

**Joint Programme Document**  
**Turkmenistan**

**A. COVER PAGE**

**1. Fund Name:** Joint SDG Fund

**2. MPTFO Project Reference Number**

**3. Joint programme title:** Improving the system of social protection through the introduction of inclusive quality community-based social services

**4. Short title:** Community-based Social Services

**5. Country and region:** Turkmenistan, Europe and Central Asia

**6. Resident Coordinator:** Elena Panova ([elena.panova@one.un.org](mailto:elena.panova@one.un.org); [elena.panova@un.org](mailto:elena.panova@un.org))

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**8. Government Joint Programme focal point:** Muhammetseyit Sylapov, Minister of Labour and Social Protection of Turkmenistan, [mlsp@online.tm](mailto:mlsp@online.tm)

**9. Short description:**

The purpose of the JP is to make a transformative change in the current system of social service delivery in Turkmenistan, to reach out to the most deprived and vulnerable population and to address their specific needs. The programme will design a new model of inclusive community-based services for children at risk of separation from parents, children without parental care, children with disabilities, youth at risk, women facing gender-based violence, people with disabilities and older persons in need of support with basic everyday care. The programme will pilot a community-based social worker model engaged in identification, assessment and case management as well as piloting specialised social services to meet specific needs and support people to live independent lives in their communities. The JP will develop a mechanism for social contracting, improve a social work curriculum and will support drafting of legislative amendments and other institutional framework (standards, service specifications). The JP will support establishment of a government inter-sectoral coordination mechanism, as well as support economic analysis and advocate for the new system of community-based social services to be incorporated into the state budget. It is expected that the designed model that will be then fully taken over by the government by Jan 2022 and scaled up by 2025 to fulfil the commitments under the existing national development and human rights plans, including on children.

**10. Keywords:** community-based social services, Turkmenistan, children, people with disabilities

**11. Overview of budget**

<b>Joint SDG Fund contribution</b>	<b>USD 1 920 000</b>
<b>Co-funding 1 Total, of which: UNODC</b>	<b>USD 430 000</b>
UNICEF	USD 200,000
UNDP	USD 70,000
UNFPA	USD 100,000

UNODC	USD 60,000
<b>TOTAL</b>	<b>USD 2 350 000</b>

## 12. Timeframe:

Start date	End date	Duration (in months)
1 January 2020	31 January 2022	25 months

## 13. Gender Marker: 2.3

## 14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons	X	
Other groups: Persons affected by communicable diseases (TB, STIs)	X	

## 15. Human Rights Mechanisms related to the Joint Programme

The human rights mechanisms relevant for the programme are:

- The Convention on the Rights of Persons with Disabilities
- The Convention of the Rights Children (CRC)
- The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)
- The Covenant on Economic, Social and Cultural Rights (CESCR)
- Universal Periodic Review (UPR)

## 16. PUNO and Partners:

### 16.1 PUNO

- Convening agency:
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- Other PUNO:
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### 16.2 Partners

- National authorities:
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  - Ministry of Internal Affairs, Veliyev, Geldimyrat, Head of Unit, [dab19@inbox.ru](mailto:dab19@inbox.ru), +99312389042
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- Civil society organizations/Public Associations:
- National Red Crescent Society, Babayev, Rustam, Head of Department, [info@tgymj.gov.tm](mailto:info@tgymj.gov.tm); + 99312931806
  - Yenme, Choreklyeva, Gulya, Chairman/Founder, [gchoreklyeva@gmail.com](mailto:gchoreklyeva@gmail.com); +99312934713;
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- Other partners:
- Regional UN issue-based coalition on Social Protection; Louisa Lippi, UNICEF Social Protection Specialist, [llippi@unicef.org](mailto:llippi@unicef.org); +41229095543

**SIGNATURE PAGE**

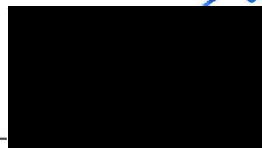
**For the Government of Turkmenistan**



Rashid Meredov  
Deputy Chairman of the Cabinet of Ministers of Turkmenistan, Minister of Foreign Affairs of Turkmenistan



**For the United Nations**



Elena Panova  
Resident Coordinator in Turkmenistan



<b>Participating UN Organizations:</b>	
<p>United Nations Children's Fund (lead/convening)</p>  <p>Christine Weigand Representative Date: Ashgabat, Turkmenistan</p> 	<p>United Nations Development Programme</p>  <p>Natalia Natsvishvili Resident Representative a.i. Date Signature and seal United Nations</p> 
<p>United Nations Population Funds</p>  <p>Aynā Seyitmeva Assistant Resident Representative Date: Ashgabat, Turkmenistan</p> 	<p>United Nations Office on Drugs and Crimes</p>  <p>Chary Atayev OIC, Head of Office Date Signature and seal</p> 

## **B. STRATEGIC FRAMEWORK**

### **1. Call for Concept Notes: 1/2019**

#### **2. Relevant Joint SDG Fund Outcomes**

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

#### **3. Overview of the Joint Programme Results**

##### 3.1 Outcomes

- UNPFD Outcome 3: The social protection system is ready to provide inclusive quality community-based support services

##### 3.2 Outputs

- An inclusive community-based social service model is developed, with its key elements prototyped to address multiple vulnerabilities of the most in need and ready for scaling up;
- Legislative and regulatory framework is reinforced, and institutional mechanisms established to facilitate the introduction of the new community-based social service delivery system;
- The country's social work and social service workforce capacity is strengthened

#### **4. SDG Targets directly addressed by the Joint Programme**

##### 4.1 List of targets

- Target 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable
- Target 10.4: Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- Target 16.1: Significantly reduce all forms of violence and related death rates everywhere

##### 4.2 Expected SDG impact

It is expected that the JP will accelerate achievement of the SDG specific target (Target 1.3) related to social protection, and of several interrelated SDG targets, including adoption of a social protection policy aimed at greater equality (Target 10.4) and reduction of gender-based violence as well as violence against other vulnerable groups, such as children (Targets 16.1 and 16.2). It will also produce a catalytic effect on implementation of Targets 4.4 and 8.5 by increasing the number of adults with social skills and ensuring decent work for social workers. The JP will also ensure human rights-based and participatory approach to social service delivery by engaging civil society organizations and private sector and contribute towards achievement of Targets 16.7 and 16.10. By advancing human rights and tackling inequalities, exclusion and vulnerability, the JP aims at reaching those left furthest behind. Last but not least, the JP will be the first example of UN agencies and all the relevant stakeholders coming together for developing a coherent policy around a sustainable development issue (Target 17.14).

#### **5. Relevant objective/s from the national SDG framework**

The above SDG targets have been selected from the nationalized SDG framework. In addition, relevant objectives from the following national policy frameworks are provided:

- National Socio-Economic Development Program for 2019-2025 of the President of Turkmenistan:
  - Policy-level changes for improvement of the legislative base related to social protection and secured employment.
  - Policy changes for improvement of social service methods for the vulnerable groups and citizens in need.
- State Programme "Health" up to 2025:
  - Relevant changes to the Law on Healthcare of Citizens;
  - Establishment of the nursing services to provide medico-social with chronic diseases and elderly.
- National Human Rights Action Plan for 2015-2020:
  - Chapter 1: Economic, Social and Cultural Rights
- Action Plan for Fulfilment of the Rights of People with Disabilities for Work in Turkmenistan for 2017-2020:
  - Introduce the social work curricular in higher and secondary vocational education.
- National Action Plan on Gender Equality in Turkmenistan for 2015-2020:
  - Domestic violence prevention and response mechanisms as well as on and other all forms of violence against women.
- National Plan of Action for Realization of Children's Rights in Turkmenistan for 2018-2022
  - Ensure the necessary volume and level of social services to protect and support a disadvantaged child.
  - Ensure enabling conditions for social integration and realization of the rights of children with disabilities, including legislative measures, data on children with disabilities, access to inclusive social services and support services, and encouraging the participation of children with disabilities in public life
- Law on Youth Policy of Turkmenistan:
  - Creation and development of social, psychological, legal, health, and rehabilitation services for youth
- National legislation in the area of social protection and other national and sectoral programmes

## **6. Brief overview of the Theory of Change of the Joint programme**

### 6.1 Summary:

The purpose of the JP is to improve the current system of social service delivery in Turkmenistan, to reach out to the most deprived and vulnerable population and to address their specific needs. The Government of Turkmenistan has prioritized improvement of social services in its mid-term national development programme and human rights action plans and seeks support of the UN Country Team in implementing the national priorities aligned with the SDGs. The desired change will be achieved by creating a nationally appropriate model of inclusive community based social services, and accelerating achievement of substantial coverage of the poor and multiple vulnerabilities<sup>1</sup> specifically addressing the needs of children with disabilities, children without parental care, children at risk of separation from parents, people with disabilities and older persons in need of support with basic care, women facing gender-based violence and youth at risk. The prototype model of inclusive community-based social services will promote social protection approaches that empower service users and

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<sup>1</sup> SDG Target 1.3

innovative solutions for addressing at all levels, the multiple vulnerabilities and needs of those currently being left behind. The model will be informed by the results of assessment of the individual needs of the target groups and an inventory of the supply of social services; review of legislative and regulatory frameworks and institutional mechanisms for coordinating delivery of social services. A social service workforce will be created, and capacity strengthened to deliver the new model of inclusive community-based social services. The Theory of Change is underpinned by an assumption that practical development of social work and prototype social services that empower service users will provide evidence to accelerate adjustments of existing /introduction of new legislation, regulatory frameworks and institutional mechanisms so that the system is ready to go to scale by the end of the JP.

The Theory of Change was discussed and agreed during formal consultations with other stakeholders and partner ministries, who also agreed to establish a robust feedback mechanism to inform and if necessary, to adjust the Theory of change throughout and beyond the implementation of the JP. This Theory of Change was also discussed with CSOs, representing the target groups, including the Women’s Union, the Red Crescent Society, CSOs of persons with disabilities such as Yenme and Keyik Okara.

#### 6.2 List of main ToC assumptions to be monitored:

1. An inventory of the existing services together with an individual needs assessments of target groups in pilot communities *will provide evidence for* development and implementation of a new model of social services provision, including all its key elements (legislation, regulatory framework, institutional mechanisms for delivering services, referral and gatekeeping mechanisms) *that will improve* the coverage of social services to left behind target groups, disaggregated by sex, age, rural/urban and at-risk groups;
2. Establishing, training and strengthening the capacity of the social work and social service workforce in Turkmenistan *will create the necessary human resources for* the development in practice of a new model of social service provision and its preparation for full implementation and scaling up;
3. Providing technical support to the government to cost services and put funding mechanisms in place *will equip the government to* take decision for allocation of budget for provision of the new model of social services at scale.
4. Introducing a person-centred approach in the design and prototyping of the services and empowering service users *will ensure greater equity, open important entry points* for addressing additional vulnerabilities *and will lead to diversification of social service providers* including government contracting of social service delivery by CSOs;
5. Successful implementation of prototype services and models of inclusive, community-based service provision *will convince national counterparts that the model is feasible* and based on experiences from the prototypes, *the government will decide to adopt it as a national model* and to pass the corresponding legislation and regulations as developed by the JP.

#### **7. Trans-boundary and/or regional issues**

The JP is not addressing any specific regional or trans-boundary issues, but can be described as building on, and learning lessons from, a similar process of social services development that has taken place over the last 20 years both in the sub-region of Central Asia and the wider Eastern Europe and Central Asia region. Turkmenistan is in the process of developing the social work education curriculum. . In 2018, UNICEF Europe and Central Asia Regional Office (ECA RO) led the development of a Call to Action on Social Work and Social Service Workforce Strengthening that aims to ensure that qualified social workers and other social service workforce personnel are suitably deployed, developed and supported across the countries of the region in order to the meet the need for social services among all vulnerable



and marginalised groups, support deinstitutionalisation and social inclusion, reduce discrimination and reduce violence against women and girls as well as supporting other important policy goals at the national and regional levels. UNDP Regional Human Development Report 2016 on inequalities and human development in Eastern Europe, Turkey and Central Asia concludes that increased investments in social service provision— particularly in terms of care for children, the elderly, and persons with disabilities—can boost participation in labour markets and vocational training programmes, particularly for women, and calls the governments to expand fiscal outlays on social services. UNODC has been developing parenting programmes (for parents of 10-18 year olds) adapted to the Central Asia sub-region aimed at preventing risky behaviour in youth and UNFPA has developed a mechanism and training packages for the development of community based mechanisms to respond to gender based violence that are survivor centered and adapted to the countries of Central Asia. These regional and trans-boundary initiatives represent an opportunity for the implementing agencies and the Government of Turkmenistan to capitalise on experience and lessons learned in the region and sub-region and accelerate reform to the system of inclusive, person-centred community based social services that can empower the most vulnerable and those most at risk of being left behind.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

The social protection system in Turkmenistan includes state guarantees for pension insurance for citizens, social allowances for specific categories of citizens, as well as social assistance measures for veterans and people with disabilities. Since 2017, the state implements a programme on housing construction for the most vulnerable groups of population, including people with disabilities to ensure their full inclusion into all facets of society.

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 global fluctuations in oil prices since 2014 and external economic factors affected the slowdown of the country's economic growth. Experience of other countries shows that social implications of economic difficulties and lack of community alternatives forced families to rely more on custodial care in institutions<sup>2</sup>. According to the official statistical data of Turkmenistan, the number of children with disabilities in boarding schools increased by 56% between 2007 and 2017<sup>3</sup>, mostly due to the absence of services at community level for children with disabilities. Children, persons with disabilities and elderly people in the country are served in 11 large highly structured institutions. Women carry disproportionately large load of unpaid care and domestic responsibilities, thus stepping in to cover gaps in the social protection system<sup>4</sup>. According to the UN studies, responsibility to provide unpaid care deprives women from opportunities to engage in income-generating employment, participate in social life and pursue education. Since women in Turkmenistan tend to work in the low-paying segments of labour market<sup>5</sup>, non-existent or weak social services on community level make it especially hard for female heads of households to afford any type of care and social assistance their families need. The levels of violence at home, both against children and women are still to be

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<sup>2</sup> The World Bank report "Moving from Residential Institutions to Community-Based Social Services in Central and Eastern Europe and the Former Soviet Union", 2000

<sup>3</sup> Statistical Yearbook, 2018

<sup>4</sup> 2015-2016 MICS survey

<sup>5</sup> Statistical Publication "Women and Men", 2019



measured, however, the MICS data indicates that more than a third of women justifying physical violence. There is a need to develop preventive and support services to deal with domestic violence, as well as social services for GBV response at community-level to mitigate risks for survivors and remove additional barriers for women from rural and remote areas forced to seek assistance in residential facilities located far away from their place of residence.

Turkmenistan took a range of important steps to harmonize the national legislation in line with the provisions of CRPD. Nonetheless, given the general lack of data, it is difficult to assess the impact of the social protection mechanisms and services, in particular those related to children and families and hence to develop policies that will “leave no one behind” The national legislation (Code of Turkmenistan on Social Protection) includes regulations on social services for adults with disabilities and older people and reflects a medical approach in the provision of social services, that is not sufficiently aligned with the CRPD and CRC and focuses more on the partial or complete loss of the ability of beneficiaries of services to satisfy basic life needs and on their constraints rather than on the role of social services to support people to live independently and to empower service users and address structural issues. This understanding of social services is to a certain extent preconditioned by the definition of disability which also takes the medical approach in determining disability, that is not aligned with the CRPD definition of disability that signals a need for a paradigm shift from a medical to social model and from a welfare approach to a rights-based model. The current legal understanding of social protection conflates cash benefits with social services and access to social services is category-based with no mechanisms for the individual needs of service users to be taken into consideration. There is a need to improve legal regulation of services for prevention of human trafficking and to develop new legal acts regarding violence against women and children.

Essentially, the country’s social protection policy mainly provides cash benefits (7 per cent of the budget allocations and 1.3 per cent of GDP in 2017) and largely relies on extended family to support vulnerable people, including children without parental care, and to provide care to people in need of support with basic care needs. This approach is in keeping with Turkmen culture, social and family norms and traditions and any new system of social services should aim to further build on this deeply rooted informal system of support. However, as economic and other social challenges create challenges to families leaving them less able to provide care and support, the formal system of social services and support needs to reform in order to ensure that children, women, people with disabilities, older persons and youth are not being left behind.

The existing system of formal social services has not changed substantially since Soviet times and is highly centralized with most services provided by state institutions. Currently, a small number of CSOs are involved in service provision mainly in larger cities. Based on interviews and focus group discussions with various stakeholders conducted by UNICEF, UNDP and other UN agencies in recent years, it is clear that six territorial social assistance centres owned by the Ministry of Labour and Social Protection are the only non-institutional care services available to a limited number of adults with disabilities and older people - 1513 women and 422 men were served in such centres in 2017<sup>6</sup>. Availability of non-institutional care services for children and families is even more limited. Some alternative social services have been developed by CSOs - services for victims of human trafficking and migrants, advisory services for vulnerable people and families, services for victims of violence, services for children and adults with disabilities and persons with disabilities on a small scale and with limited availability outside the main cities. Residential care institutions exist for children of all ages without parental care and for adults, as well as boarding schools for children with disabilities

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<sup>6</sup> Statistical Publication “Women and Men of Turkmenistan”, 2018

and other types of specialised residential institutions. According to the 2017 official statistics, 600 children without parental care were placed in children's home and orphanages, 261 children with disabilities and 248 older persons and adults with disabilities resided in the boarding and nursing homes<sup>7</sup>.

Some CSOs such as the National Red Crescent Society, Yenme, Keyik Okara and others also provide some material support and other services to persons with disabilities and advisory services to single parents or couples in divorce proceedings. However, these activities are not systematically supported by regional structures and are available in a limited number of Etraps and not in all Velayats<sup>8</sup>. The existing system of social services provides limited coverage to vulnerable groups and is mainly based on provision of long-term residential social care services in large-scale institutions where maintaining contact with family is challenging. Other elements of a formal system of social services such as information provision, individual needs assessment, referral procedures, requirements and standards for provision of services, guaranteed public funding and social work workforce are missing.

In order to meet its obligations under the UNCRPD, CRC, CEDAW and the CESC, a state reform of the social sector in compliance with these Human rights mechanisms is still pending. An adequate legal definition is required for a concept of social services that recognises the importance and priority of community-based services, introduces the concept of social work and ensures the development of the system with a shift from cash benefits and socially-excluding residential care services to inclusive community-based social services that empower vulnerable people to address the challenges they face and enable them to lead independent lives in the community living with their families, attending school, participating in employment or other economic activities. The right to social protection of citizens, including the provision of social service as important component of the social protection is safeguarded in the Constitution of Turkmenistan. Further development of the social service sector is a key issue for the strategic and policy documents of Turkmenistan. Improvement of the quality of social services is included as one of the main objectives in the National Programme of the President of Turkmenistan on socio-economic development for the period 2019-2025. The development of quality social services and introduction of international standards in the social protection sector are considered key priorities in the social sector in accordance with the Programme. Specifically, the Action Plan of the Presidential Programme envisages policy-level changes for improvement of the legislative base related to social protection and secured employment (Action 48) and policy changes for improvement of social service methods for the vulnerable groups and citizens in need (Action 52). Expanding the range of social services, introduction of the concept of social work and the development of community-based services are declared as important prerequisites for the improvement of the system of social protection. While strong family traditions and culture ensure the first line of informal support for some of the target groups, there are local authorities at the Etrap level (Khyakimlik) and self-governance community based bodies (Gengeshlik) that are very influential and can form the basis for the promotion and establishment of a new model of services that reach out to vulnerable target groups in the community. The need for development of inclusive, quality community-based social services was also identified as a priority area of cooperation in the current UN Partnership Framework for Development (UNPFD) 2016-2020. UNICEF developed a ten-year Action Plan on development of social services starting with certain groups of population. The JP was drafted based on the planned work within the UNPFD, in close consultations with the Ministry of Labour and Social Protection as the lead national partner as well as with the

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<sup>7</sup> Statistical Yearbook, 2018

<sup>8</sup> There are five Velayats or regions in Turkmenistan plus the capital city Ashgabat. Each Velayat and Ashgabat are divided into 62 local authority administrative units called 'Etraps'.

Parliament and the ministries of Finance and Economy, Education, Health and Medical Industry and Interior.

The development of a sustainable model of social service provision based on community-oriented approach and human rights framework, adapted to the national context, which is the focus of the JP aims to address all these gaps and challenges. Also, the prototyping and the implementation of the model will provide a response to all the national government strategic and policy documents, listed above.

The JP is building on previous and existing work in the sphere of social service development and social service workforce development that has been ongoing for several years since 2013-14 when the Government, with UNICEF support, conducted a study of the reasons for institutionalization of children under three years of age in Turkmenistan to inform policies for the development of alternative services. Since then the PUNOs have supported the government in studying existing social services for children and families, children and adults with disabilities and other vulnerable groups including women facing gender-based violence, youth at risk and people living with alcohol or other dependencies. Together with UNICEF and UNDP key government ministries including the Ministry of Labour and Social Protection of Population, Ministry of Health and Medical Industry and Ministry of Education have been involved in drafting an action plan for the development of community based social services and an operational manual and social work curriculum have been developed and discussed in depth with government and CSO stakeholders.

The model (described in more detail below in the overall strategy section 2.1) is expected to transform the dynamics between state and individuals, shifting the role of service users from passive objects of care to active participants in the system. The JP plans to prototype a range of cost-effective services for the target groups, which will be person centred and support the empowerment of the most vulnerable and at risk of being left behind. The model delivers gender-responsive social services, facilitating the empowerment of women and girls, boys and men as well as other vulnerable groups and providing flexible solutions to address intersectional discrimination and unique barriers encountered by vulnerable groups. The prototypes of the new services will be synchronized with the key community-based entities providing basic public services. Prototyping will be implemented through different organizational modalities, including municipalities, regional government agencies, CSOs, private companies with participation of households and professionals. This will help to identify the most cost-effective and relevant to the national context model and prepare the ground for further implementation at scale by the Ministry of Labour and Social Protection of Population throughout the country. The introduction of social contracting as a component of the prototype of the new model will address the need to expand the range of services available and diversify the range and type of service providers while also fostering civic participation in the social service provision. The proposed system and transformational change will be integrated across education, health, employment and social service sectors. Therefore, the JP is initiating the establishment of a multi-stakeholder partnership, including the Parliament, Ministries of Labour and Social Protection, Health, Education, Finance, Justice and Interior to ensure support for the social service system reform during the JP and its long-term institutional and financial sustainability beyond the lifetime of the project.

The JP inter alia, will provide a platform to increase the scale and scope of the new services being modelled as part of the current UNPFD, and lead to cross-sectoral synergies of approaches and finances that the SDG implementation requires. As Turkmenistan aligned national priorities with SDGs, the proposed JP provides an unprecedented opportunity to achieve not only a specific target (Target 1.3) related to social protection, but to simultaneously achieve progress in many fundamentally interlinked goals and targets.

## 1.2 Target groups

Despite remarkable rates of economic growth in the early 2000s, Turkmenistan still faces an unfinished development agenda. The impact of recent progress has been felt differently across different parts of the country and continues to require major policy attention to ensure greater equity. Even limited data indicate wide disparities exist according to rural-urban status, region, wealth quintile, age, gender, disability and ethnicity. The current system of social protection effectively widens gaps between vulnerable communities and the wider population. The JP can represent a breakthrough in generating a transformative impact for the left behind. The additional pressure on traditional, informal family support systems resulting from economic and other social changes mean that more children, people with disabilities, women and older people are increasingly vulnerable to abandonment, neglect, abuse and violence. The focus of the JP is therefore on the following target groups that are most left behind and at risk of being further left behind:

1. Children
  - a) Children with disabilities;
  - b) Children without parental care;
  - c) Children at risk of separation from parents.
2. People with disabilities
3. People in need of support with basic care.
  - a) Lonely older persons;
  - b) People with chronic illnesses.
4. Women facing gender-based violence.
5. Youth at risk.
  - a) Those leaving long-term residential care are of all types;
  - b) Youth with risky behaviour (early pregnancy, in conflict with the law, substance use, STI)

The JP will influence directly these specific target groups and will also influence wider groups of women, children, girls and youth, persons with disabilities, older persons, internal migrants, victims of trafficking, sexual exploitation and abuse.

The JP will focus on increased capacities of both-rights holders and duty bearers and respect the key principles of the HRBA of Participation, Accountability, Non-discrimination, Transparency, Human dignity, and will be implemented in accordance with the below Human Rights Mechanisms to address multiple inequalities by supporting a model of human rights-based social services in the community.

### CRPD (2015 Concluding observations)

- Design and implement effective programmes, including affirmative action measures, to promote the rights of women and girls with disabilities and eliminate discrimination against them in all aspects of life;
- Prosecute all cases of violence against persons with disabilities, women and children;
- Design and implement a strategy based on measurable targets for the deinstitutionalization of persons with disabilities, considering the various types of institutions, with a view to promoting community-based services and supporting independent living
- The strategy should provide for enough trained therapists, social workers and other relevant specialists.

### CRC (Concluding observations 2015)

- Improve the system of family support and take measures to strengthen families, in order to prevent abuse, neglect and abandonment of children;
- Involve systematically all non-governmental organizations (CSOs) working in the field of children's rights in the preparation, implementation, monitoring and evaluation of laws, policies and programmes relating to children.
- Continue to develop and implement a comprehensive deinstitutionalization strategy;
- Facilitate family-based care for children and establish a system of foster care for children who cannot stay with their families;
- Abolish the practice of temporary placement of children in children's institutions;
- Adopt a human rights-based approach and develop community-based rehabilitation programmes and home-based care, with a view to reducing the institutionalization of children with disabilities;

#### CEDAW (Concluding observations 2018)

- Pursue, by all appropriate means and without delay, a policy of eliminating discrimination against women, including gender-based violence;
- Expedite, as a matter of priority, the adoption of a comprehensive law specifically defining and criminalizing all forms of gender-based violence against women, domestic violence, marital rape and sexual assault within and outside marriage;
- Strengthen support services for women and girls who are victims of gender-based violence and trafficking

#### CESCR (Concluding observations 2018)

- Enhance efforts to ensure that persons with disabilities enjoy unhindered access to all social services, including education and employment;
- Enhance preventive measures, including nation-wide awareness raising of the generic public and law enforcement officials on domestic violence.

#### UPR (Concluding observations 2018)

- Continue its efforts to protect the rights of women and children and to provide them social protection
- Continue to take measures to expand public access to quality services in health care and education;
- Accelerate its efforts towards eliminating violence against women and consider adopting relevant legislation
- Discontinue the practice of temporary placement of children in institutions and develop and implement a comprehensive deinstitutionalization strategy

Addressing the needs of children (children with disabilities, children without parental care, children at risk of separation from parents), people with disabilities and older persons in need of support with basic care, women facing gender-based violence and youth at risk, the JP enhances the introduction of a social model of disability and a social model of community-based services which will support the relevant target groups to be empowered and included in the society. Offering a sustainable solution for community-based social services provision and human rights framework, based on CRPD, CRC, CEDAW, CESCR and UPR, the JP will contribute to promotion of the rights of persons with disabilities, older persons, women, youth and children and:

- Promote respect for the rights of beneficiaries of social services;
- Introduction of the paradigm shift that beneficiaries of services are rights-holders, not objects of care

- Support independent living in the community and development of independent living skills of the relevant target groups
- Continue the process of working towards deinstitutionalization
- Raise awareness about violence against children and women
- Increase the scope, scale and accessibility of social services;
- Introduce more tailored and person-centred social services for the target groups that address to a greater extent their individual needs;
- Strengthen gender-sensitive and/or gender-transformative approach across all outputs and activities
- Empower the most vulnerable by engaging them in formulation of the social service policy
- Strengthen the capacity and role of CSOs as one of the duty-bearers in human rights frameworks

The JP will take all steps to ensure a meaningful application of the LNOB principle, including:

- gathering evidence through detailed social work assessments to identify the needs of the most excluded across the already vulnerable target groups of children with disabilities and those deprived of parental care, PWD, older persons, women experiencing GBV and youth at risk;
- a new social work workforce trained and established by the JP will be involved in conducting individual needs assessments of the relevant target groups, both to ensure their direct shaping of the new model of inclusive community-based social service provision and new types of social services, and to build capacity of the new workforce;
- the findings will inform the design of the response by the JP, including cross-sectoral measures at policy and institutional level;
- ensuring participation of CSOs and respective communities throughout the JP

Furthermore, the JP will create an enabling environment for participation of these groups in the decision-making, implementation and monitoring processes.

The assessment of the needs of the target groups will be based on fresh data from the 2019 Multiple Indicator Cluster Survey, the fieldwork of which has just completed, having collected data on children and women with disabilities in line with the CRPD for the first time. The UN will also work with the government to tap into a newly established registry of people with disabilities for triangulation of data and better assessment of needs and coverage.

The JP will adopt a twin-track gender mainstreaming approach, (a) targeting vulnerable women in prototyping social services to the GBV affected community and (b) addressing gender concerns in planning, implementing and evaluating the JP. The JP will rely on gender analysis and sex-disaggregated data.

The JP aims to design and provide a nationally adapted response to the existing gaps of the system of social service delivery through prototyping an inclusive, empowering, participatory model of community-based social services. Through the JP a variety of services shall be developed and piloted for the different target groups responding to their needs and supporting the empowerment and inclusion of the most deprived.

### **1.3 SDG targets**

It is expected that the JP will accelerate achievement of the SDG specific target (Target 1.3) related to social protection, and of several interrelated SDG targets, including adoption of a social protection policy aimed at greater equality (Target 10.4) and reduction of gender-based violence as well as violence against other vulnerable groups, such as children (Targets 16.1



and 16.2). It will also produce a catalytic effect on implementation of Targets 4.4 and 8.5 by increasing a number of adults with social skills and ensuring decent work for social workers. The JP will also ensure human rights-based and participatory approach to social service delivery by engaging civil society organizations and private sector and contribute towards achievement of Targets 16.7 and 16.10. By advancing human rights and tackling inequalities, exclusion and vulnerability, the JP aims at reaching those left furthest behind. Last but not least, the JP will be the first example of UN agencies and all the relevant stakeholders coming together for developing a coherent policy around a sustainable development issue (Target 17.14).

In the longer run, the JP will positively affect SDG targets 1.a (adequate resources for social sectors, particularly social protection) and 1.b (pro-poor and gender-sensitive development strategies). Turkmenistan has not adopted the latter but adopted its indicator regarding prioritization of spending that disproportionately benefit women, poor and other vulnerable groups.

The country is still in the process of clarifying indicator definitions and identifying baselines and/or potential data sources for the SDG indicators. Data limitations and quality, particularly at disaggregated levels, is the main impediment. While this process is going on, the UNCT tried to capture both the SDG indicators and potential proxies to be used within the framework of the JP.

**Table 1: List of the SDG targets to be addressed by the Joint Programme**

# of SDG target	Description of the SDG target	SDG Indicator/Proxy	Baseline	Data collection method	Expected target by 2022
1.3	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	SDG Indicator 1.3.1 Percentage of population covered by social protection floors/systems, disaggregated by sex, with break down by children, retired persons, people with disabilities, pregnant women/newborns, work injury victims	To be defined at the end of 2019 for certain benefits and selected groups.	Turkmenistan 2019 MICS  While the absolute numbers of beneficiaries are available from administrative sources, percentages are not possible to calculate because of missing denominators	To be discussed after the baseline is available
		Proxy Indicator: Availability of additional social services for vulnerable groups	Not existing. The current social protection system is solely based on cash benefits and informal support mechanisms	Evaluation of the JP	20 Etraps with community based social worker and 15 specialised service prototyped
10.4	Adopt policies, especially fiscal, wage and social protection policies, and progressively	Proxy indicator: % increase in social protection expenditures in the state budget	8.4% increase in expenditure	State Budget	At least 10% increase annually

	achieve greater equality		between 2016-2017 <sup>9</sup>		
16.1	Significantly reduce all forms of violence and related death rates everywhere	SDG indicator 16.1.3 Proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months	TBD	16.1.3 UNFPA-supported survey in 2020	TBD
		16.1.4 Proportion of population that feel safe walking alone around the area they live	TBD	16.1.4 Turkmenistan MICS in early 2020, but only for women	TBD
		Proxy indicator: Attitudes towards domestic violence Percentage of women age 15-49 years who state that a husband is justified in hitting or beating his wife in at least one of the 6 circumstances	35%	2015-16 MICS  Updated data will be available from the 2019 MICS. The next round that will provide data on this indicator is planned for 2023.	25% in the areas (Velayats) where prototyping takes place

Provision of good quality community-based social services including family (child and persons with disabilities) focused social work support is an important component of the social protection system, including social protection floor as endorsed by the UN system (Target 1.3) and the programme will significantly increase coverage and access to social services. Availability of community based social workers and a community identification, referral and gatekeeping system will help reduce violence against women and children (Targets 16.1 and 16.2) and support a more adequate response that can mitigate the long-term health outcomes of violence. The main outcome of social services is to contribute to social inclusion ensuring that those living in poverty or at risk of poverty and exclusion gain access to opportunities and resources necessary to participate fully in economic, social, and cultural life and to enjoy a standard of living that is considered normal in the society in which they live. While income support programmes can boost purchasing capacity, they do not address the root causes of exclusion and address the consequences of social exclusion. The JP aims to address the drivers of exclusion by supporting the Government of Turkmenistan in developing policies on community-based social services (Target 10.4). The Joint Programme will also produce a catalytic effect on implementation of Targets 4.4 and 8.5 by increasing the number of adults with social skills and ensuring decent work for social workers. Increased investments in social service provision— particularly in terms of care for children, the elderly, and persons with disabilities—can boost participation in labour markets and vocational training programmes, particularly for women. The JP will also ensure human rights-based and participatory approach to social service delivery by engaging civil society organizations and private sector and contribute towards achievement of Targets 16.7 and 16.10. By advancing human rights and tackling inequalities, exclusion and vulnerability, the JP aims at fulfilling the key principle of the 2030 Agenda “leave no one behind”.

<sup>9</sup> Statistical publication “Finance of Turkmenistan in 2016-2017”

The JP implementation will create an opportunity for systemic change for the SDGs acceleration in the country. Particularly, the JP will demonstrate the costing methodology for the social services which will help the Ministry of Labour and Social Protection to assess adequacy and coverage of the social protection system for the most vulnerable groups. The JP will also help the UNCT to engage with the Ministry of Finance and Economy of Turkmenistan who is the government lead agency for the SDGs implementation, on strategic discussion regarding the SDGs integration into the national budgeting process which has been identified by the MAPS as the key bottleneck for the SDGs achievement in the country. Given the current fiscal constraints in the country, there might be a resistance from the Ministry of Finance and Economy to increase public expenditures for the community-based social services. Through the social service prototypes and cost-benefit analysis, the JP will demonstrate the economic and social value of the new community-based social service model vis-à-vis the current social service system that is based on residential care.

The JP implementation will also have a multiplier and catalytic effect on the CSOs development in the country, which currently face significant barriers for registration and operation in the country. Engagement of the CSOs in the JP implementation will demonstrate their important role in reaching out to the vulnerable groups and addressing their needs and help expand the space for CSOs engagement as social providers in the country and ensure their financial sustainability.

Through conducting the social service sector assessment and GBV survey, the JP will also help address another key bottleneck for the SDGs implementation that is related to data quality, access and disaggregation in the country. The JP will provide a platform for discussion of ways for collecting data for missing SDG indicators related to social protection and domestic violence as well as the whole issue of multi-dimensional poverty and accelerate establishment of the national SDG database and production of quality data for policymaking in the area of social services and social protection.

#### **1.4 Stakeholder mapping**

Three main groups of stakeholders are involved in the development of inclusive community based social services in Turkmenistan as proposed in the JP and they can be categorised as national, regional (Velayat) or local level stakeholders.

National stakeholders include the **Parliament** (Mejlis) and all relevant **government Ministries** with responsibilities for the development of quality social services and introduction of international standards in the social protection sector as part of implementing the National Programme of the President of Turkmenistan on socio-economic development for the period 2019-2025. The Ministry of Labour and Social Protection (MoLSP) is the lead Ministry with the highest interest in achieving the goals of the JP, but it has been partially sharing social service authority and responsibilities with the Ministries of Health and Medical Industry and Education that have larger budgets and more universal reach. For these Ministries, social services development is a less central issue than for the MoLSP, but they nevertheless have responsibilities for addressing issues impacting on the JP target groups and currently run residential social services (infant homes, rehabilitation services, residential care services for children, elderly and people with disabilities) or have responsibilities for key statutory functions in relation to the target groups (guardianship and trusteeship specialists, disability and medico-pedagogical assessment). The Ministry of Health (MoH) has a particular interest in developing home-based services that can support people with chronic illness to recover and rehabilitate. The Ministry of Finance and Economy (MoFE) is the most powerful of the national government Ministries – it has the ability to ensure the financial sustainability of the new model of inclusive community based social services, including diversification of service providers to include non-state organizations, however it will require clear evidence from the

profile Ministries of the efficiency and returns of the proposed model in order to move to create social worker positions or allocate funding for service provision. The Cabinet of Ministers is a mechanism that can support inter-ministerial working group and address sectoral barriers to implementation. The Ministry of Foreign Affairs is a key Ministry with a strong mandate for convening across sectoral and institutional boundaries, has a particular interest in representing Turkmenistan as succeeding in achieving the SDGs and implementing international human rights mechanisms. It also plays an important role as a key stakeholder for engagement with the UN agencies. The parliament relies on evidence, information, technical support and policy provided by the profile Ministries (and to a lesser extent by CSOs or academic institutions), but otherwise has the power to institutionalise the new model of inclusive, community-based social services provision in legislation and the sub-legislative acts that can create a regulatory system, form the basis for funding requests to the Ministry of Finance and ensure preparation for going to scale by the end of the JP. Improvement of the legislation will be conducted through tripartite cooperation with the National Trade Union and the Union of Entrepreneurs and Manufacturers. The parliament has an interest in aligning legislation with Turkmenistan's international commitments to the main Human Rights Mechanisms and specially to amending the Social Protection Code to align with the CRPD.

**The Ministry of Education** considers the introduction of social work professional education as a degree course, but their interest will depend on the creation of demand for professional social workers by the main Ministries and the introduction of social work as a profession in the legislative and regulatory framework. **National level CSOs** endorsed by the government include the National Red Crescent Society, the Women's Union, the Youth Organization, the College of Advocates and some of the official disability organisations. These CSOs have the potential to become service providers and are interested in the funding of service provision by the government. They also have the potential of leveraging additional resources for service provision, including from the national government. **Technical institutions** such as the State Statistics Committee and the Institute of State, Law and Democracy can provide important information and evidence to the Parliament and profile Ministries in order to support evidence-based decision-making to ensure that the model of social work and social service delivery being developed in Turkmenistan is appropriately adapted to the national context.

Sub-national stakeholders include **Velayat government authorities** (Khyakimlik) with responsibilities for implementing national policies and programs on social services and social protection. These are territorial representative departments of the main national Ministries and the network of existing residential care social service providers under Social Protection, Education and Health. They have limited power to impact policy but have some resources at regional level to expand the range and reach of services and to support the introduction of new ways of working, new social worker positions and the development of regional mechanisms for planning, funding, coordinating and regulating social services provision at the community level. The six MoLSP territorial centres for social protection are organised at the Velayat level and also have an interest in expanding the range, reach and type of services they provide, but are wholly subordinated to the Velayat department of labour and social protection. **Regional level branches of national CSOs** such as the National Red Crescent Society or the Women's Union can have little influence on policy but have high interest in being able to deliver services to their target groups. The JP will aim to ensure that all service providers, whether CSOs or government organizations, are reaching out to the most vulnerable and left behind among the target populations at the local level. Other **CSOs** that are active in the provision of services to vulnerable groups and in representing their interests include disability organizations such as the Deaf and Blind Society, Keyik Okara and Yenme, a social services and advocacy organisation working with a range of service users including people with disabilities, children with disabilities and their parents, youth at risk and children

without parental care. Yet, small CSOs have limited capacity to provide social services nationwide.

Local stakeholders include the **target populations** themselves – children, families, women, youth, people with disabilities, older people, people with chronic illnesses and any local community-based organizations representing these vulnerable groups – for example Keyik Okara, Yenme or **district chapters of CSOs** such as disabled persons organizations, the National Red Crescent Society or Women’s Union where they exist, which is only in very few districts. The target groups, as a rule, are highly interested in accessing inclusive community-based services that do not involve removal from their families and communities and long stays in residential institutions. Women facing gender-based violence or children who are experiencing violence or being abused or exploited are largely unrepresented and have no access to support or services as they are perceived as not existing within the context of Turkmen social norms. Access to support and services for children with disabilities needs to be strengthened in order to address barriers such as societal attitudes to disability. The JP aims to give voice and prominence to these groups and to involve them in articulating their needs and shaping the services that can be developed to meet those needs. **Etrap government authorities** (Khyakimlik) especially guardianship and trusteeship specialists, police, education and health departments, social protection offices, schools, health services and other structures of local government that interact on a daily basis with the target groups and have responsibility for delivering social protection policies and programmes. These bodies have high levels of power to make changes at the local level, but low interest and low resources. If the top-level national structures mandate, empower and resource them to develop community-based services, then they represent the main agents for change and acceleration in achieving the JP objective. Self-governance bodies such as the Gengeshlik (an elected body of community members) can play a major role in influencing attitudes and social norms and in early identification and referral mechanisms. This is the body that is closest to the community, has high levels of trust and can provide information to community members and support identification of the most vulnerable and left behind. At the same time, they may also reinforce harmful social norms and behaviours such as discriminatory gender norms, stigma against disability and tolerance of violence against women and children. The new trained social workers and the model of inclusive community-based services being developed by the JP and adapted to the local Turkmenistan context will engage with the self-governance structures to maximize outreach into the community and feedback from community members while also aiming in the longer term to minimize and change harmful social norms and behaviours.

The engagement of IFIs is limited in the country, but JP will be a good opportunity to cooperate with the World Bank to engage its technical expertise in defining vulnerabilities, including capitalizing on its work with the Government on welfare monitoring. Advocacy will be made both with the IFIs and the government partners to leverage additional funding for the objectives of the JP.

## 2. Programme Strategy

### 2.1. Overall strategy

Turkmenistan’s development path shows that even when growth lifts the country income, it does not necessarily lift incomes of all people, particularly those of the poorest. It is now also evident that social protection scheme built on subsidies and institutional care financed by natural resources, is not sustainable and cannot be afforded by the government during economic decline.

The Joint Programme offers an alternative and more sustainable solution for social service provision that is based on a community-oriented approach and human rights framework. In

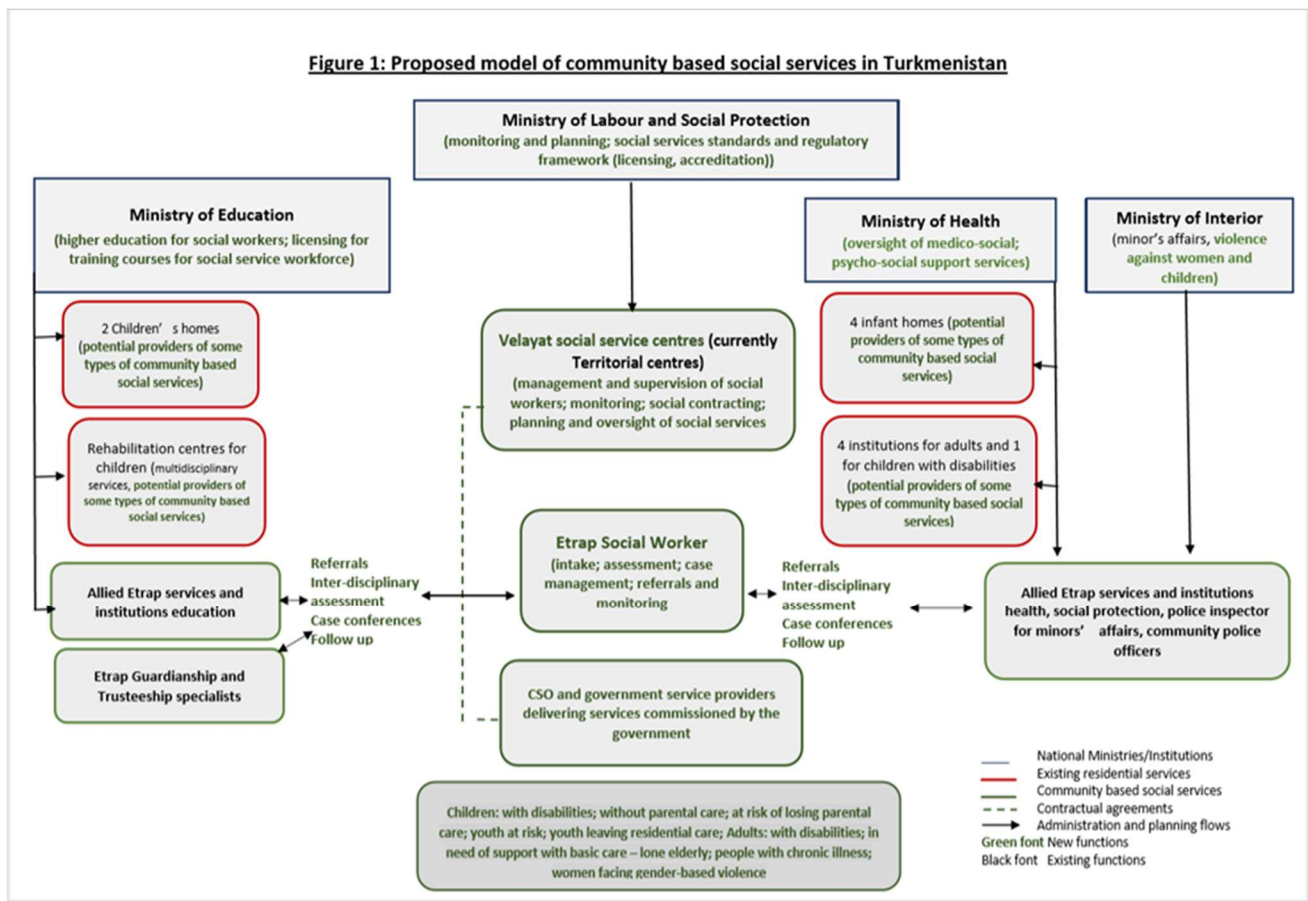


addition, the social service sector reforms in Eastern Europe show that community-based services are less expensive than residential care and far better for vulnerable individuals.

The Joint Programme plans to test a range of services for children, older persons and people with disabilities who are more at risk of institutionalization, and youth who have left or about to graduate from residential institution. Prototyping will be implemented through different organizational auspices, including municipal or regional government agencies and CSOs with participation of family members, direct consumers of service, and professionals. This will help identify the most cost-effective model for a country that will be further nationalized and carried out by the Ministry of Labour and Social Protection on a larger scale throughout the country. Currently CSOs are not involved in delivering social services and although some CSOs have made efforts to develop social services with private funding or funding from donors, these efforts have limited viability.

To ensure implementation of the LNOB principle, the JP will undertake an integrated three-pronged approach: i) examining the needs of people who are the most left behind, ii) empowering them by shifting the role of beneficiaries from passive receivers to active participants in the social service system; and iii) enacting an inclusive, far-sighted and progressive social service policy.

A model proposed for development has been discussed with the government and its key elements are summarised in Figure 1 and described in Box 1 below.





**Box 1: Model of community-based social services proposed for development in Turkmenistan**

*The proposed model of community based social services in Turkmenistan will combine the existing and new components.* Particularly, the current national framework and enabling environment for social work and social services development will be strengthened, including the higher social work education programmes; legislation; monitoring; allocation of national budget funding for the implementation of the model beyond the lifetime of the JP.

Also, existing residential social care services for children and adults (children’s and infant homes, elderly and disability care homes for adults) will strengthen social work and adaptation to rights-based approach to social care and start delivering new social services based on community principles, and velayat territorial centres will start fulfilling the new functions related to social service administration.

The current social work practice will be enhanced of Guardianship and trusteeship authorities with responsibilities for children without parental care and for legal guardianship of adults with disabilities who require such guardianship.

*The new elements of the social service model will include:*

- Two or three qualified social workers to be introduced at the Etrap level, employed by the Velayat Territorial Centres during the JP and in the longer term integrated into the Etrap social protection structure – they will perform intake, assessment, gatekeeping, case management and other community social work functions.
- Development and prototyping of special social services to meet specific needs identified in the assessment conducted by the Etrap social workers and delivered by both CSOs and local authority or government service providers. Types of services are likely to include: personal assistance services for people with disabilities to support independent living; home-based socio-medical services for people with chronic illness requiring home-based rehabilitation and care; family support services for families in difficult situations including families with children with disabilities; kinship care and other family-based alternative care services for children without parental care; services to prevent and respond to gender-based violence; services to support young people leaving care to reintegrate into the community; services for families where parents suffer from addictions

*Other main parameters and principles of the model include:*

Goals Oriented Funding: funds of the JP shall be allocated to pay for Etrap Social Worker salaries and for piloting community-based social services for the target groups. Based on the results of the pilots, public funding can be allocated for scaling up funding of Etrap Social Workers and community based social services in the country (Ministry of Health and Medical Industry already have in the budget funds for delivery of such type of service for people with chronic illness in need of socio-medical services at home during rehabilitation). Having in mind the highly centralized administration in the country, in the future such funding can be allocated at national level in the budget of the corresponding ministries.

Diversification of service providers: the model will be designed with modalities for state social service providers and CSOs including social contracting. Within the JP a contracting mechanism will be developed (grant scheme or tender process) aiming to address the specifics of social services and the interactions among the different “actors”.

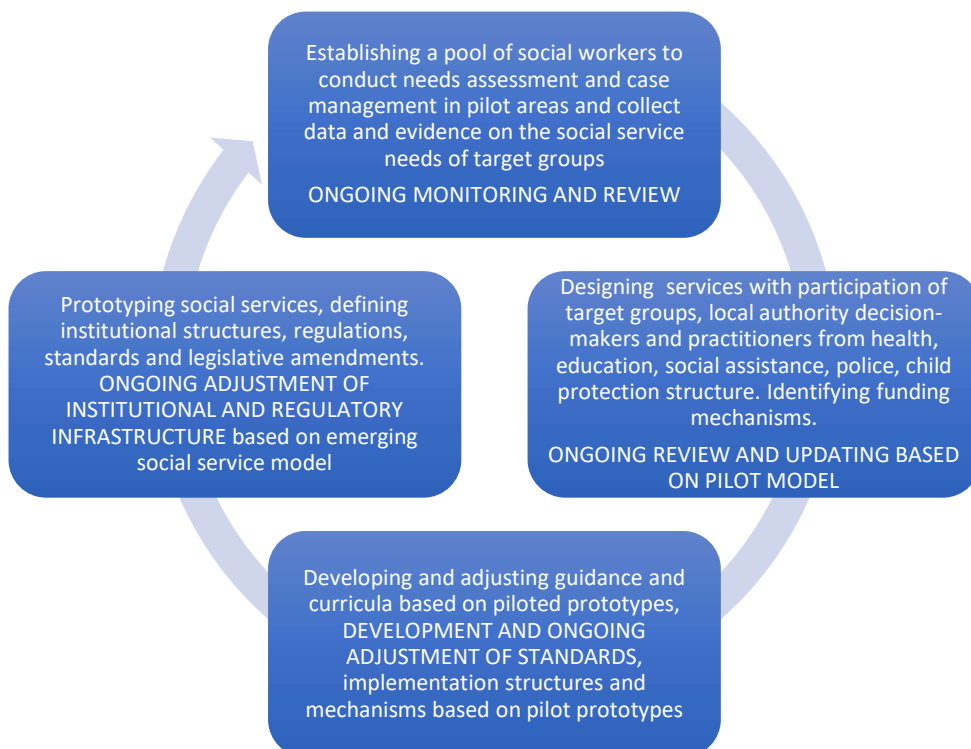
Introduction of a new concept of social services as activities supporting inclusion and independent living of beneficiaries from the target groups: involvement of service users in the whole cycle of social service provision (information provision, needs assessment, referral, planning, implementation, control and monitoring). Social services will be provided in accordance with the individual needs of people from the target groups and in accordance with their will and preferences. The goal of the community-based services prototyped within the JP will be to empower beneficiaries and support their autonomy in everyday life in accordance with the human rights mechanisms as well as to promote the shift from a medical to social model of disability.

Social work: The new services will be designed in compliance with social work approaches that will be developed by the JP. The services will be provided in accordance with the standards, developed by the JP. As part of the JP will build the capacity of social workforce of the country (social workers, service providers, including CSOs, social work allied force, decision-makers and managers)

Distribution of roles: three components will be examined when describing the distribution of roles and responsibilities among the different stakeholders: 1) responsibility for providing the social service; 2) financing the service; 3) operating (running) the service. Within the piloted models the state will always be responsible for provision of services. The government will also, inevitably, be the main actor in financing those services, even though non-state funding sources can be included in the provision of social services to complement government funding and increase the availability of resources. Also, the state will be responsible for the specific framework related to quality standards of services, requirements for social service providers and implementation of services. The framework established by the state will be equally applicable to all types of service providers (governmental and non-governmental). The operation of the actual services at the local level can be effectively contracted out to non-state actors or state service providers, which is where social contracting plays a role within the established framework. Having in mind that the state always remains responsible for the social service provision, the government will be involved in the specific control and monitoring mechanism for service providers. Such

The JP will mobilise a fast start up to creating a model of inclusive, community-based, quality social services for the most left behind groups of the population by establishing a community based social worker and locally adapted specialized social service prototypes to meet specific needs and using them to both inform the design of the national social service system and build the capacity of the social workforce as illustrated in Figure 2. An important underlying assumption of the proposed strategy is that in the current vacuum where social work and community based social services are not yet developed beyond the provision of residential care services and home care services for adults, there is a need for pilot prototyping to inform the further elaboration of the national social service policy and regulatory framework as well as development of curricula and standards for teaching and practicing social work

**Figure 2 Proposed cycle for prototyping the community-based social services**



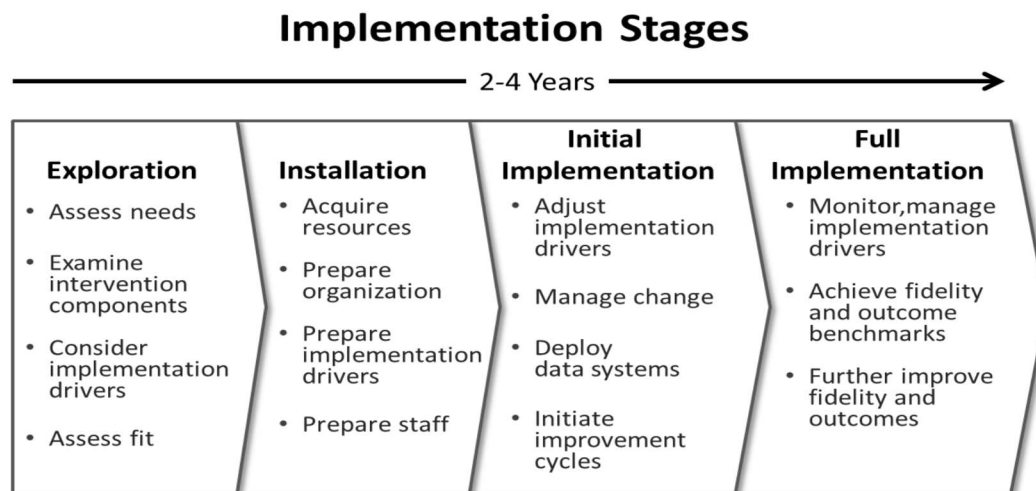
Source: Adapted from Action plan for the development of social services and social service workforce 2018-2028 (UNICEF/P4EC consulting group, 2018)

Building on social services studies, legislation and policy analysis already conducted, the deployment of social workers employed through government structures and the design of specialized community based services based on individual social work assessments will inform decisions by government about structural changes, regulatory frameworks and legislative amendments needed to institutionalise the model after the JP is complete. This activity to develop the model in practice will run in parallel to the development of a social work Higher education degree curriculum and development of the regulatory framework and institutional infrastructure needed for a social services system. This approach will ensure achievement of the immediate short-term objective aimed at developing pilot social services for the JP target groups rooted in the social and cultural norms and structures which currently exist in Turkmenistan. This will also create an opportunity to test ground for some of the concepts and ideas about social work in order to inform the establishment of social work education and profession.

In addition, analysis of the legislative framework (UNDP and UNICEF, 2018) indicates that while gaps are considerable, there is enough of a basis in existing legislation to be able to implement a pilot model. Therefore, the JP will tailor international practices of community-based social services to Turkmenistan context, initially using the existing institutional structures and legislation, and providing evidence for further adjustment.

The JP multi-layered approach to social service prototyping combines all elements prior to its full implementation at scale and capitalises on the different contributions to date of the PUNOs and the Government of Turkmenistan to accelerate reforms that have been stalled for many years without even reaching the exploration stage. Establishing inclusive, quality community-based social services with all the necessary elements (referral and gatekeeping mechanism, standards, regulations) and the profession of social work have been identified as key implementation drivers for achieving the JP goal. In keeping with theories of implementation science (illustrated in Figure 3), the Joint SDG Fund format offers a unique opportunity to drive forward through the exploration and installation steps to the stage of being ready for initial implementation at scale by the end of two years of the JP (see Figure 3).

**Figure 3: Implementation stages**



Source: National Implementation Research Network, <http://implementation.fpg.unc.edu/>

Building on the PUNOs’ previous cornerstones and lessons learned which recognize the intersectional importance of social work in addressing a wide range of issues and social challenges and the importance of its statutory functions and the primary role of the government in the commissioning, regulation and funding of social services, the JP will promote integrated and coordinated social service system reform across education, health, employment, and social service sectors through establishing a multi-stakeholder partnership, including the Parliament, Ministries of Labor and Social Protection, Health, Education, Finance and Economy, Justice, Interior and CSOs.

The JP strategy will also benefit from the numerous studies by UNICEF that resulted in drafting of a ten-year Action Plan for development of social service and social services workforce. It also builds on UNDP’s experience in designing and implementing social protection reform in Turkmenistan, including pension insurance and social assistance, as well as UNFPA and UNODC mandates to promote social services for youth at risk. It responds to the UNPFD Outcome 3: “The social protection system is ready to provide inclusive quality community-based support services” that is strongly linked to SDG Target 3.1 “Implement nationally

appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable” nationalized by Turkmenistan.

## 2.2 Theory of Change

### a) Summary

The purpose of the JP is to make a transformative change in the current system of social service delivery in Turkmenistan to reach out to the most deprived and vulnerable population and address their specific needs. The Government of Turkmenistan has prioritized improvement of social services in its mid-term national development programme and human rights action plans and seeks support of the UN Country Team in implementing the national priorities aligned with the SDGs. The desired change will be achieved by creating a nationally appropriate model of inclusive community based social services, and accelerating achievement of substantial coverage of the poor and multiple vulnerabilities<sup>10</sup> specifically addressing the needs of children with disabilities, children without parental care, children at risk of separation from parents, people with disabilities and older persons in need of support with basic care, women facing gender-based violence and youth at risk. The prototype model of inclusive community-based social services will promote social protection approaches that empower service users and innovative solutions for addressing at all levels, the multiple vulnerabilities and needs of those currently being left behind. The model will be informed by the results of assessment of the individual needs of the target groups and an inventory of the supply of social services as well as a review of legislative and regulatory frameworks and institutional mechanisms for coordinating delivery of social services. A social service workforce will be created and capacity strengthened to deliver the new model of inclusive community-based social services. The theory of change is underpinned by an assumption that practical development of social work and prototype social services that empower service users will provide evidence to accelerate introduction of new legislation, regulatory frameworks and institutional mechanisms so that the system will be ready to go to scale by the end of the JP.

### b) Narrative

The JP is expected to commence towards the end of 2019 and conclude at the end of 2021 and this will ensure that the JP will provide an important milestone for achieving two specific targets of the National Programme of the President of Turkmenistan on Socio-economic development for 2019-2025, namely the development of new social service models and policy-level changes. The following activities and chain of results will be implemented and achieved by the end of the first year in order to then follow through on the ToC in the second year of the JP.

A review of the existing services and support for the most vulnerable in parallel with training of a pool of new practitioners to be deployed as social workers at the community level in all Velayats as well as existing social service workforce decision-makers, managers and practitioners at all levels. Several different types of training packages for social workers, their supervisors and managers, service providers and policymakers will be reviewed, developed and delivered over the full two years of the JP implementation and amended based on evidence from practice towards the end of the JP. A curriculum will be developed for a Higher education degree in social work, building on curriculum development already begun at the level of technical colleges, by a national group of social work educators drawn from further education institutions and service providing CSOs. This will lead to the founding and strengthening of the social work and social service workforce and will create the necessary capacity for assessment of the individual needs of the target groups for support and delivery of inclusive community-based social services. According to the National Plan of action on

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<sup>10</sup> SDG Target 1.3

realization of Child Rights 2018-2022, the introduction of social work as a profession in the higher education system, as well as the development and implementation of training programmes for social workers to provide professional support for the most vulnerable are noted as major milestones to be implemented by 2022.

Individual assessments of target beneficiaries will be conducted by the trained social workers in all five Ashgabat Etraps and in three target Etraps of the other five Velayats – a total of 20 Etraps covering both urban and rural communities. The data gathered through individual assessments will be aggregated to Etrap, Velayat and national level and the specific needs of the target groups for services will be identified and a baseline will be established of the coverage of social system protection disaggregated by sex, age, rural/urban and at-risk groups in the targeted 20 Etraps that can be extrapolated to inform planning at national level. In this way, and through a review of all existing social services across the whole country, the gaps in the system of social service delivery will also be identified by mid-2020, providing a basis for planning and designing new types of services to be prototyped, and for strengthening existing services.

Once these steps are completed, a model of prototype community-based services to assess and meet identified needs and adapted to the national context can be designed. The model should reflect the assessed needs and multiple vulnerabilities of the target groups and be person-centred, designed in a way to support and promote the autonomy, agency and ensure the human rights of the target service users. The model will introduce the participation of the service user in the whole cycle of service delivery starting with information provision, individual needs assessment, referral, planning, implementation, monitoring and review. Modelling this approach in practice will lead to a paradigm-shift in the social protection system from a medical and welfare model to a social and rights-based model that will be transformative for the role of service users from objects of care to subjects of rights. All prototyped services will be designed based not only on national/international practices, but on a participatory and empowering approach to tailor services and response mechanisms to women, girls, boys and men in the community context. The model will be designed with modalities for state social service providers and CSOs, including social contracting. International practice and the experience of the countries in the region show that social contracting can be used as a tool for providing sustainable responses to different vulnerabilities through government financing of programmes and activities implemented by civil society. The approbation of social contracting within the model will enhance civic participation in the provision of public services and open a new space for public-private partnerships in the social sector in Turkmenistan leading also to diversification of service provision.

Review of the legislative and regulatory framework will begin from the outset of the JP and draft legislation and regulatory acts will be continuously adjusted to take the emerging model into account. The package of legislative and regulatory documents to be drafted will include amendments to the Code on Social Protection, standards for social services, regulations for community-based social workers to assess needs and manage individual cases, linking service users to services that they need in the community or at Velayat level. A mechanism for social contracting will also be drafted and the institutional architecture will be developed (national, regional, local) defining a multi-level system of social services.

By the end of the first year of implementation an inclusive, integrated community-based social service model will be developed, with all its key elements, including referral and gatekeeping, tested/prototyped to address multiple vulnerabilities of the most in need.

By mid-2021 the prototyped models of community-based services will have been demonstrated, piloted, measured and costed. This will create evidence from pilots and



technical support for the government on costing services will enable funding mechanisms to be put in place, facilitating advocacy towards government commitment for allocation of budget to go to scale in 2022 and beyond. Evidence from the prototyped models will also inform improvement of legislation and secondary regulations which will be finalized and submitted to Parliament and the Cabinet of Ministers. The demonstration, and evaluation of the pilots and the communication of the outcomes to all stakeholders, including service users will lead by the end of the second year to increased social service coverage in the pilot areas and the potential of increased social service coverage for all including the most deprived and left behind after the JP is completed. The success of the prototypes will convince national counterparts that the model is feasible and based on experiences from the prototypes, the government will agree to adopt it as a national model and to pass the corresponding legislation and regulations as developed by the JP. This will contribute to the acceleration of SDG Target 1.3 “Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”.

Once the models are demonstrated by mid-2021, and their effectiveness evaluated, their full country-wide application can take place by 2025 (end year of the Presidential Programme). The proposed model and transformational change can also be integrated across education, health, employment and other public sectors which aim is to provide response to vulnerability and ensure equity. By modelling the new services, important entry points for addressing additional vulnerability may be obtained such as gender-based violence and violence against children.

By investing USD 2.35 million in establishing community-based social services, we aim to equip the government to increase the share of the state budget allocated for social protection and community-based social services by at least 10% annually, and help the Government to reorient some of the resources being spent on inefficient services. It is expected that by 2022, the UN will be able to advocate for large efficiency gains within the existing system and for significant increase of budget allocations for community-based social services. As the UN supports the Government in availability of additional data on vulnerabilities, such as recipients of social benefits, violence, children and women with disabilities, there will be more potential to assess the cost of inaction by 2022.

#### c) ToC assumptions

1. An inventory of the existing services together with an individual needs assessments of target groups in pilot communities *will provide evidence for* development and implementation of a new model of social services provision, including all its key elements (legislation, regulatory framework, institutional mechanisms for delivering services, referral and gatekeeping mechanisms) *that will improve the coverage of social services* to left behind populations, the JP target groups, disaggregated by sex, age, rural/urban and at-risk groups;
2. Establishing, training and strengthening the capacity of the social work and social service workforce in Turkmenistan *will create the necessary human resources for* the development in practice of a new model of social service provision and its preparation for full implementation and scaling up;
3. Providing technical support to the government to cost services and put funding mechanisms in place *will equip the government to* take decision to allocate budget for provision of the new model of social services at scale.
4. Introducing a person-centred approach in the design and prototyping of the services and empowering service users *will ensure greater equity, will open important entry points* for addressing additional vulnerabilities *and will lead to diversification of social service providers* including government contracting of social service delivery by CSOs;



5. Successful implementation of prototype services and models of inclusive, community-based service provision *will convince national counterparts that the model is feasible* and based on experiences from the prototypes, *the government will decide to adopt it as a national model* and to pass the corresponding legislation and regulations as developed by the JP and be in a position to allocate budget to go to scale in 2022 and beyond.

### **2.3 Expected results and impact**

The JP aims to achieve one outcome: *the social protection system is ready to provide inclusive quality community-based social services.*

This outcome makes a major contribution to accelerating achievement of SDG Target 1.3 especially in relation to achieving substantial coverage of the poor and vulnerable. In order to make the necessary changes and reforms to the system so that inclusive, quality, community-based social services can be delivered to the most vulnerable and left behind, three outputs must be achieved:

1. A practical model of such services must be developed and tested including all elements needed to prepare for scale up and full national implementation – gatekeeping and referral mechanisms, standards, standard operating procedures (SOPs), service specifications, trained staff etc. The practical model must address multiple vulnerabilities and must be fully adapted for the local community context in Turkmenistan and institutionalised at all levels – district, regional and national. It will also test different modalities of service delivery – through social contracting of CSOs and through state service providers or Khyakimliks/Gengeshliks.
2. The legislative and regulatory framework that can ensure the institutional and financial sustainability of the new model has to be developed, amended and improved to reflect the practical realities and lessons learned from testing the model under output 1 and presented for approval by the Parliament and the Cabinet of Ministers.
3. The social work and social service workforce that can deliver the model of services both during and after the JP has to be created and trained and a mechanism has to be established for ensuring that more social workers and social service workforce personnel can be trained and educated as the system goes to scale.

The three outputs are therefore intrinsically interlinked and mutually-reinforcing.

The activities contributing to their achievement all run in parallel throughout the whole JP implementation.

*Output 1: An inclusive community-based social service model is developed, with its key elements prototyped to address multiple vulnerabilities of the most in need and ready for scaling up*

This output will unfold in two stages – a preparatory phase in the first half of year 1 and a full modelling phase from 6 months through to the end of year 2. Throughout both phases the activities undertaken to develop and test the model will be feeding documented practical experience, information, data and analysis into the other two outputs and will be drawing trained staff, service specifications and other aspects of the administrative and regulatory framework from the other two outputs.

During the first months of the JP, 45 social workers will be recruited and contracted in close collaboration with the MLSP and will receive foundational training in social work delivered by a national group of social work educators supported by an international technical advisor both contracted by UNICEF and a training and education technical assistance package contracted by UNDP. During the JP, these social workers will be contracted and paid by the UN while in parallel the contracting arrangement with the government as well as the required budget

allocations will be developed. They will then be deployed in all five Etraps of Ashgabat and in three Etraps in each of the other five Velayats – 20 Etraps in total – to work with the Khyakimlik, the informal community groups and other stakeholders at the local level to identify the most left behind and vulnerable among the JP target groups, conduct individual assessments of their situation and develop plans for connecting them to existing services and support. This will both provide invaluable practice at the frontline of social work to build capacity and competencies and it will provide new data and information about the needs, challenges, constraints, wishes and barriers to participation of the JP target groups in each Etrap. This will be an assessment of the community members, referred by the Khyakimlik, guardianship and trustee organ, police, health, education and other stakeholders, who are considered to be vulnerable and in need of social services. Criteria and mechanisms for referral and the assessment methodology will be developed with support of the Chief Technical Advisor jointly with the working group and in consultation with Khyakimliks and CSOs at all levels.

It is important to mention that right now only the direct payment modality of Harmonized Approach to Cash Transfers (HACT) is practiced by the UN agencies in Turkmenistan, which means that paying the salaries through the Government partners is not feasible at this point. The discussions on opening of separate bank accounts and use of direct cash transfers have been underway for the last 4-5 years and will be continued. This JP may, in fact, be an excellent opportunity to move to a direct cash transfer modality. Until such an agreement is reached, however, the direct payment modality to third parties is proposed, which in the case of social workers will mean contracting by UN but based on a request by the Government. Options for contracting Etrap social workers by the government through the Territorial Centres are also being considered.

Once data has been gathered and analysed and the model of social workers attached to the Etrap level has been documented, towards the middle of the first year of implementation, the gaps in services will be identified and new social service models will be designed – at least one model for each target group around 15 service models in total – and government and CSO organisations will be invited to apply for funding to develop and deliver these services with training, technical support and guidance provided by the PUNO and the UNICEF chief technical adviser and a national pool of social work educators whose capacity is also being built under output 3. Feedback loops to capture the experience and outcomes for service users will be built into the design of the model services with data being gathered by the social workers and other social service workforce personnel deployed in the services. Monitoring and evaluation will be ongoing, and information will be provided at all stages to inform the other outputs.

By the end of the second year of the project the Turkmenistan government will have developed a model of practical social work at the community level, tested several prototypes of community-based specialized social services that meet specific needs and understood which are most effective and can achieve the best outcomes for the target groups. They will have understood the costs of delivery and be in a position by September 2021 to take decisions about allocating budget to the system in 2022 and about scaling up.

*Output 2. Legislative and regulatory framework enforced, and institutional mechanisms established to facilitate the introduction of the new community based social services delivery system.*

This output is closely related to Output 1 – Development of community-based social service model with its key elements prototyped to address multiple vulnerabilities. The achievement of Output 1 will create preconditions for the achievement of Output 2. Also, it will provide evidence from the practice for establishment and improvement of the legislative and

regulatory framework for delivery and funding of community-based social services. Starting from the baseline of lack of:

- adequate definition of social services;
- eligibility criteria;
- requirements for service providers;
- regulations for community-based services;
- quality standards for social services;
- regulations of the cycle of social service provision (information provision, individual needs assessment, referral, planning, implementation and monitoring;)
- commitment of the government to allocate budget for community-based services.

The achievement of this output will create legal and institutional framework for all key components of the social services system.

The indicators and targets for this output include;

- legislation drafted and amended;
- adopted regulations and laws;
- improvement of the adopted legislation by evidence from pilots;
- establishment of institutional architecture, regulated in the legislation, defining the multi-level system of social services;
- allocation of public funds in the budget law for community-based social services and introduction of public funding mechanisms, including social contracting.

This output will be a guarantee for institutional and financial sustainability after the end of the JP. Being a secondary phenomenon, the law reflects and regulates already generated and existing social relations. Output 1 will facilitate the generation of the social relations of social services provision in compliance with the person-centred, participatory and empowering approaches predicated in the Human Rights Mechanisms. Also, it will create the social interactions related to providing response by the state and the government to the needs of the most deprived and vulnerable in accordance with their individual profile. Once being created by the pilots these social relations will not remain restricted to the target groups in the targeted communities. Based on the good examples created by the pilots, a solid holistic legal base will be developed supporting establishment of a national system of inclusive community-based social services.

Activities under this output will also include technical support for the Ministries of Finance, Labour and Social Protection, Education and Health to cost the new system of services and the new models of service provision and to develop the basis for making allocations in the budget. Economic analysis will also be conducted to assess the social, economic and other returns from the existing system alongside the new system of community-based services and to inform decision-making at the national level about funding the new system at scale.

The existence of legislative and regulatory framework for provision of community-based services will guarantee the right to access to social services of the most vulnerable groups of the population and will create response mechanisms to the individual needs of children, women, girls, boys and men in the community context. By introducing in the relevant legislation of legal provisions compliant to the Human Rights Mechanisms will be ensured that the community-based services are tailor-made, beneficiary-centred and in the process of their implementation are respected the rights of service users. This will make social services more sustainable, effective and accessible for beneficiaries. On the other hand, will ensure participation and empowerment of beneficiaries (children, women, girls, youth, disabled and elderly).

*Output 3 The country's social work and social service workforce capacity strengthened*

This output ensure the human capacity required to implement output 1 is trained and supervised to deliver quality social work adapted for the national context. It also aims to ensure that all other actors engaged in the JP and aligned stakeholders at all levels have the training they need to support implementation and to prepare for eventual scale up. Training packages will be developed and delivered as follows:

1. 45 frontline practitioners performing social work tasks – 45 days over two years including 15 days of training during the first months of the implementation.
2. Foundational competencies training for allied workforce (police, health workers, teachers, social protection specialists) at the local level that are require for a system of community based social services to be developed – early identification, communication with vulnerable people, outreach, gatekeeping, referral, preliminary assessment etc – 5 days over two years for 30 people in six Velayats.
3. Training packages for CSO and government social work managers – how to supervise social workers and social service provision – 5 days, 10 people in five Velayats and Ashgabat.
4. CSOs and government potential service providers in Ashgabat and one other Velayat – foundational competencies - 5 days for 40 people.
5. Training for specific services and issues directly related to pilot services – 10 days, 5 people in 15 services.
6. Training and information programmes for national and Velayat stakeholders – 3 days over two years for 50 people in six Velayats.

This extensive training at multiple levels and across all sectors will ensure that the frontline social workers are supported and facilitated by fully competent local authorities, decision-makers and allied professionals. The feedback from training will also help to inform the design of the regulatory framework and legislative amendments under output 2.

A second strand of activity under this output will be to create the capacity to deliver a Higher education degree course in social work at university level and ensure that the education system can produce enough qualified social workers over time to meet the demand of the newly developing system at scale. The JP will support the government and universities to develop a curriculum based on international standards but fully adapted to Turkmenistan social, legal and cultural context. It will also train a group of educators to be able to teach the curriculum based on a good understanding and experience of practice in Turkmenistan.

*The overall impact* will be that people who are left behind now, and who are isolated in their homes without support of family, experiencing violence, neglect or abuse or languishing in residential or hospital care because there are no community based social services to support independent living in the community, will contribute to the design of services that can meet their needs. They will receive information and services, will be empowered to participate in community life and the economy and will be supported to overcome barriers to access other services such as health, education, social assistance and employment. New professionals with competencies in professional social work will appear, where there are currently no professionals currently able to work with the most vulnerable and left behind. The government will be equipped and prepared, by the end of the JP, to go to scale and accelerate considerably the pace for achieving SDG 1.3 and coverage with social protection of the most poor and vulnerable.

It is expected that in 2022, children with disabilities, children without parental care, children at risk of separation from parents, people with disabilities and older persons in need of support with basic care, women facing gender-based violence and youth at risk in the focus areas will have access to quality community-based social services managed by the professional social

workers and qualified service providers in the country to address their individual needs and ensure their social inclusion.

The JP implementation will also create a multiplier and catalytic effect on the CSOs development in the country, which currently face significant barriers for registration and operation in the country. Engagement of the CSOs in the JP implementation will demonstrate their important role in reaching out to the vulnerable groups and addressing their needs and help expand the space for CSOs as social providers in the country and ensure their financial sustainability. It will also create an opportunity for systemic and accelerated change for the SDGs implementation in the country. Particularly, through costing and budgeting of social services, the JP will help the UNCT to engage with the Ministry of Finance and Economy of Turkmenistan on strategic discussion regarding the SDGs integration into the national budgeting process which has been identified by the MAPS as the key bottleneck for the SDGs achievement in the country. The JP will also address the issue of data collection for the missing SDG indicator 1.3 and coverage by social protection system of the most vulnerable groups of population.

## **2.4 Financing**

The JP budget represents investment into three main areas of the Turkmenistan system of social services: creating a model of social services that does not yet exist; improving the legislative, institutional and regulatory frameworks that can sustain a new system of services and improving a social work and social service workforce. About one third of the budget is invested in establishing and building the workforce and the capacity to further expand, educate and train the workforce in the future (output 3); about one fifth is targeted to developing the framework that can ensure the institutional, financial and legal sustainability of the new system (output 2) and about half is targeted to developing new models of services and social work practice (output 1) that are both informing the content of the other two investments and establishing a model that is suitably adapted to the Turkmenistan context at all levels and in relation to multiple diversities and those most left behind and also ready to go to scale by the end of the JP (Outcome).

These investments are very likely to catalyse a major paradigm shift in the way the government plans, funds and delivers social services away from large-scale residential care models and towards person-centred, community-based models that empower service users and enable more effective outcomes for individuals, communities and wider society. It is likely that people with disabilities and older people will become more active in society and in the economy as a result of the shift in paradigm. Funding that is currently channelled into ineffective, residential services that segregate children, youth, people with disabilities and older people from their families, communities and from society, can be redirected to other service models that produce a greater return on investment at all levels. Infants without parental care experience developmental delays that can lead to long term disability when they are cared for in large-scale residential institutions. Reintegration with families or placement into foster family care will ensure stronger developmental, educational and psychosocial outcomes that will lead to better outcomes throughout childhood and into adulthood. International financial institutions are not present in Turkmenistan in the same way they may be in other countries. The PUNO have involved the Ministry of Finance and Economy in preparatory discussions and there is understanding of the need to identify financing options. The evidence from the JP will in fact generate the evidence for the allocation of budget funding to the model beyond the lifetime of the JP.

Several preliminary discussions have been held with the Ministry of Finance and Economy and activities on costing the model and economic analysis (public finance analysis) are included in the project. And there is already understanding that the cost savings of home-based



services compared to residential care (or hospital based) services can create fiscal space for sustaining government funding for the new model in the medium to long term.

Investing in support for the creation of legislation and education programmes without also investing in the development of services and practice on the ground would risk the creation of a system of social service delivery and a school of social work practice and theory that is not suitably adapted for Turkmenistan socio-cultural and community norms (both the strong and weak aspects of these norms). The proposed investment in the creation of a pool of community based social workers with case management functions who gain intensive practice experience throughout the two years of the JP represents an investment in the future workforce that will take the model to scale, an investment in a school of social work that is adapted to the Turkmenistan context and an investment in reaching out to the most left behind and vulnerable who, without the presence of a community-based social worker, trained and dedicated 100% to identifying the target groups and assessing their needs in order to refer them to services or to support design of services that do not yet exist, might never gain access to services that can support their fulfilment of their rights to participation, safe family life free of violence, abuse and neglect, empowerment and inclusion.

The option of assigning new functions to existing personnel in health, education or social protection structures and services has been tried in previous PUNO programmes and has prevented full institutionalisation and sustainability of results. The demands of practising a new, complex profession like social work cannot be carried out in the spare time of a classroom teacher, family doctor or home-visiting nurse. Personnel will be deployed 100% to the project either as new recruits or having been released from their current position in the system of social protection. These personnel will become experienced practitioners and will form the core of a new workforce able to work in a new way. As the new community based social service system becomes embedded, they will become much sought after employees for new positions and new services. Some may also move into social work educator roles.

The Ministry of Finance and Parliament have indicated that if the necessary justifications and legislative amendments can be approved by Parliament in May 2021, then salaries for social workers, new services and other costs of the system can be incorporated into the state budget from 2022. If, however, the amendments are not ready in time for May 2021, there are other options available for the Ministry of Labour and Social Protection to propose inclusion of salaries and at least some costs for service delivery into the following year budget. These mechanisms can be tested as early as May 2020 when the salaries for 32 social workers employed in 15 Etraps by the JP will be proposed for inclusion in the 2021 budget. Ultimately, however, the goal of the investment in the JP is not to secure ongoing employment for the staff employed by the JP but to secure a significant reform of the system and a paradigm shift towards a social model of community-based, inclusive service delivery that will create many hundreds of social work posts across the whole country, in all Etraps in order to significantly increase coverage of social services for the most left behind. The 45 social workers and 655 other people trained by the project will find places in the new system and the training and capacity building they received from the JP will uniquely qualify them for deployment in the new system.

The budget includes several lines covering activities and personnel instrumental for gender-responsive implementation of the JP.

The expenditures under Training programmes (145,000 USD) include mainstreaming gender equality into the training package for social workers, training package on foundational competences for allied workers, practitioners and managers. The line also covers the development of training for special services and issues, directly addressing gendered issues such as GBV response and early pregnancy.



The expenditures under National pool of SW educators (50,000 USD) cover the inclusion of courses on gender equality in social work and GBV prevention and response in social work.

The proposal stipulates gender parity as a minimum standard for recruitment of the social workers on community-level (budget allocation of 302,286 USD)

The project budget allocates 390,703 USD for 5 target groups. One of the target groups is gender-specific: women subjected to gender-based violence. The remaining four groups (people with disability, people in need of basic care, children and youth at risk) are vulnerable categories with high likelihood of encountering gender-based barriers and discrimination.

In addition, UNFPA provides 100,000 USD contribution to conduct assessment focused specifically on unpaid work and gender-based violence to provide evidence for recognition of care work of women and develop social services tailored to the needs of victims of domestic and sexual violence.

Overall, given the inclusive, and thus gender-responsive, nature of the social protection model, all program activities covered by the budget will directly contribute to advancement of gender equality and empowerment of all women and girls.

The social service system in Turkmenistan is financed exclusively from the state budget. Funding of the day-centers and residential institutions is channeled through the respective ministry, responsible for each type of institution, based on projection from the previous year's actual expenditures and the number of people to be served. According to official information, 7% of the total budget in 2017 is allocated to social protection with the largest share (96.6%) being paid in cash as pensions and social allowances<sup>11</sup> with less than 4% of the total social protection expenditures for day-care services provided by the Ministry of Labour and Social Protection. This is 0.05% of 2017 GDP<sup>12</sup>. There is no official information about the budget for residential institutions in Turkmenistan, which fall under the mandates of the Ministries of Education and Health and Medical Industry

Overall, there is limited cost-benefit analyses of the social return on investment related to reform of social protection systems in the world. Some international studies show that the costs of providing alternatives to institutional care show that between 5-10 children can be supported in families for the cost of supporting 1 child in an institution. Another study in the US indicates that early response of trained social service and welfare officers provide the best benefit-cost ratio, at about USD 13-14. The Copenhagen Consensus Group, which argued that there was a strong case for making societal violence reduction a priority in the post-2015 agenda, estimated that the rate of investment on elimination of severe physical violence as a method of child discipline alone will be USD 11.

By investing USD 2.35 million in establishing community-based social services, we aim to increase the share of the state budget allocated for social protection and community-based social services by at least 10% annually and help the Government to reorient some of the resources being spent on inefficient services. It is expected that by 2022, the UN will be able to advocate for large efficiency gains within the existing system and for significant increase of budget allocations for community-based social services. As the UN supports the Government in availability of additional data on vulnerabilities, such as recipients of social benefits, causes of disability, violence, children and women with disabilities, there will be more potential to assess the cost of inaction by 2022.

To achieve this, the UN will ensure that the Ministry of Finance will be on board from the outset of the JP in order to assess the effectiveness and efficiency of new social delivery model

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<sup>11</sup> Statistical publication "Finances of Turkmenistan" for 2016-2017

<sup>12</sup> Statistical Yearbook, 2018

during the prototyping phase and to make sure that sufficient domestic resources are mobilized for sustaining new services, posts and education programmes. In addition, we will help the Government to develop a financing strategy that will include the redirection of funds supporting institutional care to ensure a wider range of more appropriate support services are available at community level. The Strategy will also look at innovative financing tools to help the government leverage funds for future investments.

## **2.5 Partnerships and stakeholder engagement**

a) The current government and decision-making structures in Turkmenistan are highly centralized. According to the existing institutional arrangements, the Ministry of Foreign Affairs remains the key government authority solely responsible for coordinating cooperation between the government and the United Nations. The Minister of Foreign Affairs plays an important role in the government structure being at the same time the Deputy Chairman of the Cabinet of Ministers. All communication and engagement with the national institutions is done in a formal way through the note verbales submitted via the MFA. The MFA also plays a key role in maintaining the country's international obligations in the area of human rights by chairing the Intergovernmental Commission for Ensuring Turkmenistan's Compliance with International Obligations in the field of Human Rights and Humanitarian Law. Despite the bureaucratic challenges, the UN in Turkmenistan has gained a significant support and trust of the MFA and been considered as a partner of choice on strategic development issues, including human rights.

On social protection front, at present, there is no single government coordinating body in Turkmenistan responsible for social services policy. Several ministries have their own specific responsibilities regarding provision of social services, including the Ministry of Labour and Social Protection is in charge of provision of day-care social services for lonely elderly and disabled person, the Ministry of Health and Medical Industry is responsible for homes for elderly and disabled persons and the Ministry of Education – for orphanages.

In preparation for the JP, consultations were held at all levels, including technical and high-level meetings between the UN Resident Coordinator and the Minister of Labour and Social Protection on 18 April 2019, to discuss the priorities in social protection area and define the scope of the proposed joint programme.

To ensure coordination between the different stakeholders and alignment with the country's human rights commitments, the Ministry of Foreign Affairs organized a joint meeting between the UNCT and national stakeholders, including Parliament, key ministries and CSOs, to review the proposal and get their commitment. As a coordinating body, the MFA also internally collected individual endorsement letters from the participating government agencies and communicated the whole-of-government endorsement of the JP to the UN RC through the note verbale.

Despite the limited role of IFIs, as mentioned previously, the JP can provide an opportunity to increase their engagement. WB, for example, is involved in welfare monitoring and through the JP, they can be brought in for wider discussions on monetary and multi-dimensional poverty monitoring and schemes of support to vulnerable households.

b) Under the overall coordination of the RC, each PUNO will lead on different aspects of the programme implementation:

UNICEF is the overall lead agency and will coordinate all technical aspects of the content of training and education, the deployment and capacity building of the new workforce and all service models related to children with disabilities, children without parental care, children at risk of separation from parents and youth leaving residential care. UNICEF will be responsible for commissioning and coordinating the external evaluation.

UNDP will lead on developing and testing a social contracting mechanism, all service models relating to people with disabilities and people in need of support with basic care functions. UNDP will contract the training package providers and organise the logistics of delivering all the training inputs while ensuring that the content of training packages is coordinated with the UNICEF chief technical advisor.

UNFPA will lead on supporting the legislative and regulatory framework review and drafting of amendments as well as leading on services for women facing gender-based violence and young women with STIs and unplanned early pregnancy. UNFPA will contribute training packages and modules on gender and social work and gender-based violence for incorporation into the overall social work curricula and the training packages being delivered under the JP.

UNODC will lead on services for youth at risk, parents with substance abuse disorder where children are at risk of separation from parents and on models of parent support to reduce risky behaviours in adolescents. UNODC will contribute training packages on co-dependency and social work with families with substance abusing members. UNODC will coordinate closely with the Ministry of Interior.

Designated staff in each agency will coordinate closely with each other and with the focal persons allocated in each government Ministry to ensure that the JP is implemented across sectors and silos and that there are synergies across all three outputs.

c) Strategic contributions from other partners: Civil society organizations and other representatives of the private sector are important partners for the JP. Regardless of the small number of CSOs in the country, they have the potential to become actors on the social services market. The CSOs usually work close to their target groups, they are more flexible and have access to external donor funding, for which the governmental providers of social services are not eligible. Often their ideal goals are linked with supporting the most vulnerable and deprived groups of the population. CSOs are the natural partners of the state in the implementation of the tasks in the social sector. They have the potential to support the state in the implementation of important social issues. Many CSOs are still not recognized as reliable partners by the government of Turkmenistan. However, some of the few existing community-based social services for some of the target groups of the JP are developed and provided by NGOs. They support these services with private funds and, have capacity and resources that can be used in the implementation of the JP, taking part in the participatory dialogue, co-design of the new model and co-delivery of the prototyped social services through social contracting. CSOs are not evenly distributed on the territory of the country, and in smaller settlements there are no functioning local CSOs which are prepared to be involved in provision of social services. So, in terms of the JP, CSOs as partners can make contributions in co-delivery of services only in the target communities, where such CSOs are functioning. They can participate in prototyping the new social services through social contracting, also they may contribute involving their own resources. At national level, CSOs can be involved in consultations on the legislative and regulatory framework, SOPs and service specifications. They can also provide information on how the JP is impacting their target groups and participate in monitoring and evaluation activities.

The JP will create an enabling environment for participation of the target groups as stakeholders into the decision-making, implementation and monitoring processes. The target groups from the target communities will be involved in focus-group discussions and interviews at the stage of individual needs assessment and the co-design of the models for prototyping and so ensuring a sense of regional, gender, age and ethnic specifics of the target groups. At the stage of piloting they will be involved in the whole cycle of social -service provision through interviews, individual planning, measuring their satisfaction from services, etc.

In order to raise the standard for programme design and implementation, we plan to engage with a wide range of actors who can both bring cutting edge knowledge and expertise and also help us ensure that our efforts in building inclusive community based social services are not only transformative but also sustainable.

In the assessment stage of the needs and currently available social services as well for the design of the prototypes, the UNCT will engage with the regional UN Issue-based Coalition on Social Protection, which includes ILO, WHO, UNDP and UNICEF regional offices, and mobilize international experts specialized in the relevant areas. It will also be necessary to engage and incorporate inputs from specialists in social service reform, in moving from large institutional care as the primary service delivery mechanism to a more diversified system of services that are family-focused and community-based.

The engagement of IFIs would be key to accelerate this reform process. We will cooperate with the World Bank to engage its technical expertise in defining vulnerabilities, including capitalizing on its work with the Government on welfare monitoring. We are also looking to advocate both with the IFIs and the government partners to leverage additional funding for the objectives of the JP. In order to ensure the long-term sustainability of the community based social services, it is planned to engage with the IMF around advocating for adequate public budget allocations, particularly given IMF's recent New Strategy for Engagement on Social Spending.

The Joint SDG Fund donors present in the country are Germany and the European Union and the RC office will ensure regular briefing for these donors throughout the implementation of the JP.

For the development of the social work curriculum which is aimed at creating and maintaining a workforce of qualified social workers, we are planning to identify universities in other countries which would be a good fit for a potential partnership for knowledge exchange on how to set up and design such a new degree program.

We will also continue our strong partnership with UNECE to establish the statistical database for monitoring progress on SDG indicators and UNESCAP on mainstreaming SDG targets into the national planning and budgeting process, including within their SPECA programme that was specifically designed to address economic, social and environmental issues in Central Asia.

### **3. Programme implementation**

#### **3.1 Governance and implementation arrangements**

The development and implementation of the JP will be overseen through the following governance mechanisms:

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

First of all, there is a meeting to oversee the implementation of the Turkmenistan-UN Partnership Framework for Development (PFD) for 2016-2020, which meets every year. The meeting is convened by the Ministry of Foreign Affairs and attended by Deputy Ministers and technical staff from all the institutions and UN agencies, involved in PFD implementation. This coordination mechanism will continue its work for the next UN-Government Coordination Framework for the period of 2021-2025. The progress against the JP implementation will be put onto the agenda of these annual meetings, due to meet in January 2020, 2021 and 2022.

This will enable high-level oversight, guidance, coordination and decision-making by the Government.

In addition, given the heavy agenda of the PFD meeting, the establishment of a Joint Programme Steering Committee (JPSC) is needed for the development and implementation of this JP. The JPSC will be jointly chaired at a high level by the MLSP and the RC and will consist of Parliament and Government entities (Ministries of Labor and Social Protection, Health, Education, Finance and Economy, Interior, Institute of State, Law and Democracy) , CSOs and PUNOs.

The responsibilities of the JPSC will be:

- Approving the joint programme once the comments of the SDG fund are received and integrated into the draft
- Approving the strategic direction for the implementation of the Joint Programme;
- Approving the documented arrangements for management and coordination;
- Approving the annual work plan and budgets as well as making necessary adjustments to attain the anticipated outputs;
- Reviewing and endorsing the Annual Consolidated Joint Programme Report, as well as the Final Evaluation Report, and providing strategic comments and decisions and communicating this to the Participating UN Organizations and national partners;
- Suggesting corrective actions to emerging strategic and implementation problems.

The Ministry of Labour and Social Protection is the lead agency from the Government of Turkmenistan and expected to co-chair the JPSC together with the UNRC.

The JPSC will discuss the creation of technical working groups convened by the MLSP that can work in detail on each output. It is proposed Parliament representatives will co-chair the Output 2 working group and Ministry of Health, Interior, Justice, Education and other national stakeholders involved in the Output 1 technical sub-working group. MLSP will invite MoE to co-chair the Output 3 working group. The working groups will convene every six months (or more frequently at times when decisions are needed) to plan, take decisions and monitor progress in implementation. The working groups will involve Velayat and Etrap authorities and sectoral representatives as needed to ensure smooth implementation. CSOs and technical institutions such as the State Statistics Agency will be invited to participate in working groups as necessary.

Each participating Ministry will nominate a focal person for the JP who will be responsible for coordinating the inputs of each Ministry. For example, the focal point in the Ministry of Education will know when to involve the civil servants responsible for higher education and the creation of a new Higher education degree programme and when to involve the coordinator of the guardianship and trusteeship organs or the person responsible for children's homes and other residential institutions

The UN Programme Management Board (UPMB) role is to provide operational coordination to the Joint Programme. The membership will consist of focal points nominated by participating UN Organizations of the Joint Programme as well as Chief Technical Advisor. The UPMB will meet quarterly but may have to meet more often depending on the need to address issues related directly to management and implementation of the programme.

The responsibilities of the UPMB will include:

- Ensuring operational coordination;
- Managing the programme resources to achieve the outcomes and outputs defined in the programme;



- Integrating work plans, budgets, reports and other programme related documents;
- Providing technical and substantive leadership regarding the activities envisaged in the Work Plans with partners;
- Agreeing on re-allocations and budget revisions and make recommendations to the PSC as appropriate;
- Addressing management and implementation problems;
- Identifying emerging lessons learnt.

The RC is responsible for coordinating with the Ministry of Foreign Affairs and for leading on strategic communications with Government, donors and across the PUNOs. UNICEF, as the lead UN Agency, will share responsibilities with the RC office regarding monitoring the implementation of the JP for all the outputs and chair the UPMB, and commission an external evaluation of the JP. A more detailed description of roles and responsibilities of PUNOs for specific deliverables/streams of work is provided in the previous section.

UNICEF will also lead on contracting an experienced Chief Technical Advisor (CTA) over two years who will be an experienced social work expert who can help to ensure a coherent, consolidated, technical approach to developing social work in Turkmenistan. The CTA will ensure that training content from all PUNOs on child-centred approaches, disability inclusion and empowerment, gender-based violence, co-dependency, reducing youth risky behaviour etc is incorporated into a coherent theoretical social work framework both for the training programme and for the curriculum development and that it is suitably adapted to Turkmenistan practice emerging from the from the prototype services. The CTA will also support development of case management instruments, assessment formats and will oversee the work of social workers contracted to conducted individual assessments as part of prototyping a community based social work and social services system.

Each PUNO will have a dedicated staff member with relevant technical and management expertise to directly lead on specific activities and provide oversight and quality control.

### **3.2 Monitoring, reporting, and evaluation**

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide UNICEF with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>13</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

UNICEF will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

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. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as

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<sup>13</sup> This will be the basis for release of funding for the second year of implementation.



policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund. The monitoring frameworks of the JP, including baselines and targets for SDG indicators will be updated once the data of the 2019 Turkmenistan MICS become available.

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 done throughout the year.

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.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After competition of a joint programmes, a final, *independent and gender-responsive*<sup>14</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on [Joint Evaluation and relevant UNDG guidance on evaluations](#). The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

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<sup>14</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) 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 Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO 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 programme 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.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

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.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### 3.4 Legal context

**Agency name:** UNICEF

**Agreement title:** Standard Basic Cooperation Agreement Between UNICEF and the Government of Turkmenistan

**Agreement date:** July, 1992 (Signed in Ashgabat on 11 February, 1995)

**Agency name:** UNDP

**Agreement title:** Standard Basic Assistance Agreement between the Government of Turkmenistan and the United Nations Development Programme

**Agreement date:** Signed on 5 October 1993.

**Agreement title:** Country Programme Action Plan between the Government of Turkmenistan and the United Nations Development Programme 2016 to 2020

**Agreement date:** Signed on 22 June, 2016

**Agency name:** UNODC

**Agreement title:** Standard Basic Cooperation Agreement Between UNDP and the Government of Turkmenistan

Sub-regional Drug Control Cooperation between the governments of the Republic of Kazakhstan, the Republic of Kyrgyzstan, the Republic of Tajikistan, Turkmenistan, the Republic of Uzbekistan and the United Nations International Drug Control Programme

**Agreement date:** signed on 5 October 1993

**Agreement title:** Sub-regional Drug Control Cooperation between the governments of the Republic of Kazakhstan, the Republic of Kyrgyzstan, the Republic of Tajikistan, Turkmenistan, the Republic of Uzbekistan and the United Nations International Drug Control Programme

**Agreement date:** signed on 4 May 1996

**Agency name:** UNFPA

**Agreement title:** Standard Basic Cooperation Agreement Between UNDP and the Government of Turkmenistan

**Agreement date:** signed on 5 October 1993

**Agreement title:** Memorandum of Understanding between the Government of Turkmenistan and United Nations Population Fund

**Agreement date:** signed on 25 September 2014

## D. ANNEXES

### Annex 1. List of related initiatives

Please note that given the limited presence of the donors and operations of the international organizations in the country, the only projects/initiatives related to the JP are UN led initiatives and are captured in the table.

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Action plan for the development of social services and social services workforce 2018-2028	<ul style="list-style-type: none"> <li>- Conceptual framework for social services targeting disadvantaged groups, including CWD and families developed</li> <li>- Service delivery standards are developed, and services are estimated</li> <li>- capacity building activities are ongoing</li> </ul>	The work conducted to prepare the action plan and the 10-year Road Map served as the base for development of the joint program to accelerate results of the action plan.	UNICEF	Ministry of Labor and Social Protection Ministry of Health and Medical Industry, Ministry of Education	USD 60000 UNICEF core resources  USD75000 MLSP resources	Aysenem Agabayeva <a href="mailto:aagabayeva@unicef.org">aagabayeva@unicef.org</a>
Social Work curriculum development	Social Work curriculum developed in the Medical University for Higher education degree and in two Pedagogical schools for the Associate Degree level in Turkmenistan	First batch of social workers (40 at Medical University and 40 at two Pedagogical schools) are studying now. It will be appropriate to involve them in JP capacity building activities. It is also planned to train the nursing staff to	UNICEF	Ministry of Health and Medical Industry  Ministry of Education	Not costed yet	Aysenem Agabayeva <a href="mailto:aagabayeva@unicef.org">aagabayeva@unicef.org</a>

		provide medico-social services				
Social work short Training package "Basics of Social Work with Families and Children"	Training package aims at building capacity for providing social services to assist families in difficult circumstances, in ensuring social cohesion and the empowerment of people, harmonization of relations in the family and the community; increased inter-sectoral and inter-institutional relations aimed at the implementation of social tasks.	Basic package of trainings will be instrumental in conducting short-term trainings and capacity building activities.	UNICEF	Ministry of Education  Ministry of Labor and Social Protection of Population	Not costed yet	Aysenem Agabayeva <a href="mailto:aagabayeva@unicef.org">aagabayeva@unicef.org</a>
National Plan of Action for realization of children's rights in Turkmenistan for 2018-2022	Ensure CRC implementation Make sure that "no child is left behind" in Turkmenistan.	Aims that every child will be free from violation, exploitation, ill-treatment in safe environment and is not abandoned without care and guardianship. Goal 4.2.3 of national action plan specifically aims at ensuring the necessary volume and level of social services to protect and support a	UNICEF	Mejlis (parliament), Institute of State, Democracy, and Law, Ministry of Labor and Social Protection of Population, Ministry of Health and Medical Industry, Ministry of Education, Ministry of Internal Affairs,	Not costed yet	Aigul Nurgabilova <a href="mailto:anurgabilova@unicef.org">anurgabilova@unicef.org</a>

		disadvantaged child.		State Statistical Committee		
Adaptation and introduction of the standard of the electronic standard tool of identification of developmental delays among and support to children of 0-42 months of age in Turkmenistan	The tool adapted to the Turkmen language, introduced in selected areas and created an access for every child for timely identification of delay or disability	Ensures identification of every child and the family in need of early intervention and family support services	UNICEF	Ministry of Health and Medical Industry	USD50000 UNICEF core resources	Sachly Duman <a href="mailto:sduman@unicef.org">sduman@unicef.org</a>
Conceptual Framework for Implementation of Developmental Pediatrics and Early Intervention in Turkmenistan	Establishment of the new system of developmental pediatrics and early intervention within health sector.	Ensure that family support services are established through capacity building programs, developmental policy frameworks and established M&E systems. Expected that every identified family will benefit from the established service/	UNICEF	Ministry of Health and Medical Industry Medical University Ministry of Education Ministry of Labor and Social Protection	USD143,138 UNICEF core resources	Sachly Duman <a href="mailto:sduman@unicef.org">sduman@unicef.org</a>
Maternal, Newborn, Child and Adolescent Health in	The expected results are based on the 6 priority components:	This strategy provides a road-map that identifies the finance and	UNICEF, UNFPA, WHO	Ministry of Health and Medical Industry Medical University	USD250,000 UNICEF core resources	Aigul Nurgabilova <a href="mailto:anurgabilova@unicef.org">anurgabilova@unicef.org</a>



<p>Turkmenistan. National Strategy and Action Plan for 2015-2019 followed by the new generation of the RMNCAN Strategy 2030 linked with SDGs and Action plan for 2020-2025.</p>	<ol style="list-style-type: none"> <li>1. Country-led health plans</li> <li>2. A comprehensive, integrated package of essential interventions and services</li> <li>3. Integrated care between disease-specific programs and between different sectors</li> <li>4. Health systems strengthening</li> <li>5. Health workforce capacity building</li> <li>6. Coordinated research and innovation.</li> </ol>	<p>policy changes required to build up efforts for better health and for ensuring unified and coordinated multi-sectoral collaboration between all partners and stakeholders. The National Strategy is based on the "Global Strategy for Women's, Children's and Adolescents' Health (2016-2030), UN, WHO"; "WHO Policy: Health 2020"; "Sustainable Development Goals (SDGs), UN, 2016'</p>		<p>Ministry of Finance and Economy Ministry of Education Ministry of Labor and Social Protection</p>		
<p>National Program on Healthy Nutrition of the Population of Turkmenistan for 2013-2017 followed by the drafted new Programme for 2019-2025 with a view in</p>	<p>The Programme aims:</p> <ol style="list-style-type: none"> <li>1. prevention of triple burden of malnutrition to reduce stunting, prevent obesity and anemia.</li> <li>2. reduce risk of NCDs, which are the main cause of mortality.</li> </ol>	<p>The National Programme is based on the "European Food and Nutrition Action Plan 2015-2020" and "Global Action Plan 2013-2020: Prevention and Control of Non-communicable Diseases, WHO"; "Comprehensive</p>	<p>UNICEF</p>	<p>Cabinet of Ministers of Turkmenistan, Ministry of Health and Medical Industry of Turkmenistan, Ministry of Education of Turkmenistan, State Commission of Turkmenistan</p>	<p>USD150,000 UNICEF core resources</p>	<p>Aigul Nurgabilova <a href="mailto:anurgabilova@unicef.org">anurgabilova@unicef.org</a>  Dilara Ayazova <a href="mailto:dayazova@unicef.org">dayazova@unicef.org</a></p>

<p>achieving the SDGs 2,</p>	<p>3. ensure better health of vulnerable groups of population and those ones in critical periods of life (childhood, pregnancy, lactation and old age). The Food Safety Section of the Programme focused on prevention of contamination (chemical and biological) at all stages of a food chain (from a farm to a dining table). The Food Security Section of the Programme focus on availability of enough quality food in parallel with stimulation of agricultural production, strengthening social and ecological aspects of sustainable development.</p>	<p>Implementation Plan on Maternal, Infant and Young Child Nutrition, WHO, 2014"; SDGs, UN, 2016'; "United Nations Decade of Action on Nutrition (2016-2025)"; "WHO's Ambition and Action in Nutrition 2016-2025"; "Ending Childhood Obesity.</p>		<p>on Emergency Situations, Ministry of Agriculture and Water Resources of Turkmenistan, State Association of Food Industry of Turkmenistan, Union of Industrialists and Entrepreneurs of Turkmenistan</p>		
<p>Early Childhood Development strategy 2019-2024</p>	<p>The new strategy aims to ensure cross-sectoral integration of ECD services with focus on the most</p>	<p>Addresses the issues of various vulnerable families and their children including</p>	<p>UNICEF</p>	<p>Ministry of Education, Ministry of Health and Medical Industry,</p>	<p>Not costed yet</p>	<p>Jepbar Bashimov <a href="mailto:jbashimov@unicef.org">jbashimov@unicef.org</a> Aigul Nurgabilova <a href="mailto:anurgabilova@unicef.org">anurgabilova@unicef.org</a> Sachly Duman <a href="mailto:sduman@unicef.org">sduman@unicef.org</a></p>

	vulnerable children and families.	those with disabilities.		Ministry of Labor and Social Protection, Mejlis (parliament), Institute of State, Democracy, and Law, Ministry of Internal Affairs, State Statistical Committee		
Development of a system of multidisciplinary support services for children with disabilities and their families and promotion of inclusive education.	Create a system of inclusive support services for CwD and their families across health and education. Concept on inclusive education to be developed.	Aims to develop continuum of support services across health and education for CwD and their families towards their social inclusion and inclusive education.	UNICEF	Ministry of Education, Ministry of Health and Medical Industry	USD 100,000 UNICEF core resources	Jepbar Bashimov <a href="mailto:jbashimov@unicef.org">jbashimov@unicef.org</a>
Treating drug dependence and its health consequences / OFID-UNODC Joint Programme to prevent HIV/AIDS through Treatnet Phase II	Increased implementation at the national level of evidence-based services related to drug use in the community.	Increased Capacity of national specialists in order to provision social and psychology services for vulnerable population	UNODC	Ministries of Health, Education and Interior Affairs	USD 60000	Borikhan Shaumarov, Program Coordinator <a href="mailto:borikhan.shaumarov@un.org">borikhan.shaumarov@un.org</a> Annatach Mamedova, Project Officer <a href="mailto:annatach.mamedova@unodc.org">annatach.mamedova@unodc.org</a>
UNODC Regional Programme for Afghanistan and	Improved Capacity building of national specialists in the implementation of evidence based services	Community based psychological services for adolescents and their families	UNODC	Ministries of Health, Education and Interior Affairs	USD 50000	Jeremy Milsom, Program Coordinator <a href="mailto:jeremy.milsom@un.org">jeremy.milsom@un.org</a> Annatach Mamedova, Project Officer

<p>Neighboring Countries Sub-Programme 3: Prevention and Treatment of Addiction Among Vulnerable Groups</p>		<p>developed and recommended for implementation</p>				<p><a href="mailto:Annatach.mamedova@unodc.org">Annatach.mamedova@unodc.org</a></p>
<p>Strengthening the criminal justice response to trafficking in persons in Turkmenistan</p>	<p>Basic and advanced training for criminal justice practitioners on investigation and prosecution of labor and sexual exploitation institutionalized and cooperation with destination countries strengthened; Coordination of efforts on TIP strengthened and exchange of information on investigation, prosecution and adjudication of TIP improved; Vulnerable populations are more effectively informed on the risk of becoming of human trafficking victim and able to access information on available victim support and</p>	<p>Access to information on available victim support and protection in Turkmenistan improved</p>	<p>UNODC</p>	<p>Ministry of Interior; General Prosecutor's office; Supre Court; State Migration Service; Parliament; Ministry of Justice; Institute of State, Law and Democracy; Civil Society organizations</p>	<p>USD109000</p>	<p>Vepa Rasulov <a href="mailto:vepa.rasulov@un.org">vepa.rasulov@un.org</a></p>

	protection in Turkmenistan.					
Support for strengthening the system and mechanisms to promote gender equality	Implementation of CEDAW commitments supported including legislation improvement, holding the domestic violence survey, challenging stereotypes, awareness raising, addressing GBV through Multi-sectoral Approach, and women empowerment	Data on GBV  Development and introduction of Standard Operating Procedures (SOPs) for healthcare, police and psycho-social support services  Training of healthcare, police and psycho-social support professionals on application of SOPs	UNFPA	Institute of State, Law and Democracy of Turkmenistan, Ministry of Health and Medical Industry of Turkmenistan, Ministry of Internal Affairs of Turkmenistan, Ministry of Labor and Social Protection of Turkmenistan, State Statistics Committee of Turkmenistan, Women's Union	USD200,000 (2016 – 2020)  UNFPA regular resources	Dovran Yamatov, Programme Analyst on Population Dynamics and Gender  <a href="mailto:yamatov@unfpa.org">yamatov@unfpa.org</a>
Addressing domestic violence in Turkmenistan through the first ever National Survey	Interviewers for the survey trained to conduct women-friendly and rights based interviews and to ensure quality data	Data on GBV	UNFPA	Institute of State, Law and Democracy of Turkmenistan, Ministry of Health and Medical Industry of Turkmenistan, Ministry of Internal Affairs of Turkmenistan, Ministry of Labor and Social Protection of Turkmenistan, State Statistics Committee of	USD28,000 (2019-2020) UK FCO	Dovran Yamatov, Programme Analyst on Population Dynamics and Gender  <a href="mailto:yamatov@unfpa.org">yamatov@unfpa.org</a>

				Turkmenistan, Women's Union		
Strengthening national capacities to improve prevention of, and responses to Gender-Based Violence (GBV) in Central Asia Regional project	SOPs for healthcare, police and psycho-social support services developed and put in practice	Development and introduction of Standard Operating Procedures (SOPs) for healthcare, police and psycho-social support services	UNFPA	Institute of State, Law and Democracy of Turkmenistan, Ministry of Health and Medical Industry of Turkmenistan, Ministry of Internal Affairs of Turkmenistan, Ministry of Labor and Social Protection of Turkmenistan	USD100,000 (2019 – 2021) UK Conflict Stability and Security Fund (CSSF)	Dovran Yamatov, Programme Analyst on Population Dynamics and Gender <a href="mailto:yamatov@unfpa.org">yamatov@unfpa.org</a>
Exit of NTP Turkmenistan from the Global Fund support by 2021	Treatment success rate of RR TB and/or MDR-TB: Percentage of cases with RR and/or MDR-TB successfully treated. Baseline 68% (2016). Target: 72% (2021)		UNDP	Ministry of Health and Medical Industry National Red Crescent Society of Turkmenistan	USD592,335 for the period 1 July 2018 – 30 June 2021. This is the amount implemented by NRCS (12% of the total grant USD 5 mln) Funding source: The Global Fund to Fight AIDS, TB and malaria	National Red Crescent Society: <a href="mailto:crescentinf@online.tm">crescentinf@online.tm</a> UNDP: <a href="mailto:lale.chopanova@undp.org">lale.chopanova@undp.org</a>
Strengthening Community Resilience and Regional Cooperation to Prevent Violent Extremism in Central Asia	500 lower-skilled unemployed young people (including former prisoners) trained and employed by local municipalities (hyakimliks) to implement	Employment services for young people at risk are developed	UNDP	Ministry of Labour and Social Protection of Turkmenistan and Youth Organization named after Mahtumkuli	USD1280000 UNDP Regional Project with donor funds from the Government of Japan	Mehri Karakulova, Project Coordinator <a href="mailto:mehri.karakulova@undp.org">mehri.karakulova@undp.org</a>



	community-based projects, such as infrastructure repair or rehabilitation of public space and restoration of basic social services					
Strengthening capacity in labour and employment policy planning and implementation	<ul style="list-style-type: none"> <li>- improved the legislative basis in the area of labour, social protection and employment;</li> <li>- modernized the current labour safety system;</li> <li>- strengthened the national capacity to regulate labour market and employment</li> </ul>	Increased capacity of the staff of the MLSP in the revision of the existing legislation in line with international standards on social protection	UNDP	Ministry of Labour and Social Protection of Turkmenistan	USD228805 Government of Turkmenistan and Regular Resources of UNDP	Mehri Karakulova, Project Manager <a href="mailto:mehri.karakulova@undp.org">mehri.karakulova@undp.org</a>
Assistance in implementation of the National Human Rights Action Plan of Turkmenistan for 2016-2020	Improved capacity of the Government in implementation of the UN Treaty body obligations in the area of human rights Increased awareness of right-holders on existing national human rights protection mechanisms, especially related to CRPD, and social, economic and cultural rights	Increased knowledge of the Government decision-makers on main human rights obligations of Turkmenistan, related to CRPD and in the area of social protection and economic rights	UNDP	Institute of State, Law and Democracy	USD199715 Government of Turkmenistan and Regular Resources of UNDP	Yelena Butova, Project Manager : <a href="mailto:Yelena.butova@undp.org">Yelena.butova@undp.org</a>
Enhancement of capacity of Ombudsperson's Office of	Increased capacity of the Ombudsperson's Office to protect	To strengthen capacity of the OO to protect human rights,	UNDP	Ombudsperson's Office of Turkmenistan	USD22100 Donor Funds from the	Yelena Butova, Project Manager : <a href="mailto:Yelena.butova@undp.org">Yelena.butova@undp.org</a>

Turkmenistan to protect human rights	Office to effectively protect human rights of citizens in compliance with Paris Principles	especially the most disadvantaged such as women, children, and people with disabilities).			Government of UK	
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## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Joint Programme targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>15</sup>	2	4
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>16</sup>	-	1

**Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Joint Programme targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>17</sup> (disaggregated by % successful-unsuccessful <sup>18</sup> )	1	15
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	-	3
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	-	1

#### Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>19</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure

<sup>15</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>16</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>17</sup>Each Joint programme in the Implementation phase will test at least 2 approaches. It is estimated that each Joint programme in the Implementation phase will cost 6 million USD on average, and will be implemented over a period of 3 years.

<sup>18</sup>Success implies that the proof of concept is endorsed by the government and other stakeholders.

<sup>19</sup> Annual survey will provide qualitative information towards this indicator.

- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
  - Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
  - Joint programme featured gender results at the outcome level
  - Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
  - Joint programme planned for and can demonstrate positive results/effects for youth
  - Joint programme considered the needs of persons with disabilities
- 
- Joint programme made use of risk analysis in programme planning
  - Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

## 2.2. Joint programme Results Framework

Please note that the term 'quality community-based services' implies gender-responsive, disability-inclusive and child-sensitive services that are empowering of women, people with disabilities, youth and parents of children at risk. Where this is not made explicit in the text of the Results Framework, it should be assumed.

Result / Indicators	Baseline	Target (1 <sup>st</sup> year)	Target (2 <sup>nd</sup> year)	Means of Verification	Responsible partner
Outcome 1 The social protection system is ready to provide inclusive quality community-based support services					
Indicator 1 Coverage of social services disaggregated by sex, age, rural/urban and at risk groups	Mainly residential services available; 2300 people with chronic illness in need of home-based social services; no availability of services to support families in difficult life situations, women facing gender based violence, supported independent living services or personal assistant services for people with disabilities, no foster care or reintegration services for children without parental care, extremely limited provision of day centre services for adults with disabilities and older people	Individual social work needs assessments in 20 Etraps - 3 in each of 5 Velayats and all 5 in Ashgabat - and of gaps in services for 5 target groups disaggregated by sex, age, disability, rural/urban.  Gender parity ensured as a minimum standard among the group of trained social workers conducting the Assessment (women constitute no less than 50% among the social workers).  Pilot sites identified and services to be prototyped defined and launched.	Coverage by quality, inclusive community-based services in 5 Etraps (3 in Ashgabat and 2 in another Velayat) for 5 at risk target groups  Regulations, legislation, standards, coordination and funding mechanisms, institutional arrangements in place for the prototyped system for delivery of quality inclusive community-based services to be delivered at scale across the country.  Budget allocations at national, regional and local level for	MICS, service data, secondary data  Draft legislation, regulations, standards, government budget allocations.	PUNO and government agencies

			new types of services;		
Indicator 2 Availability of inclusive community based social services ready to go to scale and compliant with international standards for social services including for child centeredness, disability inclusiveness and gender-responsiveness	0	<p>Community based social worker established in 5 Etraps with assessment and case management functions.</p> <p>15 new services designed and 300 service users from the JP target groups targeted to receive services (disaggregated by gender, disability, age, target group)</p>	<p>Community based case manager system and 15 social services reaching 300 services prototyped in 5 Etraps.</p> <p>Gatekeeping and referral mechanisms, standards, regulatory systems drafted, and budgetary norms calculated and proposed to parliament for inclusion in the 2022 budget</p>	<p>Service data</p> <p>Draft legislation, regulations, standards, government budget allocations.</p>	PUNO and government agencies
Output 1 An inclusive community-based social service model is developed, with its key elements prototyped to address multiple vulnerabilities of the most in need and ready for scaling up					
Indicator 1.1: Prototype services designed, and effectiveness measured and costed	0	<p>45 social workers trained and deployed in 15 Etraps for 8 months and assessments of vulnerable target groups completed; inventory of existing social services completed</p>	<p>Salaries of 32 social workers picked up by government;</p> <p>Costing and effectiveness of services for target groups documented</p>	<p>Service records, case reviews, project monitoring, service user feedback</p> <p>End-JP evaluation</p>	



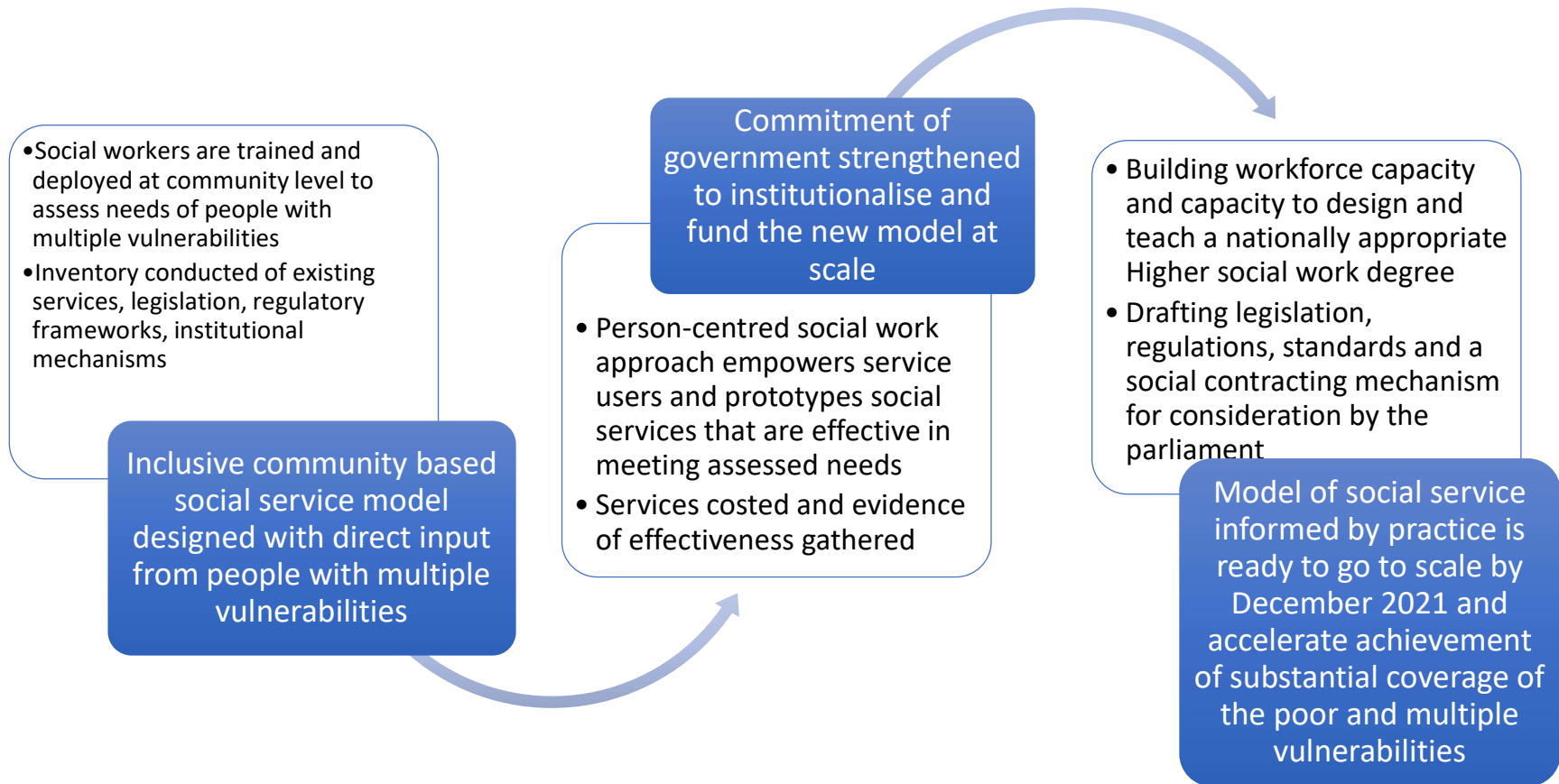
		Design completed for system and services to fill gaps.			
Indicator 1.2: Standards and service specifications, SOPs in place including mainstreaming of gender-responsive, child-sensitive and disability inclusive approaches approach	0	Drafted and tested  All SOPs and service specifications designed as gender-responsive, disability inclusive and child-sensitive.	Gender and disability inclusion impact on target groups evaluated and necessary adjustments introduced  Finalized (and reflected in legislation and local regulations)	Service records, project records  Gender, child-sensitivity and disability inclusion assessment of all service specifications and SOPs, service records, gender/age and disability disaggregated data from user satisfaction survey/evaluation, focus-groups with service users (women and men)	PUNO and government agencies
Indicator 1.3: % population in 15 assessment Etraps and 5 pilot Etraps (disaggregated by residence, age, sex and disability status and other vulnerabilities) who have knowledge of where and how to access community based social services		Social worker engagement at Etrap level to engage with community stakeholders and inform community members	Number of men, women, girls, boys and youth (disaggregated by disability, rural / urban, sex and age) who have knowledge of existing and new services	Overall JP external evaluation.  Service records, project records.	PUNO and government agencies
Indicator 1.4: indicator number and % of vulnerable population in 5 pilot Etraps covered by	0	Number service users planned in services to be prototyped	Number of service users who have received services and provided	Service records, project records.	PUNO and government agencies

<p>services responsive to their needs disaggregated by vulnerability, age, sex)</p>		<p>(disaggregated by sex, age, disability, rural/ urban, vulnerability).</p>	<p>feedback on their effectiveness (disaggregated by sex, age, disability, rural/ urban, vulnerability) and % of potential service users in the target Etraps.</p>	<p>Prototype service specifications and grant agreements.</p>	
<p>Output 2 Legislative and regulatory framework will be reinforced and institutional mechanisms established to facilitate the introduction of the new community-based social service delivery system</p>					
<p>Indicator 2.1 Regulations in place, legislation drafted, job descriptions approved – qualifications framework, Social Protection Law, Family Code, Healthcare Law.</p>	<p>Existing review - no definition of social services, no eligibility criteria, social contracting mechanism does not permit selection on basis of quality as well as cost.</p>	<p>Draft documents audited for disability inclusiveness, child sensitivity and gender responsiveness – amendments proposed to ensure gender equality, disability inclusion and empowerment of women, parents, youth and people with disabilities.</p> <p>Institutional architecture developed (national, regional, local – defining the multi-level system of social services).</p> <p>Drafted legislation and secondary regulation proposals</p>	<p>Based on the pilot generated data necessary adjustments recommended improving child-, disability- and gender-sensitivity of legislation and regulatory mechanisms.</p> <p>Approved</p>	<p>Project data and service data;</p> <p>Gender, child and disability sensitivity Audit reports and recommendations</p> <p>Project reports and documentation</p>	<p>PUNO and government agencies, parliamentary working groups</p>

			Draft legislation improved by evidence from pilots and presented to parliament and to the Presidential institution	Parliamentary records	
Indicator 2.2: Costing and funding standards developed and finalized	To be defined at project launch (data requests made to government partners).	Assessment of costs of existing system and newly designed community-based service model and planned prototype services.	<p>Identify % of state budget that is required to go to scale.</p> <p>Funding mechanisms proposed to MoF for statutory mechanisms and new types of services.</p> <p>Public finance assessment and cost consequence analysis (or other economic analysis method) to support a case for investment</p>	Project reports, consultant reports, project records of submissions to MoF	PUNO and government agencies
Indicator 2.3: Gender responsive budget for the programme completed and gender mainstreamed in the cost efficiency analysis.	0	Gendered audit of the proposed budget allocations completed and adjustments to make the budget gender-responsive are introduced.	Projections of gender equality impact of scaling up developed and gender mainstreamed in all cost efficiency analysis/studies completed	Gender audit report of the proposed budget and recommendations for gender mainstreaming in the cost-efficiency analysis	UNFPA and government agencies

Output 3 The country's social work and social service workforce capacity strengthened					
<p>Indicator 3.1: Number and type of training packages reviewed, consolidated, developed and amended based on evidence from practice</p>	<p>Draft outline of social worker training package; UNFPA and UNODC training packages on co-dependency, gender-based violence, gender responsive social services and parent training to prevent risky behaviour in adolescence.</p>	<p>6 training packages drafted and 2500 person days of training delivered to 700 new and existing social service workforce practitioners, managers and allied professionals at national, regional and local levels (gender disaggregated)</p>	<p>Training packages finalized  2500 more person days of training delivered to the same 700 personnel at all levels including managers, legislators, practitioners etc (gender disaggregated)</p>	<p>Project records; training event records; training feedback surveys.</p>	<p>PUNO and government agencies</p>
<p>Indicator 3.2: Curriculum developed for Higher education degree in Social Work that is based on international standards and Turkmenistan emerging social work practice</p>	<p>UNICEF draft outline of Higher education social work degree curriculum; existing curriculum at technical college level  UNFPA proposals for courses on gender equality in social work and GBV prevention and response in social work.</p>	<p>Detailed curriculum drafted and submitted for approval to Ministry Education  National pool of 10 social work educators identified, trained and deployed in co-training social workers, allied workforce etc.</p>	<p>10 Social work educators complete training in the curriculum and practice in training delivery as well as social work practice in the pilot sites.  Curriculum proposal improved based on practice and finalized for use by State University and other education institutions and organisations.</p>	<p>Project records; training event records; training feedback surveys.</p>	<p>PUNO and government agencies</p>

**Annex 3. Theory of Change graphic**



#### Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrates gender analysis	2	<p>Context analysis integrates gender analysis of the situation and proposed solutions. The context analysis consistently draws on the examination of gendered outcomes of presently weak and inadequate social protection. The discussion focuses on disproportionate burden of unpaid care carried by women and exacerbated by lack of community-based social protection, gender-based barriers encountered by women in accessing remotely located care facilities, the risks encountered by GBV survivors and the absence of GBV response system on both national and community level.</p> <p>Description of the model and prototypes for inclusive community-based social services incorporates gender-responsive approach. The analysis includes the descriptions of target groups that include women facing domestic violence and several vulnerable categories with the high likelihood of exposure to gender-based barriers and discrimination.</p>	<p>Monitoring reports, findings of the DV Survey to be undertaken by UNFPA,</p> <p>MICS 2019</p>
1.2	Gender Equality mainstreamed in proposed outputs	2	<p>Gender equality is mainstreamed in all three of the proposed outputs.</p> <p><b>Output 1</b> features the model of inclusive gender-responsive social services. Community-based social services empower women and girls through expanding choices, removing gender barriers in access to services and reducing care-related responsibilities disproportionately carried by women. Community-based services are especially important for women and girls from vulnerable groups and remote geographical areas because such services fill gendered gaps in access to quality care, assistance and protection. The targets under Output 1 include the gender assessment of all service specifications and SOPs (first year) and introduction of adjustments to the prototype as a result of gender impact evaluation (second year).</p> <p><b>Output 2.</b> Targets under Output 2 ensure strengthening of gender equality provisions in legislative and regulatory frameworks and gender-responsive budgetary allocations. Institutional and budgetary</p>	<p>Joint Program Results Framework</p>



			<p>foundations are key for making gender mainstreaming sustainable and consistently implemented.</p> <p><b>Output 3</b> strengthens the capacity of national social workers with gender mainstreamed in the training package and Higher Education curriculum for Social Work. Thus, the output ensures the reproduction of skills and knowledge necessary for running gender-responsive social services. The targets under Output 3 ensure that social workers learn the gender-responsive approach to social work. The targets include development and incorporation of <i>Gender Equality in Social Work</i> and <i>GBV prevention/response</i> modules and courses in all capacity building programs.</p> <p>The <b>target population</b> includes various groups of women and girls/men and boys subjected to intersectional discrimination (GBV survivors, at-risk youth and women with disabilities).</p>	
1.3	Programme output indicators measure changes on gender equality	2	<p>Project output indicators include both quantitative and qualitative indicators measuring changes in gender equality. <b>Output 1</b> includes two quantitative indicators using gender disaggregated data (1.3 and 1.4) and a qualitative indicator (1.2) measuring the model's compliance with international standards for gender-responsive social services. Indicators for <b>Output 2</b> require the gender assessment of the legislative and regulatory frameworks and the gender audit of all budget allocations under the programme, thus determining the gender-sensitivity of the frameworks and gender-responsiveness of the budget. <b>Output 3 indicators:</b> quantitative indicators are gender disaggregated while qualitative indicators require incorporation of courses and modules essential for developing staff's capacity to conduct and teach the gender-responsive social work.</p>	Joint Program Results Framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	3	<p>PUNO in Turkmenistan closely collaborates with the government to promote gender equality and the empowerment of all women and girls. National Action Plan on Gender Equality in Turkmenistan, 2015-2020 envisions strategic partnership between the government and UN agencies along 14 tasks and 55 strategic actions to advance gender equality and empower women and girls. Specifically, the government and PUNO collaborate in implementation of Turkmenistan's commitments under CEDAW and the Beijing Platform for Action, prevention and response to gender-based violence, enhancing women's access to quality health services, implementation of national programs in sexual and reproductive health and creation of new opportunities for women's involvement in labour market. UNFPA and</p>	National Action Plan on Gender Equality in Turkmenistan, CEDAW periodic reports, Comprehensive National Review of the Implementation of the Beijing Declaration and Platform for Action in 1995 (2014 - 2019),

			<p>UNICEF provide extensive assistance to the government in conducting Multiple Indicator Cluster Surveys (MICS). PUNO and the national government closely engage in collection of indicators for SDG 5 and gender indicators for other SDGs.</p> <p>On the government side key partners include the Mejlis of Turkmenistan, Institute of State, Law and Democracy, Ministry of Labour and Social Protection, Ministry of Education, the State Statistics Committee, Ministry of Adalat, Ministry of Health and Medical Industry and Ministry of Finance and Economy. The Ministry of Foreign Affairs also worked closely with PUNO in developing current proposal.</p>	reports by UN agencies
2.2	PUNO collaborate and engages with women's/gender equality CSOs	3	<p>PUNO developed strong collaboration with Women's Union of Turkmenistan, the largest civil society organization in the country with branches in all provinces. The collaboration embraces the wide range of activities promoting women's participation in social and political sphere, support for economic empowerment, raising awareness of women's reproductive rights, advocacy and GBV prevention. PUNO also works closely with the Union of Youth of Turkmenistan named after Magtymguly on raising awareness of gender equality and equal status of women among youth across Turkmenistan.</p> <p>The Rapid Assessment of Social Service in Turkmenistan (2018), which provided essential data for the program proposal, drew on extensive consultations with CSOs such as Women's Union and NGO's providing social services.</p>	National Action Plan on Gender Equality in Turkmenistan, reports by UN agencies, press-releases by the Women's Union, The Rapid Assessment of Social Service in Turkmenistan (UNDP, 2018)
3.1	Program proposes a gender-responsive budget	2	<p>The program proposes a gender-responsive budget. Overall, given the inclusive, and thus gender-responsive, nature of the social protection model, all program activities covered by the budget will directly contribute to advancement of gender equality and empowerment of all women and girls.</p> <p>The program budget includes several lines covering activities and personnel instrumental for gender-responsive implementation of the Program. The expenditures under "Training programmes" (145000 USD) include mainstreaming gender equality into the training package for social workers, training package on foundational competences for allied workers, practitioners and managers. The line also covers the</p>	Monitoring reports, PUNO reports and Final Evaluation Report.

		<p>development of training for special services and issues, directly addressing gendered issues such as GBV response and early pregnancy.</p> <p>The expenditures under “National pool of SW educators” (50000 USD) cover the development of courses on gender equality in social work and GBV prevention and response in social work.</p> <p>The proposal stipulates gender parity as a minimum standard for recruitment of the social workers on community-level (budget allocation of 302286 USD)</p> <p>The budget allocates 390703 USD for 5 target groups. One of the target groups is gender-specific: women subjected to gender-based violence. Remaining four groups (people with disability, people in need of basic care, children and youth at risk) are vulnerable categories with high likelihood of encountering gender-based barriers and discrimination.</p>	
<b>Average scoring</b>		<b>2.3</b>	

## **Annex 5. Communication plan**

### **1. Overall narrative of the joint programme**

The understanding of social services in Turkmenistan is to a certain extent preconditioned by the definition of disability which also takes the medical approach in determining disability. The current legal understanding of social protection conflates cash benefits with social services and access to social services is category-based with no mechanisms for the individual needs of service users to be taken into consideration as well as major legal gaps in regards to services for prevention of human trafficking and violence against women and children. The Code on Social Protection is not aligned with the CRPD definition of disability that signals a paradigm shift from a medical to social model and from a welfare approach to a rights-based model.

JP aims to introduce inclusive community based social services in Turkmenistan, so the system of social protection is transformed and effectively reduces gaps between vulnerable communities and the wider population.

The Communications Strategy aims at supporting the strategic objectives of the JP and to contribute, through joint communication and advocacy, to its successful implementation.

### **2. Strategic approach to key audiences**

Based on JP analysis, the Strategy aims to reach out to the following target audiences:

- Government and decision makers at national, regional and local levels with the advocacy goals of increasing understanding of and interest in social services and the social work and social service workforce as key instruments in achieving the SDG on social protection as well as supporting implementation of key human rights mechanisms (CRPD, CRC, CEDAW). The ultimate message will be about the importance of increasing investment in social services as this investment will pay dividends in terms of human and economic development.
- Mass media as a way of reaching target audiences and promoting the advocacy and other messages of the JP while also raising general understanding of social services in Turkmenistan.
- Private sector – to raise understanding and leverage funding and investment
- General public and target groups (those at risk of being left behind and potential service users) – to inform about and build trust in inclusive social services and their potential for impact on the lives of vulnerable people, about the goals, objectives and progress in implementation of the JP and to leverage public commitment to social services development as means also of influencing government and decision-makers.
- 

### **3. Objectives**

1. The stakeholders' understanding of inclusive community-based social services is enhanced and spending on social services by the State is increased by the end of the JP
2. The visibility of the JP in the country is raised by presenting consistent and positive messaging

This Communication Strategy will be managed by the UN Communication Group and is based on the principles of a shared vision, common objectives, coordinated efforts and empowered team. The areas of focus are internal communication, external communication, and advocacy for development.

### **4. Main activities - key communication channels and tools**

The implementation of the Strategy requires the use of different traditional and innovative tactics and tools. The selection of the most suitable communication channels will depend

on the message or issue that needs to be addressed and the target audience. A list of potential communication tools includes but is not limited to:

### **Traditional media**

Print, broadcast, and online media to inform wider audiences about the work of social services related to the UN's work in Turkmenistan supporting national priorities; create a positive image of the UN development work.

TV and radio series will raise awareness of local audiences about the work and focus of the JP. As proposed, these will be short documentary style reportages that will be theme based. Through Radio programmes, UN will share accomplishments, success stories, and the positive impact on community.

Newspapers will circulate more stories on community social services to reach out to wider audiences and changing mindsets on social inclusion themes.

### **Social media**

As there is a high demand of news to be released on digital platforms, social media channels are efficient to deliver timely and consistent messaging to reach younger groups of people, including youth at risk, women, parents and others in the JP target audience.

### **UN Turkmenistan website**

UN Turkmenistan's and UN Agencies websites will feature major milestones of JP project cycle through press releases, human interest stories, publications and others.

### **Offline public platforms**

Public events will reach out to audience disengaged from traditional and new media channels and help encourage public attention on the theme of social inclusion through the public manifestation of new attitudes and behaviours towards vulnerable groups.

### **Monitoring and evaluation**

UNCG will undertake a series of actions to assess the effectiveness of the Strategy, of the Annual Work Plan, which focuses on specific issues and activities (e.g. media monitoring, focus groups, etc.). At the scheduled meetings, the UN RC Communication Specialist will report on the progress of implementation of the work plan while other members will report on specific areas of their respective delegation.

### Communications plan (provisional draft)

Outputs	Indicative Activities	Audience	Indicative Annual targets	
			2020	2021
1.1. Government and private sector partners improve understanding of inclusive community-based social services	1.1.1. Conduct information session for Government and the private sector	Government, private sector	At least, 5 media outlets featured a JP event; At least, 10 companies improve understanding of inclusive society concept; At least, 20 Government entities are engaged into session on inclusive society concept	
	1.1.2. Organize a networking event to promote inclusive society	Private sector Government, JP target groups		At least, 10 companies expressed interest to support JP target groups; At least, 1 Government entity supports the event.
	1.1.3. Hold annual donors' meeting	Donors, Government	At least, 40 partners are engaged	At least, 40 partners are engaged
1.2 Media is sensitized on reporting issues of the target groups	1.2.1. Conduct capacity development training for media representatives on reporting issues of target groups and social services	Representatives of TV, radio and digital media	At least 30 media representatives are sensitized; At least, 2 TV or radio spots, and 5 print/digital articles are produced covering the subject of social inclusion	At least, 2 TV or radio spots, and 5 print/digital articles are produced covering the subject of social inclusion
1.3 General public is aware, interested and motivated to practice new models of inclusive social services	1.3.1. Provide regular narrative on social inclusion through diverse online channels	General public	At least, 5 communication products are released based on JP findings	At least, 5 communication products are released based on JP findings
	1.3.2. Conduct a public event in pilots to raise awareness of social inclusion and social services	General public		At least, 300 people are engaged in the public event



Output	Activities	Audience	Annual targets	
			2020	2021
2.1. JP results-oriented materials are produced	2.1.1. Design an e-version of the annual report on JP results	Government and development partners, private sector and general public	One annual report produced	One annual report produced
	2.1.2. Print the annual report	Government	50 copies of the annual report	50 copies of the annual report
	2.1.2. Develop and print a booklet to raise awareness on social inclusion	Media, private sector, general public		5000 copies are developed and printed
2.2. Press coverage on JP programming is ensured	2.2.1: Develop and share press releases	Media, government and development partners	4 joint UN press releases	4 joint UN press releases
2.3. Regular updates on JP activities are published	2.3.1 Feature JP related activities and news on UN agencies' websites and social media accounts	Media, general public	Monthly updates	Monthly updates

## **Annex 6. Learning and Sharing Plan (provisional draft)**

### **1) Strategic approach to learning and sharing**

This JP views learning as a creative and critical process that can produce ideas, information, beliefs, values and attitudes to make a transformative change in the current system of social service delivery in Turkmenistan to reach out to the most deprived and vulnerable population and address their specific needs. Learning starts from a dialogue taking place in relationship between people, organizations and various stakeholders. Therefore, JP will engage with a wide range of actors who can both bring cutting edge knowledge and expertise and help to ensure that efforts in building inclusive community based social services are not only transformative but also sustainable.

In order to avoid unequal relationships of power while exploring existing knowledge, the project emphasises the need to deepen and create learning processes, and the skills and capacity needed to facilitate them, thus enabling the project team to critically engage existing ideas, and construct new knowledge for change. The change is expected to transform the concept of social services, shifting from large institutional care as the primary service delivery mechanism to a more diversified system of services that are family-focused and community-based.

Since this is going to be the first JP in Turkmenistan and the first attempt for a coherence SDG solution, it is expected to generate critical lessons and tips within and beyond the UNCT and country. JP will engage with the regional UN Issue-based Coalition on Social Protection, which includes ILO, WHO, UNDP and UNICEF regional offices, and mobilize international experts specialized in the relevant areas. The UPMB will be the main fora to discuss learning from implementation and monitoring, important for adaptive management of the programme. The end-JP evaluation is expected to provide summative assessment of the JP, but also generate lessons learned and recommendation for eventual scaling up of the prototypes and case management introduced within the framework of the JP.

Relying on the shared learning approach the four elements of learning will be deployed at the JP to increase the chance of transformative action towards achieving the project goals. The four elements that are mutually supportive and interdependent include: i) *Emphasises that learning is a social process and dialogue*; ii) *Practice and working for change*; iii) *Critical reflection*; iv) *Creating open learning environment for replication*.

#### **i) Dialogue between PUNOs, Government and other stakeholders.**

From the beginning of the JP the Programme Steering Committee (JPSC) and Working groups of the JPSC will discuss and agree on the requirements and core values for creation of a pool of new practitioners to be deployed as social workers at the community level in all Velayats and a national level pool of trainers and educators that will develop and deliver social work training and education programmes, including the development of a Higher education degree curriculum in social work. Each PUNO and government partner will share existing training packages and other resources related to social work or social services that will be coordinated by a Chief Technical Advisor (CTA) under the overall guidance of the JPSC and the output 3 working group. As a result a coherent, cross-sectoral training package for social workers, their supervisors and managers, service providers and policy-makers will be reviewed, developed and delivered by team of international consultants, working closely with a group of national educators, over the full two years of the JP implementation. The progress will be shared at the periodic Working Group meetings. Based on evidence from practice and feedback from the Working groups the training packages and Higher education social work curriculum will be upgraded towards the end of the JP and ready for use beyond the lifetime of the project.

### **ii) Work for change. Building communities of practice.**

Coordinated by the JPSC and under the mentorship of internationally hired trainers and the CTA the needs assessments of target beneficiaries will be conducted by the trained social workers in all five Ashgabat Etraps and in three target Etraps of the other five Velayats – a total of 20 Etraps covering both urban and rural communities. This exercise will allow not only to collect data, and designing pilot community based social services, but will also build a *community of social work practitioners* who will gain practical experience transforming theoretical knowledge and skills from the training packages into real practice relevant to Turkmenistan communities, families and individual vulnerable children and adults. The data gathered through individual assessments will be aggregated to Etrap, Velayat and national level and the specific needs of the target groups for services will be identified and a baseline will be established of the coverage of social system protection disaggregated by sex, age, rural/urban and at-risk groups in the targeted 20 Etraps that can be extrapolated to inform planning at national level. In this way, and through a review of all existing social services across the whole country, the gaps in the system of social service delivery will also be identified and reported by the JPSC and WGs to the UNPMB by mid-2020 and shared with the NSCC, providing a basis for planning and designing new types of services to be prototyped, and for strengthening existing services. This process will build capacity, knowledge and learning of social work and social services among *communities of managers, technical personnel and decision-makers* at all levels of the system – community, province, national ministry and across all sectors and allied disciplines – social protection, police, education, health. *The JP will support the communities of practitioners, educators, managers and decision-makers to establish ways of sharing learning, data, knowledge and to build a strong concept of social work and inclusive community-based social services in Turkmenistan.*

### **iii) Critical Reflection**

The practice- and evidence- informed overall approach of the JP means that there will be an ongoing process of reflecting on the community-based social work practice that is being developed and on the evidence from the prototyped services. This critical reflection process will facilitate the perspectives and experience of individuals at the community level who are facing multiple vulnerabilities to inform the drafting of legislative amendments and regulatory framework design and will inform improvements to training and education packages including the Higher education curriculum. At the same time, studies will be conducted to understand and critically reflect on the costs and consequences of the existing system of social services, the new service models and of going to scale. This new knowledge will inform advocacy with the Ministry of Finance and Economy and other decision-makers of the importance of investing in community based, inclusive models of social service delivery.

Modelling this approach in practice will lead to a paradigm-shift in the social protection system from a medical and welfare model to a social and rights-based model that will be transformative for the role of service users from objects of care to subjects of rights and for the role of the government as a coordinator, funder and provider of social services.

### **iv) Creating an open learning environment and replication**

By mid-2021 the prototyped models of community-based services will have been demonstrated, piloted, measured and costed. This will create evidence from pilots and technical support for the government on costing services will enable funding mechanisms to be put in place, facilitating advocacy towards government commitment for allocation of budget to go to scale in 2022 and beyond. Ensuring wide access to and understanding of the evidence will be an important part of achieving the overall JP goal.

## **2) Objectives of learning and sharing**

**Adaptive Monitoring, Evaluation and Learning of the JP informs programming and policy-making related to the implementation of this JP and beyond**

Indicator: Generation of a bi-annual analytical report to inform the UPMB, JPSC and SDG fund

**Analytical pieces planned within the framework of the JP (e.g. costing, gender audit, analysis of individual social work assessments) are undertaken within the established timelines and shared with all relevant stakeholders**

Indicator: Records of stakeholders receiving and using analytical pieces.

**External evaluation identifies lessons learned and generates recommendations for scaling up and sustainability of prototypes introduced within the framework of the JP**

Indicator: timely commissioning and finalization of a quality evaluation (at least "Satisfactory" rating for the final evaluation report)

**4) Main activities**

**Knowledge management**

The JP will work closely with the government counterparts, especially MLSP to create a common space (such as a cloud platform) for key documents, reports, data and other project outputs to be stored so that they can be accessed and used by stakeholders for learning, monitoring and planning. Where appropriate, students and other wider stakeholder groups, will also be given access to these resources if they facilitate learning and wider achievement of the JP goals. The MLSP is upgrading its website and a space for JP documents will also be allocated.

**Translation**

All documents will be made available in Turkmen and Russian to ensure widest possible access for learning, monitoring and other purposes for all stakeholders.

**Dissemination**

Printed publications will be shared through the planned communications activities, but the JP will also ensure that key knowledge products will be made available through training events, online and through linked activities.

**Knowledge products**

The JP will produce the following evidence-informed knowledge products that will be used by key stakeholders for learning, planning and monitoring:

1. Inventory of social services across the country.
2. Analysis of individual social work assessments of vulnerable groups from 20 Etraps across the country.
3. Social service standards, service specifications, job descriptions and operational guidance for community based social worker/case manager system and for 15 specialised services for specific target groups and to meet specific needs.
4. Assessment of costs of existing system and newly designed community based service model and planned prototype services and of the costs of going to scale.
5. Public finance assessment and cost consequence analysis (or other economic analysis method) to support a case for investment
6. Gender audit report of the proposed budget allocations.
7. Six training packages on social work and inclusive community-based social services for different target audiences and of different intensities.

8. A Higher education degree social work curriculum based on international standards and adapted for Turkmenistan.
9. Social work assessment and case management instruments for community based social workers.
10. Social contracting mechanism with associated regulatory framework (licensing mechanism, monitoring and inspection system).
11. External evaluation report.

### **Quarterly online regional knowledge sharing meetings**

We propose that the JPs in the ECA region (Albania, Georgia, Turkmenistan, Uzbekistan) meet quarterly online to share progress, challenges, lessons learned and to share materials and knowledge products as appropriate to each JP, drawing also on the expertise and coordination of the regional issue-based coalition on Social Protection

In addition, regional events and conferences will be used for horizontal learning and sharing of tacit knowledge in introduction of social work and reform of the social protection system.

The joint coordination of implementation of the Learning and Sharing Plan will be done by the UPMB with the support of the Chief Technical Advisor and Programme Manager who will work with the respective project staff of PUNOs to ensure fulfilment of the above activities.

## **Annex 7. Budget and Work Plan**

### **4.1 Budget per UNSDG categories**

Each PUNO will have a dedicated staff member with relevant technical and management expertise to directly lead on specific activities and provide oversight and quality control. The PUNO team members will oversee the inventory of social services at the project outset, and provide technical support to 3 working groups.

UNICEF will lead on contracting an experienced Chief Technical Advisor (CTA) for 85 days over two years who will be an experienced, Russian-speaking, social work expert who can help to ensure a coherent, consolidated, technical approach to developing social work in Turkmenistan. The CTA will ensure that training content from all PUNOs on child-centred approaches, disability inclusion and empowerment, gender based violence, co-dependency, reducing youth risky behaviour etc is incorporated into a coherent theoretical social work framework both for the training programme and for the curriculum development and that it is suitably adapted to Turkmenistan practice emerging from the from the prototype services. The CTA will also support development of case management instruments, assessment formats and will oversee the work of 45 social workers contracted to conducted individual assessments as part of prototyping a community based social work and social services system. UNICEF will also contract 32 social workers for 8 months in year 1 with a budget of 2000 Manat per month (USD571.43 according to the official exchange rate) for a salary of 1600-1700 Manat per month and 300-400 Manat for communications and transport and 13 social workers for 20 months across both years at a budget of 2100 Manat per month (USD600) per social worker including salary, transport and communications. The salaries are budgeted at the same level as teachers or other professionals. A mechanism will be developed for managing the allowances for communications and local transport at community level that are associated with outreach work with people in vulnerable households. UNICEF will also lead on the curriculum development and nurturing a national pool of social work educators, who will both co-deliver training with international experts contracted by UNDP and will develop the Higher education degree social work curriculum. UNICEF will organize a study tour for key stakeholders to facilitate learning from other countries.

The PUNO will each contract local CSOs or government service delivery organizations to deliver prototype social services for each of the target groups beginning from the middle of the first year of the project. The exact design of the prototype services will be decided after the detailed social work assessment of individual needs during the first months of the project but examples of the types of service that each agency will commission include:

- UNICEF: services to support reintegration from residential care back to parents or extended family for children without parental care; family support services for children with disabilities in the community to prevent institutionalisation; complex social accompaniment services for children at risk of separation from parents; services to support reintegration of youth leaving care
- UNDP: personal assistant services for people with disabilities and older persons; socio-medical services for people with chronic illnesses
- UNFPA: prevention and response services for gender-based violence; services to support young women with unwanted pregnancies
- UNODC: prevention of risky behaviour in youth; services for substance-dependent parents; services addressing co-dependency

UNDP will lead on contracting a company to design and co-deliver training packages under the supervision and guidance of the UNICEF CTA and with inputs from UNODC and UNFPA to ensure all key methods and issues are reflected. UNFPA will lead on contracting and overseeing the drafting of the legislation and regulatory package, with contributions and inputs from UNODC, UNICEF and UNDP.



4.1 Budget per UNGD categories									
UNGD BUDGET CATEGORIES	UNICEF		UNDP		UNFPA		UNODC		TOTAL
	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	60,000		50,000		50,000		50,000		210,000
2. Supplies, Commodities, Materials	-		80,000		-		-		80,000
3. Equipment, Vehicles, and Furniture (Including Depreciation)	-		-		-		-		-
4. Contractual services	474,286	200,000	180,000	70,000	62,000	100,000	-	60,000	716,286
5. Travel	20,000		70,000		-		-		90,000
6. Transfers and Grants to Counterparts	119,843		91,409		81,014.50		98,440		390,706.50
7. General Operating and other Direct Costs	50,000		50,000		33,000		40,000		173,000
<b>Total Direct Costs</b>	<b>724,129</b>	<b>200,000</b>	<b>521,409</b>	<b>70,000</b>	<b>226,015</b>	<b>100,000</b>	<b>188,440</b>	<b>60,000</b>	<b>1,659,993</b>
Evaluation (2%)	38,400								38,400
Strategic, communication, monitoring (5%)	9,000		71,000		8,000		8,000		96,000
<b>Total Direct Costs and other Programme Costs</b>	<b>771,529</b>	<b>200,000</b>	<b>592,409</b>	<b>70,000</b>	<b>234,015</b>	<b>100,000</b>	<b>196,440</b>	<b>60,000</b>	<b>1,794,393</b>
8. Indirect Support Costs (Max. 7%)	54,007		41,469		16,381		13,751		125,607
<b>TOTAL Costs</b>	<b>825,536</b>	<b>200,000</b>	<b>633,878</b>	<b>70,000</b>	<b>250,396</b>	<b>100,000</b>	<b>210,191</b>	<b>60,000</b>	<b>1,920,000</b>
<i>1st year</i>	<i>415,574</i>	<i>120,000</i>	<i>267,109</i>	<i>37,500</i>	<i>100,000</i>	<i>80,000</i>	<i>100,000</i>	<i>40,000</i>	<i>882,683</i>
<i>2nd year</i>	<i>409,962</i>	<i>80,000</i>	<i>366,769</i>	<i>32,500</i>	<i>150,396</i>	<i>20,000</i>	<i>110,191</i>	<i>20,000</i>	<i>1,037,317</i>

## 4.2 Budget per SDG targets

SDG target 1.3 will be the main target impacted by the JP and we estimate around 50% of the budget is directly contributing to its achievement. The activities focused on reducing violence against women and children (target 16.1) are significant at around 30% of the budget and around 20% is focused on achieving equity in social protection policy (target 10.4) especially in relation to people with disabilities, youth at risk, women and children.

4.2 Budget per SDG Targets			
SDG TARGETS		%	USD
1	Target 1.3	50	1,175,000
2	Target 10.4	20	470,000
3	Target 16.1	30	705,000
<b>TOTAL</b>		<b>100</b>	<b>2,350,000</b>

## 4.3 Work plan, with budget per outputs

The three outputs will be overseen by government-convened and PUNO-supported working groups. Activities will begin in month 1 and run in parallel for all three outputs as they are all interlinked and mutually reinforcing. The main expenditures and activities in the first year are linked to 45 social workers deployed at the local level in 20 Etraps to conduct detailed social work individual assessments as well as training and technical assistance and other support for drafting legislative amendments and institutional infrastructure and for developing the training packages and social work degree curriculum. From the middle of the first year and throughout the second year, alongside ongoing development of the community based social worker in five Etraps modeling a community-based identification, referral and case management model, the bulk of expenditure and activities will be focused on prototyping an estimated 15 models of community based social services for specific target groups and to meet specific needs. These activities will be accompanied by ongoing training, guidance and supervision under output 1. Output 2 and 3 activities will be ongoing through to the end of the project. It should be noted, however, that the deadline for incorporating legislative amendments is May each year for budget allocations to be made for the following year state budget. Hence there will be milestones in May of both years for advocacy and discussions with government to incorporate 32 social worker salaries into the state budget for 2021 and in May 2021 to incorporate 45 social worker salaries and budgets for 15 new service models into the budget for 2022. The largest proportion of direct funding is allocated to output 1 in keeping with the overall strategy for practice-informed social services development. The next

largest allocation is for training and capacity building under output 3 in keeping with the need to create a new workforce and to build the capacity to continue educating new professionals at scale beyond the lifetime of the JP and the smallest portion is allocated to output 2, because the types of inputs required are less resource intensive than for outputs 1 and 2, however this output represents an investment in institutionalizing the new system and preparing for scale up, so is not less important than the other two outputs. The allocation of funding for the communications plan is described in detail in the Communications Plan table in Annex 5.

**4.3 Work plan**

Outcome		The social protection system is ready to provide inclusive quality community-based support services																			
Output	Annual target/s		List of activities	Time frame				PLANNED BUDGET				PUNO /s involved	Implementing partner/s involved								
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4			Overall budget description	Joint SDG Fund (USD)	PUNO Contribution (USD)	Total Cost (USD)				
<b>Output 1. An inclusive community-based social service model is developed, with its key elements prototyped to address multiple vulnerabilities of the most in need and ready for scaling up</b>	45 social workers trained and deployed in 15 Etraps for 8 months and assessments of vulnerable target groups completed; inventory of existing social services completed  Design completed for system and services to fill gaps.  SOPs, service specifications, standards drafted and tested  Social worker engagement at Etrap level to engage with community stakeholders and inform community members about services and support	Salaries of 32 social workers picked up by government; Costing and effectiveness of services for target groups documented  Gender and disability inclusion impact on target groups evaluated and necessary adjustments introduced  Finalized SOPs, standards etc (and reflected in legislation and local regulations)  Number of men, women, girls, boys and youth (disaggregated by disability, rural / urban, sex and age) who have knowledge of existing and new services  Number of service users who have received services and provided feedback on their effectiveness (disaggregated by sex, age, disability, rural/ urban, vulnerability) and % of potential service users in the target Etraps.	Assessment: recruit, contract and training x 15 days x 45 SW -SW salaries, communications and transport - 3 SW x 5 etraps in Ashgabat plus 2 SW x 3 etraps x 5 Velayats x 8 months.	x	x	x								Salaries of social workers; communications and transport for social workers; training costs; PUNO staff and technical adviser; grants for service delivery; travel costs; general operational costs	878,012,50	180,000	1,058,013	UNICEF, UNDP, UNODC, UNFPA	MLSP, MoE, MoH, MoF, MoI		
			Inventory of services (desk review plus interviews and FGDs)	x																	
			Analysis of data emerging from assessments and design of services (SOPs, standards, service specifications)	x	x																
			Prototype community based social work case manager - 5 Etraps in Ashgabat and another Velayat - 9 SW salaries, communications and transport, training for 45 SWs 30 days				x	x	x	x	x										
			Training for potential CSO and government service providers (3 Etraps in Ashgabat and 2 Etraps in another Velayat) - 40 people x 5 days foundational SW training					x													
			Launch competition for CSO and government service providers, decide and contract grants/service contracts						x												
			Training for CSO and government service providers on SW and issues specific to prototype services - 15 services x 5 people x						x		x	x									
			Service delivery - 15 service prototypes								x	x	x								
			Monitoring and analysis of service delivery; costing of services									x	x							x	
			<b>Output 2 Legislative and regulatory framework will be reinforced and institutional mechanisms established to facilitate the introduction of the new community-based social service delivery system</b>	Draft documents audited for disability inclusiveness, child sensitivity and gender responsiveness – amendments proposed to ensure gender equality, disability inclusion and empowerment of women, parents, youth and people with disabilities.  Institutional architecture developed (national, regional, local – defining the multi-level system of social services).  Drafted legislation and secondary regulation proposals  Assessment of costs of existing system and newly designed community based service model and planned prototype services.  Gendered audit of the proposed budget allocations completed and adjustments to make the budget gender-responsive are introduced.	Based on the pilot generated data necessary adjustments recommended improving child-, disability- and gender-sensitivity of legislation and regulatory mechanisms.  Intitutional architecture approved  Draft legislation improved by evidence from pilots and presented to parliament and to the Presidential institution. Identify % of state budget that is required to go to scale.  Funding mechanisms proposed to MoF for statutory mechanisms and new types of services.  Public finance assessment and cost consequence analysis (or other economic analysis method) to support a case for investment  Projections of gender equality impact of scaling up developed and gender mainstreamed in all cost efficiency analysis/studies completed	Parliamentary working group including MLSP, MoF, MoH, MoE experts supported by JP technical capacity (national lawyers and international social services legislator/regulatory framework expert) - quarterly meetings and drafting and meetings for discussion in between	x	x	x	x	x	x	x								
Gendered audit of institutional architecture and proposed budget allocations										x											
Economic analysis to support case for investment									x	x											
<b>Output 3 The country's social work and social service workforce capacity strengthened</b>	6 training packages drafted and 2500 person days of training delivered to 700 new and existing social service workforce practitioners, managers and allied professionals at national, regional and local levels (gender disaggregated)  Detailed curriculum drafted and submitted for approval to Ministry Education  National pool of 10 social work educators identified, trained and deployed in co-training social workers, allied workforce etc.	Training packages finalized 2500 more person days of training delivered to the same 700 personnel at all levels including managers, legislators, practitioners etc (gender disaggregated)  10 Social work educators complete training in the curriculum and practice in training delivery as well as social work practice in the pilot sites.  Curriculum proposal improved based on practice and finalized for use by State University and other education institutions and organisations.	Training packages developed and delivered for output 1 and for: Allied workforce – foundational competencies = 30 people * 5 days * 6 Velayats Social work managers (CSOs and gov) = 10 people * 5 days * 6 regions National and velayat stakeholders - general training 50 people x 3 days x 6 regions		x		x			x			PUNO staff, technical adviser, technical assistance on curriculum development; consultants for all training package design and co-delivery; training delivery costs; local travel; international study tour; general operational costs	537,310	130,000	667,310	UNICEF, UNDP, UNFPA, UNODC	MLSP, MoE, MoH			
			National pool of social work educators are trained by international experts, co-deliver training and revise and update training packages based on practice	x	x	x	x	x	x	x											
			International or regional study tour				x														
			Working group convened by MLSP and MoE with technical support from National pool of social work educators draft and refine curriculum	x	x			x	x	x	x										
<b>Joint Programme Management - All Outputs</b>			Steering Group and Working group meetings	x	x	x	x	x	x	x			PUNO staff, costs for communications campaigns and materials, meeting and conference costs, external evaluation	134,400	75,000	209,400	RC, UNICEF, UNDP, UNFPA, UNODC	MoFA, MoF, MLSP, Mejlis, MoE, MoH			
			Programme management	x	x	x	x	x	x	x											
			Communications - meetings, campaigns	x	x	x	x	x	x	x											
			External evaluation																x		
<b>Joint Programme Budget:</b>												<b>1,794,393</b>	<b>430,000</b>	<b>2,224,393</b>							
<b>Indirect Support Costs (Max. 7%)</b>												<b>125,607</b>									
<b>TOTAL Joint Programme Budget</b>												<b>1,920,000</b>	<b>430,000</b>	<b>2,350,000</b>							

## **Annex 8. Risk Management Plan**

The Government's commitment to SDGs and the increased acknowledgement of the need to address vulnerabilities, including but not limited to those related to economic downturn, and clear provisions in the key planning documents of the country provide fertile grounds for effective implementation of the Joint Programme.

The Programme is proposing a truly transformative and ambitious change based on commitment and intended action from the Government. This requires paradigm shifts and conceptual changes related to transformation from medical to social approach in social service delivery, introduction of community-based social services thus expanding the narrow notion of social protection, establishment of referral systems and cross-sectoral collaboration. The UN will engage in strategic communication with the key stakeholders, including the Ministry of Labour and Social Protection (MLSP) and the Ministry of Finance on the importance of the JP and the proposed social service reform for achieving the national strategy to ensure the continuity of funding for social services beyond the JP duration.

There might be a few programmatic risks related to delay in recruitment of the social workers and social educators for the JP. The MLSP will be engaged from the outset to ensure a suitable pool and to address any barriers to contracting and deployment of the teams. Also, insufficient number of CSOs in the country, especially at velayat level, might limit CSOs engagement as service providers. In this regard, the UN has been advocating and mobilizing the civil society for further involvement as service providers.

Moreover, the JP aims at developing and diversifying the market for provision of community-based social services by non-state social service providers, including CSOs and private sector. The major challenge related to this is that the Government is historically used to state service provision and diversification in this field is truly disruptive. Moreover, many CSOs are encountering bureaucratic obstacles on the path to registration in Turkmenistan, which constitutes a certain risk for social contracting and the diversification of the service providers. It is expected that the close collaboration and the strong buy-in from the Government will help mitigate this risk.

The revision of the legal, regulatory framework and adoption of standards for social services will lead not only to strengthening of the capacity of the national partners but will permit licensing of CSOs and businesses on provision of social services and promote dialogue between the Government and CSOs. In order to address the risks related to CSO and private business engagement, the UN will advocate for and make sure that they are actively involved in the programme development and implementation from the beginning.

Finally, although the Government announced commitment to transformations in social service system, there is past evidence of policy documents being adopted, legal framework permitting the changes, but actions being delayed due to lack of necessary level of budgetary allocations for the intended programs preventing policy documents from operationalization. To mitigate this risk and to ensure sustainability and true transformative effect of the JP, the Ministry of Finance and Economy will be involved from the outset and in all stages of the JP. This will guarantee enhanced equity focus of the state budget informed by timely costing of the proposed new services and assessing their cost-effectiveness.

PUNOs will work cohesively to develop the partnership advocacy strategy, introducing international best practices and their adaptation to the national context, building capacity of service providers, and developing the standards of quality assurance.

Risks	Risk Level:	Likelihood:	Impact:	Mitigating measures	Responsible Org./Person
<b>Contextual risks</b>					
Economic constraints on the State budget and the ability of the government to commit funding for social services at scale beyond 2021	Medium (6)	3	2	Strategic communications on the importance of the JP for achieving the national strategy	RC, PUNOs, MLSP
<b>Programmatic risks</b>					
There are delays to identifying and contracting the first pool of 45 social workers and 10 social work educators.	Medium (6)	2	3	Engage from the outset with MLSP to ensure a suitable pool. Strategic communications to identify candidates and high-level steering committee to address any barriers to contracting and deployment of the teams.	PUNOs, MLSP RC
Insufficient CSO service providers come forward to prototype services	Medium (6)	2	3	UN will advocate for and ensure active involvement of CSOs in programme development and implementation from the beginning.	
<b>Institutional risks</b>					
The Government is historically used to state service provision and diversification in this field is disruptive.	Medium (6)	3	2	Ensuring a strong top-down mandate and enabling environment through legislative amendments and high-level working group instructions communicated at all levels.	PUNOs, RC and MLSP
Bureaucratic obstacles in registration for CSOs is a constraint on social contracting and diversification of service providers	Low (4)	2	2	Close collaboration and strong buy-in from Government.	PUNOs, RC and MLSP
<b>Fiduciary risks</b>					
Actions being delayed due to lack of necessary level of budgetary allocations for the intended programmes preventing policy documents from operationalisation.	High (9)	3	3	Involvement of Ministry of Finance and Economy from the outset and at all stages of the JP.	PUNOs, RC and MFE