



ANNEX A

Project Document

The Government of the Republic of Tajikistan
Ministry of Economic Development and Trade

United Nations Development Programme

**BUILDING LOCAL AND REGIONAL CAPACITY FOR CREATING AND
MONITORING DEVELOPMENT PROGRAMMES AND BUDGETING**

Project period: **March 2008 – December 2010**
Project name: Building local and regional capacity for creating and
monitoring development programmes and budgeting
Project duration: **34 months**
Project implementation: **DEX**
Project budget for the first year: **820,000 USD**

Component 1: Situation analyses

In 2005, UNDP published Millennium Development Goals (MDG) Needs Assessment that outlined the costs and reforms necessary to achieve the MDGs. Based on the MDG Needs Assessment, the long-term National Development Strategy 2007-2015 (NDS) was developed in line with the MDGs and indicators. The NDS provides a long-term vision for strengthening governance within an integrated, holistic framework. As well, the second Poverty Reduction Strategy Paper 2007-2009 (PRS) was simultaneously developed and aligned with the NDS, including MDG indicators. Following the adoption of the NDS/PRSP, focus has now shifted to ensuring that these strategies are mainstreamed and integrated into local planning and monitoring at the oblast, district and Jamoat levels.

However, the process of localizing MDGs and improving local governance structures so that it is more accountable to citizens is not sufficient due to the fact that the system of public administration and division of powers between the various levels of government in Tajikistan still remain centralized though much effort is made by the Government of Tajikistan. The current situation of budgeting and elaboration of development programmes was analyzed by joint initiative of UNDP and the Ministry of Economic Development and Trade in 2007 and the results were presented to the public. Analyses showed that the process of elaboration of development programmes and budgeting conducted at different levels of government are sometimes disconnected and uncoordinated, making it difficult to link the allocation of resources with local development priorities. As mentioned in the report, the problem is further compounded by district capacities and the weak framework to conduct a participatory local planning process.

In addition, the existing processes of elaboration of development programmes lack the financial support which would allow proper implementation of planned intentions, as there were no initiatives in Tajikistan to integrate the elaboration of development programmes and budgeting processes at the local level yet.

Effective elaboration of development programmes at the local level is understood as a sustainable mechanism based on analyses of situation in the corresponding territory, participatory plan development by involvement of all stakeholders including authorities, civil society and private sector and joint monitoring and reporting on development initiatives.

The Government of the Republic of Tajikistan continues to make efforts towards the achievement of Millennium Development Goals through the implementation of National Development Strategy, Poverty Reduction Strategy and other strategic documents on reforming local governance. Joint cooperation on local planning and budgeting between UNDP Tajikistan and the Ministry of Economic Development and Trade would contribute for better achievement of the country development goals.

Component 2: Strategy

Since 1997, UNDP has implemented a rural development programme that integrates poverty reduction and democratic governance with a community-based approach. As government institutions have matured, UNDP is progressively moving from a community-centered approach to one in which local government plays an increasingly important role. While supporting a

continuing and central role for civil society, UNDP's Communities Programme (CP) is increasingly engaged with local and regional governments through the establishment and support of Jamoat Resource and Advocacy Centers (JRCs) and District Development Councils (DDCs).

Project idea

- building local and regional capacity
- direct implementation of best initiatives on elaboration and execution of development programmes by working to deepen local ownership and partnership between government and communities
- strengthening the mechanisms of elaboration and execution of development programmes and budgeting
- supporting community advocacy and participation in decision-making during three year period of time in 2008-2010.

The project will be implemented in close partnership of the UNDP and the Ministry of Economic Development and Trade (MEDT). MEDT will be playing coordinating role in the project where other national level state institutions will be involved for further cooperation and joint actions. Ministry of Finance will be invited to coordinate on the local budgeting issues, Strategic and Research Center under the President together with the State Statistical Agency Goscomstat will take an active part on the issues of information gathering, analyses, monitoring and evaluation. MEDT, SRC, Institute for civil servants and other organizations will be conducting capacity building programmes for local stakeholders on effective elaboration, monitoring and evaluation of development programmes and budgeting.

Project will cover following 15 districts from different regions of Tajikistan:

Sughd: Isfara, Konibodom, Ayni, Panjakent, Kuhistoni Maschoh

DRS: Nurobod, Jirgatal, Tojikobod, Vahdat, Tursunzoda

Khatlon: Shurobod, Baljuvon, Khovaling, Kulob, Rumi

In the event there are sufficient resources available, the project will cover one of Gorno-Badakhshan province districts (Ishkoshim) to implement the project idea in a remote part of Tajikistan.

The capacity of local authorities to deliver services needed to reduce poverty has to be strengthened, particularly through improved local development programmes that are connected to and supported by the budgeting process. Efforts towards this aim will include trainings and other capacity development efforts within the framework of MEDT's partnership with the other state and public organizations for initiatives such as the creation of development programmes, resource mobilization, budget management and monitoring and evaluation. Primary attention will be paid to the importance of aligning local priorities to national strategies such as the PRS and the NDS, with a view to localizing planning and monitoring of MDG-based targets.

The overall goal is to strengthen effective and responsive governing institutions by partnering with national level government institutions to reform the processes for creating and executing development programmes and budgeting at the district and oblast levels. The specific objective of the project is to support the public sector at the local level to engage local stakeholders in the creation and execution of development programmes and budgeting. By encouraging civil society participation, this process will enhance transparency, which enables local stakeholders to hold local governments more accountable to them. The project also aims to improve the existing

processes of creating development programmes in such a way that it provides a more enabling environment for the government and civil society to forecast development based on coordinated priorities

The strategy will be to engage stakeholders to assess the current weaknesses in the elaboration of development programmes and budgeting processes, including monitoring and evaluation (M&E), and partner with government to make recommendations on how to improve these processes and include a participatory component that engages citizens, civil society and the private sector.

Detailed information on project activities and indicators are identified in ANNEX I Logical framework, while the plan of activities and budget allocation for 2008 is identified in ANNEX II. The action plan and budget for the next project years (2009 and 2010) will be developed during the period of first project year implementation.

Overall ideas for project implementation in 2009 and 2010 are following:

- Project will facilitate for creation of new District Development Councils and organize capacity building of all DDC created in 15 target districts. DDCs will become an effective instrument of local planning providing equal opportunities for different stakeholders to contribute to the development of plans, their implementation and monitoring and evaluation.
- 15 District Development Plans will be developed through participatory manner based on gathered information and joint analyses results.
- Monitoring and evaluation system will be inculcated in the existing system of development management enabling government and citizens to evaluate public policy and development initiatives.
- Key poverty indicators will be used in the development planning process and citizen report card will facilitate better service delivery.
- A methodology on creating, monitoring and evaluation of development programmes will be developed

Component 3: Management

In recognition of the special development situation of Tajikistan and the limited capacity of local authorities to execute the project, it was agreed that the project will be directly executed in accordance with DEX guidelines under the umbrella of UNDP's Communities Programme (CP) in close collaboration with the Government. This arrangement will ensure effective project delivery, with the overall responsibility for the management of the project resting with the CP. For this purpose the CP will adapt its structures as required and establish effective, efficient and transparent project administration procedures and operation systems. A project financial management system will be established to ensure accountability, and annual audits will be performed.

The project will work through the existing structure of UNDP CP's head office in Dushanbe. The Programme Manager of the CP will have overall oversight and responsibility for ensuring the effective implementation of the proposed project.

The implementation of the project will be through CP's existing five area offices in Ayni, Khujand, Kulyab, Shaartuz, and Gharm. The area offices will cooperate closely with the District

Development Committees (DDCs) in the selected pilot districts, already established under UNDP CP.

A Project Coordinator/Budgeting Specialist will be recruited to oversee the development of participatory budgeting methodology and training curriculum, in coordination with the Ministry of Economic Development and Trade and Ministry of Finance. The Budgeting Specialist will also have the responsibility of being the overall Project Coordinator who will oversee actual implementation of the project; be responsible for overall project coordination and implementation, consolidation of work plans and project papers, preparation of quarterly progress reports, reporting to the project supervisory bodies; supervise the work of the project experts and other project staff; and closely coordinate project activities with relevant Government institutions and hold regular consultations with other project stakeholders. The position will directly report to the CP Programme Manager and will be based out of the Ministry of Economic Development and Trade, with frequent travels to the districts selected for this project.

A Programme Development Specialist will be recruited to develop training curriculum and a methodology for the creation of development programmes through the involvement of stakeholders and in coordination with the Ministry of Economic Development and Trade. The Programme Development Specialist will directly report to the Project Coordinator. The position will be based in the Ministry of Economic Development and Trade, with frequent travels to the districts selected for this project.

A Monitoring and Evaluation Specialist will be recruited to work with the Ministry of Economic Development and Trade and the Ministry of Finance on developing a monitoring and evaluation process for use at the oblast and district levels. The M&E Specialist will also work in collaboration with Goscomstat, the state's statistical agency, on the establishment of a data base and on the collection of information for development planning and budgeting. The position will be based in Ministry of Economic Development and Trade, with frequent travels to the districts selected for this project. The M&E Specialist will directly report to the Project Coordinator.

To support the work of the Development Programmes, Budgeting and M&E specialists, a Project Assistant will be recruited. The Project Assistant will support the project team in all technical and operational issues related to project implementation. Under the direct supervision of the Project Coordinator, the Project Assistant will be responsible for administrative, financial and procurement issues, and will work within and get support from the existing CP administration. The position will be based in the Ministry of Economic Development and Trade with frequent travels to the districts selected for this project. Finally, a Driver will be recruited to transport project team members.

The leading partner in project implementation is the Ministry of Economic Development and Trade. Project team members will be based at the Ministry of Economic Development and Trade and will work closely with all state institutions at national level on the creation, monitoring and evaluation of development programmes, local budgeting in hopes that the Ministry of Economic Development and Trade and other ministries adopt and incorporate the methodology into their existing national administrative framework.

Partnerships will also be established with the Institute for Civil Service Training and Strategic Research Center (SRC) under the President of the Republic of Tajikistan (in the framework of

the already existing partnership agreement between these Institutions and UNDP) or, where suitable, with local NGOs for further development and / or delivery of trainings.

UNDP CO will provide specific support services for project realization through the Administrative and Finance Units as required.

Local and International Consulting services will be contracted to implement separate tasks such as consolidating conducted analysis on the creation of development programmes at the local level, developing recommendations for the improvement of policy and legal and normative frameworks that will be implemented according to the UNDP rules and regulations.

A Steering and Coordinating Project Committee (SCPC) will be created for consideration of strategic project impact and policy results for future project planning. The issues of project implementation, achieved results and possible difficulties of project implementation will be discussed at the sessions of SCPC. During the sessions Project coordinator's reports will also be considered. SCPC will be comprised of the representatives from MEDT, Ministry of Finance, SRC, ICST and UNDP. The representatives of NGOs participating in the project implementation and International organizations working in the sphere of development programmes will also be invited to the SCPC sessions.

SCPC sessions will be conducted twice a year in Dushanbe city. Deputy Minister of Economic Development and Trade will be a chairperson during the sessions.

Component 4: Monitoring, evaluation and reporting

UNDP standards and regulations on monitoring and evaluation will be used for measuring project implementation and achievement of results. Monitoring and evaluation will be organized by project staff and any external consultants upon requests from donors or UNDP management. Monitoring and evaluation matrix will be developed by project staff which further will be used as an instrument for inspection of project implementation course and expected results' achievement.

Reports on the project will be prepared by the Project Coordinator and will be submitted to the UNDP management on monthly, quarterly and semi – annually bases. Project team will also prepare annual and final reports. The reports can be submitted to the Ministry of Economic Development upon request.

ANNEX I

LOGICAL FRAMEWORK FOR 2008

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall Objective	To strengthen effectiveness and responsiveness of governing institutions at local and regional level by partnering with national level state institutions to reform the processes of elaboration and execution of development programmes and budgeting	<ul style="list-style-type: none"> ▪ Reform for elaboration of development programmes and budgeting is in place 	<ul style="list-style-type: none"> ▪ Reform document 	
Specific Objective	Better conditions for effective elaboration of development programmes and budgeting at the local level and regional level are created	<ul style="list-style-type: none"> ▪ Number of trainings conducted ▪ Number of working session hold ▪ Citizen satisfaction with government performance ▪ Local governance capacity index 	<ul style="list-style-type: none"> ▪ Baseline survey ▪ Post-project survey ▪ Capacity Mapping Survey ▪ Citizen report card 	<ul style="list-style-type: none"> ▪ Local authorities committed to partnership ▪ Local community, private sector and civil society are willing to cooperate.
Expected results	1. Capacity of local and regional authorities and civil society is enhanced on elaboration and execution of development programmes and budgeting, citizen involvement and proposal for	<ul style="list-style-type: none"> ▪ Local Steering Committee established ▪ 300 local stakeholders have better knowledge on effective elaboration of development programmes and budgeting ▪ 15 district improve their capacity for 	<ul style="list-style-type: none"> ▪ Monthly and quarterly reports ▪ Monitoring visits ▪ Trainings' reports 	<ul style="list-style-type: none"> ▪ Stakeholders remain supportive ▪ Respective personnel available and

	reforms developed	effectively reforming development programmes' elaboration and budgeting systems <ul style="list-style-type: none"> 40 percent of beneficiaries are women 		able to become involved
	2. Monitoring and evaluation system for programme development at district and oblast levels developed	<ul style="list-style-type: none"> 8 poverty indicators are established 4 Citizen Report Cards conducted 300 copies of the Guidelines and Training curriculum published Information on 15 baseline surveys available for the public 	<ul style="list-style-type: none"> Contractor records and reports Post-project survey Monitoring visits 	<ul style="list-style-type: none"> Goscomstat is supportive for capacity building and changing approaches NGOs and CBOs are willing to enter partnership agreements.
Activities Per result 1:	<p>1.1. Consultations with Local Steering Committee and other key stakeholders and conduction of regular working sessions</p> <p>1.2. Establishment of a National Expert Working Group with the Ministry of Economic Development and Trade and the Ministry of Finance</p> <p>1.3. Provide capacity-building training to authorities and civil society</p> <p>1.4. Trainings for 15 district governments to budget and plan based on a new methodology</p> <p>1.5. Negotiate and create MOU with 15 pilot districts to develop District Development Programmes (DDPs)</p> <p>1.6. Publish 300 copies of the Guidelines and the Training Curriculum and hand over to state institutions.</p>	<p>Means</p> <ul style="list-style-type: none"> Capacity building and trainings; Supplies for existing structures; Office personnel; Office vehicles; Operational and logistic facilities; Equipment and furniture; Local and international experts. 	<ul style="list-style-type: none"> Monitoring and Evaluation reports; Mid-term reviews reports; List of participants of trainings; Memorandums of Understanding Payrolls; Log sheet of vehicles; Financial reports; Mission reports on field visits; Attendance reports. 	<ul style="list-style-type: none"> Local authorities are open and willing to cooperate; Qualified and committed persons available; Qualified trainers are available; Partners willing to cooperate within the program

	<p>1.7. Develop a detailed Proposal for Reform</p> <p>1.8. Conduct a regional roundtable</p> <p>1.9. Turn Proposal of Reform to the Programme of Reform</p> <p>1.10. Develop methodological guidelines and refine the Training Curriculum on how to apply the new methodology</p>			<ul style="list-style-type: none"> ▪ Qualified and committed persons available; ▪ Contract delays do not occur; ▪ Contractual procedures are timely; ▪ Qualified partners are available; ▪ Procurement delay do not occur; ▪ Partners willing to cooperate within the program ▪ Ownership arrangements can be clarified
<p>Activities Per result 2:</p>	<p>2.1 Key poverty indicators will be established and baseline and post-project surveys will be conducted</p> <p>2.2 Conduct capacity mapping survey on current processes of district and oblast development programming and budgeting</p> <p>2.3 Establish a data base on the information needed for M&E of development programming and budgeting at oblast & district levels.</p> <p>2.4. Conduction and modification of Citizen Report Cards</p>	<p>Means</p> <ul style="list-style-type: none"> ▪ Local resources; ▪ Office personnel; ▪ 2 Office vehicles; ▪ Operational and logistic facilities; ▪ Equipment and furniture; ▪ Local partners 	<ul style="list-style-type: none"> ▪ Monitoring and Evaluation reports; ▪ Mid-term reviews reports; ▪ List of participants of trainings; ▪ Memorandum of Understanding between BAIC, farm cooperatives; ▪ Payrolls; ▪ Log sheet of vehicles ▪ Financial reports; ▪ Mission reports on field visits; ▪ Attendance reports; ▪ Time sheets. 	<ul style="list-style-type: none"> ▪ Qualified and committed persons available; ▪ Contract delays do not occur; ▪ Contractual procedures are timely; ▪ Qualified partners are available; ▪ Procurement delay do not occur; ▪ Partners willing to cooperate within the program ▪ Ownership arrangements can be clarified

