



3 November 2011

Dear Ms. Levaggi,

**Subject: AFB grant to UNDP project PIMS No.4450 - ATLAS BU: TKM10 - Proposal No.: 00059797 - Project No.: 00074953; "Addressing climate change risks to farming systems in Turkmenistan at national and community level" project in Turkmenistan.**

Thank you for the contribution of US\$2,929,500 from the Adaptation Fund Board (AFB), in support of the above mentioned project in Turkmenistan. In this regard, we attach the signed original agreement between UNDP and AFB. UNDP will administer the contribution in accordance with its regulations, rules, policies and procedures, including for reporting, disbursement, audit, procurement and evaluation.

UNDP accepts the terms and conditions in the Grant Agreement, subject to the privileges and immunities of the United Nations, including UNDP, and without prejudice to any negotiations with the AFB on certain provisions contained therein. In particular UNDP confirms that:

1. Paragraph 3.02 and 3.03 shall be read as:

"3.02. UNDP shall carry out all its obligations under this Agreement in accordance with its regulations, rules, policies and procedures.

3.03. During the course of administering the Grant, UNDP shall carry out its obligations in accordance with its own regulations, rules, policies and procedures provided that in case of inconsistencies between the regulations, rules, policies and procedures of UNDP and the AF Operational Policies and Guidelines, the Secretariat, and UNDP shall discuss and promptly take any necessary or appropriate action to resolve such inconsistency."

2. Paragraph 4.05 shall be read as:

"Each Party shall be responsible and liable for acts of gross negligence or willful misconduct of its employees, agents, or contractors."

Ms. Marcia Levaggi  
Manager  
Adaptation Fund Board Secretariat  
Mail stop: MSN P-4-400  
1818 H Street NW - Washington DC 20433 USA





3. The last sentence of paragraph 6.01 shall be read in line with UNDP regulations, rules, policies and procedures.
4. Paragraph 7 01 d shall be read as:

“The Grant shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of the Implementing Entity. Should an audit report of the external auditors of the Implementing Entity to its governing body contain observations relevant to the Grant, such information shall be made available to the Board, through the Secretariat.”

5. Paragraph 13.03 shall be read as:

“Upon termination of this Agreement, the Board and UNDP shall consider the most practical way of completing any ongoing activities under the [Project] [Programme], including meeting any outstanding commitments incurred under the [Project][Programme] prior to the termination. UNDP shall promptly refund to the Board, through the Trustee, any unused portion of the Grant after all commitments and liabilities entered into during the validity of this agreement have been satisfied, including any net investment income earned therefrom. No Grant funds shall be disbursed after termination.”

With respect to paragraph 37 of the AF Operational Policies and Guidelines concerning independent audits, please note that the Financial Regulations adopted by the UN General Assembly provide that the UN Board of Auditors is to be independent and solely responsible for the external audit of the accounts of the United Nations, including UNDP. Therefore UNDP is not subject to audit or investigation by any other party.

UNDP will stand ready to discuss and negotiate any amendments to the Grant Agreement or AF Operational Policies and Guidelines which may be needed.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Yannick Glemarec', is written over a horizontal line.

Yannick Glemarec  
Director of Environmental Finance  
UNDP





**ADAPTATION FUND**

**AGREEMENT**

**The “Addressing climate change risks to farming systems in  
Turkmenistan at national and community level” Project in  
Turkmenistan**

**between**

**THE ADAPTATION FUND BOARD**

**and**

**UNITED NATIONS DEVELOPMENT PROGRAMME**

**September 14, 2011**

12.02. This Agreement may be amended, in writing, by mutual consent between the Board and the Implementing Entity.

### **13. TERMINATION OF THE AGREEMENT**

13.01. This Agreement may be terminated by the Board or UNDP, by giving prior written notice of at least ninety (90) days to the other.

13.02. This Agreement shall automatically be terminated in the event of:

- a) cancellation of the Implementing Entity accreditation by the Board; or
- b) receipt of a communication from the Designated Authority that it no longer endorses the Implementing Entity or the Project.

13.03. Upon termination of this Agreement, the Board and the Implementing Entity shall consider the most practical way of completing any ongoing activities under the Project, including meeting any outstanding commitments incurred under the Project prior to the termination. The Implementing Entity shall promptly refund to the AF Trust Fund, through the Trustee, any unused portion of the Grant, including any net investment income earned therefrom. No Grant funds shall be disbursed after termination.

### **14. SETTLEMENT OF DISPUTES**

14.01. Any dispute, controversy or claim arising out of or relating to this Agreement, or the breach, termination or invalidity thereof, will be settled amicably by discussion or negotiation between the Board and the Implementing Entity.

14.02. Any dispute, controversy or claim arising out of or relating to this Agreement, or the breach, termination or invalidity thereof, which has not been settled amicably between the Board and the Implementing Entity shall be settled by arbitration in accordance with the UNCITRAL Arbitration Rules as presently in force.

IN WITNESS WHEREOF, the undersigned, being duly authorized thereto, have signed this Agreement on September , 2011

**THE ADAPTATION FUND BOARD**

Ana Fornells

Ana Fornells de Frutos, Chair

**UNDP**



3 Nov. 2011

Yannick Siemarec, Director, UNDP Environmental Finance

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The following Schedules are attached to the Agreement: Schedule1 (AF Operational Policies and Guidelines, including the Fiduciary Risk Management Standards; Schedule 2 (Project Proposal); and Schedule 3 (Disbursement Schedule).





**Schedule 1**



## **ADAPTATION FUND**

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Adaptation Fund Board

# **OPERATIONAL POLICIES AND GUIDELINES FOR PARTIES TO ACCESS RESOURCES FROM THE ADAPTATION FUND<sup>1</sup>**

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<sup>1</sup> This is the Operational Policies and Guidelines that was approved by the Adaptation Fund Board at its 14<sup>th</sup> Meeting in June 2011.

## INTRODUCTION

1. The Kyoto Protocol (KP), in its Article 12.8, states that “The Conference of the Parties serving as the meeting of the Parties to this Protocol shall ensure that a share of the proceeds from certified project activities is used to cover administrative expenses as well as to assist developing country Parties that are particularly vulnerable to the adverse effects of climate change to meet the costs of adaptation.”<sup>2</sup> This is the legal basis for the establishment of the Adaptation Fund.
2. At the seventh session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC), held in Marrakech, Morocco, from October 29 to November 10, 2001 (COP7), the Parties agreed to the establishment of the Adaptation Fund (the Fund).<sup>3</sup>
3. In Montreal, Canada in November 2005<sup>4</sup> and in Nairobi, Kenya in December 2006,<sup>5</sup> the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP), decided on specific approaches, principles and modalities to be applied for the operationalization of the Fund.
4. In Bali, Indonesia, in December 2007, the CMP decided that the operating entity of the Fund would be the Adaptation Fund Board (the Board), serviced by a Secretariat and a Trustee.<sup>6</sup> Parties invited the Global Environment Facility to provide secretariat services to the Board (the Secretariat), and the World Bank to serve as the trustee (the Trustee) of the Fund, both on an interim basis.
5. In particular, Decision 1/CMP.3, paragraph 5(b), lists among the functions of the Board to develop and decide on specific operational policies and guidelines, including programming guidance and administrative and financial management guidelines, in accordance with decision 5/CMP.2, and to report to the CMP.
6. In Poznan, Poland, in December 2008, through Decision 1/CMP.4, the Parties adopted:
  - (a) the *Rules of Procedures of the Adaptation Fund Board*;
  - (b) the *Memorandum of Understanding between the Conference of the Parties serving as the meeting of the Parties of the Kyoto Protocol and Council of the Global Environmental Facility regarding secretariat services to the Adaptation Fund Board*, on an interim basis;

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<sup>2</sup> See FCCC/KP/Kyoto Protocol.

<sup>3</sup> See Decision 10/CP.7, “Funding under the Kyoto Protocol”.

<sup>4</sup> See Decision 28/CMP.1, “Initial guidance to an entity entrusted with the operation of the financial system of the Convention, for the operation of the Adaptation Fund” in Annex I to this document.

<sup>5</sup> See Decision 5/CMP.2, “Adaptation Fund”, in Annex I to this document.

<sup>6</sup> See Decision 1/CMP.3, “Adaptation Fund”, in Annex I to this document.

- (c) the *Terms and Conditions of Services to be Provided by the International Bank for Reconstruction and Development (the World Bank) as Trustee for the Adaptation Fund*, on an interim basis; and
  - (d) the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund* (see Annex 1).
7. In Decision 1/CMP.4, paragraph 11, the CMP decided that the Adaptation Fund Board be conferred such legal capacity as necessary for the execution of its functions with regard to direct access by eligible developing country Parties. Further, in decision 4/CMP.4, paragraph 1, the Parties endorsed the Board decision to accept the offer of Germany to confer legal capacity on the Board. The German Act of Parliament which conferred legal capacity to the Board entered into force of February 8, 2011.
  8. This document (hereafter "the operational policies and guidelines"), in response to the above CMP decisions, outlines operational policies and guidelines for eligible developing country Parties to access resources from the Fund. The operational policies and guidelines are expected to evolve further based on experience acquired through the operationalization of the Fund, subsequent decisions of the Board and future guidance from the CMP.

#### **DEFINITIONS OF ADAPTATION PROJECTS AND PROGRAMMES**

9. The Adaptation Fund established under decision 10/CP.7 shall finance concrete adaptation projects and programmes.
10. A concrete adaptation project/programme is defined as a set of activities aimed at addressing the adverse impacts of and risks posed by climate change. Adaptation projects can be implemented at the community, national and transboundary level. Projects concern discrete activities with a collective objective(s) and concrete outcomes and outputs that are more narrowly defined in scope, space and time.
11. An adaptation programme is a process, a plan or an approach for addressing climate change impacts that is broader than the scope of an individual project.

#### **OPERATIONAL AND FINANCING PRIORITIES**

12. The overall goal of all adaptation projects and programmes financed under the Fund will be to support concrete adaptation activities that reduce vulnerability and increase adaptive capacity to respond to the impacts of climate change, including variability at local and national levels.
13. Provision of funding under the Fund will be based on, and in accordance with, the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund* adopted by the CMP, attached as Annex 1.
14. Funding will be provided on full adaptation cost basis of projects and programmes to address *the adverse effects of climate change*.<sup>7</sup> *Full cost of adaptation* means the costs

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<sup>7</sup> Decision 5/CMP.2, paragraph 1 (d).

associated with implementing concrete adaptation activities that address the adverse effects of climate change. The Fund will finance projects and programmes whose principal and explicit aim is to adapt and increase climate resilience. The project/programme proponent is to provide justification of the extent to which the project contributes to adaptation and climate resilience. The Board may provide further guidance on financing priorities, including through the integration of information based on further research on the full costs of adaptation and on lessons learned.

15. In developing projects and programmes to be funded under the Fund, eligible developing country Parties may wish to consider the guidance provided in 5/CP.7. Parties may also consult information included in reports from the Intergovernmental Panel on Climate Change (IPCC) and information generated under the Nairobi Work Programme (NWP) on Impacts, Vulnerability and Adaptation to Climate Change.<sup>8</sup>
16. Decisions on the allocation of resources of the Fund shall take into account the criteria outlined in the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund*, adopted by the CMP, specifically:
  - (a) Level of vulnerability;
  - (b) Level of urgency and risks arising from delay;
  - (c) Ensuring access to the fund in a balanced and equitable manner;
  - (d) Lessons learned in project and programme design and implementation to be captured;
  - (e) Securing regional co-benefits to the extent possible, where applicable;
  - (f) Maximizing multi-sectoral or cross-sectoral benefits;
  - (g) Adaptive capacity to the adverse effects of climate change.
17. Resource allocation decisions will be guided by paragraphs 9 and 10 of the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund*.
18. The Board will review its procedures for allocating resources of the Fund among eligible Parties at least every three years, and/or as instructed by the CMP.

#### **PROJECT/ PROGRAMME PROPOSAL REQUIREMENTS**

19. To access Fund resources, a project /programme will have to be in compliance with the eligibility criteria contained in paragraph 15 of the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund* and using the relevant templates (templates attached as Annex 2).

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<sup>8</sup> IPCC Assessment Report 4, see <http://www.ipcc.ch/ipccreports/assessments-reports.htm> and NWP see [http://unfccc.int/adaptation/sbsta\\_agenda\\_item\\_adaptation/items/3633.php](http://unfccc.int/adaptation/sbsta_agenda_item_adaptation/items/3633.php).

## **DESIGNATED AUTHORITY**

20. Each Party shall designate and communicate to the secretariat the authority that will represent the government of such Party in its relations with the Board and its secretariat. The Designated Authority shall be an officer within the Party's government administration. The communication to the secretariat shall be made in writing and signed by either a Minister, an authority at cabinet level, or the Ambassador of the Party.
21. The main responsibility of the Designated Authority is the endorsement on behalf of the national government of: a) accreditation applications as National Implementing Entities submitted by national entities; b) accreditation applications as Regional or Sub-regional Implementing Entities submitted by regional or sub-regional entities; and c) projects and programmes proposed by the implementing entities, either national, regional, sub-regional, or multilateral.
22. The Designated Authority shall confirm that the endorsed project/programme proposal is in accordance with the government's national or regional priorities in implementing adaptation activities to reduce adverse impacts of, and risks posed by, climate change in the country or region

## **FINANCING WINDOWS**

23. Parties may undertake adaptation activities under the following categories:
  - (a) Small-size projects and programmes (proposals requesting up to \$1 million); and
  - (b) Regular projects and programmes (proposals requesting over \$1million).

## **ELIGIBILITY CRITERIA**

### **Country Eligibility**

24. The Fund shall finance concrete adaptation projects and programmes in developing country Parties to the Kyoto Protocol that are particularly vulnerable to the adverse effects of climate change.
25. Paragraph 10 of the *Strategic Priorities, Policies and Guidelines of the Adaptation Fund* provides the country eligibility criteria.
26. A cap in resource allocation per eligible host country, project and programme will be agreed by the Board based on a periodic assessment of the overall status of resources in the Adaptation Fund Trust Fund and with a view to ensuring equitable distribution.

### **Implementing and Executing Entities**

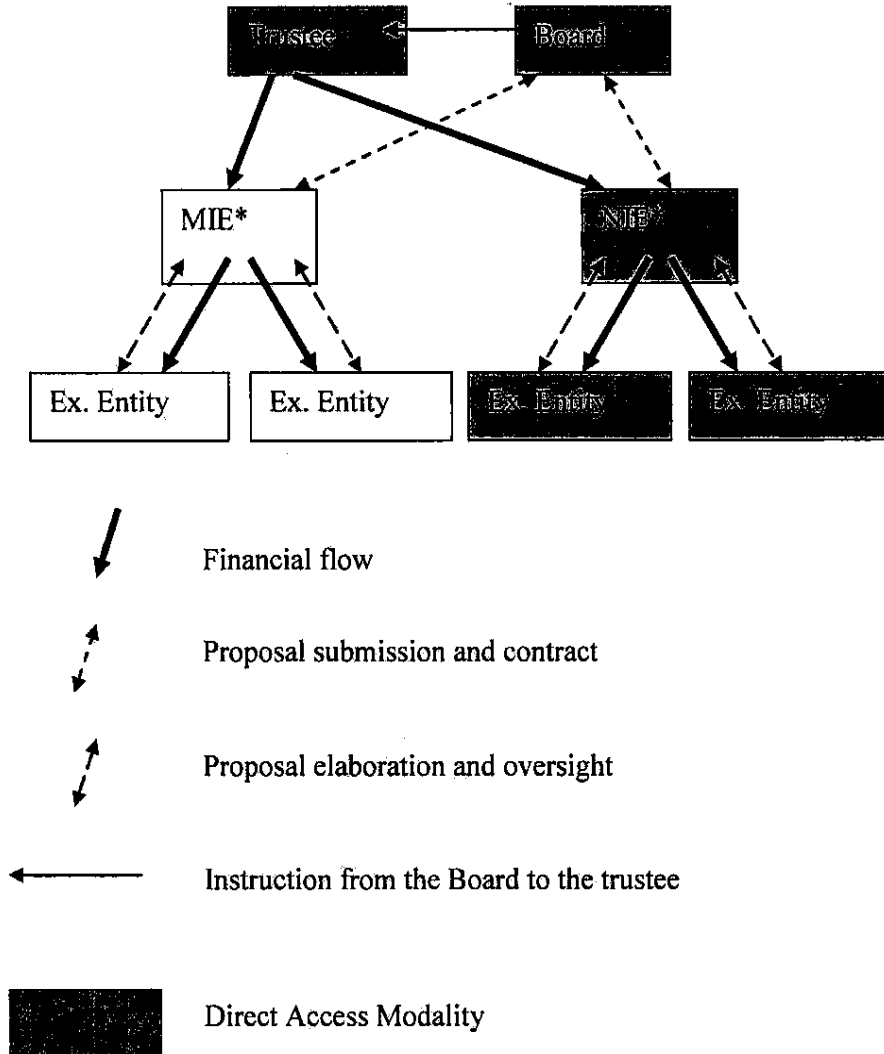
27. Eligible Parties who seek financial resources from the Adaptation Fund shall submit proposals directly through their nominated National Implementing Entity (NIE).<sup>9</sup> They may, if they so wish, use the services of Multilateral Implementing Entities (MIE). The

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<sup>9</sup> They may include *inter alia*, ministries, inter-ministerial commissions, government cooperation agencies.

implementing entities shall obtain an endorsement from the government through the Designated Authority referred to in paragraph 20 above.<sup>10</sup> The options of submitting different projects/programmes through an NIE and through an MIE are not mutually exclusive. The modalities for accessing resources of the Adaptation Fund are outlined in Figure 1.

**Figure 1: Modalities for Accessing Resources of the Adaptation Fund**



\* A Party nominates a National Implementing Entity. May also nominate a Multilateral entity

28. National Implementing Entities (NIE) are those national legal entities nominated by Parties that are recognized by the Board as meeting the fiduciary standards approved by the Board. The NIEs will bear the full responsibility for the overall management of the

projects and programmes financed by the Adaptation Fund, and will bear all financial, monitoring and reporting responsibilities.

29. A group of Parties may also nominate regional and sub-regional entities as implementing entities (RIE/SRIE), and thereby provisions of paragraph 28 will apply. In addition to the nomination of an NIE an eligible Party may also nominate a RIE/SRIE and may submit project/programme proposals through an accredited RIE/SRIE that is operating in their region or sub-region. The application for accreditation shall be endorsed by at least two country members of the organization. The RIE/SRIEs will bear the full responsibility for the overall management of the projects and programmes financed by the Adaptation Fund, and will bear all financial, monitoring and reporting responsibilities.
30. Multilateral Implementing Entities (MIE) are those Multilateral Institutions and Regional Development Banks invited by the Board that meet the fiduciary standards approved by the Board. The MIEs, chosen by eligible Parties to submit proposals to the Board, will bear the full responsibility for the overall management of the projects and programmes financed by the Adaptation Fund, and will bear all financial, monitoring and reporting responsibilities.
31. In the case of regional (i.e., multi-country) projects and programmes, the proposal submitted to the Board should be endorsed by the Designated Authority of each participating Party.
32. Executing Entities are organizations that execute adaptation projects and programmes supported by the Fund under the oversight of Implementing Entities.

## **ACCREDITATION OF IMPLEMENTING ENTITIES**

### **Fiduciary Standards**

33. Among principles established for the Fund (Decision 5/CMP.2) is "sound financial management, including the use of international fiduciary standards." At its 7<sup>th</sup> meeting the Board adopted fiduciary standards governing the use, disbursement and reporting on funds issued by the Adaptation Fund covering the following broad areas (refer to Annex 2 for details):
  - (a) Financial Integrity and Management:
    - (i) Accurately and regularly record transactions and balances in a manner that adheres to broadly accepted good practices, and are audited periodically by an independent firm or organization;
    - (ii) Managing and disbursing funds efficiently and with safeguards to recipients on a timely basis;
    - (iii) Produce forward-looking financial plans and budgets;
    - (iv) Legal status to contract with the Fund and third parties
  - (b) Institutional Capacity:



- (i) Procurement procedures which provide for transparent practices, including in competition;
  - (ii) Capacity to undertake monitoring and evaluation;
  - (iii) Ability to identify, develop and appraise project/programme;
  - (iv) Competency to manage or oversee the execution of the project/programme including ability to manage sub-recipients and to support project /programme delivery and implementation.
- (c) Transparency and Self-investigative Powers: Competence to deal with financial mismanagement and other forms of malpractice.

### **Accreditation Process**

34. Accreditation for the implementing entities would follow a transparent and systematic process through an Adaptation Fund Accreditation Panel (the Panel) supported by the Secretariat. The Panel will consist of two Board Members and three experts. The different steps for accreditation are as follows:
- (a) The Board will invite Parties<sup>11</sup> to each nominate a National Implementing Entity (NIE); the Board will issue a call to potential Multilateral Implementing Entities (MIE) to express interest in serving as an MIE;
  - (b) Potential implementing entities will submit their accreditation applications to the Secretariat together with the required supporting documentation to verify how they meet the fiduciary standards;
  - (c) The Secretariat will review the documentation to ensure that all the necessary information is provided, and will follow-up with the potential implementing entities to ensure that the application package is complete. The Secretariat will forward the complete package to the Panel within 15 (fifteen) working days following receipt of a candidate implementing entity's submission;
  - (d) The Panel will undertake a desk-review of the application and forward its recommendation to the Board; should the Panel require additional information prior to making its recommendation, a mission and/or a teleconference may be undertaken with regard to the country concerned.<sup>12</sup>The Board will provide further guidance on the required information in the future on the basis of lessons learned; and
  - (e) The Board will make a decision and in writing will notify the entity of the outcome, which could fall into one of the following categories:

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<sup>11</sup> The Designated Authority referred to in paragraph 21 above shall endorse the application for accreditation on behalf of the Party.

<sup>12</sup> The Panel will specify areas requiring further work to meet the requirements and may provide technical advice to address such areas. In exceptional circumstances, an external assessor may be used to help resolve especially difficult/contentious issues.

- (i) Applicant meets requirements and accreditation is approved; or
  - (ii) Applicant needs to address certain requirements prior to full accreditation.
35. In case the nominated NIE does not meet the criteria, an eligible Party may resubmit its application after addressing the requirements of the Board or submit an application nominating a new NIE. In the meantime, eligible Parties are encouraged to use the services of an accredited RIE/SRIE or MIE, if they so wish, to submit project/programme proposals for funding. An applicant MIE that does not meet the criteria for accreditation may also resubmit its application after addressing the requirements of the Board.
36. Accreditation will be valid for a period of 5 years with the possibility of renewal. The Board will develop guidelines for renewal of an implementing entity's accreditation based on simplified procedures that will be established at a later date.
37. The Board reserves the right to review or evaluate the performance of implementing entities at any time during an implementing entity's accreditation period. It also reserves the right to investigate the use of the Fund resources, if there is any indication of misappropriate allocations. An investigation could include an independent audit of the use of the Fund resources. A minimum notification of 3 months will be given to an implementing entity if they have been identified by the Board as being the object of a review or evaluation.
38. The Board may also consider suspending or cancelling the accreditation of an implementing entity if it made false statements or provided intentionally incomplete information to the Board both at the time of accreditation to the Board or in submitting a project or programme proposal.
39. Before the Board makes its final decision on whether to suspend or cancel the accreditation of an implementing entity, the entity concerned will be given a fair chance to present its views to the Board.

#### **PROJECT/PROGRAMME CYCLE**

40. The project/programme cycle of the Adaptation Fund for any project or programme size begins with a proposal submission to the Secretariat by the NIE/MIE chosen by the Party/ies. The Designated Authority referred to in paragraph 20 above shall endorse the proposal submission. The submission is followed by an initial screening, project/programme review and approval<sup>13</sup>

#### **Review and Approval of Small-size Projects and Programmes**

41. In order to expedite the process of approving projects/programmes and reduce unnecessary bureaucracy, small-size projects will undergo a one-step approval process by the Board. The proposed project cycle steps are as follows:

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<sup>13</sup> The Designated Authority referred to in paragraph 21 above shall endorse the proposal submission.

- (a) The project/programme proponent submits a fully developed project/programme document<sup>14</sup> based on a template approved by the Board (Annex 3, Appendix A). A disbursement schedule with time-bound milestones will be submitted together with the fully developed project/programme document. Proposals shall be submitted to the Board through the Secretariat. The timetable for the submission and review of proposals will be synchronized with the meetings of the Board to the extent possible. Project/programme proposals shall be submitted at least nine weeks before each Board meeting in order to be considered by the Board at its next meeting.
- (b) The Secretariat will screen all proposals for consistency and provide a technical review. It will then forward the proposals with the technical reviews to the Projects and Programmes Review Committee (PPRC) for review, based on the criteria approved by the Board (Annex 3). The secretariat will forward comments on the project/programme proposals and requests for clarification or further information to the implementing entities, as appropriate. The inputs received and the conclusions of the technical review by the secretariat will be incorporated to the review template.
- (c) The Secretariat will send all project/programme proposals received with technical reviews to the PPRC at least seven (7) days prior to the meeting. The PPRC will review the proposals and give its recommendation to the Board for a decision at the Meeting. The PPRC may use services of independent adaptation experts to provide input into the review process if needed. The Board can approve, not approve or reject a proposal with a clear explanation to the implementing entities. Rejected proposals cannot be resubmitted.
- (d) The proposals approved by the Board will be posted on the Adaptation Fund website. Upon the decision, the Secretariat in writing will notify the proponent of the Board decision.

### **Review and Approval of Regular Projects and Programmes**

- 42. Regular adaptation projects/programmes are those that request funding exceeding \$1 million. These proposals may undergo either a one-step or a two-step<sup>15</sup> approval process. In the one-step approval process the proponent shall submit a fully-developed project/programme document. In the two-step approval process a brief project/programme concept shall be submitted as first step followed by a fully-developed project/document<sup>16</sup>. Funding will only be reserved for a project/programme after the approval of a fully-developed project document in the second step.
- 43. The project/programme cycle steps for both concept and fully-developed project document are as follows:

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<sup>14</sup> A fully developed project/programme is one that has been appraised for technical and implementation feasibility and is ready for financial closure prior to implementation.

<sup>15</sup> A two-step process, while time consuming minimizes the risk that a proponent does not invest time and energy in fully developing a project or program document that fails to meet the criteria of the Fund.

<sup>16</sup> A fully developed project/programme is one that has been appraised for technical and implementation feasibility and is ready for financial closure prior to implementation.

- (a) The project/programme proponent submits a concept/fully-developed project document based on a template approved by the Board ((Annex 3, Appendix A). A disbursement schedule with time-bound milestones will be submitted together with the fully developed project/programme document. Proposals shall be submitted to the Board through the Secretariat. The timetable for the submission and review of proposals will be synchronized with the meetings of the Board as much as possible. Project/programme proposals shall be submitted at least nine weeks before each Board meeting in order to be considered by the Board at its next meeting.
  - (b) The Secretariat will screen all proposals for consistency and provide a technical review based on the criteria approved by the Board (Annex 3). It will then forward the proposals and the technical reviews to the PPRC for review. The Secretariat will forward comments on the project/programme proposals and requests for clarification or further information to the implementing entities, as appropriate. The inputs received and the conclusions of the technical review by the secretariat will be incorporated in the review template.
  - (c) The Secretariat will send all project/programme proposals with technical reviews to the PPRC at least seven (7) days before the meeting. The PPRC will review the proposals and give its recommendation to the Board for a decision at the meeting. The PPRC may use services of independent adaptation experts to provide input into the review process if needed. In the case of concepts, the Board can endorse, not endorse or reject a proposal with a clear explanation to the implementing entities. In the case of fully-developed proposals, the Board can approve, not approve, or reject a proposal with a clear explanation to the implementing entities. Rejected proposals cannot be resubmitted.
- 44. Proponents with endorsed concepts are expected to submit a fully developed proposal at subsequent Board meetings for approval and funding, following the steps described on paragraph 43 above.
  - 45. All proposals approved for funding by the Board will be posted on the Adaptation Fund website. Upon the decision, the Secretariat will notify the proponent of the Board decision in writing.

#### **Project/Programme Formulation Grants**

- 46. NIE project/programme proponents are eligible to submit a request for a Project/Programme Formulation Grant (PFG) together with a project/programme concept, using the PFG form approved by the Board. The secretariat will review the request and forward it to the PPRC for a final recommendation to the Board. A PFG can only be awarded when a project/programme concept is presented and endorsed.
- 47. Only activities related to country costs are eligible for funding through a PFG.
- 48. The project/programme proponent shall return any unused funds to the Trust Fund.
- 49. The project/programme proponent shall submit a fully developed project/programme document within twelve (12) months of the disbursement of the PFG. No PFG for other

projects/programmes can be awarded until the fully developed project/programme document has been submitted.

#### **Transfer of funds**

50. The Secretariat will draft a standard legal agreement between the Board and implementing entities using the template approved by the Board, and any other documents deemed necessary. The secretariat will provide these documents for signature by the Chair or any other Member designated to sign. The Board may, at its discretion, review any of the proposed agreements.
51. The Trustee will transfer funds on the written instruction of the Board, signed by the Chair, or any other Board Member designated by the Chair, and report to the Board on the transfer of funds.
52. The Board will ensure a separation of functions between the review and verification of transfer requests, and the issuance of instructions to the Trustee to transfer funds.
53. The Board will instruct the Trustee to transfer funds in tranches, based on the disbursement schedule with time bound milestones submitted with the fully developed project/programme document. The Board may require a progress review from the Implementing Entity prior to each tranche transfer. The Board may also suspend the transfer of funds if there is evidence that funds have been misappropriated.
54. If an implementing entity does not sign the standard legal agreement within four (4) months from the date of notification of the approval of the project/programme proposal, the funds committed for that project/programme will be cancelled and retained in the Trust Fund for new commitments.

#### **Monitoring, Evaluation and Review**

55. The Board is responsible for strategic oversight of projects and programmes implemented with resources from the Fund, in accordance with its overarching strategic results framework, a *Strategic Results Framework for the Adaptation Fund* and the *Adaptation Fund Level Effectiveness and Efficiency Results Framework*, to support the *Strategic Priorities, Policies, and Guidelines of the Adaptation Fund*. The Ethics and Finance Committee (EFC), with support of the Secretariat, will monitor the Fund portfolio of projects and programmes.
56. The Board will oversee results at the fund-level. Implementing entities shall ensure that capacity exists to measure and monitor results of the executing entities at the country-level. The Board requires that projects and programmes under implementation submit annual status reports to the EFC. The EFC with the support of the Secretariat shall provide an annual report to the Board on the overall status of the portfolio and progress towards results.
57. All regular projects and programmes that complete implementation will be subject to terminal evaluation by an independent evaluator selected by the implementing entity. The Board reserves the right to submit small projects and programmes to terminal evaluation when deemed appropriate. Terminal evaluation reports will be submitted to

the Board after a reasonable time after project termination, as stipulated in the project agreement. .

58. The Board requires that all projects' and programmes' objectives and indicators align with the Fund's Strategic Results Framework. Each project/programme will embed relevant indicators from the strategic framework into its own results framework. Not all indicators will be applicable to all projects/programmes but at least one of the core outcome indicators should be embedded.
59. The Board reserves the right to carry out independent reviews or evaluations of the projects and programmes as and when deemed necessary. The costs for such activities will be covered by the Adaptation Fund.
60. The Board has approved Guidelines for project/programme final evaluations. These guidelines describe how final evaluations should be conducted for all projects/programmes funded by the Adaptation Fund, as a minimum, to ensure sufficient accountability and learning in the Fund. They should be complementary to the implementing entities' own guidelines on final evaluation.
61. This project cycle will be kept under review by the Board.

#### **Procurement**

62. Procurements by the implementing entities or any of their attached organizations shall be performed in accordance with internationally accepted procurement principles, good procurement practices and the procurement regulations as applicable to a given Party. Implementing entities shall observe the highest ethical standards during the procurement and execution of the concrete adaptation projects/programmes.
63. The project/programme proposal submitted to the Board shall contain adequate and effective means to punish and prevent malpractices. The implementing entities should promptly inform the Board of any instances of such malpractices. The Board reserves the right to investigate any anomalies that may occur with respect to procurement.

#### **Project Suspensions and Cancellations**

64. At any stage of the project/programme cycle, either at its discretion or following an independent review-evaluation or investigation, the EFC may recommend to the Board to suspend or cancel a project/programme for several reasons, notably:
  - (a) financial irregularities in the implementation of the project/programme; and/or
  - (b) material breach, and poor implementation performance leading to a conclusion that the project/programme can no longer meet its objectives.
65. Before the Board makes its final decision whether to suspend or cancel a project/programme, the concerned implementing entity will be given a fair chance to present its views to the Board.

66. In accordance with their respective obligations, implementing entities suspending or cancelling projects/programmes must send detailed justification to the Board for the Board's information.
67. The Secretariat will report to the Board on an annual basis on all approved projects and programmes that were suspended or cancelled during the preceding year.

#### **Reservations**

68. The Board reserves the right to reclaim all or parts of the financial resources allocated for the implementation of a project/programme, or cancel projects/programmes later found not to be satisfactorily accounted for. The implementing entity shall be given a fair chance to consult and present its point of view before the Board.

#### **Dispute Settlement**

69. In case of a dispute as to the interpretation, application or implementation of the project/programme, the implementing entity shall first approach the Secretariat with a written request seeking clarification. In case the issue is not resolved to the satisfaction of the implementing entity, the case may be put before the Board at its next meeting, to which a representative of the implementing entity could also be invited.
70. The provisions of the standard legal agreement between the Board and implementing entity on settlement of disputes shall apply to any disputes that may arise with regard to approved projects/programmes under implementation.

#### **Administrative costs**

71. Every project/programme proposal submitted to the Board shall state the management fee requested by the Implementing Entity if any. Fully developed proposals shall include a budget on fee use. The reasonability of the fee will be reviewed on a case by case basis. The requested fee shall not exceed the cap established by the Board.
72. Fully developed project/programme proposals shall include an explanation and a breakdown of all administrative costs associated with the project/programme, including the execution costs.

#### **Where to send a Request for Funding**

73. All requests shall be sent to:

Adaptation Fund Board Secretariat  
Tel: +1 202 473 0508  
Fax: +1 202 522 3240/5  
Email: [secretariat@adaptation-fund.org](mailto:secretariat@adaptation-fund.org)

74. Acknowledgment of the receipt shall be sent to the proposing implementing entities within a week of the receipt of the request for support. All project proposals submitted will be posted on the website of the Adaptation Fund Board. The Secretariat will provide facilities that will enable interested stakeholders to publicly submit comments about proposals.

### **Review of the Operational Policies and Guidelines**

75. The Board shall keep these operational policies and guidelines under review and will amend them as deemed necessary.



**Schedule 2**

## PROGRAMME PROPOSAL

### ■ PART I: PROGRAMME INFORMATION

PROGRAMME/PROGRAMME CATEGORY: **REGULAR PROJECT**  
COUNTRY: **TURKMENISTAN**  
TITLE OF PROGRAMME/PROGRAMME: **Addressing climate change risks to farming systems in Turkmenistan at national and community level**  
(PIMS 4450; Atlas IDs-TKM10, Proposal 00059797, Project 00074953)  
TYPE OF IMPLEMENTING ENTITY: **MULTILATERAL IMPLEMENTING ENTITY**  
IMPLEMENTING ENTITY: **UNDP**  
EXECUTING ENTITY: **MINISTRY OF NATURE PROTECTION**  
AMOUNT OF FINANCING REQUESTED: **US\$ 2,929,500**

### ■ PROGRAMME BACKGROUND AND CONTEXT:

1. Climate change is projected to have significant impacts on water resources in an already arid Turkmenistan. Water availability and supply are likely to suffer from increasing shortages due to elevated temperatures, overall climate aridification and competition for water arising from regional trans-boundary water issues. Turkmenistan's inherent aridity and reliance on agriculture as a source of both income and food renders the country particularly vulnerable to these climate change impacts.

2. In response, the Government of Turkmenistan is proposing to take a comprehensive approach to water adaptation in the agricultural sector. This initiative, which seeks financing through the Adaptation Fund, aims to increase resilience in 3 different agro-climatic zones in Turkmenistan by implementing hard water efficiency and irrigation measures, and to develop water user associations benefiting over 30,000 farmers. These communities are among the most vulnerable and water stressed, and for the most part lack access to state subsidy or support. To ensure that the beneficial impacts of the project can be replicated among other communities, the project will also seek to internalize climate change risks into water policies at the national level by establishing price incentives, technologies and management systems to achieve greater water use efficiency. It focuses on increasing the resilience of water resources for the most vulnerable and water-stressed communities, who are engaged in non-state agriculture, horticulture and livestock management and who are unlikely to benefit from Government's large scale water supply and storage infrastructure. The programme contributes directly to the AF's portfolio level objective "to increase adaptive capacity to respond to the impacts of climate change, including variability at local and national level".

#### *Current State of the Agricultural Sector*

3. The agriculture sector of Turkmenistan is hugely capital and labor intensive. Despite the purchase of large scale agricultural machinery, the sector remains relatively unproductive. The agricultural industry is mainly owned and controlled by the state, with a few private producers and farm businesses starting to emerge in livestock, agricultural and processing sectors over the last decade. The main crops mandated by the state are

cotton and wheat, as well as smaller amounts of rice and sugar beet. Almost all public investment is directed to production of these two strategic crops, based on an economic policy of self-sufficiency in grains and maintaining the export potential for cotton products.

4. This policy has greatly affected the structure of the agricultural sector and its potential for production, since thousands of hectares of land under orchards, horticulture and fodder crops have been diverted to production of winter wheat. The dominance of two strategic crops, with lack of modern farming and management practices as well as lack of due attention to sectors other than those of the state order crops has resulted in a sharp decline of agricultural production (about 50% of production levels of 1990). This process of decline has been exacerbated by the slow take up of efficient water management technologies, which have limited the amount of land under cultivation.

5. Over recent years, the Government has begun to recognize the need to diversify the agricultural sector and acknowledges the inefficiencies of enforcing cotton and wheat production in all regions of the country. This process has been driven by increasing frequency of drought in agricultural producing regions, and the associated economic losses experienced by the state. For the growing season of 2010 the state has allocated some land for crops other than state or government mandated crops to be grown in each of the five provinces based on soil-climatic conditions in these regions. As a result of this, each province has been allocated land on a leasehold basis for growing maize, barley, lucerne and other forage crops, a practice aimed at promoting crop rotation and thus improving soil quality. The government is also beginning to invest in high efficiency irrigation technology for water intensive crops, to include (subsoil) drip irrigation systems, mobile sprinklers and waste water drainage and recycling.

6. The *Livestock* subsector is dominated by the private sector, with more than 80% of all products produced by private farmers following the decommissioning of Soviet state livestock farms. Private rural households operate on a lease agreement, according to which the leaseholder provides feed and veterinary services and makes sure that the livestock is kept in good condition. Based on the lease agreement the leaseholder is allocated land for growing fodder crops and receives all the livestock products produced and half of the offspring during the lease period. This lease arrangement predominantly applies to the lease of cattle, whereas sheep and goats are mainly kept by the state association itself due to relatively easier husbandry and production conditions. Despite a lack of state investment, livestock management has managed to develop a certain degree of efficiency and productivity, and this subsector now provides a good model for further private sector development within the agricultural sector.

7. The *Fruit and Vegetable* subsector is the most independent of the agricultural sector in Turkmenistan with almost 100% of production generated privately both by independent farmers and leaseholders. The total land area that is used for production of small scale farming is negligible compared to the grain, cotton or livestock subsectors, but nevertheless it is highly productive and the most economically viable within the country's agricultural sector. Climatic conditions have historically allowed the country to produce high quality fruit and vegetable products and prior to collapse of the Soviet Union, Turkmenistan was a major exporter of fruit and vegetables to northern parts of the Soviet Union. Over recent years, land allocated to produce winter wheat was increased almost five times largely at the expense of areas dedicated to feed, fruit and vegetable crops. Prices and availability fluctuate between seasons, reflecting an undeveloped processing sector and lack of appropriate technology, facilities and infrastructure for cool storage. Despite the emergence of some private sector activity, this remains a key area for development, and demand for locally sourced product in the markets remains strong.

#### *Climate change impacts:*

8. Meteorological drought is a semi-permanent condition in Turkmenistan. The country receives on average only 191 mm of precipitation per year. The country is therefore inherently water scarce, characterized by a continental and very dry climate, with low levels of precipitation and moisture (35% on average). Turkmenistan is

a predominantly arid country with over 80% of its territory characterized by desert and oases, with mountainous zones<sup>1</sup> primarily along its southern borders. Water shortages and periods of drought are common, a situation which is likely to be exacerbated by climate change with consequences for development, economic growth and livelihoods. Almost half of the population is employed in the agriculture sector, and approximately 55% reside in rural areas. 81% of this rural population is poverty-stricken<sup>1</sup>.

9. Climate observations show that the air temperature is steadily increasing in Turkmenistan as in the whole of Central Asia. Precipitation will become more variable, with increased frequency and intensity of drought and flood spells. Glacial retreat in Pamir-Altai will have significant impacts on water flows of the Amu Darya River<sup>2</sup>. As a result, significant decreases in water supply and agricultural production are expected. It is estimated that 30% of glaciers feeding the waters of Turkmenistan have already been lost during the past century, as a result of global warming. This is particularly alarming for the country whose water runoff formation is fully dependent on natural flow from glaciers. A trans-boundary river, the Amu Darya is the main source of irrigation for a number of countries in the region including Uzbekistan. The planned development of upstream hydro-electric projects in Tajikistan threatens the potential stability of downstream flows. The expected 15% reduction in flow of the Amu Darya by 2030 will have dramatic impacts on agriculture and food production in Turkmenistan. Other river flow rates are expected to decline at even faster rates (up to 30% reduction). At present, agriculture consumes 92% of all surface waters available in the country (2% - communal and 6% - industry). The situation becomes even more critical with the anticipated impacts of climate change, which will be characterized by increasing temperatures and evapotranspiration rates and decreasing precipitation levels. As a result, the average reduction in run off rates in terms of surface water collected in national storage and distribution systems is expected to be 10%, whereas during vegetation periods the reduction in run off rates will reach 30-40%.

In summary, predicted climate change impacts include:

- An increase in average annual temperature of between 4.2 and 6.1°C by 2050<sup>3</sup>, which will include an increase in the number of extremely hot days (i.e. days over 40°C);
- A reduction in annual average rainfall of between 15 and 56% by 2050<sup>4</sup>;
- An increase in average regional evaporation rates of 48% by 2050<sup>ii</sup>;
- An increase in the frequency and intensity of drought and flood<sup>5</sup> spells<sup>iii</sup>
- A 15% reduction in flow rates for the Amu Darya.
- A 30% reduction in flow rates for other river systems

*In the context of the above additional pressures, the following are critical underlying causes of vulnerability:*

(i) *Deteriorating irrigation infrastructure and subsidized water prices.* The availability of water in Turkmenistan is already constraining development and will do so even further in the face of climate change. Despite this inherent water scarcity, it has some of the highest water consumption per capita in the world<sup>6</sup>. In fact, water consumption per capita in Turkmenistan is more than twice that of any other country in Central Asia<sup>iv</sup>. However, the high water consumption levels are largely related to the inefficiency of irrigation systems in the country, as opposed to high household consumption. Indeed, some 28% of Turkmen are without access to potable water

<sup>1</sup> Several of the mountain ranges reach a height of more than 3000 m above sea level.

<sup>2</sup> The First National Communication to UNFCCC, Turkmenistan, 1998

<sup>3</sup> These estimates are based on the findings of five general atmosphere and ocean circulation models (GCM) reported in Turkmenistan's Initial Communication on Climate Change (1998). The GCM with the most plausible results on temperature predictions was the UK89 model (equilibrium model of the United Kingdom Meteorological Agency). According to this scenario, temperature is predicted to increase by 5.5°C by 2050.

<sup>4</sup> The GDFL model scenario (equilibrium model of Geophysical Fluid Dynamics Laboratory, University of Princeton, USA), however, predicted no change in rainfall (Turkmenistan's Initial National Communication on Climate Change, 1998).

<sup>5</sup> Floods are uncommon in Turkmenistan but they do still pose a threat to communities and infrastructure (see: <http://www.preventionweb.net/english/countries/statistics/risk.php?cid=178>).

<sup>6</sup> Oleg Guchgeldiyev, Manager of the project of the Ministry of Nature Protection of Turkmenistan, entitled "Conservation and Sustainable Use of Globally Significant Biological Diversity in Hazar State Reserve on the Caspian Sea Coast", 16 October 2009.

sources<sup>v</sup>. Climate variability and change is likely to exacerbate the already existing gap between water supply and demand<sup>vi</sup>.

Tariffs are set by the government on a below cost recovery basis. This is done primarily to mitigate the social impacts of market pricing, and to ensure that those populations with a relatively modest income base are not disadvantaged. Such an approach makes the current water systems financially unsustainable and as such, this dampens the interest of the private sector to invest in the absence of compensatory financial mechanisms and economic instruments. As a result, incentives for water efficiency are largely absent, thus large farmers use water inefficiently, and the quality of local service delivery for small holders suffers.

*(ii) Allocation of water resources to irrigate intensive cash crops due to historical reasons related to the Soviet period.* The agricultural sector is the main consumer of water within Turkmenistan. Agriculture is a critical sector of the economy accounting for almost one-fifth of GDP and is a source of livelihood for half of the population. Turkmenistan took an initial step in 1997-1998 in changing the status of most farmers to "lease-holders." However, in practice, the rural economy continues to operate primarily under state control, with the government controlling both inputs and providing a market for produce for strategic crops (cotton, wheat, rice, and sugar beet). Virtually all cotton and wheat crops are grown under the system of state mandate and procured by the state at below-market prices. Some initial positive steps to initiate reforms of this system for cotton have been recently taken by the government. To improve the productivity of these crops, the government provides some incentives<sup>7</sup> to farmers. These incentives are mainly provided to commercial farmers (who are involved in the large-scale production of wheat, cotton or rice) and not to the rural poor (who rely largely on subsistence farming of grains, melons and vegetables, or local markets). Unlike commercial farmers, the rural poor are unable to afford pumps for water and hence their productivity suffers<sup>8</sup>. Thus, the current water policies burden the state budget and do not free up resources for service improvement to farmers, especially local small holders. There is a significant opportunity cost. At the same time, farmers involved in large scale production of water intensive crop varieties do not receive adequate price signals to use water more efficiently. Given the increasing water shortages and priorities assigned to cash crop production the small holder subsistence farmers bear a disproportionate burden of intensifying water deficits.

10. The government is increasingly aware of climate change related pressures on water availability and agricultural productivity. The Second National Communication is currently awaiting approval at the Cabinet of Ministers. For example, planned cotton production targets in Turkmenistan only reached 79% in 2000 and 63% in 2001, largely due to the severe and unprecedented hydrological drought. Water requirements for crops will rise 30-40% due to expected higher evaporation rates. Unless the efficiency of irrigation systems climbs from 57% at present to 75% by 2050, there will be a water deficit of 14km<sup>3</sup> in irrigated agriculture. Humidity deficits will also impact productivity of pastures<sup>9</sup>. This is an alarming indicator that the currently heavily subsidized system of water supply is almost certainly unlikely to be sustainable against rising water deficits resulting from climate change.

11. The government is also concerned that rising water deficits disproportionately impact the poorest farmers, who are among the most vulnerable communities. In this regard, the importance of rural development and social sectors has been underscored by the current government, and it has recently pledged significant resources<sup>10</sup> toward these priorities. A recent assessment of Investment and Financial Flows (I&FF) for government adaptation activities in the water sector identified critical measures such as the introduction of economic instruments and financial mechanisms to make more water sector services self-sustaining under a changing climatic baseline.

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<sup>7</sup> For example, farmers only have to pay 50% of the cost of inputs such as fertilizers, seeds and equipment if they are farming wheat, cotton or rice on a large scale (Ministry of Agriculture, 14 October 2009.).

<sup>8</sup> Oleg Guchgeldiyev, Manager of project of the Ministry of Nature Protection of Turkmenistan, entitled "Conservation and Sustainable Use of Globally Significant Biological Diversity in Hazar State Reserve on the Caspian Sea Coast", 16 October 2009.

<sup>9</sup> World Bank., Drought Management and Mitigation Assessment for Central Asia and the Caucasus, Regional and Country Profiles and Strategies, 2006

<sup>10</sup> More than US\$4 billion has been pledged. However, it still remains to be seen how much will actually materialize.

However, such instruments/mechanisms need to be carefully designed and applied. The assessment also identified the need for fundamental capacity development in key institutions in this critical sector. In addition, further recommendations suggested reaching out to the most vulnerable communities in various agro-ecological zones to tailor and implement local adaptation measures that improve access to water and promote livelihood resilience. The AF financed project proposed here seeks to implement such priorities as identified and prioritized by government.

12. The following are key policy, institutional and knowledge related barriers to addressing immediate and long term adaptation needs in the water sector in Turkmenistan.

- a. Despite water scarcity and a chronic resource deficit<sup>11</sup> there are no administrative or incentive measures for water saving and efficiency; moreover, in a current push to deliver commitments under state plans, farmers are forced to plant more crops and use irrigation water excessively.
- b. The water code adopted in 2004 is outdated and needs to be revised to allow for a more progressive water governance system to emerge. While current laws are enforced at different administrative levels, they do not clearly define the roles of local associations, nor have they provided any incentives for strengthening local water user associations. Water pricing policies do not capture the real price of water to major water consumers.
- c. Climate and socio-economic data are not systematically recorded or processed to underpin more informed decision-making on water allocations, technologies and management. Moreover, there is limited knowledge of tools and methods for socio-economic impact assessments and prospective planning techniques to allow for cost-effective adjustments and better preparedness of water and other vulnerable sectors to anticipated climate change risks.
- d. Local rural communities of the mountainous parts of Turkmenistan, oasis and desert systems have limited access to communal services (through associations, etc.) that grant uninterrupted water delivery. Community water delivery systems require more locally tailored approaches to address mounting pressures from climate change.

13. The proposed project aims to overcome the above barriers in order to achieve greater water efficiency and productivity under climate change induced aridification. The project will therefore aim to strengthen water management practices at national and local levels in response to climate change induced water scarcity risks to local farming systems in Turkmenistan. The project takes a comprehensive approach towards achieving this objective by encompassing national level water policy and local community level action to improve water efficiency and supply services.

14. The government of Turkmenistan has come to realise that water is one of the key driving forces for its economic development, and under conditions of increasing scarcity water infrastructure needs to be upgraded to minimise losses to the system. The government therefore has dedicated significant budget allocations for technological upgrades in water infrastructure. Currently, this is primarily related to improving supply side delivery. This focuses on the upgrade of pumping stations and lining of canal systems. The largest investment has been in the construction of an artificial lake, Altyn Asyr, and associated canal infrastructure to collect drainage water, which will eventually be used for irrigation purposes following natural purification. This water is likely to benefit state farms who participate in the irrigation programme for government order crops (cotton, wheat etc.) in the Karakum region. The Government understands, however, that an approach based on supply side infrastructure may not be sufficient. It has begun a large scale investment in high efficiency irrigation technologies, including (subsoil) drip irrigations systems, mobile sprinklers, and waste water capture and reuse, and has committed to scale up these activities in the new Agriculture and Water Strategy, expected in 2011. Because prospects for development of new supplies are limited in Turkmenistan, improvements in efficiency are paramount for reliable supplies during the periods of hydrological drought in more arid conditions to be brought

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<sup>11</sup> In 2008, farmers managed to irrigate crops only twice instead of the regular practice of four times due to low levels of water across irrigation systems, largely as a result of drought

about by climate change. Currently, the government plan does not address the water needs in the non-state agriculture sector. For this reason, the AF programme will focus on the development of community level water management approaches in those regions where there is significant potential for diversified non-state agriculture, horticulture and livestock management. It will also seek to ensure water availability for the non-state sector by addressing the lack of fiscal incentives for more efficient water use in the state sector, and developing progressive tariffs.

15. The project is structured so that the majority of its activities are at a community level to deliver concrete adaptation benefits to identified communities in three typical agro-pastoral regions (mountainous, desert and oasis). The project will work directly with selected communities to help improve their resilience to increasing aridity and water stress through identifying and implementing effective and locally acceptable adaptation measures. For example, improvements of local water management options and communal water delivery services, seasonal water rationing and more flexible payout mechanisms will be introduced. The project also reaches out to communities that do not benefit from the irrigation services and practice rain-fed agriculture. For them improvement of water retention and harvesting techniques are critical for long term availability of water. The project therefore aims to deliver local level improvements in water access and management. Adaptive capacity and improved adaptation policies at the national level will be complemented by the local adaptation actions in the three target regions. The project will be implemented in regions that represent typical conditions of three major agro-ecological zones in Turkmenistan—that is, mountain, desert, and oasis systems. The project will tailor locally appropriate adaptation measures in these three areas in order to improve water delivery services that are adequate and effective under the area specific circumstances (see the component 2 for further details).

16. In order to support the scale up of community level adaptation solutions, at a national level, the project will support the implementation of a series of legislative modifications, particularly to the water code, its subsidiary legislation and regulations. These changes will be informed by socio-economic impact assessments of climate change with cost-benefit analysis of adaptation measures. The assessments, and related capacity development efforts of local technical officers will allow policy makers to adjust water pricing schemes, set productivity targets and target those communities who are currently most disadvantaged. The project will help to apply progressive (graduated pricing) and differentiated water tariff that allows cross-subsidies across water users of varied categories (e.g. farmers engaged in commercial farming versus small holder farmers on marginal lands). Introduction of this policy will have strong implications on future improvements in water service delivery to more disadvantaged farmers who will benefit from improved services and cross-subsidization. In order to induce efficiency, the price signal must be fair. This means that the tariff applied must reflect actual consumption, measured in a reliable way. Water pricing is an important tool for resource allocation because it provides guidance, both to users and to planners, in comparing alternative solutions.

## PROGRAMME OBJECTIVES:

17. The main **objective** of the project is to strengthen water management practices at both local and national levels in response to climate change-induced water scarcity risks that are increasingly affecting farming systems in Turkmenistan. The project will assess and deliver concrete water adaptation measures to local vulnerable communities in the three typical agro-ecological regions, while also strengthening national level water legislation and pricing to ensure water availability for the non-state sector farmers. This combination of outcomes will ensure that concrete actions implemented through AF resources are sustainable beyond the lifetime of the project.

18. The programme of work has been structured to ensure that the various components are synergistic in terms of their objectives and delivery. The Government of Turkmenistan is already aware that water availability and affordability will be crucial to maintaining economic growth and social cohesion within the agricultural sector. This is particularly challenging when viewed against the projected climatic baseline set out in the Second National Communication for the UNFCCC (forthcoming). To meet this challenge, the government is focused on

implementation of large scale water infrastructure investment designed to maximise storage and supply capacity. This is aimed at the support of large scale farming of strategic staple crops under the national procurement system (cotton, wheat, rice, sugar beet). Water efficiency infrastructure, such as sprinkler and drip irrigation systems, is also being integrated into these large scale farming operations. Even so, recent analysis undertaken within the UN IFF project, and findings within the Second National Communication indicate that such supply side measures are unlikely to be sufficient to meet the overall projected water deficit over the next 20 years. As a response, the government is issuing a new integrated national strategy for water and agriculture in 2011 which will address the efficiency issues in cotton and wheat farming.

19. The government therefore recognises that it is crucial to improve water availability from climate resilience and cost efficiency perspective, in particular for the significant proportion of the rural population that is engaged in small scale agriculture and livestock management. These populations exist outside of the national agro-procurement system, and in effect operate without state support. It is unlikely that the government will be able to meet the water needs of these communities through its infrastructure programmes, and as such, different approaches, including behavioural change, new low cost technologies, integrated planning and fiscal incentives will be required to ensure sustainability of these livelihoods as rain, river and groundwater fed systems become more challenged. Currently, the Government of Turkmenistan has limited experience of applying such demand side management approaches, and is seeking to identify effective ways to secure sustainable supplies for these marginal communities.

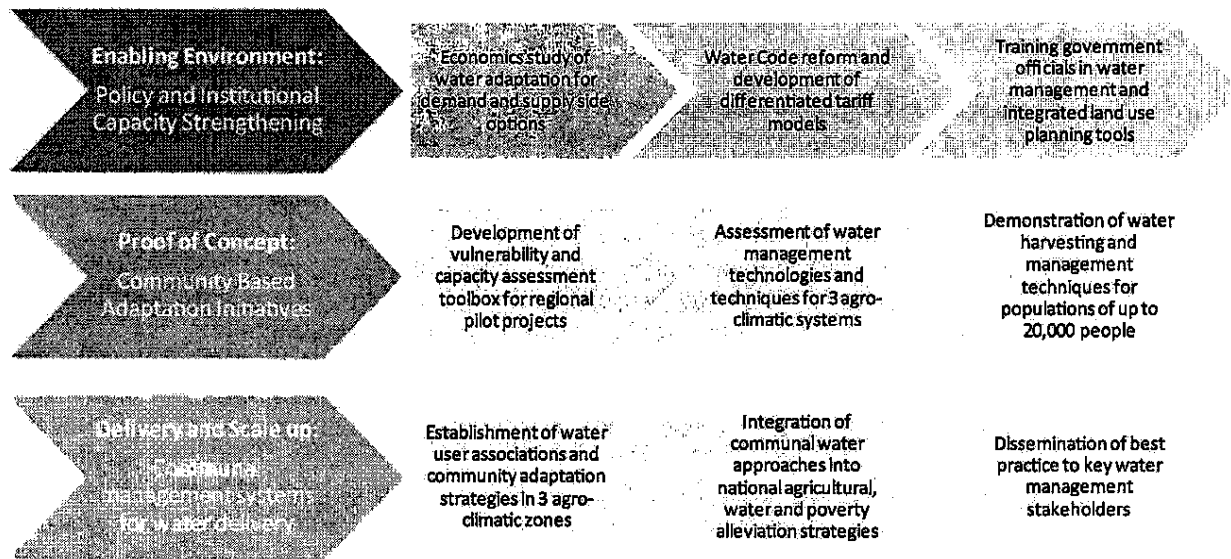
20. In this regard, there are a number of questions and challenges that the government faces that this project seeks to respond to in an integrated and comprehensive way. These are:

- a. What are the impacts of projected climate change on rural agricultural and livestock based communities within Turkmenistan who may not have access to large scale water infrastructure?
- b. What are the most effective technologies and management techniques for small scale rural demand management from a cost/benefit analysis, and how do these compare with supply side equivalents? Is it feasible to prioritize measures on a resource and cost efficiency basis?
- c. How do these water technologies and management techniques differ in terms of their suitability for different climatic and agricultural profiles within Turkmenistan and where are they best deployed?
- d. What are the most suitable delivery mechanisms for the provision, management and maintenance of sustainable water management systems?
- e. Can fiscal and billing mechanisms for water delivery be expanded to encourage more rational use of water by larger scale users without affecting poorer populations, thereby resulting in a more equitable allocation of water at a regional or river basin level?
- f. How can water and climate change considerations be integrated into agricultural sector and economic development planning, and what tools exist to facilitate this, particularly in relation to sustainability and resilience?
- g. Having identified potential solutions, what is the most effective way of scaling up community level best practice from local to national level, and how can knowledge be captured and replicated within national social development mechanisms?

21. To address these questions, the project is structured into 3 components as shown in Figure 1:



**Figure 1: Rationale for Turkmenistan Water Adaptation Programme**



- a. *Component 1: Policy and Institutional Capacity Strengthening:* The first component is focused on improving the fiscal and management approaches by government towards water use in the state agriculture sector, in order to support the adoption of high efficiency irrigation techniques. This is important for local communities in that currently, water is diverted away from private sector agriculture and horticulture towards strategic state crops. In this regard, Component 1 seeks to build a sustainable basis for water adaptation, by weighing the cost effectiveness of various supply and demand side approaches, and by comparing these costs against those of the potential impacts of climate change, including from a social distribution perspective. This economic evidence base will be used to support water and agriculture modeling activities undertaken separately by the Ministries of Water Management and Agriculture. On the basis of economic outputs, it is expected that the project will support the reframing of water legislation to include climate change considerations, and help introduce regulations that support progressive water pricing and the communal management of water delivery services by the end of 2014. The linkages between water and potential reforms under the land use masterplan will also be established. It is not planned that there will be any market development activities for non-state crops as there is already well established demand for locally sourced vegetables, fruit and livestock products, and the issue is rather one of supply and productivity with the main limiting factor being water availability resultant from the climate change induced aridification process.
  
- b. *Component 2: Community based adaptation initiatives:* Recognizing that Turkmenistan has limited experience with community based adaptation approaches and a historic preference for adopting large scale supply side infrastructure solutions, it is considered vital that the project demonstrate the efficacy of the various community scale water adaptation approaches (water user associations, drip irrigation, harvesting, water points, terracing, intercropping, saksaul planting, irrigation canal improvements etc.) A vulnerability assessment will be undertaken within 3 different agro-climatic regions – Nohur (Mountainous), Karakum (desert), and Sakar Chaga (Oasis) and hard water resilience measures introduced. These measures will primarily be targeted at community level approaches towards private

sector agriculture, and the programme will seek to demonstrate the costs and benefits of these approaches at community level scale (up to 20,000 people). The lessons from these regional pilots will be used not only to inform the legislative reform process relating to land management and water use/pricing in component 1, but will also inform the development of larger scale communal management systems and their integration into the Government's social development and poverty alleviation strategy in Component 3.

- c. *Component 3: Communal management systems for water delivery:* The third component relates to the scale-up of community level water management and delivery mechanisms based around technologies and techniques proven in Component 2, and supported by the economic analysis and legislative changes set out in Component 1. The work of Water User Associations (WUAs) will be supported, and funds provided for WUA led community adaptation plans and concrete investments in water management systems and infrastructure in the 3 target regions. Investment funds will be provided to support at least 4 small scale investments. The project will support WUAs to improve water delivery services for the target communities as well as identify and develop suitable project ideas under their community based adaptation plans, and will select projects on the basis of impact (improvements in water quantity and efficiency). Match funding will be sought where feasible from government and other funds, thereby demonstrating leverage and building WUA capacity to diversify their sources of investment and income. The types of investments will include small scale water storage systems/dams, canal refurbishment investments, farm level water distribution, sustainable wells and ground water extraction, water level monitoring systems (levels and mineralization content), efficient sluice gates for field flooding, efficient communal pumping systems and efficient small scale pumps, water drainage and capture/reuse technologies, and integrated agronomy/water management systems (including fertiliser use, land consolidation, crop diversification). In addition to concrete investment planning, WUAs will be supported to develop mechanisms to support water efficiency systems. Aspects that might be considered include seasonal water rationing and more flexible payout mechanisms. Finally, the project will explore how achievements can be integrated into national level policy, and how best practice can be disseminated to other regions through the government, and through other channels. These Components are further elaborated in terms of justification and activities in part II

22. Investments in 'hard' water management infrastructure will be designed to ensure that they meet the adaptation challenges of reduced water availability and increased aridity, and that they build community level resilience.

- In terms of *canal* activities, the focus will be primarily on clearance, refurbishment and lining to improve water availability and reduce losses in irrigated oasis areas. New construction activities will be mostly oriented towards collectors for drainage water, recycling and reuse. The canal systems of Sakar Chaga are the primary means of transport of water to the growing areas. They cannot be replaced by other technologies or mechanisms as without these canal systems, there would be no basis for agriculture, given the lack of natural river systems and prevailing arid conditions. Moreover, climate change driven increase in evaporation results in salinity build-up. The project will therefore support, lined canals that prevent water logging and salinity build-up in the fields adjacent to the canal. Cleared canals provide increased water flow and reduce evaporation and absorption rates. These activities will be complemented with the introduction on more efficient on-field water management practices to reduce demand. Measurement and efficient sluice gate systems, drip and spray systems will be integrated where appropriate at end user level. While the project promotes the efficiency rather than the expansion of the existing system, some small scale extensions to existing water delivery systems at farm level may be considered where appropriate, and will be constructed in such a way as to maximise efficiency and minimise losses (i.e. lined covered channels with metering systems). Canal refurbishment might be expected to have a much higher Benefit Cost Ratio (BCR) than construction of new canals, thereby promoting value for money at

the project level. By integrating both supply and demand side measures, it is expected that canal investments will support increased agricultural productivity and reduce water losses.

- In terms of *sustainable wells*, the project envisages investment in two additional wells in the Yerbent region. There are considerable volumes of underutilised ground water reserves in Turkmenistan. Currently, livestock herders are concentrated in small areas surrounding the existing well infrastructure due to the prevailing arid conditions. This results in over grazing, land degradation and loss of pasture. Climate change is degrading the overall quality of pasture in the region, compounding the negative impacts of poor pasture management. The project will seek not only to address land management and stabilisation issues around existing wells, but by extending the well infrastructure to new regions, it will allow herders access to a much wider rangeland. This will counteract the impacts of degrading pasture quality and quantity, and allow desert pastoralists to maintain their livelihoods in more arid climatic conditions.
- In terms of *small scale dams* in the Nohur mountainous region, these will allow for improved water infiltration into soils, capturing moisture from heavy rainfall events that would otherwise result in run-off. These will be complemented by water efficiency techniques such as small scale sub-soil drip irrigation (to be fed by existing howdan reservoirs), soil management and terracing techniques (see section on project activities). Together, these investments will result in increased water capture and retention, and more efficient use. These benefits will support the sustainability and expansion of mountain based farming even though water availability is projected to decrease.

**■ Programme Components and Financing:**

PROJECT COMPONENTS	EXPECTED CONCRETE OUTPUTS	EXPECTED OUTCOMES	AMOUNT (US\$)
<p>1. <i>Policy and Institutional Capacity Strengthening</i></p>	<p>1.1.1. Socio-economic impact assessment of climate change on water availability (with particular focus on agriculture) conducted; including cost-benefit analysis of adaptation measures through training and practical application by local experts;</p> <p>1.1.2. A package of modifications to the water code, with particular focus on basin/sub-basin level of water management; and financial incentives for water efficiency (e.g. differentiated and progressive tariff), and suggested links to the land use masterplan;</p>	<p>1.1. Institutional capacity strengthened to develop climate resilient water policies in agriculture</p>	<p><b>Total \$ 350,000</b> (\$150,000)</p> <p>(\$200,000)</p>

<p>2. <i>Community-based adaptation initiatives</i></p>	<p>2.1.1. At least 4,000 agri-pastoralists of the Nohur mountainous region develop and implement water harvesting and saving techniques (such as slope terracing, small rainwater collection dams, contour and stone bunds, planting pits, tillage, mulching) to improve soil moisture levels.</p> <p>2.1.2. At least 8,000 farmers implement community-based well and watering point management measures, including sand fixation and introduction of drought resistant traditional grain varieties in the Karakum desert region ;</p> <p>2.1.3. At least 20,000 farmers in the Mary Oasis benefit from improved irrigation services through the introduction of canal level, localized management practice;</p>	<p>2.1. Resilience to climate change enhanced in targeted communities through the introduction of community-based adaptation approaches</p>	<p><b>Total \$1,300,000</b></p> <p>(\$400,000)</p> <p>(\$400,000)</p> <p>(\$500,000)</p>
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3. <i>Communal systems for water delivery</i>	3.1.1. Mandates and institutional functions of local water use associations in target regions strengthened to improve local water services that are more resilient to increasing water stress and benefit at least 30,000 farmers and pastoralists;	3.1. Community-managed water delivery services introduced to benefit over 30,000 farmer and pastoralist communities in the three target agro-ecological zones.	<b>Total \$800,000</b> (\$150,000)
	3.1.2. Based on VCA assessments, community-based adaptation plans developed with particular focus on water delivery services designed and implemented in partnership with government social development programmes with direct engagement of at least 30,000 farmers and pastoralists		(\$150,000)
	3.1.3. Investment in at least 4 water management projects led by Water User Associations on the basis of the above VCA assessment, resulting in improved quality of agricultural water supply and strengthened WUA mandate and profile		(\$400,000)
	3.1.4. Lessons learned on community-based adaptation options in various agro-climatic conditions of Turkmenistan codified and disseminated (e.g. through ALM and other networks.		(\$100,000)
4. Project/Programme Execution cost			\$ 250,000
5. Total Project /Programme Cost			\$ 2,700,000
6. Project Cycle Management Fee charged by the Implementing Entity			\$ 229,500 <sup>12</sup>
<b>Amount of Financing Requested</b>			<b>\$ 2,929,500</b>

<sup>12</sup> On the request of the Government of Turkmenistan the project will be implemented by UNDP using the MIE modality. UNDP is able to provide the following implementation services through its country office, regional and headquarters networks: project identification, formulation, and appraisal; determination of execution modality and local capacity assessment of the national executing entity; briefing and de-briefing of project staff; oversight and monitoring of AF funds, including participation in project reviews; receipt, allocation and reporting to the AF Board of financial resources; thematic and technical capacity building and backstopping; support with knowledge transfer; policy advisory services; technical and quality assurance; and troubleshooting assistance to the national project staff. Further details on the types of specialized technical support services which may be provided are articulated in the table provided to the AFB Secretariat on 14 May 2010 (as annexed).



**PROJECTED CALENDAR:**

*Indicate the dates of the following milestones for the proposed Project/programme*

<b>MILESTONES</b>	<b>EXPECTED DATES</b>
Start of Project/Programme Implementation	June 2011
Mid-term Review (if planned)	June 2013
Project/Programme Closing	June 2016
Terminal Evaluation	September 2016

## ■ PART II: PROGRAMME / PROJECT JUSTIFICATION

A. Programme components, particularly focusing on the concrete adaptation activities of the project, and how these activities contribute to climate resilience. For the case of a programme, show how the **combination of individual projects** will contribute to the overall increase in resilience.

23. The project is designed to contribute to the AF's portfolio level objective to "increase adaptive capacity to respond to the impacts of climate change, including variability at local and national level". The government of Turkmenistan requests a grant support from the Adaptation Fund to develop adaptive capacity of local communities in three agro-ecological zones of desert, oasis and mountainous parts (typical biophysical systems of the country). The government also requests support to develop policy incentives to increase water efficiency and help local communities adopt water related adaptation measures that will reduce water demand and improve supply services at the local level. Outcomes described below are aligned with the AF's outcome under objective 2 "Increased adaptive capacity within relevant development and natural resource sectors".

### Component 1: Policy and Institutional Capacity Strengthening

24. Over the past 5 years, the government has invested approximately \$150-200 million in improving water delivery infrastructure (mainly in irrigation canals and drainage systems), and is planning to extend high efficiency irrigation technologies into the state agriculture sector. However, restructuring its water pricing policies is fundamental to achieving water efficiency and long term water productivity in the face of climate change. Decision-makers require the right type of information including rigorous risk assessments that incorporate socio-economic impact data. Currently, technical skill-sets and guidance are missing to undertake such assessments and to identify, design and implement sustainable climate resilient water policies. There are other knowledge gaps, including understanding of the requisite legal and regulatory foundations, economic costs, benefits and trade-offs and a host of other technical and feasibility issues. Through ongoing initiatives such as the Second National Communication and past initiatives such as the Investment and Financial Flows assessments, the government has acquired a certain degree of knowledge and understanding. However, more substantiated socio-economic arguments need to be put forward that will provide scientifically sound and evidence-based estimations of risks, costs of risks and cost-effective options to adapt. The following demonstrates the linkages between various subcomponents of regulatory reform and institutional capacity building:

- a. *Mapping the economics of water adaptation in the agriculture sector:* Currently, the choice of water management measures within government is not driven by a resource efficiency or cost-benefit perspective. There is a suspicion that current supply side measures represent a high cost response to potential water shortages in the agricultural system. The programme will finance a study, based on in-country fieldwork and a review of internationally available data, on the costs and benefits of various measures to manage water adaptation, both on the supply and demand side. This will make use of the emerging body of economic knowledge relating to adaptation, as well as the application of Integrated Assessment Modeling at a sector level. This will allow policy makers and communities to prioritize their technology and policy choices based on clear efficiency criteria, set against the cost of potential impacts in the sector.
- b. *Water Code reform:* Currently, Turkmenistan has a limited pricing structure for water, with charges for industrial and commercial agriculture, but with most social tariffs allowing free access to lower income users and state farmers. This results in poor and inefficient allocation mechanisms, and in a lack of incentives to undertake demand management by large portions of the agricultural community. On the



basis of the outputs from the economics of water adaptation study, and the relevant sector model outputs, the project will seek to support changes to the Water Code to bring in a more progressive tariff structure. It will build capacity among relevant Ministries and authorities to design, for example, appropriate water tariffs that are socially sensitive and consider return value optimization. Change in water tariffs will yield improvements in water availability to poor farmers by raising the levels of water efficiency and freeing essential resources for better maintenance and improved water service delivery to the poor. Experience will be taken from international experience in water reform, in particular pro-poor tariff structures being explored in South Asia, and by the UNDP's Human Rights based Water Management Programme in Central and Eastern Europe and CIS. Discussions have been undertaken already with the Ministry of Water Economy and the Parliamentary Committee that is responsible for the Turkmenistan Water Code, and there are indications that timing of the AF project will coincide with a potential update to the legislation. This component will also explore the linkages to the national land use master plan for the agriculture sector, including the farm distribution plan. Working with the Ministry of Agriculture and the Ministry of Economy, the project will explore the introduction of targets for increased water productivity and measures to achieve these.

25. Component 1 addresses the capacity building and reform requirement at national and regional government level to ensure that policy is evidence based (particularly integrating climate change projections), that water management techniques are implemented from a cost benefit perspective with equal focus on supply and demand side approaches, and that the value of water is recognized as a commodity through progressive water pricing. These aspects build upon elements of existing reform and will feed through into land use policy. Without these, it is unlikely that demand side or community level approaches will be considered sensible by policy makers, and as such, these elements are considered vital. It is expected that activities under component 1 will create the enabling environment that will support effective community level water management and the shift towards Integrated Water Management that are developed in components 2 and 3

#### **Component 2: Community-based adaptation initiatives.**

26. The majority of AF resources will be allocated for implementation of concrete water and agricultural adaptation interventions at the community level. Despite increasing realization of water scarcity issues in Turkmenistan, and growing attention to and investments in water infrastructure, many communities that are not directly involved in cash crop production are unlikely to benefit from large scale investments. The majority of communities residing in three main agro-ecological zones of Turkmenistan are therefore under increasing pressure from water shortages. Their cropping, land and water management practices are often inappropriate in the context of pressures impinging upon the very ecosystem services they rely on. Consequently, land salinization, erosion and degradation of natural assets are common, thereby undermining the resilience of the communities in the context of emerging climate change risks. These pressures will be further amplified by prolonged droughts and overall aridification of the climate. The project will support local communities with financial resources to design and implement adaptation measures that will help overcome water related limitations to their local productive systems.
27. The project takes a bottom-up approach in assessing vulnerability and adaptive capacity in three geographic zones, representing three types of characteristic agro-ecological regions - mountain, desert and oasis - with agro-pastoralist, pastoralist and settled irrigated agriculture practiced, respectively. This type of geographic spread is determined by the potential for future replication of the measures that will prove successful in targeted compact localities and can be further scaled up in broader regions of similar characteristics.

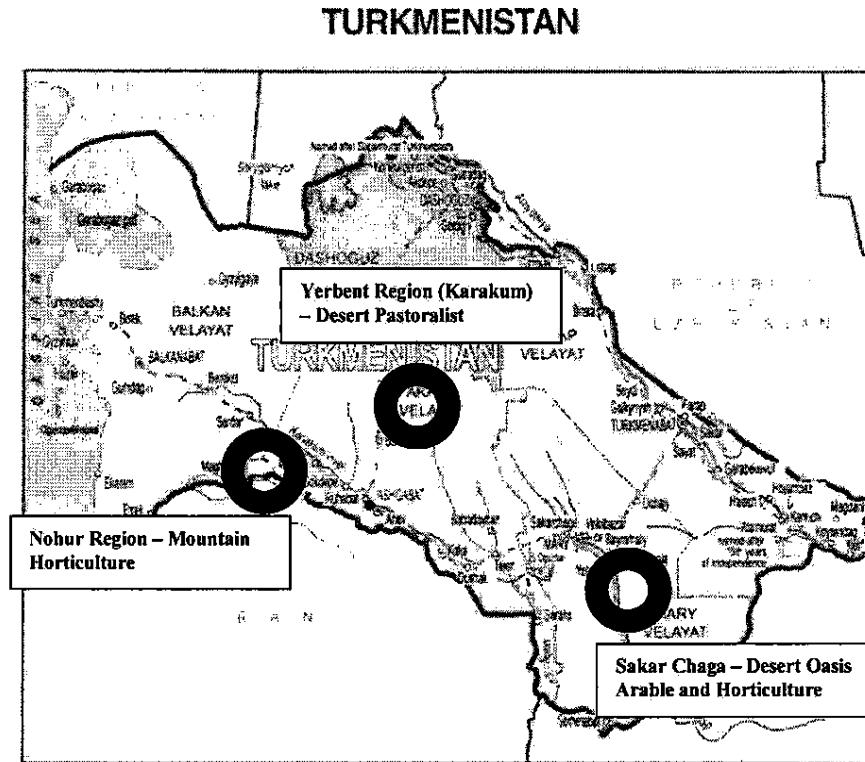
28. Component 2 will begin by applying a *Vulnerability and Capacity Assessment (VCA)* to the identified communities which will serve as the basis for analysis of existing and potential hazards to the sustainable development of the agro-pastoralist system. The tool box will draw upon best practice from those existing VCA models that integrate climate resilience analysis as a core component, rather than those that focus primarily on disaster risk analysis. In particular, the following tools and frameworks (including the UNDP proprietary methodologies) will be assessed for local suitability in the context of the proposed programme;

**Examples of Vulnerability and Capacity Assessment Tools**

<b>Ref</b>	<b>Name</b>	<b>Developed by</b>	<b>Year</b>	<b>Intended users</b>
1	ADAPT, Assessment & Design for Adaptation to Climate Change: A Prototype Tool	World Bank	ongoing	Project team within the Bank and client countries
2	ORCHID, Opportunities and Risks from Climate Change and Disasters	IDS, DfID	2006 - 2009	Development agency staff
3	Adaptation Policy Framework	UNDP	2004	Project planners (UNDP/GEF funding)
4	CRiSTAL, Community-based Risk Screening Tool – Adaptation and Livelihoods	IISD, IUCN, SEI, InterCooperation	2004 - ongoing	Project planners and managers

29. The VCA will form a core component in assessing and defining challenges within the identified regions to ensure that techniques and technologies are both climate resilient, and respond adequately to the identified hazards and natural resource challenges faced over the coming years. More detailed descriptions of the regions, ongoing activities and the proposed programmatic engagement are set out below:

Figure 2. Map of Demonstration Areas under Component 2



Nohur region (mountain region)

30. *Agricultural background:* The region lies in the south-western part of Central Kopetdag Mountains that represent mountainous agro-ecological zones in the country, closer to the border with Iran. Inhabited by approximately 12,000 people, the region practices agro-pastoralism and is spread over 9,000 ha. Across the region, the natural Juniper forests were cut down to be used for heating purposes. Water scarcity is a problem due to low precipitation levels. Traditionally villagers collect run-off from mountain slopes and gorges in specially built reservoirs (howdans). In favorable years the howdans store sufficient water to irrigate the fields during one season. But during the last 5-6 years the howdans have been left unfilled due to insufficient precipitation. In addition, the deforested slopes are failing to capture rainwater due to higher run-off levels. Due to water shortages, the population has gradually given up agriculture and horticulture, and has concentrated exclusively on livestock breeding. The pasture lands have as a result become overused, not letting the fodder for the animals re-grow on the stripped land, resulting in further erosion of the hill slopes.
31. *Current Status:* Improved water harvesting and saving techniques are necessary to ease the increasing shortages, and to allow communities to revert to agriculture, make livestock management more sustainable and to stop the increasing degradation of the slopes. Some of the villages have already begun small scale activities. A number of small water infiltration dams have been constructed on the cleared slopes to increase the infiltration of the rainwater into the soil, as short-term solution. The dams constructed in ravines capture the water streams, which form during heavy rains, thus increasing the moisture in the soil and assisting in restoration of the vegetation. One village (Konegummez) is piloting

drip irrigation systems for a 10 ha orchard with plans for a further 30 ha alongside reduction of livestock numbers. Additional activities have been undertaken to replant juniper trees to try and stabilize the soil and increase moisture retention with up to 100 ha of replanting. At a community level, a number of villages in the region have already begun work on Village Development Planning (VDP), and this process may be used going forward for the integration of climate change adaptation into community decision making. Close cooperation will be maintained with the ADB CACILM project, which looks at regional land management issues and which is considering climate change issues from a land management perspective in the region in the coming years.

32. *Proposed Activities:* On the basis of the VCA, the project will work to develop and test water harvesting techniques, demand side efficiency measures and soil moisture management approaches that can support the livelihoods of 4,000 agro-pastoralists in the local communities. Techniques that will be evaluated and potentially implemented include water harvesting techniques, such as small scale slope terracing, contour stone and circular bunds, planting pits, living barriers. The rehabilitation of water infiltration dams on small streams will be explored. In terms of water retention and moisture capture perspective, the use of cover crops, mulching, minimum and zero tillage will be explored. To reduce evaporation and prevent loss of moisture, approaches may include use of windbreaks, dry and sparse seeding, fallow techniques, relay cropping and inter-cropping. From a water management perspective, further exploration will be undertaken of drip irrigation systems. The question of water pricing and provision of water services to off-grid communities will also be explored (building upon the water pricing work in Component 1).

#### Yerbent region (Karakum desert)

33. *Agricultural Background:* Yerbent region is located in the Central Karakum Desert and occupies an area of almost 842,000 ha with 8,000 inhabitants. The relief of the region is a combination of dunes of various forms and takyrs depressions. The greater part of the region is represented by desert pastures, and for centuries, the sand desert with a prevailing continental climate and high variability of precipitation has been used by nomadic livestock breeders for extensive pasture. Intensive irrigation practices have contributed to land degradation. As people settled in villages, traditional practices of pasture management were forgotten. The lands started to be intensively exploited, especially around the villages and livestock water points. Saxaul bushes were dug out and used for heating and cooking purposes as other alternatives are either too expensive or not available, and have not recovered due to over grazing. Moving sand dunes, and more frequent heavy sandstorms not only threaten houses and other social infrastructure, they also degrade pasture land further and damage the limited number of existing wells. The degraded pasture lands do not produce sufficient fodder for the animals. The lack of watering points has led to the concentration of animals around existing wells. A structural change in the pastoral system (more goats and cattle instead of camels; more unguarded pastures around settlements instead of far pastures) has resulted in degradation of the vegetation, particularly around settlements and watering points. Community based well management and introduction of watering points are necessary.
34. *Current Status:* A number of measures have been undertaken in relation to improved pasture management in the region that have proved successful. For example, Rukhabat Etrap has seen about 30 ha of reed reinforcement and 27 ha of saxaul planting to improve fixation of sand dunes. There have also been small scale repair and construction of water wells to expand the area of pasture land in use, thereby avoid localized degradation. Concrete water management requirements have been identified through the GTZ SLM project, and an opportunity exists to integrate water management into Village Development Plans (VDPs).
35. *Proposed Activities:* On the basis of the VCA, the Karakum sub-component will develop and test community-based well and watering point management measures, as well as piloting traditional drought resistant grain varieties. It is envisaged that the sub-component will reach up to 8000 farmers from the

Yerbent region. The measures envisaged include fixation of sand dunes and water retention through saxaul planting and reed fixation. Focus will be upon scale up of water point availability through the upgrade of existing infrastructure and the development of new well infrastructure where appropriate. It is envisaged that 2 additional well points will have been constructed under the subcomponent by 2014. The watering points and wells that will be established in the desert region are expected to be relatively shallow in nature. Therefore, based on the current practice EIA is not required for these particular activities. However, before construction, a hydrology review will be undertaken in association with the state water body Turkmengeology to make the selection of the points optimal. Community level education and training will be undertaken to build awareness of sustainable livestock management practices.

#### Sakar-chaga region (Mary Velayat oasis)

36. *Agricultural Background:* Sakar-chaga is located in the north-western part of Mary Velayat in the delta of Murgab River. The region occupies a total area of 53,000 ha. 34 settlements and 17 farmer associations are located in Sakar-chaga Etrap. Population of the region is 132,000, the largest part of which lives in oases where 80% of settlements are located. The region is considered to be a primary centre of arable farming in Turkmenistan for cotton, grain and vegetables. Soil salinization is the main problem of this site due to inadequate irrigation techniques and lack of drainage and this has resulted in very modest harvests and low yields. This has resulted in the abandonment of previously arable areas. The current irrigation management system leads to irrational use of both water and land resources. While water allowances are calculated centrally according to crop type, in practice, the provision of water is poorly controlled due to inadequate poor canal infrastructure, leading to over-irrigation in places, and a lack of water in others. In addition, there is evidence of an informal system of water payment practices that can favor some users over others.
37. *Current Status:* A number of activities have been already undertaken in the region to stabilize agricultural output over recent years. Salinized soils are being regenerated and returned to productivity for small holders through composting. In particular high quality humus is being produced to improve soil salinity. Sustainable land management techniques are being taught to young farmers. Restoration of degraded lands is being pursued in collaboration with local authorities, including bush clearance of 50 ha, ploughing, and desalination through preventive leveling. From a water management perspective, some initial activities are underway. Water user plans have begun to be elaborated for a small number of water users. From an infrastructure perspective, one new collector (3.3km) was constructed and an existing channel of 6.4km cleared to improve collection of drainage water in the region. In addition, up to 60 measuring points have been installed to monitor the level and mineralization of ground water. However, these activities remain relatively small scale, and do not address expected increases in water vulnerability resulting from progressive climate change.
38. *Proposed activities:* The Sakar-Chaga sub-component focuses upon the strengthening the role of local associations in delivering irrigation services and introduction of a canal level management. The subcomponent envisages a pilot area of about 700ha of irrigated lands provided with an upgraded infrastructure necessary to implement water-efficient irrigation plans. Local water users will be provided with the capacity to elaborate water efficient management schemes for the use of irrigation water. Lessons gained from decentralized water management planning by leaseholders will be elaborated documented and disseminated as part of the knowledge management strategy. In Sakar-chaga, the project may closely cooperate with a newly registered agricultural extension service which covers the topics of sustainable soil and efficient water management by i) individual consultation services; ii) Information days in the fields with farmers and iii) intensive training modules. This extension service will be registered by the end of 2010 and becomes operational by January or February 2011. The sub-component will also explore water pricing and the development of water services from the perspective of local water users.

39. In summary, in the identified regions, AF resources will target socially vulnerable agricultural and pastoralist communities to implement the following concrete adaptation measures.
- a. On the demand side, a series of agronomic measures aimed at rebalancing increasing water demand will be implemented. For example, measures such as sand dune fixation/stabilization by planting local *saksaul* and other shrubs will be undertaken. Such measures are essential for moisture retention and revival of vegetation cover; terracing, intercropping and planting of drought resistant local varieties will minimize water demand for agricultural practices, including pastoralism, and support sustainable livelihoods.
  - b. On the supply side, AF resources will be used to design and test improved water harvesting measures, internalization of climate change risks into well and irrigation canal management options and *introduction* of sustainable watering points for pastoralists.
40. The project will build upon existing community links developed under previous development projects, including the currently concluding GTZ Sustainable Land Management Project. Experience of working in these regions indicates that there is a high level of motivation to participate, given the marginal support received from the State. A number of community level organisations exist that will facilitate roll out of the envisaged analysis and measures. For example the Community Extension service being developed in Sakar Chaga can be used for scale up and replication across the region. Commitments from the Parliament and respective national ministries indicate that the programme can expect regional support both to assist implementation, and to integrate best practice back into national strategy.
41. Research institutes, such as the Institute of Desert, Flora and Fauna and Research Institutes for Water Management under the Ministry of Environment and the Ministry of Water Economy will be engaged in identifying and designing technical details of the above noted and other locally appropriate adaptation measures. The project will put in place sub-basin and/or irrigation canal level climate resilient management practices. One micro initiative has already been designed and implemented by the Ministry of Water Economy but further support is required. This will be done with AF resources by reviewing the earlier results of the Berzen pilot implemented by the Ministry of Water.

### **Component 3: Communal management systems for water delivery services introduced**

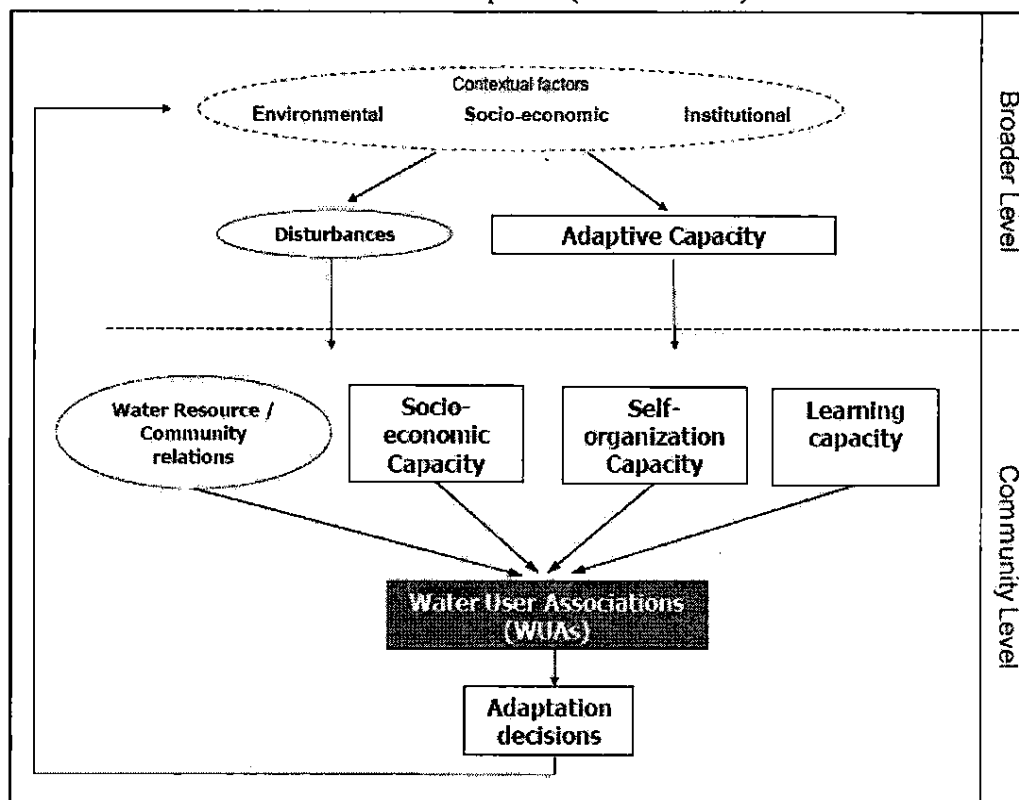
42. *Overview:* Component 3 seeks to implement efficient communal water management systems in the selected regions, through the development of Water User Associations (WUAs) and the integration of communal water practices into wider social safety nets. Component 3 establishes the mandates and community investment plans for WUAs in the three identified regions. Investment funds will be provided to fund at least 4 water adaptation projects to be designed and implemented by WUAs, leveraging external government funds where appropriate. Lessons will be identified and scaled up to the national level.
43. *Background:* For the water related adaptation measures described under component 2 to be sustainable over longer periods of time, locally appropriate communal management structures will have to be put in place. This is to enhance the ability of communities to improve water delivery services, through improved management rights and greater accountability. Currently, the government is proposing large scale social programmes, designed to invest, largely in improving water and other physical and social infrastructure. The government also prioritizes social protection and development by focusing on water, namely upgrading drainage and irrigation infrastructure in the vast rural parts of the country. However, climate change risks and potential adaptation opportunities have not yet been accounted for in these programmes and they are often not accessible to small agricultural communities. Consequently, the long term sustainability of these investments is likely to be compromised. However, more farm-based, localized

solutions are being overlooked, particularly for those farming systems that do not rely on irrigation. Important non-technological, communal management solutions for water productivity are necessary.

44. *Activities:*

- a. *WUA mandates and institutional capacity building:* Mandates and institutional functions of local water use associations in target regions will be strengthened to improve local water services that are more resilient to increasing water stress and benefit at least 30,000 farmers and pastoralists. Through the AF resources, these community associations will increase their functional role and engagement in shaping water adaptation solutions, including the delivery of water services. The project will strengthen existing community organizations/associations that will act as water supply and communal service providers. It is envisaged that the Water User Associations will support the pooling of resources for the operation and maintenance of their water system. The WUA will elect leaders, manage disputes, collect fees and implement maintenance, and will be built around water source infrastructure (either groundwater, water harvesting village dam or a canal). It is expected that the WUAs will operate within clearly defined resource boundaries, with an agreed set of rules, effective monitoring systems (water guards, gauges), and conflict resolution. Such structures increase accountability and more efficient water delivery and use.

A model of Water User Associations for Adaptation (Murtinho 2009)



- b. *Community based water adaptation plans:* Based on Vulnerability and Capacity Assessments (VCA) in each of the regions, community-based adaptation plans will be developed with particular focus on water delivery services. These will be designed and implemented in partnership with government social development programmes with direct engagement of at least 30,000 farmers and pastoralists. AF resources will support local associations and communal management organizations, such as water user associations, farmer associations and community organizations, to improve local response mechanisms and resilience to drought induced shocks



and long term aridification that results in greater water shortages. Through a series of regular community mobilization meetings the communal associations will identify the most pressing needs in water access and services and in cooperation with the local government identify and plan the most acceptable solutions for subsequent funding from the social development programmes. Potential ideas may be co-funded under an investment programme through WUAs (below). Indeed, a key success factor of component 3 would be the inclusion of water related adaptation practices into the state social programmes that engage at a similar level and scale. This component aims to leverage a strategic opportunity to demonstrate the efficacy of integrating resilience into broader social vulnerability programmes.

- c. *WUA-led water sector investments at community level:* Finance will be provided for WUAs and associated community organizations to support investments in improved efficiency and quantity of agricultural water supply for local communities. On the basis of the above VCAs, the Water User Associations will prepare proposals for project financing. The project will support WUAs to formulate their investment proposals as part of their community adaptation plans under b. Potential investments will be selected on the basis of their ability to improve the delivery of water services, the ability to leverage match funding under government social protection or other funding mechanisms (see above), and the sustainability of the investment over time. At least 4 projects will be financed up to a total of \$400,000. This structure will encourage WUAs to build upon existing government social protection plans, and any emerging activities under the Agriculture and Water Strategies to 2030. It is expected that these structures will involve in excess of 30,000 farmers and water users across the 3 regions identified. The following list provides an overview of the potential types of investments that might be made by the Water User Associations:
- Small scale water storage systems/dams
  - Canal refurbishment investments (clearance, lining, covering)
  - Small scale distribution networks and farm level extension
  - Sustainable wells and ground water extraction
  - Water level monitoring systems (levels and mineralization content)
  - Efficient sluice gates for field flooding
  - Communal pumping systems and efficient small scale pumps
  - Water infrastructure maintenance equipment
  - Water drainage and capture/reuse technologies
  - Integrated agronomy/water management systems (including fertiliser use), land consolidation, crop diversification
- d. *Lessons learned:* Lessons learned on community-based adaptation options in various agro-climatic conditions of Turkmenistan codified and disseminated (e.g. through ALM and other networks). Successfully tested adaptation measures under component 2 will be advocated for further replication and sustainable funding by empowered and capacitated community organizations that participate in this initiative. Community associations will be empowered to manage water harvesting infrastructure and climate risks to local distribution canals of central irrigation systems. This community based arrangement will allow for more equitable distribution of water. The project, through these communal management structures, will introduce such service innovations as seasonal water rationing and flexible payment options. By driving water service delivery to locally appropriate and self-sustained communal systems, water services will be sustained under the conditions of a changing climate. A well tailored hybrid of government and community managed services of water delivery will emerge as a more cost-effective solution compared to top down, subsidized and poorly maintained service. Regular *lessons learned* notes providing field-based experiences of local, community-based adaptation measures, improved

preparedness and resilience of local livelihoods to drought and water shortages will be produced for dissemination.

**B. Programme provision of economic, social and environmental benefits, with particular reference to the most vulnerable communities.**

45. The project will improve access to water resources for vulnerable communities not currently provided for by large infrastructure investment. The benefits include improvement of water efficiency, access and economic productivity for those working in the agriculture sector or its downstream operations. Increasing productivity per unit of water will become an essential part of social policy as the effects of climate change become more severe. More specifically, policy and institutional measures (aimed at water efficiency through progressive and differentiated tariffs) implemented by Government will yield direct adaptation benefits. This will allow for a gradual move towards adequate water pricing, with clear consideration of the varied solvencies and capacities of the variety of farmers and pastoralists.
46. It is envisaged that at least 9000ha of mountain agriculture, 850,000 ha of desert pasture and 53,000ha of irrigated land will under sustainable climate risk management as a result of the project. In total, more than 30,000 farmers are expected to benefit from improved water services and management techniques. At a national level, some high level analysis was undertaken under the UNDP IFF programme in relation to the cost efficiency of water measures – primarily for state agriculture, - and further work is required to downscale this analysis to individual measures at the community level and in particular for vulnerable communities. The following table sets out these costs and benefits

*National level costs and water benefits of selected adaptation measures for Turkmenistan*

National Level Adaptation Options	Total costs, \$ mln	Volume of water savings/additional supply billion m3
<b>Improving water management</b>	<b>4,1</b>	<b>0,2-0,3</b>
<b>Optimization of the distribution of agricultural production</b>	<b>18,5</b>	<b>1,0-1,5</b>
<b>Implementation of measures that increase efficiency of irrigation systems, including</b>	<b>8231</b>	
Implementation of a comprehensive reconstruction of irrigated land - an area of 357k ha	2876	0,4-0,5
Implementation of measures to improve the reclamation of land used - an area of 535k ha	4445	0,4-0,5
Reconstruction of existing and construction of new hydraulic structures that reduce waste and water management, etc.	910	0,2-0,3
<b>The introduction of advanced irrigation methods, including</b>	<b>4437</b>	
Improvement of existing (traditional) methods of irrigation - an area of 385k ha	16,4	0,7-0,8
Drip irrigation - an area of 96k ha	2110	0,4-0,5
Sprinkler irrigation - an area of 69k ha	2310	0,4-0,5
<b>The provision of additional water resources</b>	<b>1398</b>	
Slightly saline drainage water (to bring the volume of 1000 million m3)	577	1,0
Ground water (to bring the volume of up to 870 million m3)	485	0,9
Waste water (to bring the volume of up to 670 million m3)	336	0,7

Construction of additional reservoirs and increasing capacity of existing reservoirs	1335	1,0
<b>Total</b>	<b>15424</b>	<b>7,3-8,5</b>

Source: UNDP IFF Adaptation Water Report for Turkmenistan (2010)

47. Initial discussions with the Ministry of Water Economy and with the Parliamentary Committee responsible for reform of the Water Code indicate that the current level of water pricing that exists for private sector industrial and larger agricultural consumers may be reviewed over the coming years to improve overall demand side efficiency, cost recovery and behavioral response. In particular, there is the option to allow for the recycling of existing revenues to support access by vulnerable communities, and the government is focusing on expansion of fresh water standards and access for the rural poor. It is recognized that weak cost recovery mechanisms in the water sector have resulted in limited financial resources with which to ensure maintenance and upgrading of the system to accommodate additional demand. The project will review the potential for differentiated tariffs that might allow for the cross subsidization of water use and access for more marginal small holders by the larger farm users. This might be done through the introduction of Increasing Block Tariffs (IBTs).
48. A number of other country examples will also be reviewed to support the introduction of progressive water pricing, and best practice will be examined to ensure that such a move will support the economic use of water as well as ensuring access to the vulnerable poor. The implementing agency has identified a body of research related to pro-poor water reform and water access issues that will inform strategies going forward. These include initiatives in South and East Asia and the Middle East where water pricing has successfully been used to divert resources to more vulnerable communities. IBT mechanisms are widely used in South Asia for example, allowing cheap access to low water volumes, with a scale of rising charges reflecting both demand and potential wastage. For example, countries such as Jordan have successfully implemented cross subsidy regimes between industrial/commercial users and the rural poor.
49. In order to ensure that tariff policy results in pro-poor water access, the project will draw upon the ongoing work under the UNDP Human Rights Based Approach to Water Governance Programme which is managed by the Regional UNDP team in Bratislava covering Europe and the CIS (2008-2011). There has been a substantial body of work undertaken both on water accessibility, affordability and quality issues under the programme, with a number of country examples involving provision of water services to underserved rural communities. Countries where analysis is being undertaken include Kosovo/Serbia, Tajikistan and Bosnia Herzegovina, with the potential for extension to Cyprus, Serbia and Moldova during 2010. It is envisaged that the regional focus of this programme will be of particular relevance to post Soviet water management issues and structures within Turkmenistan.
50. It is not envisaged that the project will result in unsustainable use of or displacement of existing water resources. Indeed, the majority of interventions that will be piloted under component 2 and scaled up under component 3 will be focused on demand side management activities, with supply side measures limited to water harvesting and canal and irrigation system maintenance. There will be limited exploration of sustainable watering holes for pastoralists and relevant EIA legislation will be followed. All of these measures will be properly assessed for sustainability from a groundwater and surface water perspective prior to implementation.
51. The poorest communities residing in various agro-ecological zones bear the disproportionate burden of current water policies. By taking a community-based approach to adaptation, the project will deliver direct benefits to over 30,000 people, as it will improve their ability to withstand adverse impacts of increasing aridity and water stress. Local adaptation solutions for farm and community-based water

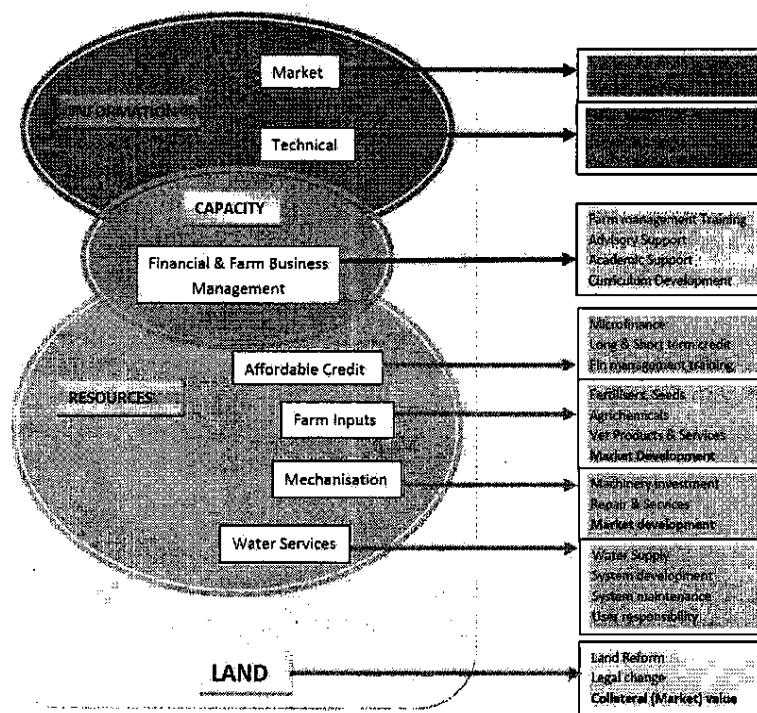
management (e.g. water harvesting, soil moisture retention, well management and basin / sub-basin and irrigation canal level communal management, etc.) will be identified and demonstrated in order to feed into the water related investments through the government's social protection programmes. These solutions will invariably yield significant economic, social and environmental benefits.

52. The project also helps strengthen local community associations in their role to improve management of communal assets (leased by the state for community use, or under the management of community associations), such as irrigation canals, communal wells, water harvesting infrastructure, etc. At the same time, the project is designed to influence key water related policies that will have longer term implications on resilience of the country's economy to climate change impacts.
53. Moving towards locally tailored, bottom up solutions and a gradual introduction of differentiated and progressive water tariffs is an unavoidable adaptation policy measure in the face of increasing aridification of the country. However, more targeted technical support is required for these critical changes to occur in the foreseeable future. In so doing, the project will deliver significant socio-economic benefits by helping the country avoid major water deficits and achieve economic growth under conditions of climate change risks.

### C. Analysis of the cost-effectiveness of the proposed programme

54. The choice of a focus on water and agriculture was made not only on the basis of potential climatic vulnerability, but also the potential for economic benefits arising from robust action in the sector, given the contribution of agriculture to the national economy, and its role as the main consumer of water in Turkmenistan (90%+ for food and agricultural production). This targeted approach is expected to deliver greater benefits than would have been the case should the project have chosen to focus on water issues more widely (industrial, domestic), where the activities and impacts may have been diluted. By supporting the efficient use of water resources in agriculture, horticulture and livestock, the programme has the potential to secure sustainable employment in the largest sector of the labor market, making this a cost effective option at the sub-national level.
55. The project does not attempt to engage actively in a livelihood diversification strategy as a response to reduced water availability, as this is currently viewed as being not as cost-effective due to the challenges of rural extension, access to capital and the need for locally credible and robust micro-financing institutions. This would have increased the total cost of the project without guaranteed benefits. Given the centralized governance and financing context of Turkmenistan, programmes to improve livelihoods are to a large extent dominated by government social programmes, and partnership with the government remains the most cost-effective approach. The programme will engage with the National Poverty Reduction Strategy under component 3 to ensure lessons learned can be integrated.
56. Nonetheless, the project does acknowledge that the improvement of water access may also facilitate the process of economic diversification as agricultural inputs for higher value processing activities become more reliable and in higher volume. The proposal recognizes that water provision is only one (critical) element affecting the sustainability of the agricultural model in Turkmenistan. Figure 2 sets out some of the key success factors for the agricultural sector that were presented in September 2010 at a large regional conference for development of the agriculture sector in Turkmenistan. There is increasing recognition that agricultural productivity will depend on improvements in a range of information, capacity, resource and land management inputs into the sector. In this regard, the project will ensure that water efficiency and supply activities are aligned with other initiatives being undertaken both by government and donor funded programmes to achieve wider agricultural development objectives.

**Figure 2: Model for Agricultural Development in Turkmenistan (Ashgabat Agricultural Conference 2010)**



57. Overall, a project structure has been chosen that supports the scale up and replication of individual activities at regional level, and the leveraging of community based learning through policy frameworks and national level strategies. It is expected that this approach will provide a significant leverage from a cost effectiveness perspective. At the same time, the project will result in concrete adaptation activities that will benefit communities at scale.
58. As an early part of the project, there will be work to identify the most effective adaptation and climate resilience measures suitable for Turkmenistan in terms of cost benefit ratios, and cost per unit of water saved or increased in agricultural productivity. It is envisaged that as the pilot adaptation approaches (component 2) and communal management structures (component 3) are implemented, then these cost effectiveness assessment approaches will be used quantify the impacts at a site and community level, and will also allow the estimation of potential benefits and savings at a regional or national level.
59. Not only will support for lower cost technologies reduce the costs of water provision, by taking a focus on pricing and productivity issues, the project aims to eliminate significant elements of economic inefficiency in the way that water is mispriced as a commodity. By attacking resource efficiency and addressing the economic pricing of water services, the project has the potential to create secondary benefits in the supply chain, as hidden costs and subsidies are reduced.
60. The project will build upon the work of existing Ministry programmes and establish synergies with the ongoing efforts. Discussions have been held between the Implementing Entity and the relevant Ministries (Agriculture, Water, Natural Resources, Economy) at Deputy Minister level to ensure that the programme activities are both complementary to ongoing government efforts, avoid duplication, and provide a strategic platform from which the emerging Integrated Strategy for Water and Agriculture (2011) can be

made operational. In particular, the following aspects of the proposal have been identified as being of particular interest in terms of potential scale up by the Ministries as part of the new 2030 strategies.

- c. Assessment and introduction of water efficiency technologies and practices for non-state commissioned agricultural and livestock communities
  - d. Approaches to regional water basin management strategies in agricultural regions
  - e. Potential for community based water management communities and user associations
61. Although water and agricultural policy is addressed through national level structures within Turkmenistan, it has been recognized that successful implementation will require strong local support and stakeholder support to ensure that the best practice can be integrated into national level strategy and replicated in other regions. In this regard, the project has agreed with the Parliamentary committee overseeing reform of the Water Code that resources can be brought to bear to support the regional implementation of the project by involving the political representatives from the identified regions under component 2, and by facilitating the transfer of lessons and models developed to other regions through official channels. The use of regions where there are already well established land management programmes underway ensures that local support among stakeholders should be robust.
62. The target audiences for the project are primarily communities that operate outside of the system of state land management and agricultural procurement for the staple crops of sugar beet, cotton, wheat and rice. They are agriculturalists and pastoralists operating on small holdings with limited state support, and selling their crops and livestock on the open market. The target constituency also extends to the private sector *daihan* farms (of which there are several thousand), where land use and ownership rights have been transferred from the state to the owners. Discussions with the Ministries indicate that it is expected that the land reform process within the agricultural sector will continue, with the extension of private farm rights to a broader community. In terms of delivery models, there is small but emerging cadre of water and agro-pastoralist technical advisers, operating on a commercial basis (who has previously participated in USAID projects), with whom the project will seek to liaise and support through their involvement in developing and assessing technology and management practices. It is expected that efficiency improvements in yields and productivity through improved water management and drought alleviation practices will demonstrate the economic case for commercial water and agricultural management services to the non-state farm communities. Although in theory the provision of water services currently remains with the state, in practice responsibility for field water use in agriculture is generally assumed by users, either as individuals or groups. This extends to the adoption of efficient water practices, maintenance of field infrastructure, collection of water fees, and interface with Regional/National Water Authorities.

#### D. Programme consistency with national or sub-national sustainable development strategies

63. The programme is fully in line with existing national priorities relating to water and agriculture. National policy is defined by the Water Code. Its key provisions are
- Ownership over water and water resources of the country;
  - Procedures of placing, design, and construction of water infrastructure;
  - Types of water use and categories of water users;
  - Procedures for receiving permits for specialized water use, rights and obligations of water users;
  - Water protection arrangements and prevention of pollution including Water Protection Zones;
  - State monitoring of water resources, State Water Cadastre;
  - Participation of NGOs and wider public/communities organizations in water use and protection;

64. The Water Code defines in more detail the functions of the Cabinet of Ministers in relation to water resource management and conservation. Particularly, the Cabinet of Ministers annually sets water use limits for each of the political-administrative units - five *welayats* and each *etrap* - as well as for each sector of the economy, and they define water extraction limits for each water source. Article 12 of the Law “On the Cabinet of Ministers of Turkmenistan” prescribes the Cabinet of Ministers to address at its meetings the measures on protection and conservation of land, water resources, plants and animal communities. The Water Code defines mechanisms for this in accordance with the existing legislative procedure regarding *Basin Schemes on Integrated Use and Protection of Water Resources*, as well as through national, multi-lateral, and regional programmes and projects. A recent analysis of water and land use legislation by UNDP indicated that while not promoting radical change, the opportunity exists for more detailed elaboration of implementation strategies to achieve the stated aim of improved water efficiency and associated increases in agricultural outputs. Progress in developing supplementary regulations, standards, and norms has been relatively slow but there is increased understanding within Government of the need to accelerate this process.
65. The National Programme “The Strategy of Economic, Political, and Cultural Development of Turkmenistan Until 2020” sets out targets in relation to agricultural outputs. The Programme envisages an increase in agricultural production of more than 15 times only due to utilisation of the current natural resource and accelerated industrial potential. Wheat production is planned to grow 2.9 times and cotton production – 4.9 times by 2020 as compared with 2000. A considerable proportion of irrigated agricultural lands is planned to be transferred to private sector enterprises. The private sector tenants will include joint-stock companies, *daihan* (farmer) cooperatives and unions. These categories of land users are expected to introduce more effective and efficient water use technologies and water saving practices.
66. A number of activities have recently cemented water and agricultural resilience as key strategic issues for national and regional development:
- a. The water sector has been identified as the most important adaptation priority in the Second National Communication (expected early 2011). This document will set out the projected water deficit under current climatic projections, and outline a number of policies and measures for the agriculture sector to mitigate impacts.
  - b. The Investment and Financial Flows (I&FF) assessment (2010) undertaken by UNDP and the Government of Turkmenistan identified the water sector as the primary area for adaptation investment. It concluded that in addition to ongoing programmes of supply side infrastructure investment and upgrade, it was important to develop an effective demand side response and establish management systems that would result in sustainable use and allocation of increasingly scarce water resources.
  - c. The existing GoT five year water programme specifically promotes the more rational use of water. The National Socio-Economic Development Strategy of Turkmenistan to 2030 sets the objective of modernization of the water management system and improving water efficiency as well as increasing water storage capacity. The government has stated its aim of moving irrigated lands from a position of 90% state ownership to majority ownership by the private sector by 2020.
  - d. The National Agricultural Strategy specifically identifies the water requirements to meet state targets for strategic crop production. Recent legislation for the Agriculture sector – On Dayham Farm (2007) – sets out water provision requirements as central to the development of private sector agriculture, horticulture and livestock. There is an expected increase in the role of private farms, cooperatives and joint stock companies.

- e. The programme will support current national agriculture sector priorities, including growth in agricultural outputs, an increase in agricultural and pastoral productivity, development of agricultural processing, and more rational matching of land use potential with economic activity.
  - f. At recent meetings of the “Council of Elders”, an ancient representing the traditional system of community leaders, in two consecutive years of 2009 and 2010, it was decided to make efforts to increase water productivity and reverse a trend of cultivated land expansion. This decision was triggered by increasing water deficits evidenced in the country in recent years due to climate change.
  - g. In 2010, the Government organized an international forum on water technologies, including for the agricultural sector with a focus on demand side management and efficiency.
  - h. The proposed concept is fully aligned with government’s current priority on social protection and development. The community level interventions and communal management solutions for improved water efficiency and delivery services are in direct alignment with government priorities.
  - i. Law of Turkmenistan “On State Support for Small and Medium Size Enterprise” (2009). This law supports the extension of private sector provision in the rural agriculture sector, including economic diversification into agro-processing industries.
67. An integrated water and agriculture strategy is under development, and publication is expected in early 2011 upon approval by the Cabinet of Ministers. This strategy is being informed by a) The Programme of Agricultural Development to 2030, b) The Concept Note for Development of Water Economy to 2030, and c) Proposal for Development of Water Economy to 2030. The Strategy is being led by the Ministry of Agriculture with support from the Ministry of Water. The draft strategy is expected to recognize the key role of water in delivering growth in agricultural production, productivity, and yields, and promote both supply and demand side solutions to ensure the efficient use of water within the Agro-Industrial complex. The development of an integrated strategy is to be accompanied by the relocation of the agricultural, water and natural resource ministries, together with their supporting institutes into a single building.
68. In particular, the integrated strategy will set out a comprehensive plan to address water and agricultural productivity. Some of the linkages under consideration include
1. Integrated water resource management within agro-industrial areas
  2. Optimization modeling for agricultural production based on water use
  3. Improvements to existing irrigation systems through education and awareness
  4. Widespread introduction of drip and sprinkler irrigation technologies
  5. Development of additional reservoirs for agricultural irrigation purposes
  6. Development and introduction of drought resistant crops
  7. Reuse of drainage and waste water for agricultural purposes

#### E. Programme meets relevant national technical standards

69. The primary focus of the project will be in the development of community management approaches, and demand side management technologies for which no environmental assessments are required. Infrastructure investment is expected to be undertaken as part of mainstream government programmes to upgrade water supply and storage capacity within Turkmenistan. It is not envisaged at this stage that there will be large scale water extraction activities, beyond the provision of sustainable watering points for livestock and some water harvesting. Where relevant, local regulations will be followed. The watering points and wells that will be established in the desert region are expected to be relatively shallow in nature. Before construction, a hydrology review will be undertaken in association with the state water body Turkmengeology to ensure the selection of the best suited locations. From a water quality



perspective, the project will follow the country's water quality standards as outlined in the Code of Administrative Violations, under the special section on water protection. Articles 59-62 regulate water extraction and use as well as set standards of minimum quality of water for direct consumption. The Law of Turkmenistan on Environmental Protection has water protection related articles 20-40 that regulate the rules of protection of key water sources and determines the responsibilities of water users. The Sanitary Code that sets water pollution prevention measures will be observed in designing water supply side measures. The project will fully comply with the water code that regulates overall water management. More specifically, the it will closely observe the rules for establishing the water user associations defined by the water code. The issue of water regulation in regard to planned activities has been discussed with the Ministry of Water Economy.

70. All UNDP supported donor funded projects are required to follow the mandatory requirements outlined in the UNDP Programme and Operational Policies and Procedures (UNDP POPP). This includes the requirement that all UNDP development solutions must always reflect local circumstances and aspirations and draw upon national actors and capabilities. In addition, all UNDP supported donor funded projects are appraised before approval. During appraisal, appropriate UNDP representatives and stakeholders ensure that activities have been designed with a clear focus on agreed results. The appraisal is conducted through the formal meeting of the project Appraisal Committee (PAC) established by the UNDP Resident Representative. The PAC representatives are independent in that they should not have participated in formulation of the project and should have no vested interest in its approval. Appraisal is based on a detailed quality programming checklist which ensures, amongst other issues, that necessary safeguards have been addressed and incorporated into the design.

F. Describe if there is duplication of project / programme with other funding sources, if any.

71. There are a number of ongoing initiatives of relevance to the proposed AF project, and efforts have been made to ensure that there is no duplication with other initiatives and that potential synergies are explored. Extensive stakeholder consultation has been undertaken with the major donors in the water and agriculture sector in Turkmenistan, including the European Union, USAID, OSCE, IFIs and selected bilateral donors (GTZ, British Embassy, etc.). The primary activities of relevance are identified as follows:
  - a. European Union: The EU currently manages the main agricultural support programme in Turkmenistan – *Support to Further Sustainable Agricultural and Rural Development*. This programme is the latest in a series of activities running since 2005 to create capacity within the Ministry of Agriculture. Currently, the programme is focused more upon capacity building and systems within the Ministry, rather than upon water-agriculture policy reform, or regional dissemination of management practices and technologies. Discussions have been undertaken both with the Head of Europa House, the Head of the EU TA National Coordinating Unit and the EU programme team. There are a number of additional regional programmes (EURECA, TEMPUS) that touch on environmental and energy issues. There is clear agreement that the proposed AF project does not duplicate any of the activities and that it would be a welcome and complementary addition to the donor community programme.
  - b. UNDP: UNDP has undertaken a number of initiatives in the water sector, including assessment of Investment and Financial Flows in relation to water sector adaptation that has informed the Second National Communication, and a study on institutional and policy mechanisms within the water sector. There are a number of parallel activities related to protected area management and biodiversity. Some of the identified sites for this project under component 2 are currently receiving support from a UNDP-GEF and GTZ co-supported medium-size project under the Ministry of Nature Protection on sustainable land management that is completing in 2010 (Capacity building and on-the-ground investments for sustainable land management;SLM-

Project). This project is also reviewing the options for community participation approaches that deal with environmental issues (potentially to include climate change impacts). The AF project is seen as being complementary to the land management activities under the current project, addressing water stress on local community farming and pastoral systems. Some of the measures tested by the UNDP-GEF project (such as dune fixation and stabilization, restoration of vegetative cover) remain relevant for the AF project as well and lessons on best practices from that initiative will inform this one. However, the design of these measures, their spatial distribution and scale will be informed by the climate change risks that were not considered in the UNDP-GEF initiative. The AF project will address adaptive water issues, such as the introduction of watering points for pastoralists, innovative communal management modalities for water service delivery, such as seasonal water rationing and flexible payment options. It is expected that the established structures and UNDP-GEF track record in these pilot regions will result in lower implementation risks, and a high degree of engagement and goodwill from local partners. The project will coordinate closely with the UNDP Climate Risk Management programme for Central Asia which is currently in inception phase. All activities will be complementary.

- c. USAID: USAID currently has no active water or agricultural programmes, but prior to 2008, has implemented a number of relevant initiatives. Discussions have been undertaken with the USAID acting Country Head and project management team as to how lessons learned may be incorporated into AF project implementation. From a water perspective, USAID conducted a number of seminars on water pricing, policy and standards. There has also been some limited work on the establishment of water user associations which has proven to be relatively successful. Other work has primarily been focused on water forecasting, flow measurement, groundwater exploration and data management technologies. There is a planned study on regional trans-boundary water issues in Central Asia in 2011. From an agricultural perspective, during 1991-2008, USAID provided 255 volunteer agricultural experts to support the development of private agricultural support services and registration of cooperatives. During 2004-2006, USAID worked with 15 farmer organizations in Mary and Dashoguz provinces to support economic expansion through provision of power, water supply and irrigation networks to increase agricultural productivity. During 2006-2007, there were also a number of agricultural market initiatives, and technology support programmes dealing with greenhouses, soil testing laboratories and fertilizers. USAID is also active in the field of economic diversification. No overlap was identified, and the project proposal was welcomed. Experience gained by USAID, particularly in Water User Associations and in the private sector provision of agricultural and horticultural services will be integrated into project delivery.
- d. EBRD: EBRD has been undertaking discussions with the Government on the establishment of microfinance institutions for the development of small scale SMEs, in particular for the rural agri and horticulture sectors. This initiative remains at an early stage, but may prove useful in the development of private sector provision of water management services for the communities identified within this proposal.
- e. OSCE: OSCE has a limited number of small agriculture grant based projects (USD\$10-20k). Following discussions with the programmer team, there are unlikely to be any synergies or duplication. No overlap was identified and the project proposal was welcomed.
- f. IFIs: From an IFI perspective, the World Bank currently has limited operations within the sector. The Asian Development Bank includes Turkmenistan in a number of regional environmental and land use programmes, but activities in the country are limited to date. The ADB Central Asian Countries Initiative for Land Management includes Turkmenistan in its remit, and may look at

linkages between climate change and land management more generally in the region. The project team will maintain close contact and seek to identify synergies, where appropriate.

- g. Bilateral: GTZ is considering the expansion of its land management initiatives in the country. The project team has discussed options and will ensure that the AF project team and implementing agency will cooperate closely with GTZ to ensure complementarities and synergies going forward. This will be done through the project steering committee and donor community meetings. The project may offer a channel to feed lessons about potential agro-water adaptation measures into the wider government social development programmes, and this will be explored in more detail as and when the project develops. Elsewhere, discussions were also held with the British Embassy who are the most proactive on the issue of climate change, but there are currently no initiatives that would overlap.

#### G. Learning and knowledge management component to capture and disseminate lessons learned

- 72. The project has a dedicated knowledge management work-stream. The project knowledge management approach is two-pronged. On the one hand, the project introduces skills and knowledge for socio-economic impact assessments and scenario-based planning that are essential to achieve climate sensitive policies in water – the main limiting factor for development in Turkmenistan for years to come. At the same time, the project will generate field-based experience of local adaptation measures that will feed back to the national policies and social protection and development programmes. Under component 3, the project will organize for knowledge identification by using community surveys and field-based workshops.
- 73. The project's annual reporting will create summaries of lessons learned. The project will systematically document key lessons good practices and challenges experienced in adopting more resilient integrated land and water management practices at local level and moving towards more progressive water policies at national level. The adaptation Learning Mechanism <http://www.adaptationlearning.net> and other relevant platforms will be used for knowledge dissemination.
- 74. As the primary adaptation programme in Turkmenistan, the AF project envisages a process of dissemination of findings both to the Turkmenistan Government and to the wider donor and civil society community. It is expected that the GoT Steering Committee will act as the main point of dissemination for the participating Ministries (Water, Agriculture, Natural Resources and Economy) together with the Parliament. The project team will hold regular briefings with the Steering Committee in this regard. Component 3 will involve close cooperation with the Steering Committee in terms of addressing institutional development and scale up of practices proven to be effective under Component 2 in national priority programmes.
- 75. Outreach will also be undertaken to River basin management structures 'AMU', the production association velayats (local government structures) PO Ahalsuvhodzhalyk "ON" Balkansuvhodzhalyk "ON" Dashoguzsuvhodzhalyk "ON" Lebapsuvhodzhalyk "ON" Marysuvhodzhalyk ", together with provincial industrial associations for Water Management and Research, and the Programme Research Institute "Turkmensuvlymtaslama", which has been responsible for the majority of supply side water design within the country.
- 76. In parallel, regular meetings will be held with the newly formed Sub-group of Donor Organizations on Natural Resource Management and Environmental Protection, which brings together UNDP, the EU, USAID, OSCE and GTZ, who represent the most active funders of water, agro-forestry and climate related technical assistance. This will allow for AF project findings to inform the scope and to be incorporated into the design phase of other donor initiatives where relevant.

77. Key findings both in terms of the economics of adaptation in the agro-water sector under Component 1, and in terms of best practices identified under Component 2 will be prepared in a format for dissemination to key stakeholder audiences. These may include government officials, private sector farmers and providers of water management and agricultural support services. It is also envisaged that a number of training and consultation events will be held under the various component work-streams, and the outcomes of these events will be captured.
78. The project will maintain a website on which all relevant reports, documents and findings will be posted for access by interested parties.

**H. Consultative process, including the list of stakeholders consulted, during project preparation.**

79. The AF project proposal has been developed on the basis of work undertaken by UNDP, GEF and GTZ on sustainable land management with local farming communities and vulnerable groups (in particular women). The emerging evidence from ongoing attempts to create sustainable agricultural communities is that water availability, supply and management are central to achieving this aim, particularly given the already deteriorating climatic conditions.
80. As part of proposal development, the views and requirements of the communities that are to participate in the AF project in Nohur, Karakum and Mary Oasis were solicited and included as the basis for proposed measures and activities. Local farmers, authorities and village community leaders have helped to frame the project structure. In particular, the following communities have been involved:
- Karakum Region (Desert): Farmers and local authorities in several settlements of Rukhabat Etrap of Akhal Velayat
  - Nohur Region (Mountainous): Farmers in the Garawul and Konegummez settlements, in Bakharly Etrap of Akhal Velayat
  - Sakar-chaga region (Mary Velayat oasis): Dayhan Farm “Zachmet” (approximately 300 farmers).
81. This project has emerged as a result of findings outlined in Turkmenistan’s Second National Communication and the I&FF assessments undertaken by UNDP with the Ministry of Natural Resources and the Turkmenistan UNFCCC focal point. The scope of this project was conceived by the Ministry of Environment in consultation with national experts and key personnel of the Ministry of Water Economy and other organizations. UNFCCC focal point hosted by the Ministry of Environment has been part of the consultation process.
82. During September 19-25, 2010, UNDP, together with the Ministry of Environment undertook a process of formal consultation with key stakeholder Ministries to formally agree their support for and involvement in the proposed project. Official meetings were held with the following, facilitated by the Ministry of Foreign Affairs:

**Ministry of Agriculture**

- Mr. Veli Mamedov – Deputy Minister, Chairman of the State Service on land resources
- Mr. Hudaiberdi Khadjiev – Head of dept. for foreign economic relations
- Mr. Kerim Saparov – Chief specialist of dept. for foreign economic relations

**Ministry of Water Economy**

- Mr. Ahmet Muhamedov – Deputy Minister

**Ministry of Economy and Development**

- Mr. Babamurad Altyevich Taganov – Deputy Minister
- Mr. Igor Anvarovich Naumov– Head of water resources and environmental protection
- Ms. Nurgozel Nurmammedova – Deputy head of dept. of agro-industrial complex (AIIK)

**Ministry of Nature Protection**

- Mr. Eyeberdiyev Bekmurad – Head of Ecological Programmes Coordination Department
- Mr Gurbangeldi Allaberdiyev – UNFCCC Turkmenistan Focal Point

**Parliament**

- Mr. Vladimir Petrovich Gubanov - Chair of committee for science, education and culture
- Mr. Perdemurad Ashirovich Kurbanov– Deputy Chair of committee for international relations and inter-parliamentarian relations

**Donors and Project Implementation Teams**

- Mr. Theo Hensels – Coordinator, Europa House in Turkmenistan
- Mr. Jaap Sprey – Advisor, EU TA National Coordinating Unit in Turkmenistan
- Serdar Yagmurov – Head of Projects, USAID
- Dr Lyale Nazarova, Programme Manager, OSCE
- Firyuza Babayeva – Energy and Development Officer, British Embassy
- Mrs. Ilka Starrost – Senior Advisor GTZ
- Mrs. Juljamal Nurmuhammedova, Senior Expert Trans-boundary Water in Central Asia, GTZ
- Mr. Mukhamet Durikov, Project Manager GTZ
- Arthur Russell – Project Specialist, EU Agricultural Project

83. During the project preparation a stakeholder workshop was organized to debate the issue and determine the scope of the proposed project and the role of key stakeholders within the project. The following table sets out potential involvement by key institutions

Stakeholder name	Stakeholder mandate	Potential role in the project
Ministry of Nature Protection	Environment, Nature Protection, Climate Monitoring	Executing agency; main national implementing counterpart
Ministry of Agriculture	Land Use Planning, Distribution and Management of Arable Lands	Member of the Project Board
Ministry of Water Economy	Distribution and Management of Water Resources, Management and Development of Irrigation Infrastructure	Member of the Project Board
Ministry of Economy	Economic Planning	Member of the Project Board
Research Institute of Water Management	Research on water quality and quantity issues	Project advisor

Institute of Desert, Flora and Fauna	Conservation and sustainable use of desert ecosystems and their resources	Project advisor
Institute for Strategic Planning and Development	Socio economic analysis; economic development trend and forecasting	Project advisor, recipient of modeling and prospective exercise training
Local Authorities	Local Planning and Administrative Decision-Making	Member of the Project Board
Local Communities	Use of Resources	Direct beneficiaries from the following regions: Karakum Region (Desert): Farmers and local authorities in several settlements of Rukhabat Etrap of Akhal Velayat  Nohur Region (Mountainous): Farmers in the Garawul and Konegummez settlements , in Bakharly Etrap of Akhal Velayat  Sakar-chaga region (Mary Velayat oasis): Dayhan Farm "Zachmet" (approximately 300 farmers)

**I. Justification for funding requested, focusing on the full cost of adaptation reasoning.**

84. The project is structured to allow a high proportion of funds to flow into capacity building activities and demonstrations of low cost resilient technologies and management structures at the macro level, particularly in component 1 and 3. As such, the components are expected to result in a higher adaptation benefit than an equivalent investment into capital intensive infrastructure. A significant component of agricultural community vulnerability remains structural in nature, and requires a policy solution to change behavior, and build awareness of best practice, both among policy makers and agricultural communities. Further cost of adaptation reasoning is set out below.

**Component 1:**

85. Baseline: (without AF Proposal): Without the AF project, it is likely that the government of Turkmenistan will continue to be constrained in its capacity to design and customize the best international practice in relation to water pricing policies that progressively reflect the real value of water in the face of an increasing deficit scenario. It is also unlikely that the knowledge base related to the costs and benefits of demand side management measures will be developed, and as such, water efficiency will remain low within the agriculture sector, with mal-adaptation particularly common. There is currently little capacity

to address water linkages with within the Land Use Code, and the current inefficient allocation of water resources is likely to continue for the foreseeable future.

86. AF Additionality (with AF funding): With AF resources, the Government will adopt a differentiated approach to water pricing with full account of social vulnerability and the solvency capacity of local population. The project will cover the cost of this progressive water policy that will yield much greater adaptation benefits than merely the standard infrastructure only development and rehabilitation. The project will engage international expertise to transfer best practice on water pricing models, to ensure that social impacts are mitigated for the most vulnerable groups. It will also cover the cost of all necessary legislative and regulatory adjustments to optimize water allocation and distribution in the face of climate change. In addition, the project will support the effective analysis of the costs and benefits of agricultural sector water interventions that support climate resilience and improve water efficiency. The training of officials in sustainable water modeling and land use planning will support the development of land use management in the country, and underpin reform of the Land Use Code, which is central to water efficiency. The impacts of these knowledge based reform activities are expected to be significant in relation to their overall costs.

#### Component 2:

87. Baseline: Under current government proposals, the focus is likely to remain on expanding supply side capacity, particularly in terms of water storage, to support agricultural irrigation for government managed croplands and the provision of drinking water. Government officials will be limited in their ambition and capacity to address water demand due to a lack of national demonstration projects, and the absence of a methodology for assessing climate vulnerability. The absence of proof of concept for innovative water management techniques/technologies will lead to an increased supply/demand constraint as climate change impacts accelerate. This will impact most upon non-state actors, including those involved in agriculture, horticulture and livestock management. The current structure of agricultural support programmes by other donors and government neither consider climate impacts, nor their likely distributional effects on the agricultural economy.
88. AF Additionality: The AF project rebalances the prevailing focus within Turkmenistan away from state controlled crop management and large scale water systems, towards more efficient use of available resources through the demonstration of climate resilient demand and supply side water management techniques. With AF resource, the project will incur the cost of direct adaptation measures, covering 60,000 ha in the three typical agro-ecological zones in Turkmenistan that require distinct and locally tailored adaptation solutions for reducing water demand and improving water availability and supply systems. The zones and activities have been selected for their potential demonstration effect and their wider social importance, and as such will allow synergies with other agriculture economy strategies (poverty reduction, economic diversification) to be explored in national strategy development.

#### Component 3

89. Baseline: The relevant Ministries in the agro-industrial complex currently lack the capacity and expertise to scale up climate related water activities into national priority programmes, such as the communal management of water delivery services. Without the AF project, it is likely that the pace of reform within the sector will be slow, with limited development to community water management systems, adaptation planning and dissemination of best practice. Vital flexible mechanisms, such as seasonal water allocation and new payment regimes will remain untested. In this respect, the most marginal communities engaged in agricultural, livestock management are likely to suffer most, as government resources continue to be focused on state crop management.

90. AF Additionality: With AF funding, the project covers the cost of communal water management arrangements through strengthening roles and capacities of local associations that will continue enforcing locally appropriate and tested adaptation measures in water access and management. Providing investment funds through Water User Associations will encourage capacity at community level delivery systems, and support their ability to engage with and leverage government social development funds. Over 30,000 people will benefit directly from the AF investment under this component. Although to date, government and donor support initiatives have achieved significant improvements in local land management practices, they have yet to achieve the scale-up to regional and national level as elaborated in this proposal. The project covers the cost of the replication of well proven adaptation measures through social protection and development programmes that will grant long term sustainability of the AF pilot investments.

## PART III: IMPLEMENTATION ARRANGEMENTS

### A. Arrangements for programme implementation.

91. The Ministry of Nature Protection (MNP) is the government institution responsible for the implementation of the project and will act as the Executing Agency (EA). The Ministry of Water will be an implementing partner of component 1. At the request of the Government of Turkmenistan, UNDP is the Multilateral Implementing Entity (MIE). The project is nationally executed (NEX), in line with the Standard Basic Assistance Agreement (SBAA, 1993) and the UNDAF 2010-2015 between the UN and the Government of Turkmenistan.

92. As a Multilateral Implementing Entity, UNDP is responsible for providing a number of key general management and specialized technical support services. These services are provided through UNDP's global network of country, regional and headquarters offices and units and include assistance in: project formulation and appraisal; determination of execution modality and local capacity assessment; briefing and de-briefing of staff and consultants; general oversight and monitoring, including participation in reviews; receipt, allocation and reporting to the donor of financial resources; thematic and technical backstopping; provision of systems, IT infrastructure, branding, and knowledge transfer; research and development; participation in policy negotiations; policy advisory services; programme identification and development; identifying, accessing, combining and sequencing financing; troubleshooting; identification and consolidation of learning; and training and capacity building.

93. As outlined in UNDP's application to the Adaptation Fund Board for accreditation as a Multilateral Implementing Entity, UNDP employs a number of execution modalities determined on country demand, the specificities of an intervention, and a country context. Under the national execution modality proposed, UNDP selects a government entity as the Executing Entity based on relevant capacity assessments performed by UNDP. Please note that UNDP uses slightly different terminology to that used by the operational policies and guidelines of the Adaptation Fund. In UNDP terminology, the "executing entity" is referred to as the "Implementing Partner" in countries which have adopted harmonized operational modalities and the "Executing Entity" in countries which have not yet done so. The Executing Entity is the institutional entity entrusted with and fully accountable to UNDP for successfully managing and delivering project outputs. It is responsible to UNDP for activities including: the preparation and implementation of work plans and annual audit plans; preparation and operation of budgets and budget revisions; disbursement and administration of funds; recruitment of national and international consultants and personnel; financial and progress reporting; and monitoring and evaluation. As stated above, however, UNDP retains ultimate accountability for the effective implementation of the project.



94. The MNP will assume responsibility for the implementation, and the timely and verifiable attainment of project objectives and outcomes. It will provide support to the management unit, and inputs for, the implementation of all activities. The MNP will nominate a high level official who will serve as the National Project Director (NPD) for project implementation. The NPD will chair the Project Board / Project Steering Committee (PSC), and be responsible for providing government oversight and guidance to the implementation. The NPD will not be paid from project funds, but will represent a Government in kind contribution.
95. The project will be nationally executed by the Ministry of Nature Protection in cooperation with the Ministry of Water (mainly under component 1) that is the main institution responsible for integrating climate change policies in all sectoral strategies and local natural resource management systems. National Execution enables a greater level of national ownership. UNDP will provide technical backstopping, quality assurance and compliance with fiduciary standards in its capacity of MIE.
96. A Project Steering Committee (PSC) will be convened by the MNP, and will serve as the project's coordination and decision-making body. The PSC meetings will be chaired by the NPD. It will meet according to necessity, but not less than once in 6 months, to review progress, approve work plans and approve major deliverables. The PSC is responsible for ensuring that the project remains on course to deliver products of the required quality to meet the outcomes defined. The PSC's role will include: (i) overseeing project implementation; (ii) approving all work plans and budgets, at the proposal of the Project Manager (PM), for submission to UNDP Regional Center in Bratislava; (iii) approving any major changes in plans or programmes; (iv) providing technical input and advice; (v) approving major deliverables; (vi) ensuring commitment of resources to support implementation; (vii) arbitrating any conflicts within the project and/or negotiating solutions between the project and any other stakeholders and (viii) overall evaluation.
97. The day-to-day administration will be carried out by a Project Manager (PM) and Project Assistant (PA), who will be located within the MNP offices. As per Government requests, the staff will be recruited using standard UNDP recruitment procedures. The PM will, with the support of the PA, manage the implementation of all activities, including: preparation/updates of work and budget plans, record keeping, accounting and reporting; drafting of terms of reference, technical specifications and other documents as necessary; identification, proposal of consultants to be approved by the PSC, coordination and supervision of consultants and suppliers; organization of duty travel, seminars, public outreach activities and other events; and maintaining working contacts with partners at the central and local levels. The Project Manager will liaise and work closely with all partner institutions to link the project with complementary national programmes and initiatives. The PM is accountable to the MNP and the PSC for the quality, timeliness and effectiveness of the activities carried out, as well as for the use of funds. The PM will produce Annual Work and Budget Plans (AWP&ABP) The PM will further produce quarterly operational reports and Annual Progress Reports (APR) to the PSC, or any other reports at the request of the PSC. These reports will summarize the progress made versus the expected results, explain any significant variances, detail the necessary adjustments and be the main reporting mechanism for monitoring activities. The PM will be technically supported by contracted national and international service providers, based on need as determined by the PM and approved by the PSC. Recruitment of specialist services will be done by the PM, in consultation with the UNDP and MNP and in accordance with UNDP's rules and regulations.

**B. Describe the measures for financial and programme risk management.**

Risk	Risk Rating	Action
De-motivation of local water users to give up activities leading to land degradation; water logging; excessive irrigation and land salinisation.	Low	Active engagement of community leaders; employment VCA tools that mobilize community and engage participatory climate risk, vulnerability and capacity assessments; On the ground demonstration of results to motivate broader community members
Due to staff turnover at the target Ministries the trained staff may leave for other job opportunities undermining installed technical capacity	Medium	Special training conditions and / or training for trainers will be arranged to leave the trained staff at the target Ministries.
Reluctance of decision makers to introduce progressive and differentiated water tariff and policy within project lifetime	Medium	Active engagement of Ministry partners at senior level. Water pricing already exists for private sector farmers, with IBT pricing for leaseholders. Indications have been provided from the Ministries that potential review of water code is under consideration. Project design phase has included close consultations with Ministries and includes elements that are considered realistic within given timescales
Failure to include water in land use master plan or to establish basin level water management within current regulatory frameworks, and subsequent take up by Ministries within strategic frameworks	Low	Active engagement of Ministry Partners at senior level. Engagement with other donors and projects (previously) involved in related activities. Consultations with Deputy Ministers from key departments indicates interest in pursuing expansion of these approaches.

**C. Describe the monitoring and evaluation arrangements and provide a budgeted M&E plan.**

98. Project monitoring and evaluation will be conducted in accordance with established UNDP procedures. The logical framework provides performance and impact indicators for project implementation along with their corresponding means of verification. These and others to be developed prior to implementation will form the basis on which M&E of the project will be conducted. Table 6 provides a summary of the monitoring and evaluation plan plus a provisional budget.
99. In order to have a realistic picture of impacts, outcomes and performance, as well as sustainability, it is important to know the perspective of local and national stakeholders. Therefore, stakeholders and selected communities will have a key role in the monitoring process. A cross-section of stakeholders will be associated to the monitoring of the project results. Stakeholder workshops featuring farmers, CBOs, local authorities, governmental and, and possibly nongovernmental organizations will regularly be carried out to monitor progress and disseminate results.
100. The views of farmers and their associations will be sought by questionnaire survey and group discussion, and those of Government administration by face-to-face dialogue. This will be completed by the project team's observations, to serve as a basis for analysis and reporting.

101. The objectives of Monitoring and Evaluation activities are:

- To analyze project progress, impacts and achievements
- To assess the relationship between activities planned in the project document and those implemented
- To re-orient the project, if needed
- To draw conclusions for future transfer of activities to other areas
- To allow exchange of experience with other projects within and out of the country

102. Before the start of implementation, an inception workshop shall be held with participation of the project team, relevant government counterparts, the UNDP-CO and others (civil society representatives) etc. This inception workshop will treat the following issues:

- The project's monitoring and evaluation plan.
- Fine-tuning of indicators, means of verification and assumptions. This will include reviewing the log frame
- Definition of M&E responsibilities of the project team
- First annual work plan of the project on the basis of the log frame matrix with precise and measurable performance indicators

103. The inception workshop will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the project's implementation process, including reporting and communication lines, and conflict resolution mechanisms.

Type of M&E activity	Responsible Parties	Budget US\$	Time frame
Inception workshop	<ul style="list-style-type: none"> <li>▪ Project Coordinator</li> <li>▪ UNDP-CO</li> </ul>	\$3,000	Within first two months of project start up
Inception Report	<ul style="list-style-type: none"> <li>▪ Project team</li> <li>▪ UNDP-CO</li> </ul>	None	Immediately following IW
Measurement of Means of Verification for Project Purpose Indicators	<ul style="list-style-type: none"> <li>▪ Project Coordinator</li> </ul>	None	Start, mid and end of project
Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis)	<ul style="list-style-type: none"> <li>▪ Project Coordinator</li> </ul>	None	Annually prior yearly reports and to the definition of annual work plans
Monthly reports	<ul style="list-style-type: none"> <li>▪ Project team</li> </ul>	None	At the end of each month
Annual reports	<ul style="list-style-type: none"> <li>▪ Project team</li> <li>▪ CoRI</li> <li>▪ UNDP-CO</li> </ul>	\$2,000	At the end of each year
Meetings of the Project Coordination Committee	<ul style="list-style-type: none"> <li>▪ Project Coordinator</li> <li>▪ UNDP-CO</li> </ul>	None	After the inception workshop and thereafter at least once a year
Technical reports	<ul style="list-style-type: none"> <li>▪ Project team</li> <li>▪ External consultants</li> </ul>	None	To be determined by Project team and UNDP CO
Mid-term external evaluation	<ul style="list-style-type: none"> <li>▪ Project team</li> </ul>	\$ 15,000	At the mid-point of project

	<ul style="list-style-type: none"> <li>▪ UNDP-CO</li> <li>▪ External consultants</li> </ul>		implementation.
Final external evaluation	<ul style="list-style-type: none"> <li>▪ Project team</li> <li>▪ UNDP-CO</li> <li>▪ External consultants</li> </ul>	\$ 15,000	At the end of project implementation
Final Report	<ul style="list-style-type: none"> <li>▪ Project team</li> <li>▪ UNDP-CO</li> </ul>	None	At least one month before the end of the project
Publication of lessons learned	<ul style="list-style-type: none"> <li>▪ Project team</li> </ul>	\$ 10,000 (average \$ 2,000 per year)	Yearly
Audit	<ul style="list-style-type: none"> <li>▪ UNDP-CO</li> <li>▪ Project team</li> </ul>	\$ 10,000 (average \$ 2,000 per year)	Yearly
Visits to field sites)	<ul style="list-style-type: none"> <li>▪ UNDP-CO</li> <li>▪ CoRI</li> <li>▪ Project team</li> </ul>	\$1,000	Yearly
<b>TOTAL INDICATIVE COST</b>		<b>\$ 56,000</b>	

NB: Above costs do not over UNDP staff time. All UNDP staff costs associated with M&E are covered by the MIE Fee. The M&E budget will be taken pro-rata from the three project component budgets, reflecting the size of the TA.

## D. Results framework for the programme proposal, including milestones, targets and indicators.

Objective: To strengthen water management practices at national and local levels in the context of climate change risks induced water scarcity to farming systems in Turkmenistan				
Outcomes and indicators	Baseline	Targets and Milestones	Source of Verification	Outputs and indicators
<p><b>Outcome 1:</b> institutional capacity to develop climate resilient water policies in agriculture strengthened</p> <p><b>Indicator 1.1:</b> Water code subsidiary laws and regulations that introduce progressive pricing policies and communal management for local water services are in place and operational.</p>	<p>Government has made progressive steps towards improving water management systems. It invests heavily in the improvement and upgrade of water infrastructure and looks out for more advanced technologies. However, water policies remain outdated as well as poorly enforced due to underdeveloped regulations and subsidiary legislation. Tools and methods are missing to identify the most cost-effective adaptation options in the water policies. Water pricing is largely inadequate.</p> <p>The current water policies burden the state budget and do not free resources for service improvement to farmers, especially local small holders. At the same time, farmers involved in large scale productions of water thirsty crop varieties do not receive adequate</p>	<p>A package of amendments to water code with proposed water tariff and other economic instruments developed and submitted for adoption by end of 2012</p> <p>Update of the water code to ensure explicit recognition of on climate impacts on water resource availability by end of 2013</p> <p>At least 2 sets of sub-regulations developed under the Water Code to implement a) progressive and differentiated tariffs, b) support for water delivery services under communal management</p>	<p>Project annual reports; Mid term evaluation, final report; training test results;</p> <p>National law journal</p>	<p><b>Output 1.1:</b> Socio-economic impact of climate change on water availability costed and documented, including cost-benefit analysis of adaptation measures</p> <p><b>Indicator 1.1.1:</b> Study on socio-economic impacts of climate change on water availability, including cost-benefit analysis of adaptation measures conducted;</p> <p><b>Indicator 1.1.2:</b> Number of water legislative acts amended based on climate change cost estimations;</p> <p><b>Output 1.2:</b> A package of modifications in the water code, with particular focus on communal water management; and financial incentives for water efficiency (e.g. differentiated and progressive tariff) developed;</p> <p><b>Indicator 1.2.1:</b> Number of water regulations to introduce progressive and differentiated tariff and water delivery services under communal management</p>

<p><b>Outcome 2:</b> Resilience to climate change enhanced in targeted communities through the introduction of community-based adaptation approaches</p> <p><b>Indicator 2.1:</b> Number of community based adaptation solutions implemented at the local level upon project closure.</p> <p><b>Indicator 2.2:</b> % of population with improved water management practices resilient to climate change impacts in the targeted regions.</p>	<p>price signals to use water more efficiently. Given the increasing water shortages and priorities assigned to cash crop production the small holder subsistence farmers bear a disproportionate burden of exacerbating water deficits.</p> <p>Some of the coping mechanisms employed by farmers, agri-pastoralists and pastoralists in the main agro-ecological systems are increasingly strained due to mounting water deficits. A combination of innovative and traditional measures hasn't been tested to improve water capture, optimize water demand and improve water efficient applications. Over 2,000,000 people live in the target regions with the majority engaged in agriculture, mainly in marginal lands and having very limited access to stable water delivery services.</p>	<p>At least one water harvesting technique and saving measures implemented in Nohur region to benefit 4,000 agri-pastoralists by end of 2014</p> <p>At least two watering points established in Karakum region to benefit 8,000 farmers and pastoralists by end of 2014</p> <p>Set of at least three agronomic measures (terracing, intercropping, saksaul planting) implemented in at least 3 communities by end of 2014</p> <p>Canal level irrigation improvement measures implemented in the Sakar-Chaga region to benefit 20,000 people by end of the project</p>	<p>Project annual reports; Mid term evaluation, final report; Community surveys;</p>	<p><b>Output 2.1:</b> At least 4,000 agri-pastoralists of the Nohur mountainous region develop and implement water harvesting and saving techniques (such as slope terracing, small rainwater collection dams, contour and stone bunds, planting pits, tillage, mulching) to improve soil moisture levels;</p> <p><b>Indicator 2.1.1:</b> water harvesting and saving techniques demonstrated/tested in targeted Nohur area;</p> <p><b>Output 2.2:</b> At least 8,000 farmers implement community-based well and watering point management measures, including sand fixation and introduction of drought resistant traditional grain varieties in the Karakum desert region;</p> <p><b>Indicator 2.2.1:</b> Community based well and watering point management measures tested and demonstrated in targeted Karakum area</p> <p><b>Output 2.3:</b> At least 20,000 farmers in the Mary Oasis benefit from improved irrigation services through the introduction of canal level, localized management practice;</p> <p><b>Indicator 2.3.1:</b> Canal level management tested and demonstrated in targeted Sakar-Chaga area</p>
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<p><b>Outcome 3:</b> Community-managed water delivery services introduced to benefit over 30,000 farmer and pastoralist communities in the three target agro-ecological zones.</p> <p><b>Indicator 3.1</b> Number of associations with improved institutional capacity to deliver water services to target communities.</p> <p><b>Indicator 3.2:</b> % of targeted population with more secure access to water services in the face of climate change where communal management systems adopted.</p>	<p>The State continues to play a far-reaching and predominant role in the economy and acts as the main provider in ensuring adequate living standards of the population, with subsidies, price controls and the free provision of utilities underpinning the system. This has been possible largely due to revenues from the hydrocarbons sector. However, it poses large budgetary burden and results in unsustainable and ineffective water delivery services to farmer and pastoralists communities. Self-functioning and maintained services with the direct engagement of communities are not practiced. Despite existence of water user and farmer associations their role and capacities are limited to improve the water management and delivery options.</p>	<p>At least 6 associations have clear mandates, institutional capacities and skills to manage and deliver water services to the target communities by end of 2013</p> <p>At least 6 community plans on water adaptation have been designed and budgeted through the government's social development programmes by end of the project</p> <p>At least 4 local water adaptation investment projects have been funded through WUA and associated community organizations</p> <p>By end of the project at least 80% of targeted population of approximately 30,000 people has access to improved water services that are resilient to drought and climate aridification</p> <p>At least three lessons learned notes per targeted agro-ecological system, developed and widely disseminated through knowledge networks for further replication by end of project</p>	<p>Project annual reports; Mid-term evaluation, final report; Community Surveys; Social programme budget statements</p>	<p><b>Output 3.1:</b> Mandates and institutional functions of local associations strengthened to improve local water services that are more resilient to increasing water stress and benefit at least 30,000 farmers and pastoralists</p> <p><b>Indicator 3.1.1:</b> Number of associations with modified mandates strengthening their institutional roles to manage and deliver water services to the target communities</p> <p><b>Output 3.2:</b> Based on VCA assessments, community-based adaptation plans with particular focus on water delivery services designed and implemented through the government's social development programmes with direct engagement of at least 30,000 farmers and pastoralists</p> <p><b>Indicator 3.2.1:</b> Number of community plans has been budgeted through the government's social development programmes</p> <p><b>Output 3.3:</b> At least 4 projects funded up to a total of \$400,000 through WUAs and associated community groups</p> <p><b>Indicator 3.3.1:</b> Number and value of projects through the WUAs</p> <p><b>Output 3.4:</b> Lessons learned on community-based adaptation options under various agro-climatic conditions of Turkmenistan disseminated through ALM and other networks</p> <p><b>Indicator 3.4.1:</b> Number of lessons learned notes formulated</p> <p><b>Indicator: 3.4.2:</b> Number of lessons learned included in the ALM</p>
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**PART IV: ENDORSEMENT BY GOVERNMENT AND CERTIFICATION BY THE IMPLEMENTING ENTITY**

**A. RECORD OF ENDORSEMENT ON BEHALF OF THE GOVERNMENT**

<p><b>JUMAMURAD SAPARMURADOV</b>  <b>DEPUTY MINISTER OF NATURE PROTECTION</b>  <b>Focal Point for the AF</b></p>	<p>Date: April 12, 2011</p>
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**B. IMPLEMENTING ENTITY CERTIFICATION**

<p>I certify that this proposal has been prepared in accordance with guidelines provided by the Adaptation Fund Board, and prevailing National Development and Adaptation Plans and subject to the approval by the Adaptation Fund Board, understands that the Implementing Entity will be fully (legally and financially) responsible for the implementation of this programme.</p>	
	
<p>Yannick Glemarec          Director          Environmental Finance          UNDP          Implementing Entity Coordinator</p>	
<p>Date: May 19, 2011</p>	<p>Tel. and email: +1-212-906-6843;  <a href="mailto:yannick.glemarec@undp.org">yannick.glemarec@undp.org</a></p>
<p>Programme Contact Person: Keti Chachibaia</p>	
<p>Tel. and Email: Tel: +421 2 59337 422; <a href="mailto:keti.chachibaia@undp.org">keti.chachibaia@undp.org</a></p>	

## Annex 1: UNDP Environmental Finance – Specialized Technical Services<sup>vii</sup>

The implementing entity fee will be utilized by UNDP to cover its indirect costs in the provision of general management support and specialized technical support services. The table below provides an indicative breakdown of the estimated costs of providing these services. If the national entity carrying out the project requests additional Implementation Support Services (ISS), an additional fee will apply in accordance with UNDP fee policy regarding ISS and would be charged directly to the project budget.

Category	Indicative Services <sup>13</sup> Provided by UNDP	Estimated Cost of Providing Services <sup>14</sup>
<b>Identification, Sourcing and Screening of Ideas</b>	<p>Provide information on substantive issues in adaptation associated with the purpose of the Adaptation Fund (AF).</p> <p>Engage in upstream policy dialogue related to a potential application to the AF.</p> <p>Verify soundness and potential eligibility of identified idea for AF.</p>	\$11,475
<b>Feasibility Assessment / Due Diligence Review</b>	<p>Provide up-front guidance on converting general idea into a feasible project/programme.</p> <p>Source technical expertise in line with the scope of the project/programme.</p> <p>Verify technical reports and project conceptualization.</p> <p>Provide detailed screening against technical, financial, social and risk criteria and provide statement of likely eligibility against AF requirements.</p> <p>Determination of execution modality and local capacity assessment of the national executing entity.</p> <p>Assist in identifying technical partners.</p> <p>Validate partner technical abilities.</p> <p>Obtain clearances from AF.</p>	\$34,425
<b>Development &amp; Preparation</b>	<p>Provide technical support, backstopping and troubleshooting to convert the idea into a technically feasible and operationally viable project/programme.</p> <p>Source technical expertise in line with the scope of the project/programme needs.</p> <p>Verify technical reports and project conceptualization.</p> <p>Verify technical soundness, quality of preparation, and match with AF expectations.</p> <p>Negotiate and obtain clearances by AF.</p>	\$45,900

<sup>13</sup> This is an indicative list only. Actual services provided may vary and may include additional services not listed here. The level and volume of services provided varies according to need.

<sup>14</sup> The breakdown of estimated costs is indicative only.

Category	Indicative Services <sup>13</sup> Provided by UNDP	Estimated Cost of Providing Services <sup>14</sup>
	Respond to information requests, arrange revisions etc.	
<b>Implementation</b>	<p>Technical support in preparing TORs and verifying expertise for technical positions.</p> <p>Provide technical and operational guidance project teams.</p> <p>Verification of technical validity / match with AF expectations of inception report.</p> <p>Provide technical information as needed to facilitate implementation of the project activities.</p> <p>Provide advisory services as required.</p> <p>Provide technical support, participation as necessary during project activities.</p> <p>Provide troubleshooting support if needed.</p> <p>Provide support and oversight missions as necessary.</p> <p>Provide technical monitoring, progress monitoring, validation and quality assurance throughout.</p> <p>Allocate and monitor Annual Spending Limits based on agreed work plans.</p> <p>Receipt, allocation and reporting to the AFB of financial resources.</p> <p>Oversight and monitoring of AF funds.</p> <p>Return unspent funds to AF.</p>	\$98,685
<b>Evaluation and Reporting</b>	<p>Provide technical support in preparing TOR and verify expertise for technical positions involving evaluation and reporting.</p> <p>Participate in briefing / debriefing.</p> <p>Verify technical validity / match with AF expectations of all evaluation and other reports</p> <p>Undertake technical analysis, validate results, compile lessons.</p> <p>Disseminate technical findings</p>	\$34,425
<b>Corporate Services</b>	Support from UNDP corporate systems.	\$4,590
<b>Total</b>		<b>US\$229,500</b>

**ANNEX 2. List of envisaged and available irrigation technologies by region and crop type**

The project does not seek to replicate the current and expected large scale investment in high efficiency infrastructure and technologies for cotton, wheat and rice cultivation that is being implemented under the Government's National Agriculture and Water Management Strategy (subsoil and above soil drip irrigation, mobile sprinklers, water drainage and reuse, soil improvement and desalinization). Rather the project focuses on improving private sector access to and management of water resources for non-state agriculture, horticulture and livestock management. The below table provides an overview of proposed project activities in relation to irrigation.

<b>Region</b>	<b>Crops addressed under project</b>	<b>Irrigation technologies</b>
Nohur	Garden vegetables, nut trees, fruit trees, grape juniper, tomatoes,	The irrigation technologies will focus on supporting sustainable small scale farming in the mountain communities. Technologies and approaches will include drip irrigation, slope terracing, small rainwater collection dams, contour and stone bunds, planting pits, tillage, mulching.
Karakum	Primarily livestock. Some work on the reestablishment of fodder crops	No irrigation technologies are envisaged. The project will focus on repair and expansion of watering holes and community wells to expand the rangelands, and reduce localized environmental impacts. The project will also examine the reintroduction of traditional drought resistant grain varieties for fodder crops.
Mary Oasis	No direct crop focus, but likely to benefit non-state horticulture, agriculture, market gardening (fruit and nut trees, grapes, garden vegetables).	<p>The Mary Oasis component is not directed towards improving the efficiency of irrigation in relation to specific individual crops (particularly water intensive state farmed crops). The AF project focuses rather on the upgrade of systems for communal water management and the establishment of water user associations to support the development of non state agriculture, horticulture and market gardening. In Mary Oasis, this will require the repair and upgrade of existing irrigation channels through which the WUAs may operate, and from which they may access water resources for market-based cultivation practices.</p> <p>High efficiency irrigation technologies for cotton, wheat and rice are already being implemented by the Government of Turkmenistan for those crops under the national agricultural strategy. It is expected that there will be significant investment in drip irrigation, mobile sprinkler systems, waste water reuse and soil desalinization over the next decade. The AF proposal does not seek to duplicate this activity.</p>

**Annex 3: Overview of relevant Existing/Planned Programs in Turkmenistan and potential synergies**

	Project	Description	Potential Duplication and Synergies
UNDP/GEF/GTZ 2007-2010	Capacity building and on-the-ground investments for sustainable land management (SLM)	<p>The project is part of the Central Asian Countries Initiative on Land Management (CACILM) developed to strengthen the implementation of the UN Convention to Combat Desertification (UNCCD) in the region. It enhances the capacities of the land users for sustainable land use practices and the political as well as institutional frame conditions.</p> <p>The project demonstrated new sustainable approaches to land management through on the ground investments in 3 ecologically different regions:</p>	<p>No duplication.</p> <p>This project has been used as the basis for consultation in development of the current proposal, including the selection of potential sites ( the mountainous area of Kopet Dag; the sandy desert region of Karakum and the area of intensive irrigated agriculture of Mary), community consultation, and assessment of agricultural and water requirements.</p> <p>Key lessons in relation to the importance of water management against deteriorating climatic conditions have been identified and incorporated into the proposal.</p>
UNDP (2008-2010)	Investment and Financial Flows in relation to water sector adaptation	<p>The project undertook assessment of investment and financial flow requirements for water sector adaptation in Turkmenistan, including impacts on water availability, technology implications. It also analysed the proposed national strategy and expected technology investments to assess any potential supply deficit under existing national agricultural plans.</p>	<p>No duplication.</p> <p>Provides an evidence base for the national level impacts of climate change on the water sector, and its potential impacts on agriculture, and has been integrated as the basis for the Turkmen Second National Communication (forthcoming). The project has been used as the scientific rationale for this proposal.</p>
EU 2010-2012	Support to Further Sustainable Agricultural and Rural Development	<p>The overall objective of the project is to further support the Turkmen Authorities including the Ministry of Agriculture in the achievement of agricultural sector development within the National Program "Strategy of economic, political and cultural development of Turkmenistan to 2020". The project will assist the Turkmen key stakeholders with the development of the sector strategy plan with associated budget, increase the knowledge and experience of farming</p>	<p>No duplication.</p> <p>Discussions were held with the project team, the EU delegation office and TACIS. The EU project is primarily focused on developing IT management and planning systems for the Ministry and on advising on transition to a</p>

			households and agro-businesses so that they can cope with privatised farming and market economy and ensure that farmers and producers have adequate means and access to resources for investing in and practicing private farming.	market economy within the agricultural sector. It does not directly touch water management or irrigation. No additional agricultural projects are currently planned by the EU.
USAID Completed 2007	Water Users' Association Assistance Program (WUAAP) 2005-2007		Regional Water User Management Project. Helped to establish a number of pilot WUAs in Turkmenistan. These pilots were relatively successful, and continued to be supported through the EU through 2008.	No duplication.  The project team has consulted with the USAID office in the preparation of this proposal to identify existing WUA resources and national best practice. Key lessons in the pilot will be applied to component 3 - scaling up community level water management systems.
USAID Completed 2008	Agricultural Improvement in Turkmenistan		Project to develop agricultural supply chain in Turkmenistan through diversification, value extension, and use of greenhouse technology for export.	No duplication. The project team have consulted with the USAID office in the preparation of this proposal to identify potential synergies in market extension for private sector farmers.
USAID 2000-2008	Agricultural Expert Exchange Program		USAID has financed more than 300 agricultural experts to advise on various aspects of agricultural improvement at a local level.	No duplication
USAID Planned	Central Asia trans-boundary water issues		Under development	No duplication
ADB 2005-15	Central Asian Countries Initiative for Land Management (CACILM)		CACILM is a partnership between Central Asian countries and international donor community to combat land degradation and improve rural livelihoods and adapt to climate change in Kazakhstan, Kyrgyz Republic, Tajikistan, Turkmenistan, and Uzbekistan. CACILM goal is to restore, maintain, and enhance the productive functions of land in Central Asia, leading to improved economic and social well-being of those who depend on these resources while preserving the ecological functions of the land. CACILM implements a comprehensive and integrated approach to sustainable land management that would produce benefits at	No Duplication. Activity to date has been limited in Turkmenistan to a small number of seminars. Main activities under CACILM in Turkmenistan implemented through UNDP SLM project (above)

		the local, national, and global levels.	
EBRD Proposal	Micro- finance proposal (including agriculture)	Proposal to develop microfinance schemes, including for the agricultural sector	Still in early stage planning. If implemented, could be integrated to support private farmers to expand and access new markets
OSCE Ongoing	Grant program	Various small scale proposals for environmental projects funded (\$10-20 per project).	No duplication or potential synergies identified in discussions with OSCE staff.

**ANNEX IV**

**Project Budget**

<b>Award ID:</b>	TBC after AFB approval
<b>Project ID:</b>	Project 00074953 (PIMS 4450; Proposal 00058797)
<b>Business unit</b>	UNDP/GEF
<b>Project title:</b>	Addressing climate change risks to farming systems in Turkmenistan at national and community level
<b>Implementing partner</b>	Ministry of Nature Protection of Turkmenistan

Project Outcome/Atlas Activity	Responsible party/Implementing agent	Donor name	Budget description	Total (USD)
<b>OUTCOME 1: Policy and Institutional Capacity Strengthening.</b>				
<p>Output 1.1 Socio-economic impact assessment of climate change on water availability (with particular focus on agriculture) conducted; including cost-benefit analysis of adaptation measures through training and practical application by local experts.</p> <p>MoE</p>		Adaption Fund	Travel	7,500
			Stakeholder Consultations	37,500
			International Experts	22,500
			National Experts	30,000
			Printing and publication	37,500
			Misc	15,000
			<b>Sub-Total Output 1.1</b>	<b>150,000</b>
			Travel	10,000
			Stakeholder Consultations	50,000
			International Experts	30,000
National Experts	40,000			
Printing and publication	50,000			
Misc	20,000			
<b>Sub-Total Output 1.2</b>	<b>200,000</b>			
<b>Sub Total Outcome 1</b>				<b>350,000</b>
<b>OUTCOME 2: Community-based Adaptation Initiatives.</b>				
<p>Output 2.1 At least 4,000 agri-pastoralists of the Nohur mountainous region develop and implement water harvesting and saving techniques (such as slope terracing, small rainwater collection dams, contour and stone</p> <p>MoE</p>		Adaptation Fund	Travel	80,000
			National Experts	40,000
			Sub-contracts	240,000
			Printing & Publication	20,000



Project Outcome/Atlas Activity	Responsible party/ Implementing agent	Donor name	Budget description	Total (USD)
bunds, planting pits, tillage, mulching) to improve soil moisture levels.			Misc	20,000
			<b>Sub-Total Output 2.1</b>	<b>400,000</b>
Output 2.2 At least 8,000 farmers implement community-based well and watering point management measures, including sand fixation and introduction of drought resistant traditional grain varieties in the Karakum desert region.			Travel	80,000
			National Experts	40,000
			Sub-contracts	240,000
			Printing & Publication	20,000
			Misc	20,000
Output 2.3 At least 20,000 farmers in the Mary Oasis benefit from improved irrigation services through the introduction of canal level, localized management practice.			<b>Sub-Total Output 2.2</b>	<b>400,000</b>
			Travel	100,000
			National Experts	50,000
			Sub-contracts	300,000
			Printing & Publication	25,000
			Misc	25,000
			<b>Sub-Total Output 2.3</b>	<b>500,000</b>
<b>Sub-Total Outcome 2</b>				<b>1,300,000</b>
<b>OUTCOME 3: Community Systems for Water Delivery.</b>				
Output 3.1 Mandates and institutional functions of local water use associations in target regions strengthened to improve local water services that are more resilient to increasing water stress and benefit at least 30,000 farmers and pastoralists.			Stakeholder discussions	37,500
			Travel	22,500
Output 3.2 Based on VCA assessments, community-based adaptation plans developed with particular focus on water delivery services designed and implemented in partnership with government social development programmes with direct engagement of at least 30,000 farmers and pastoralists.			International Experts	22,500
			National Experts	22,500
			Printing and publication	30,000
			Misc	15,000
			<b>Sub-Total Output 3.1</b>	<b>150,000</b>
MoE			Stakeholder discussions	37,500
			Travel	22,500
			International Experts	22,500
			National Experts	22,500
			Printing and publication	30,000
			Misc	15,000
			<b>Sub-Total Outcome 3</b>	<b>500,000</b>

Project Outcome/Atlas Activity	Responsible party/ Implementing agent	Donor name	Budget description	Total (US\$)
			<b>Sub-Total Output 3.2.</b>	<b>150,000</b>
			Sub-contracts	280,000
			Travel	40,000
			National Experts	40,000
			Printing and publication	20,000
			Misc	20,000
			<b>Sub-Total Output 3.3</b>	<b>400,000</b>
			Stakeholder discussions	25,000
			Travel	15,000
			International Experts	15,000
			National Experts	15,000
			Printing and publication	20,000
			Misc	10,000
			<b>Sub-Total Output 3.4</b>	<b>100,000</b>
			<b>Sub-Total Outcome 3</b>	<b>800,000</b>
<b>Project/Programme Execution</b>				
			Monitoring & Evaluation Costs (incl. Travel)	56,000
			Contractual Services (Project Management & Administration)	150,000
			Supplies	44,000
			<b>Sub Total Project Management</b>	<b>250,000</b>
			<b>Sub-Total Project/Programme Execution</b>	<b>250,000</b>
<b>TOTAL Project Implementation Costs</b>				<b>2,700,000</b>
<b>MIE fee for services detailed in ANNEX V (8.5%)</b>				<b>229,500</b>
<b>GRAND TOTAL</b>				<b>2,929,500</b>

<sup>i</sup> Drought: Management and Mitigation Assessment for Central Asia and the Caucasus. 2005. The World Bank: Europe and Central Asia Region. Report No: 31998-ECA

<sup>ii</sup> Turkmenistan: Initial National Communication on Climate Change. 1998.

<sup>iii</sup> Turkmenistan Country Analysis. United Nations, 2008.

<sup>iv</sup> Central Asia Regional Risk Assessment: Responding to Water, Energy and Food Insecurities. UNDP Regional Bureau for Europe and CIS. New York. 2009.

<sup>v</sup> Central Asia Regional Risk Assessment: Responding to Water, Energy and Food Insecurities. UNDP Regional Bureau for Europe and CIS. New York. 2009.

<sup>vi</sup> Kokorin, A. (2008) World Bank Adaptation Report.

<sup>vii</sup> This is the total fee for UNDP services provided as Implementing Entity. If the Implementing Partner (the national entity carrying out the project) requests additional Implementation Support Services (ISS), an additional fee will apply in accordance with UNDP fee policy regarding ISS. Whilst the total fee will be \$229,500, the breakdown provided is an estimate only.

