



**Joint Programme Document and Fund Transfer Request**  
 -Development Emergency Modality – Response to the Global Crisis on Food, Energy, Finance

**Eligibility Check**

Does the proposal address one or more of the following sectors affected by the global crisis? Select all relevant sectors.	<input type="checkbox"/> Food <input type="checkbox"/> Energy <input checked="" type="checkbox"/> Finance
What are the areas of intervention that will be implemented by this proposal? Select all relevant intervention areas.	<input checked="" type="checkbox"/> Data collection/analytics <input checked="" type="checkbox"/> Analysis and forecasting <input type="checkbox"/> Help devise comprehensive preventative package of response measures <input checked="" type="checkbox"/> Testing / catalysing new integrated policies, financing solutions, programmes
Is the proposal developed under the RC leadership to mobilize the UNCT to effectively and efficiency respond to the crisis?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the proposal contribute to results in the UNSDCF's?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the proposal building on and topping up an existing joint programme supported by the Joint SDG Fund?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

**Cover-page**

<b>MPTFO Project Reference Number</b>	
<b>Country</b>	Turkmenistan
<b>Region</b>	Europe and Central Asia
<b>Joint programme title:</b>	<b>Development of the National Social Services Development Plan 2023-2030 with M&amp;E framework, financing strategy and information management system to ensure sustainability of the inclusive quality community based social services reform in Turkmenistan in times of crisis</b>
<b>Outcomes(s): &lt;verbatim from CF&gt;</b>	<b>Outcome 1: People have access to more effective, innovative, and transparent public administration based upon the rule of law, human rights, gender equality, labour rights, and quality data;</b>  <b>Outcome 4: By 2025, the population of Turkmenistan enjoys higher quality and inclusive health and social protection services</b>

Duration:	5 months
Anticipated start and end dates:	August, 2022 to December, 2022
<b>Short description</b>	In a follow up to the SDG Fund Joint Programme “Improving of social protection system by introduction of inclusive quality community based social services”, accelerate the development by the government of Turkmenistan of the National Social Services Development plan (NSSDP) with M&E framework, financing strategy and IMS system to provide strategic support to ensure the sustainability of the social protection reform through the multisectoral approach and timely scale up of inclusive social services to every etrap (district) in the country, to reach out to the most vulnerable and strengthen the ability of the social protection system to respond to the food, energy and financing crisis, ensuring that no one is left behind.
Resident Coordinator	Dmytro Shlapachenko, <a href="mailto:shlapachenko@un.org">shlapachenko@un.org</a>
UN Joint Program RCO focal point	Chary Nurmuhammedov, <a href="mailto:chary.nurmuhammedov@un.org">chary.nurmuhammedov@un.org</a>
PUNO Lead agency JP Focal point	Aysenem Agabayeva, <a href="mailto:aagabayeva@unicef.org">aagabayeva@unicef.org</a>
Other PUNOs JP focal point	Rovshen Nurmuhammedov, UNDP Turkmenistan Assistant Resident Representative, <a href="mailto:rovshen.nurmuhammedov@undp.org">rovshen.nurmuhammedov@undp.org</a>
<b>Total budget:</b>	
<b>Source of funds:</b>	
• UN Joint SDG Fund	\$250,000
• PUNO 1: UNICEF	\$0
• PUNO 2: UNDP	\$0
• Other sources	
<b>SDG Targets directly addressed by the Joint Programme</b>	Min 2 max 5 SDG targets SDG 1.3, SDG 5.c., 10.2, 16.6, and 17.14
<b><u>Gender Marker</u></b>	Select only one from the options below <input type="checkbox"/> GEN3: Have gender equality/women empowerment as the primary or principal objective. <input checked="" type="checkbox"/> GEN2: Make a significant contribution to gender equality/women empowerment. <input type="checkbox"/> GEN1: Make a limited contribution to gender equality/women empowerment <input type="checkbox"/> GEN0: Make no contribution to gender equality/women empowerment



## JOINT PROGRAM DESCRIPTION

### Situation Analysis

Max 500 words. A brief, evidence-based situation analysis of the development challenges to be addressed. It is connected to country analytical work as relevant. Apply a gender lens to the analysis and description of the problem.

Turkmenistan is an upper middle-income country of 6.2 million people and the second largest country by area in Central Asia. The strong growth performance driven by hydrocarbon revenues, helped to lift Turkmenistan from low-income to an upper-middle income status by 2012. Yet, the social-economic impact of COVID-19, exacerbated by the political instability in Europe and Central Asia, global food, energy, finance, and climate crises affected the country's economic growth, catalyzing its effects on the most vulnerable. Collapse of global oil and gas prices and supply chains affected public revenues and weakened the real purchasing power of local currency. Travel restrictions, economic deterioration, and currency devaluations in countries-recipients of labour migrants from Turkmenistan also resulted in reduced and delayed remittances. Social implications of economic difficulties and lack of community alternatives forced families to rely more on institutional care or left women with disproportionately large load of unpaid domestic care and responsibilities, depriving them from engagement in income-generating employment. All these trends caused additional hardships making families more vulnerable.

Considering the above, a state reform on introduction of community based social services (SDG Fund JP, 2020-2022), was a timely solution. The JP established social work practice in the field supporting the most vulnerable. Newly recruited and trained social workers conducted needs assessments and developed support plans for connecting the vulnerable population to the existing services in 20 districts of the country. This resulted in over 1000 cases concerning over 5000 people including 41% of children, around 40% of people and children with disabilities and 10% of older people, with over 55% representing women in average.

Based on the analysis of the findings from over 700 cases, a variety of scenarios for integration of a model of inclusive community-based services in the existing social protection system was presented to the government. The preliminary analysis also set the ground for the launch of 12 specialized social services for the children, youth at risk, women facing gender-based violence, families with substance use abuse, persons with disabilities, and older people in need of support with basic everyday care. The data generated from the pilots provided evidence to socio-economic analysis and the final programme report resulting in development of the Roadmap for the government on the further scale up and development of the community based social services until 2030.

To ensure that the developed model is viable, sustainable and can be smoothly integrated into the system, a new Law on Social Services was adopted in December 2021. Meanwhile, advocacy efforts of the Joint Programme resulted in the Cabinet of Ministers' Resolution to allocate state budget to cover the salaries of 45 social workers across 20 out of 59 etraps (districts) in 2022.

It is important to transform the Roadmap to a national strategic plan with responsible stakeholders, M&E framework, financing strategy and information management system to



---

ensure government ownership, multisectoral coordination, and timely scale up of the reform to strengthen the state social protection system's ability to respond to shocks.

---

**Programme Strategy**

Max 1000 words, summarizing the proposal, including (1) the rationale and relevance of the proposed approach; (2) the expected outputs and their contribution to addressing the impact of the global crisis, CF outcome(s), and related SDG; (3) How the JP results translate into medium-term policy and/or financing solutions; (4) Focus on vulnerable groups; (5) The role of wider UNCT and other stakeholders. Outline any potential risk you foresee in carrying out the strategy and how you plan to mitigate against such risk, if any.

In 2020, UN and the government of Turkmenistan kicked off the Joint Programme on Improving the Social Protection System by introduction of quality inclusive community based social services. For Turkmenistan, the Joint Programme was instrumental in bringing together UN agencies, the government and CSOs, and achieving synergies in accelerating progress towards national SDGs.

After two years of joint work and advocacy, the social protection system of Turkmenistan has seen a breakthrough resulting in the reform of social services delivery through transformative system level change that would have not been otherwise possible:

- a new Law on social services was adopted in December 2021, expanding the range of social services, improving access, **providing universal legal coverage and reaching out to wider vulnerabilities;**
- a pilot community-based social worker service **model has been incorporated into the 2022 state budget;**

The programme piloted a new model of inclusive community-based services that has assessed the needs of almost 5000 vulnerable people, directly supported over 3100 people with social worker assistance and over 300 vulnerable children and adults and their families with new types of specialised social services to meet specific needs and support people to live independent lives in their communities. The results of the final assessment demonstrated that despite the high level of coverage of population with the social benefits, **87% of households receiving benefits still needed additional social support or services** to prevent getting into a crisis situation and promote inclusion and wellbeing. Moreover, in 56% of cases, there was a need for immediate intervention or complex support measures. The assessment also demonstrated the impact of the global crisis relating to the pandemic, security, and economic context, continuing to exacerbate the vulnerabilities both in urban and rural areas, especially for households with children and persons with disabilities. Therefore, as per the final analysis and recommendations of the JP, **rapid scale up of the social workforce across the country as frontline workers is needed to provide the necessary safety net and ensure gatekeeping mechanisms.** Currently, 45 social work positions financed from state budget have been introduced to 20 out of 59 etraps (districts). However, swift actions are required to ensure structural changes at relevant local levels, enabling creation of positions in every etrap of the country, with the long-term aim of reaching 1600 social work professionals by 2030 to provide adequate coverage to the most vulnerable (at least 2% of total population) as part of the shock-responsive social protection measures.

To ensure sustainability of the JP results, drafting a National Social Services Development Plan (NSSDP) as a strategic roadmap until 2030 was proposed to the government. The document will be used to provide key inputs related to the implementation of social protection objectives of the new long-term National Socio-Economic Development Programme for 2022-2052. It also lays the ground for the Phase II JP development with anticipated government co-financing. While Phase II joint proposal is in the pipeline, it is strategically important to not lose momentum and keep the reform going, as without continued funding and technical support its true sustainability and country-wide scale up is at risk and the ability of the government social protection system to respond to the food, energy and financing crisis is constrained.

---



---

The Joint SDG Fund Development Emergency Modality funding opportunity will ensure the continuity of the program by filling the gap between completion of the Joint programme and start of Phase II, mitigating the risk of protracting the social protection system reform with inclusive community based social services scaled up for the entire country and securing the relevant allocations for this reform in the 2023 state budget. Moreover, it is expected that these funds will enable preparedness and ownership of the government to respond to the needs of the most vulnerable population groups during the ongoing crisis.

The purpose of the current proposal is to accelerate adoption of the National Social Services Development plan (NSSDP) by the government of Turkmenistan and transition to the Phase II of the Joint programme by:

- 1) Supporting national partners with advanced data collection and analysis by conducting Social Protection Management Information System (MIS) Feasibility assessment as a first step to development of the integrated social services case management information system, in line with the draft NSSDP;
- 2) Assessment of the government current spending and opportunities for attracting additional financing to complement NSSDP funding for the gradual scale up and strengthening of the new model of social services, including through the social contracting mechanisms, as successfully piloted during the JP;
- 3) Joint design and advocacy of the 2023-2030 NSSDP, adapted to the national strategic documents, with an M&E framework and assessed fiscal space and broader financing flows for social protection as part of INFF operationalization in Turkmenistan.

The three components of the programme will be delivered jointly by UNICEF and UNDP, contributing to establishment of a high level Inter-Ministerial Commission on Social Protection as the main political decision-making body and adoption of the multi-stakeholder NSSDP with integrated M&E framework, costing and assessed financing flows. The costing and analysis of financial flows will be supported by the UN-Government Joint Experts Group on SDG financing where the entire UNCT is present. In addition, the consultations with IFIs will be held to support the analysis. This will ensure the holistic approach to the proposed assessments and strengthen government resilience and ability to respond to the needs of the population during the crisis. Additionally, conducting the Social Protection MIS Feasibility assessment with costed Roadmap and draft M&E framework of the social services with the system of indicators will further facilitate development of the integrated social services case management information system to be used for day-to-day analysis and policy making.

The proposed interventions are in line with the UNSDCF strategic priority areas related to People centred governance and rule of law (Outcome 1) and Quality, inclusive, and affordable health, education, and social protection systems (Outcome 4), having multiplier effect on the achievement of a number of SDGs, including SDG 1.3, 5, 8, 10, 16, and 17

---

<b>Governance and implementation arrangements</b>	Max 500 words. Explain the specific roles and responsibilities of RC/RCO, PUNOs and other partners – to ensure integrated implementation and effective governance under the RC leadership. Focus on coordination, decision-making, reporting and how transaction costs will be reduced. Explain why this is the best approach including how it avoids introducing parallel structures to those that already exist, and confirm that existing structures and mechanisms of UNCT, government, and related programs/initiatives are leveraged.
---	---

---



---

The development and implementation of the JP will be overseen through the established and functional governance mechanisms of the initial SDG Fund JP on Introduction of quality inclusive community based social services in a simplified format:

- Joint Programme Steering Committee established for this JP (JPSC)
- Technical Working Group of the JPSC
- UN Programme Management Board

First of all, there are the high-level UNSDCF joint Results Groups and Steering Committee meetings, convened regularly at the level of technical experts and deputy ministers. The progress against the JP implementation will be put onto the agenda of these annual meetings, due to meet in December 2022. This will enable high-level oversight, guidance, coordination, and decision-making by the Government.

In addition, the Joint Programme Steering Committee (JPSC) will continue to exercise oversight of the JP progress once in quarter. The JPSC will be jointly chaired at a high level by the Ministry of Labour and Social Protection of Population (MLSP) and the RC and will also include MLSP, Parliament and Ministries of Health, Education, Finance and Economy, Interior, as well as Institute of State, Law and Democracy, CSOs and PUNOs. The MLSP will be the lead agency from the Government of Turkmenistan.

The technical working groups convened by the MLSP and PUNOs will exercise day-to-day monitoring of the JP implementation on the monthly basis.

The RC is responsible for coordinating with the Ministry of Foreign Affairs and for leading on strategic communications with the government, donors and across the PUNOs.

UNICEF will act as a lead agency and ensure the design of the National Social Services Development Plan with the strategic M&E framework as well as support social protection management information system feasibility assessment.

UNDP will take lead in conducting analysis of fiscal space and broader financial flows targeted towards social services and social protection as part of INFF operationalization in the country.

---

---

<b>Legal context</b>	<p>This section refers to cooperation or assistance agreements form the legal basis for the relationships between the Government and each of the UN organizations participating in this joint programme. For example: the Basic Cooperation Agreement for UNICEF; Standard Basic Assistance Agreement for UNDP, which also applies to UNFPA; the Basic Agreement for WFP; as well as the Country Programme Action Plan(s) where they exist; and other applicable agreements for other participating UN organizations. For the Funds and Programmes, these are standing cooperation arrangements. For the specialized Agencies, these should be the text that is normally used in their programme/project documents or any other applicable legal instruments. The text specific to each participating UN organization should be cleared by the respective UN organization.</p> <p>Indicate the title and date of the agreement between each Participating UN Organization (PUNO) and the government in the following format:</p> <p><b>Agency name:</b> UNICEF <b>Agreement title:</b> Standard Basic Cooperation Agreement Between UNICEF and the Government of Turkmenistan <b>Agreement date:</b> July, 1992 (Signed in Ashgabat on 11 February, 1995)</p> <p><b>Agency name:</b> UNDP <b>Agreement title:</b> Standard Basic Assistance Agreement between the Government of Turkmenistan and the United Nations Development Programme <b>Agreement date:</b> Signed on 5 October 1993</p>
----------------------	---

---



Workplan Template									
The social protection system is ready to provide inclusive quality community-based support services									
Output	Target/s	List of activities	Time frame	PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved
				Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)		
<b>Output 1.1</b> Supporting national partners with advanced data collection and analysis system for development of the integrated social services case management information system	Social Protection Management Information System (MIS) Feasibility assessment conducted with a costed Roadmap	<p>Technical support in Social Protection MIS feasibility assessment for further integration of social service case management information management system into the beneficiary and social registers system</p> <p>Design the Draft M&amp;E framework of the social services and social protection system at large with the system of indicators to be used for day-to-day analysis and policy making via MIS system to be developed</p> <p>Procurement of equipment for the social workforce in every district to ensure availability of the basic data entry equipment and software at the initial case management data collection stage</p>		International and national consultancy, travel costs, consultation workshops, procurement of equipment and supplies	130 000	0	130 000	UNICEF	Ministry of Labour and Social Protection of Population  State telecommunication agency



<p><b>Output 1.2:</b> The National Social Services Development plan strengthened by identifying untapped sources of financing and investments for social protection</p>	<p>Analysis conducted of fiscal space and broader financial flows targeted towards social services and social protection as part of INFF operationalization in the country.</p>	<p>Conduct a deskwork to review national regulation and to collect respective data (10 working days) Organize round table to share finding of inception report and conduct consultancies with national partners (5 working days with visit to TKM) Complete the report of the analysis, conduct validation meetings, make a presentation of the outcomes of the report, and finalize the report (20 working days with 5 working days visit to TKM)</p>	<p>International expert – 35 days National consultant – 40 days Supplies Travel</p>	<p>70 000 0 70 000</p>	<p>70 000</p>	<p>UNDP</p>	<p>Ministry of Finance and Economy Ministry of Labour and Social Protection of Population</p>
<p><b>Output 1.3:</b> National Social Services Development plan with M&amp;E framework developed to ensure sustainability of the social services reform and implementation of the new Law on Social Services</p>	<p>The NSSDP developed with strategic M&amp;E framework Inter-Ministerial commission established Structural changes at the local level introduced to ensure scale up of the social services to every etrap</p>	<p>Establishing the Inter-Ministerial commission at high level Consultation session on the Structural changes at the local level Technical support in redesigning the draft National Social Services Plan into the national format with identified responsible national bodies for each of the activities and agreed M&amp;E framework Bimonthly meetings of the JP working group consisting of the main national stakeholders, PUNOs, international and national experts</p>	<p>International and national consultancy, Consultation workshops, validation conference, travel costs, visibility and advocacy materials, general operational costs</p>	<p>0 50 000</p>	<p>50 000</p>	<p>UNICEF</p>	<p>Ministry of Labour and Social Protection Ministry of Finance and Economy, Ministry of Health, Ministry of Education, Ministry of Interior, Ministry of Justice</p>



## Monitoring, accountability, financial management, and public disclosure

*Standard text – do not change*

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. **The Convening/Lead Agent will develop a simple final narrative report and submit it to the Joint SDG Fund Secretariat, through the Resident Coordinator no later than two (2) months after the operational closure of the programme activities.**

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

The Project will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent. The programmatic UN entity of the Facility shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Project in accordance with its own regulations, rules, directives, and procedures. The entity shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Indirect costs of the Participating Organizations recovered through project support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs. Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund. PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

---



## Risk Management

Risks	Risk Level:	Likelihood:	Impact:	Mitigating measures	Responsible Org./Person
<b>Contextual risks</b>					
Political will to adopt and endorse the NSSDP 2023-2030 at the high level	Medium (6)	3	2	Conference presenting the evidence generated by the <i>JP on Introduction of Social Services</i> and advocacy on the importance of NSSDP for the sustainability of the reform. Strategic communications and advocacy	RC, UNICEF, MLSP
<b>Programmatic risks</b>					
Lack of data availability for the fiscal space and financial flows assessment	Hight (9)	3	3	Round table and validation workshop will be conducted to offset possible data gaps	UNDP, MLSP
Delay in data availability for the SP MIS assessment	Medium (6)	3	2	Validation workshop will be conducted to offset possible data gaps	UNICEF, MLSP



## Budget per UNSDG Categories

UNSDG BUDGET CATEGORIES	UNICEF		UNDP		PUNO 3 name		PUNO 4 name	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	10 100		8 700					
2. Supplies, Commodities, Materials	53 000		2470.6		0		0	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		0		0		0	
4. Contractual services	90 000		48 000		0		0	
5. Travel	15 124		3 200		0		0	
6. Transfers and Grants to Counterparts	0		0		0		0	
7. General Operating and other Direct Costs	0		3 050		0		0	
<b>Total Direct Costs</b>	<b>168 224</b>		<b>65 420.6</b>		<b>0</b>		<b>0</b>	
8. Indirect Support Costs (Max. 7%)	11 775.68		4 579.4		0		0	
<b>TOTAL Costs</b>	<b>180 000</b>	<b>0</b>	<b>70 000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Signature of Joint Programme document and Fund Transfer Request as per UNSDG budget categories.

I hereby confirm that the funds requested are in accordance with the approved Work Plan & Joint Programme Document. \* I also certify that the copy transmitted to the MPTF Office is a true copy of the original which is secured by the RC Office. I have received documentation from Participating Organizations demonstrating Committed amounts where applicable. I also confirm that the PUNOs' indirect cost does not exceed 7%.

<b>RESIDENT COORDINATOR SIGNATURE</b>	<b>Name: Mr. Dmytro Shlapachenko</b> Date and Signature 13.07.2022
<b>UNICEF Representative SIGNATURE</b>	<b>Name, Title: Mr. Mohammad Fayyazi</b> Date and Signature 13.07.2022
<b>UNDP Representative SIGNATURE</b>	<b>Name, Title: Ms. Narine Sahakyan</b> Date and Signature 13.07.2022