, 2012-16 Interviews with beneficiaries Interviews with UNDP staff	Desk review of secondary data Interviews with government partners Interviews with UNDP staff, project managers, and development partners
Has the outcome as phrased in programme documents remained relevant in the light of recent developments in the country context?	UNDP programme evaluation reports UNDP ROAR 2013 National Development Plan, 2012-16 Interviews with beneficiaries Interviews with UNDP staff	Desk review of secondary data Interviews with government partners Interviews with UNDP staff, project managers, and development partners
How should UNDP adapt its support to Turkmenistan in light of recent changes in the local landscape and introduction of the new Strategic Plan of UNDP?	UNDP ROAR 2013 National Development Plan, 2012-2013 Interviews with beneficiaries Interviews with UNDP staff	Desk review of secondary data Interviews with government partners Interviews with UNDP staff, project managers, and development partners
Effectiveness:		
What is the current situation and possible trend in the near future with regard to the outcome?	Secondary data Government partners UNDP staff and project managers	Desk reviews of secondary data Interviews with government partners Interviews with UNDP staff and project managers
Has sufficient progress been made against this outcome?	Programme and project evaluation reports and progress reports Outcome map Government partners UNDP staff and project managers	Review of programme and project evaluation reports and progress reports Analysis of outcome map Interview with government partners Interviews with UNDP staff and project managers
What progress has been observed measured by the outcome indicators?	Programme and project evaluation reports and progress reports UNDP staff	Review of programme and project reports and progress reports Interviews with UNDP staff
To what extent UNDP's outputs or other interventions can be credibly linked to the progress made?	Outcome map	Analysis of outcome map
What have been positive and negative factors that affected the achievement of the outcome?	Programme and project evaluation reports and progress reports Outcome map Government partners UNDP staff and project managers	Review of programme and project evaluation reports and progress reports Analysis of outcome map Interview with government partners

Evaluation Questions	Sources	Methodology
		Interviews with UNDP staff and project managers
What has been the role of non-project interventions in achieving the outcome?	Programme evaluation reports and progress reports Outcome map Government partners UNDP staff	Review of programme evaluation reports and progress reports Analysis of outcome map Interview with government partners Interviews with UNDP staff
How effective have they been?	Programme evaluation reports and progress reports Outcome map Government partners UNDP staff	Review of programme evaluation reports and progress reports Analysis of outcome map Interview with government partners Interviews with UNDP staff
What is the comparative advantage of UNDP in this substantive area, and has it made the best possible use of it?	Perception survey Government partners UNDP staff and project managers	Analysis of perception survey results Interview with government partners Interviews with UNDP staff and project managers
Efficiency:		
To what extent UNDP's strategy, such as on partnerships or inter-programme collaboration, affected the efficiency of the interventions?	Programme documents Project annual work plans and progress reports and evaluation reports Combined delivery reports Interviews with government partners Interviews with development partners Interviews with UNDP staff and project managers	Review of programme documents, project annual work plans, progress reports, evaluation reports Review of combined delivery reports Interview government partners, development partners, UNDP staff, and project managers
Impact and Sustainability:		
What is the prospect of the sustainability of the outcome achieved?	Evaluation reports Programme documents Outcome map Interviews with UNDP staff and government partners	Review of evaluation reports, programme documents Outcome map analysis Interview UNDP staff and government partners
To what extent the current partnership arrangements raised the prospect of sustainability through enhanced national ownership?	Interviews with UNDP staff, government partners, and development partners Evaluation and progress reports ROAR 2013	Review of evaluation reports, programme documents, ROAR Outcome map analysis Interview UNDP staff and government partners
What were the factors positively or negatively affecting the sustainability and the impact?	Interviews with UNDP staff, government partners, and development partners Evaluation and progress reports ROAR 2013	Review of evaluation reports, programme documents, ROAR Outcome map analysis Interview UNDP staff and government partners

Annex 5: Cost Breakdown of Projects in Environment and Energy Portfolio, 2010-2015

Cost Breakdown of Environmental Portfolio Projects, 2010-15					
Project	Capacity Building Policy Support	Demonstration	Dissemination	PM and Admin	Total
Strengthening PAS	855000	0	\$0	\$95,000	\$950,000
Khazar	\$887,600	\$0	\$235,000	\$306,000	\$1,428,600
BSAP	\$203,000	\$0	\$0	\$57,000	\$260,000
CC and Farming	\$350,000	\$2,000,000	\$100,000	\$479,500	\$2,929,500
CRM	\$330,000	\$0	\$80,000	\$190,000	\$600,000
SLM (CACILM)	\$9,711	\$240,179	\$22,658	\$43,051	\$315,599
Strengthening Climate Policy	\$173,230				\$173,230
EE in Residential Buildings	\$800,000	\$800,000	\$700,000	\$316,280	\$2,616,280
Energy Policy Framework	\$34,284				\$34,284
EE Water Management					
TOTAL	\$3,642,824	\$3,040,179	\$1,137,658	\$1,486,831	\$9,307,493
	39%	33%	12%	16%	

Annex 6: Responses to Comments on Draft Report

Comment	Response by Evaluator
<p>UNDP CL-1</p> <p>Page 28, M&E and scarcity of data – as you know lack of data has fundamental impacts on all stages of UNDP programme and project management starting from design of CPAP outcome and outputs and individual projects, in particular for identifying indicators and setting targets, to implementation, and reporting. Those impacts should be assessed and elaborated as they help readers understand contributing factors to ratings given to effectiveness, efficiency etc.</p> <p>In addition, it would be very useful to have recommendation on how to tackle this challenge. I know it is difficult given the particular local context. But if you can make some recommendations based on regional or international experience, it would be useful.</p>	<p>A discussion of potential strategies that can be used to “reconstruct” baseline data, when unavailable or unreliable, has been added to this section. And, a separate recommendation has been added to the Recommendations section.</p>
<p>UNDP CL-2</p> <p>Partnership, page 29. It would be useful if analysis of partnership with donors and at regional levels be added. You have interviewed some donors when in Ashgabat. In addition, I suggest you to have a Skype call with Rovshen who can provide more info regarding our efforts in partnership building with other donors such GIZ, WB, and with other countries in the region.</p>	<p>This section has been expanded with a discussion of possible opportunities for expanding partnerships with the donor community.</p>
<p>UNDP CL-3</p> <p>Theory of Change, page 21. I am afraid it is not exactly accurate to say that there is no outcome level annual reporting. In fact, UNDP has an on-line annual reporting system known as ROAR (result-based oriented report) in which, annual reporting of programme outcomes is an integral part. I will ask Geldi to give the relevant part of report of the years of 2010 – 13 for your reference to strengthen this section.</p> <p>Meanwhile, my understanding of theory of change should examine 1) whether or not the selection of project areas and our intervention approaches in CPD and CPAP and its implementation have actually established a causal link between inputs and expected results. If you agree, such analysis should be added.</p>	<p>The evaluator did receive and review the most recent ROAR. As part of the evaluation, the evaluator has prepared a preliminary mapping of the subject outcome (presented in Exhibit 3). More explanation is provided in this section.</p>
<p>UNDP CL-4</p> <p>A corporate requirement for UNDP evaluation is that we need to look into impacts on cross-cutting issues such as gender and vulnerable groups. It would be useful if you can add some assessments on these under section 5.</p>	<p>A section on gender and vulnerable groups has been added.</p>
<p>UNDP CL-5</p> <p>Page 40, your recommendation of “complete draft outcome model and carry out gap analysis to highlight focal areas for the remainder of CPAP cycle by CO”, I am not sure which draft outcome model you were referring to, please clarify. In addition, you took time providing some recommendations for next UNDAF/CPD cycle which I very much appreciated. do you think it is possible for you to do similar for the remainder part</p>	<p>The evaluator feels that it would be useful to have the UNDP CO staff complete the draft outcome mapping, as part of the preparation for the next CPAP cycle. As part of this exercise, intermediate expected results are assessed and the external factors that are facilitating or hindering progress toward achieving the intended outcomes.</p>

Comment	Response by Evaluator
of current CPAP? There are some factual errors that I highlighted in the attachment. you can double-check with Rovshen when you have the skypecall with him.	
UNDP CL-6 Last but not the least, we will need an executive summary as part of the final report. I understand you did not do it in the first draft as it would be premature. I expect you to include an executive summary in the final report.	The executive summary has been added.
UNDP RN-1 Section 5.3. Efficiency (Partnerships) I would add “ and provoked changes in approached to defining and implementing activities for achieving the outputs and outcomes of the project”	This statement has been revised accordingly.
UNDP RN-2 Exhibit 14 (Policy support results) Package of recommendations for incorporating CRM issues into the work of relevant ministries and institutions as well as rural level planning will be finalized in 2014.	This statement has been revised accordingly.
UNDP RN-3 Exhibit 15 (Capacity building project results) And are underway in 2014 with the focus on testing water user groups.	This statement has been revised accordingly.
UNDP RN-4 Conclusions (Monitoring) The strategic action plans on low emission and adaptation, which are currently under development, will have embedded mechanisms of monitoring mitigation and adaptation indicators, targets and data. For low emission a data system will be in place as required by the convention to ensure regular measurement and evaluation.	This statement has been revised accordingly.
UNDP RN-5 Recommendations (Partnership with MNP) This is a fundamental concern. It is of serious doubt that MNP can play a strong monitoring and supervision role in nature protection while it is in the agro-sector. Instead, UNDP should initiate advocacy for its institutional independence and separation from any major economic sector.	This statement has been revised accordingly.

Annex 7: Terms of Reference for the Evaluation

INTERNATIONAL CONSULTANT TO EVALUATE ENVIRONMENT AND ENERGY OUTCOME

Location :	Home-based with one mission to Ashgabat, TURKMENISTAN
Application Deadline :	27-Dec-13
Additional Category	Environment and Energy
Type of Contract :	Individual Contract
Post Level :	International Consultant
Languages Required :	English
Starting Date : (date when the selected candidate is expected to start)	03-Feb-2014
Duration of Initial Contract :	22 working days within the period of February-March 2014
Expected Duration of Assignment :	22 working days within the period of February-March 2014

Background

The government of Turkmenistan approved the country's first-ever National Climate Change Strategy in June 2012. The Strategy lays out the policy framework for building climate resilience and low emission economy in Turkmenistan. The strategy stipulates a number of sector-tailored measures to ensure mitigation and adaptation response from the key economic areas, such as oil and gas, power engineering, construction, water, agriculture and the like. This signals that Turkmenistan is eager to make its economy greener have less carbon emissions and become more resource efficient. Additionally, the intent of Turkmenistan to host a regional climate technology center serves as an indicator of the country's commitment to positioning itself in the region on climate change and a move to a greener economy.

Guided by the national environmental priorities, UNDP has provided policy advice, project implementation and knowledge management services to support the development of Turkmenistan's capacity for low emission and establishment of climate resilient communities, economies and ecosystems. UNDP supports in strong partnerships with other donors and domestic stakeholders the country's investment in low-carbon technologies, energy efficiency strategies and use of alternative energy. The Organizations also cooperates with the government to improve ecosystem resilience to climatic risks, ensure sustainable biodiversity conservation and land use in the context of socio-economic development of Turkmenistan. Reduction of disaster and climate risks, adaptation of water management practices to climate change and support to overall institutional capacity building for effective environmental governance are also UNDP priorities.

During the programme cycle of 2010-2015, 10 projects at the total budget cost of US\$ 3,4 million contributed to the achievement of UNDP Turkmenistan CPAP Outcome "Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life".

Duties and Responsibilities

Purpose of evaluation

According to the evaluation plan of UNDP Turkmenistan, an outcome evaluation is to be conducted in the first half of 2014 for the following outcome, which is stated in the Country Programme Action Plan (CPAP 2010-2015) of UNDP Turkmenistan:

"Environmentally sustainable use of natural resources contributes to effectiveness of economic processes and increased quality of life." The office is looking to determine:

- to what extent the Outcome was relevant, efficient and effective; is it still a priority for Turkmenistan, and what direction(s) to be chosen for the future programming;
- to what extent the indicators help measure the Outcome's relevance, efficiency and effectiveness; what alternative indicators could have been used, and what indicators would be used in future programme;

- to what extent the Outcome is aligned with the new Strategic Plan of UNDP; what adjustments and changes could be feasible.

While some evaluations have been conducted at the project level, this outcome evaluation will look at the programme overall and would provide opportunities for mid-course adjustments and be a very important input for the office's future strategy. The result of this evaluation will provide lessons for the new country programme beyond 2015.

Objectives and scope of work

The main objectives of this outcome evaluation are to:

- Assess the linkages of the Outcome and its indicators with focus on their relevance, efficiency and effectiveness;
- Assess the wording of Outcome and indicators in terms of relevance and measurability and suggest options for formulation of a similar Outcome in the next programme cycle;
- Assess the alignment of the Outcome with the new Strategic Plan of UNDP and advise what adjustments could be initiated to strengthen the areas of convergence and address the gaps;
- Assess UNDP's contribution to the progress towards the outcome in the area of environment and energy;
- Assess the factors affecting the outcome and its sustainability;
- Assess UNDP's strategy used in making contribution to the outcome, including on the use of partnership;
- Drawing on the assessments above, make recommendations for the strategy of UNDP environment and energy programme in the next programme period.

The evaluation will assess the collective performance of five years of environment and energy portfolio in 2010-2014. The evaluation will cover both the non-project interventions (e.g. advocacy activities) as well as the following 10 projects that were contributing to the achievement of the outcome level goal:

- Institutional and Human capacity building for better environmental governance;
- Conservation and Sustainable Use of globally significant biological diversity in Hazar Nature Reserve on the Caspian Sea coast;
- Capacity Building and On-the-Ground Investments for Sustainable Land Management;
- The Central Asian Countries Initiative for Land Management (CACILM);
- Strengthening Climate Policy;
- Strengthening the Protected Areas System of Turkmenistan;
- Addressing Climate Change Risks to farming systems in Turkmenistan at national and community level;
- Climate Risk Management in Turkmenistan;
- Improving Energy Efficiency in the Residential Buildings sector of Turkmenistan;
- National Biodiversity Planning to Support the implementation of the CBD 2011-2020 Strategic Plan in Turkmenistan.

The evaluation will look at the contribution made by UNDP both at the national and local levels as appropriate. The evaluation will apply the evaluation criteria below by addressing the following questions:

Relevance:

- How relevant to the national priorities has UNDP been in its support to initiatives in the area of environment and energy in Turkmenistan?
- Has UNDP been able to respond to changing circumstances and requirements in capacity development?
 - Has the outcome as phrased in programme documents remained relevant in the light of recent developments in the country context?
- How should UNDP adapt its support to Turkmenistan in light of recent changes in the local landscape and introduction of the new Strategic Plan of UNDP?

Effectiveness:

- What is the current situation and possible trend in the near future with regard to the outcome?
- Has sufficient progress been made against this outcome?
- What progress has been observed measured by the outcome indicators?
- To what extent UNDP's outputs or other interventions can be credibly linked to the progress made?
- What have been positive and negative factors that affected the achievement of the outcome?
- What has been the role of non-project interventions in achieving the outcome?
- How effective have they been?
- What is the comparative advantage of UNDP in this substantive area, and has it made the best possible use of it?

Efficiency:

- To what extent UNDP's strategy, such as on partnerships or inter-programme collaboration, affected the efficiency of the interventions?

Impact and Sustainability:

- What is the prospect of the sustainability of the outcomes achieved?
- To what extent the current partnership arrangements raised the prospect of sustainability through enhanced national ownership?
- What were the factors positively or negatively affecting the sustainability and the impact?

Evaluation methodology :

As an outcome evaluation's focus is on outcomes rather than outputs, particularly on transformational change and the role of partners, it is envisioned that the evaluation will take both a quantitative and qualitative approach. It will therefore encompass a number of methods, including:

- Desk review of relevant documents such as the studies relating to the country context and situation, project documents, progress reports and evaluation reports;
- Discussions with senior management and programme staff Interviews and group discussions with partners and stakeholders. The level and list of partners and stakeholders to meet to be agreed with UNDP;
- Field visits to selected project site(s);
- Consultation and debriefing meetings.

The evaluators will have latitude to design a detailed evaluation plan. They will submit a short inception report that will describe:

- How the evaluators understood the programme logic in developing the evaluation plan;
- The detailed evaluation plan, indicating the methods to be used and information sources to be looked at for each evaluation question.

One team leader (an international consultant) and a national consultant will be recruited to conduct this evaluation. The presence of an international consultant is deemed desirable given the complexity and sensitivity of some of the issues concerned, and therefore to safeguard independence and impartiality of the evaluation. The responsibility for drafting and presenting the evaluation report will be with the international consultant, while the national consultant will provide needed support including data collection, consultations, meetings and interviews with local stakeholders.

The evaluators will have the support of the Environment and Energy portfolio in the UNDP Turkmenistan country office, as well as the country office's M&E Focal Point. At the outset, the Environment and Energy portfolio will provide the evaluators an overview of the projects, as well as the results of preliminary data

collection and analysis, which will include contextual information, project and outcome monitoring data, and relevant documents including project documents, progress reports and evaluation reports.

Implementation arrangements and timeframe

The Programme Specialist on Environment and Energy of UNDP Turkmenistan country office will be the evaluation manager. The evaluators will report to the evaluation manager.

A reference group is established to enhance the quality of evaluation. The group assists the evaluation manager in reviewing the inception report and the draft report.

The tentative timeframe is as follows:

- February 2014 - Launch of the evaluation;
- Day 1-4 - Desk review (off-site);
- Day 5-6 - Initial briefing of the evaluator, presentation and validation of inception report;
- Day 7 – 11 - Stakeholder meetings, interviews, field visits;
- Day 12 - Presentation of preliminary findings and the draft outline of the report;
- Day 13-17 - Preparing draft report (off-site);
- Day 18 – 22 - Follow up/finalization of report upon receiving comments from UNDP and relevant partners (off-site).

The evaluators are expected to undertake field visits to project site(s). Options for field trips should be provided in the inception report.

Expected outputs:

- The evaluation is expected to deliver;
- An inception report, which describes the evaluation methodology and the plan;
- A draft evaluation report, which is presented to the evaluation manager, the reference group and other key stakeholders;
- The final evaluation report. The report of the evaluation will be a stand-alone document that substantiates its recommendations and conclusions. The report will have to provide to the UNDP complete and convincing evidence to support its findings.

All above listed deliverables are to be provided in English.

The final evaluation report should include the following:

- Executive summary (2 pages);
- Introduction (1 page);
- The methodology used (1-2 pages);
- Development context under which the programme was implemented (1-2 pages);
- UNDP's programme strategy and interventions (3-4 pages);
- Assessments according to the criteria and questions defined (10-15 pages);
- Conclusions and recommendations (2-3 pages);
- Annexes: terms of reference, persons consulted, documents reviewed.

The report will form a basis for learning and reflection on future UNDP programming in Turkmenistan. The report will also serve the accountability of UNDP Turkmenistan on the programme, and will be made available on the internet.

The outline and main findings of the evaluation should be completed and handed to UNDP during the final debriefing session. The draft report should be produced according to the structure outlined in the UNDP Guidelines for Evaluation.

The evaluator will submit the draft evaluation report to UNDP not later than 15 days after completion of the fieldwork. Based on the comments of the stakeholders, the evaluator will be responsible for finalizing and submitting the final version of the report to UNDP Turkmenistan, within 5 days of receipt of stakeholder comments.

While the evaluator is free to use any detailed method of reporting, the Evaluation Report should contain at least the following:

- Title Page;
- List of acronyms and abbreviations;
- Table of contents, including list of annexes;
- Executive Summary (Gender issues are to be noted in the executive summary);
- Introduction: background and context of the program;
- Description of the program – its logic theory, results framework and external factors likely to affect success;
- Purpose of the evaluation;
- Key questions and scope of the evaluation with information on limitations and de-limitations;
- Approach and methodology;
- Findings;
- Summary and explanation of findings and interpretations;
- Conclusions;
- Recommendations (including additional recommendations for future project interventions);
- Lessons, generalizations, alternatives.

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

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

Throughout the period of the evaluation, the evaluator will liaise closely with UNDP senior management, the evaluation manager and reference group. The evaluator can raise or discuss any issue or topic they deem necessary to fulfill the tasks. The evaluator, however, is not authorized to make any commitments to any party on behalf of UNDP.

The Experts/consultant should provide details in respect of:

- Documents reviewed;
- Interviews;
- Field visits;
- Questionnaires, if any; and
- Participation of stakeholders and/or partners.

Documents for study by the evaluator

The desk review should include, but not be limited to, the following documents:

UN/UNDP Turkmenistan documents:

- UN Development Assistance Framework (UNDAF), 2010-2015;
- UNDP Country Programme Action Plan (CPAP), 2010-2015;
- Common Country Assessment, 2008;
- UNDAF reports for Y2010-2013;

- UNDP Strategic Plan for 2014-2017.

UNDP Corporate Policy documents:

- Handbook on Monitoring and Evaluation for Results;
- UNDP Guidelines for Outcome Evaluators;
- Standard Operating Procedures;
- Internal Control Framework.

Reports and other available materials of the projects for evaluation:

- Project documents;
- Project quarterly and annual reports, PR and outreach materials;
- Evaluation reports: a) Strengthening the Management Effectiveness of the Protected Area System of Turkmenistan - Mid-Term Evaluation; b) Final Evaluation: Conservation and sustainable use of globally significant biological diversity in Khazar Nature Reserve on the Caspian Sea Coast; c) Sustainable Land Management project evaluation.

Ethical code of conduct for UNDP evaluations

Evaluations of UNDP-supported activities need to be independent, impartial and rigorous and be guided by Norms and Standards for Evaluation in the UN System. Each evaluation should clearly contribute to learning and accountability. Hence the evaluator must have personal and professional integrity and be guided by propriety in the conduct of business.

Evaluator:

- Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relationships with all stakeholders;
- Should ensure that his/her contacts with individuals are characterized by respect;
- Should protect the anonymity and confidentiality of individual information;
- Responsible for his/her performance and product(s).

Payment conditions

The payment will be made in two installments upon completion and acceptance by UNDP of the outputs set forth below:

- 30% of payment will be made upon submission of the evaluation inception report and the draft evaluation report;
- 70% of payment will be made upon timely submission of the final evaluation report that should address all the comments provided by the Country Office, and should be acceptable to UNDP.

Competencies

Functional competencies:

- Expert knowledge on evaluation of environment and energy efficiency initiatives;
- Profound understanding of the national policy and programs related to environment and energy efficiency;
- Knowledge, analytical skills and related work experience;
- Excellent written communication skills, analytical abilities and ability to synthesize outcomes and related conclusions to prepare evaluation report of high quality;
- Maturity and confidence in relation to work with senior and high-ranking members of international, regional and national institutions;

- Cultural, gender, religious, race, national and age sensitivity and adaptability;
- Good spoken communication skills, ability to solve conflicts to manage the dynamic of inter-group relations and reconcile contradicting interests of different actors;

Required Skills and Experience

Education:

- Advanced degree, preferably Ph.D. or equivalent in biodiversity, conservation, natural resources management or related field.

Experience:

- Proven knowledge of and experience in evaluation methodology and tools, as well as result-based management;
- Possess strong analytical, research and writing skills, with the ability to conceptualize, articulate, write and debate;
- Experience in evaluation of development assistance, particularly at the level required for outcome evaluation;
- Familiarity with and previous experience in the CIS countries will be an asset.

Language Requirements:

- Fluency in English;
- Knowledge of Russian is desirable.

Submission of applications:

Offeror's Letter to UNDP and P11 form, which includes:

- Methodology, all applicants shall submit a detailed methodology indicating phases, tasks, methods, techniques, time, resources, accessibility and tools to be applied for successful completion of assignment;
- Financial proposal for implementation of the assignment, all applicants shall submit a detailed, carefully considered and justified financial statement based on a lump sum, which should be all-inclusive: a consultancy fee, travel expenses, administrative expenses (if applicable), and/or any other expenses the applicant deem necessary to incur during assignment;
- For easy reference please download Offeror's Letter to UNDP and P11 form, The link is following: <http://www.tm.undp.org/content/turkmenistan/en/home/operations/jobs/>

Additional requirements for recommended contractor

- Recommended contractors aged 62 and older, if the travel is required, shall undergo a full medical examination including x-ray, and obtain medical clearance from the UN-approved doctor prior to taking up their assignment. The medical examination is to be cleared by the UN physicians, and shall be paid by the consultant.