
République du Tadjikistan

Programme d'options stratégiques pour le pays

2026-2030

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Mesures à prendre: Le Conseil d'administration est invité à examiner le programme d'options stratégiques pour la République du Tadjikistan (2026-2030).

Questions techniques:

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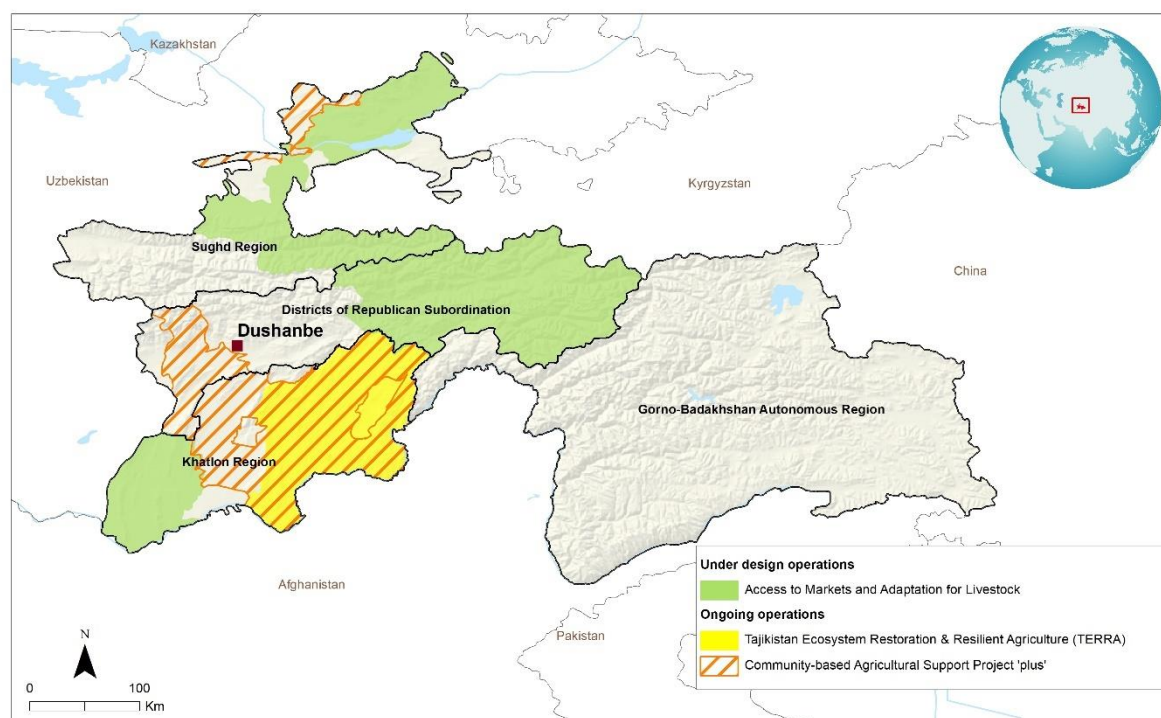
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Carte des zones d'intervention du FIDA dans le pays



Les appellations employées et la présentation des données n'expriment aucune position particulière du FIDA quant au tracé des frontières ou limites ni aux autorités concernées.

Carte établie par le FIDA | 14/05/2025

Résumé

1. La République du Tadjikistan, pays sans littoral qui comptait 10,28 millions d'habitants en 2024, reste principalement rurale: 72% de sa population vit en milieu rural, chiffre qui continue d'augmenter en raison du taux de fertilité élevé et des perspectives d'emploi limitées dans les villes. Ayant atteint le statut de pays à revenu intermédiaire de la tranche inférieure, avec un revenu national brut (RNB) de 1 210 USD (en 2023), le Tadjikistan a enregistré une croissance moyenne supérieure à 7% au cours des dix dernières années, grâce à l'aluminium, au coton et aux envois de fonds.
2. Même si la pauvreté est passée de 56% en 2010 à un peu moins de 20% en 2024, le Tadjikistan reste vulnérable aux chocs extérieurs, notamment du fait de sa dépendance aux envois de fonds, de sa base économique étroite, de son surendettement et des pressions environnementales croissantes, en particulier dans les zones rurales.
3. Le programme d'options stratégiques pour le pays (COSOP) s'inscrit dans la stratégie nationale de développement du Tadjikistan et le programme de développement du système agroalimentaire et de l'agriculture durable (2026–2030), ainsi que dans la mission du FIDA, qui est d'investir dans les populations rurales pour favoriser des moyens d'existence durables.
4. L'objectif général du COSOP est de réduire la pauvreté rurale et d'améliorer la sécurité alimentaire, au moyen de deux objectifs stratégiques:
 - Objectif stratégique 1: promotion d'une **croissance économique rurale inclusive basée sur l'agriculture** dans les communautés rurales pauvres.
 - Objectif stratégique 2: amélioration de **la gestion des ressources naturelles et de la résilience climatique** des petits producteurs agricoles.
5. Le COSOP couvrira quatre cycles de financement du FIDA, de la Onzième à la Quatorzième reconstitution des ressources du Fonds (de FIDA11 à FIDA14). L'allocation actuelle totale du Fonds (FIDA11 à FIDA13) à ce COSOP s'élève à 57,57 millions d'USD, et est complétée par 39 millions d'USD du Fonds vert pour le climat et 8,02 millions d'USD du Fonds pour l'environnement mondial, ainsi que par des contributions en nature du Gouvernement et des parties prenantes locales et des financements attendus des banques et des institutions de microfinance participantes. Le Gouvernement tadjik a demandé l'aide du FIDA pour obtenir un cofinancement de 10 millions d'USD du Fonds pour l'adaptation.

République du Tadjikistan

Programme d'options stratégiques pour le pays 2026-2030

I. Contexte du pays

A. Contexte socioéconomique

1. La République du Tadjikistan est un pays d'Asie centrale sans littoral, dont le territoire est pour 90% montagneux¹. Sa situation, son potentiel hydroélectrique et sa culture déterminent ses possibilités de développement.
2. Depuis l'effondrement de l'Union soviétique en 1991, le Tadjikistan a traversé une transition difficile vers l'instauration d'une économie de marché. Ses liens avec la Fédération de Russie restent forts, et le pays est fortement tributaire des envois de fonds.
3. En 2024, la population du Tadjikistan était estimée à 10,28 millions d'habitants, qui vivaient pour 72% en zone rurale², et cette proportion continue d'augmenter du fait des perspectives d'emploi limitées dans les villes.
4. L'économie, peu diversifiée, est dépendante des envois de fonds à partir de la Fédération de Russie, des investissements dans les infrastructures réalisés par la Chine, et des exportations de matières premières. La croissance et les envois de fonds ont contribué à faire passer le taux de pauvreté de 25,7% en 2015 à 9,2% en 2024³. Le Tadjikistan se classe au 70^e rang sur 110 dans l'indice de pauvreté multidimensionnelle⁴.
5. L'agriculture, le coton, l'aluminium et les envois de fonds constituent la base économique. L'agriculture représente 22% du produit intérieur brut (PIB)⁵ et emploie 60% de la population. Cependant, l'économie reste vulnérable, du fait de sa dépendance vis-à-vis des envois de fonds, de sa faible diversification, de la dette et des contraintes qui s'exercent sur l'environnement⁶.

¹ Grid Arendal, Programme des Nations Unies pour l'environnement, 2016, [Percentage of Mountain Area per Country](#).

² Banque mondiale, indicateurs du développement dans le monde.

³ Banque mondiale, 2023, [Tajikistan country overview](#).

⁴ Programme des Nations Unies pour le développement, [indice mondial de pauvreté multidimensionnelle, 2023](#).

⁵ Banque mondiale, 2022, [Tackling Food Insecurity in Tajikistan](#).

⁶ Banque mondiale, 2023, [Tajikistan country overview](#).

Tableau 1
Indicateurs concernant le pays

Indicateur	Données	Année
RNB par habitant	1 210 USD	(2023) – Banque mondiale
Croissance du PIB	8,3%	(2023) – Banque mondiale
Dette publique (en % du PIB)	28,2%	(2025) – Fonds monétaire international (FMI)
Ratio du service de la dette	10,6% des exportations	(2023) – Banque mondiale
Ratio dette/PIB	30,9%	(2023) – FMI ⁷
Taux d'inflation (%)	3,64%	(2024) – Banque mondiale ⁸
Population	10,288 millions	(2024) – Banque mondiale
Population féminine	50,86%	(2024) – Division de la population de l'Organisation des Nations Unies (ONU) ⁹
Population jeune (15-24 ans)	21,2%	(2025) – Division de la population de l'ONU ¹⁰
Taux de chômage	Adultes: 5% ¹¹ Jeunes: 16,9%	(Banque mondiale. 2025 ¹² .)
Indice des États fragiles	72,8	(Grande fragilité, 2024) – Indice des États fragiles ¹³
Indice de risque INFORM	4	(Risque modéré, 2025) – INFORM (Commission européenne) ¹⁴

Indice des États fragiles: un score élevé (le maximum étant de 120) indique une situation de grande faiblesse, vulnérabilité ou fragilité du pays.

Indice de risque INFORM: repose sur 50 indicateurs différents relatifs aux conditions qui entraînent des crises et des catastrophes.

B. Scénario de transition

6. Avec un RNB par habitant de 1 210 USD en 2023¹⁵, le Tadjikistan a tout juste atteint le statut de pays à revenu intermédiaire de la tranche inférieure¹⁶. Au cours des dix dernières années, la croissance, portée par les exportations d'aluminium et de coton ainsi que par les envois de fonds, a atteint en moyenne 7,1%.
7. La croissance économique du Tadjikistan devrait rester vigoureuse en 2025 et en 2026, à la faveur d'investissements dans l'énergie et dans l'industrie, d'une forte demande des consommateurs et du développement du secteur privé¹⁷. Après une croissance de 8,4% en 2024, le PIB du pays devrait progresser de 7,4% en 2025 et de 6,8% en 2026¹⁸. L'inflation devrait atteindre 5,0% en 2025 et 5,8% en 2026, sous l'effet de l'augmentation des prêts à la consommation, des salaires dans le secteur public et des tarifs des services publics.
8. Les envois de fonds étant en baisse, le Tadjikistan recherche de nouveaux moteurs de croissance en diversifiant son économie (agriculture, industrie et services), en favorisant l'urbanisation et en investissant dans les infrastructures et les compétences¹⁹. Le pays entend transformer son modèle de croissance actuel et proposer davantage de possibilités d'investir au secteur privé. Le secteur tadjik de l'énergie devrait connaître une croissance. Les activités sont principalement axées sur l'hydroélectricité et les énergies renouvelables, et le projet de la centrale

⁷ Banque mondiale, 2025, dette publique/PIB (Tadjikistan).

⁸ Banque asiatique de développement (BAsD), 2025, [Asian Development Outlook April 2024: Tajikistan](#).

⁹ Département des affaires économiques et sociales de l'ONU, 2024, [Demographics of Tajikistan](#).

¹⁰ Département des affaires économiques et sociales de l'ONU, 2024, [World Population Prospects](#).

¹¹ Bureau de statistique du Tadjikistan, 2025.

¹² Banque mondiale, 2025, [Human Capital Data Portal: Tajikistan](#).

¹³ Fund for Peace, 2024, [Fragile States Index](#).

¹⁴ Commission européenne, 2025, [Indice de risque INFORM](#).

¹⁵ Banque mondiale, 2024, Poverty and Equity Brief, Tadjikistan.

¹⁶ Banque mondiale, 2023, classement en fonction du RNB.

¹⁷ Banque asiatique de développement (BAsD), 2025, [Asian Development Outlook April 2024: Tajikistan](#).

¹⁸ Ibid.

¹⁹ Banque mondiale, 2024, [Tajikistan Economic Update – Summer 2024](#).

hydroélectrique de Rogun, qui permettra d'éliminer les pénuries d'énergie et de stimuler les exportations d'électricité, occupe une place centrale dans la stratégie nationale de réduction de la pauvreté.

9. La transition au statut de pays à revenu intermédiaire de la tranche supérieure devrait demander entre 18 et 33 ans au Tadjikistan, à condition de maintenir une croissance nominale du RNB comprise entre 4 et 8%. Pour compenser les réductions de l'aide publique au développement, les pouvoirs publics doivent s'attacher en priorité à mobiliser des ressources nationales, à réaliser des investissements résilients face aux changements climatiques et à nouer des partenariats avec le secteur privé²⁰. L'appendice III présente les projections relatives à cette transition.

C. Enjeux liés au système alimentaire et au secteur agricole et rural

10. L'agriculture a été l'un des principaux moteurs de la croissance économique du Tadjikistan au cours des 20 dernières années, et représentait 22% du PIB en 2021²¹.
11. La proportion de terres considérées comme productives est de seulement 28%²². Les terres arables représentent 27% environ de ces terres agricoles, et les pâturages et les parcours en occupent 72%²³. La part de PIB revenant à l'agriculture se répartit principalement entre le coton (30%), le blé (36%) et l'élevage (28%).
12. Les exploitations agricoles familiales représentent 87% des terres agricoles. La taille moyenne des exploitations à l'échelle nationale est de 1,1 hectare par ménage²⁴. On ne dispose pas de données représentatives à l'échelle nationale sur la part des revenus des ménages qui est issue de l'élevage, mais les éléments factuels remontant de la zone du Projet de développement de l'élevage et des pâturages (LPDP)²⁵ du FIDA montrent que cette activité génère entre 37% et 44% de leurs revenus; en 2009, l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO)²⁶ a indiqué que 43% de la valeur de la production agricole des ménages provenait des produits de l'élevage.
13. Les technologies utilisées offrent un faible taux de rendement, les systèmes d'irrigation sont vieillissants, et les nouveaux investissements rares. La plupart des exploitations agricoles sont de petite taille, avec des sites de production fragmentés. Il en résulte une mauvaise intégration dans les filières, des pertes après récolte élevées, des activités limitées de transformation des produits agricoles, une faible productivité et une diversification insuffisante.
14. Le secteur tadjik des cultures repose sur deux grands systèmes de production agricole: production de blé et de pommes de terre, horticulture, et pâturages et parcours non irrigués dans les montagnes; et cultures irriguées de coton et de blé dans les basses terres.
15. Après l'effondrement de l'Union soviétique, la privatisation des terres et la réforme agraire ont permis une transition de grande ampleur du système de production agricole du Tadjikistan, des exploitations agricoles collectives aux exploitations familiales privées. Cette réforme a conduit à la création des fermes *dehkan*. Ces

²⁰ Banque mondiale, 2023. FMI, 2023, rapport de pays n° 23/125, OCDE (2023), Blended Finance Principles.

²¹ Trading Economics, 2023.

²² FAO, 2025 FAOSTAT.

²³ FAO, 2025.

²⁴ Projet de réforme agraire (système de gestion des registres fonciers), 2021, enquête sur les fermes *dehkan*.

²⁵ FIDA, 2018, évaluation de l'impact du Projet de développement de l'élevage et des pâturages.

²⁶ FAO, 2009, Feed-Livestock Nexus.

fermes exploitent désormais quelque 63% des terres arables, tandis que les parcelles familiales représentent 21% environ du total²⁷.

16. La capacité des éleveurs²⁸ à optimiser le pâturage est limitée par la faiblesse de la gouvernance, les races peu performantes, les pénuries d'aliments pour animaux et de fourrages, ainsi que les taux élevés de morbidité et de mortalité des animaux.
17. La sécurité alimentaire et la nutrition restent fortement tributaires des importations, qui couvrent actuellement 20% des besoins alimentaires et plus de la moitié des intrants (semences, jeunes plants, races, engrais, etc.)²⁹.
18. D'après le Programme alimentaire mondial, d'ici à la fin de 2025, 30% de la population du Tadjikistan sera en situation d'insécurité alimentaire modérée, soit une augmentation de 20% par rapport à 2021³⁰. Malgré les progrès notables enregistrés pendant les dix dernières années, la malnutrition persiste³¹: 20,9% des enfants présentent un retard de croissance, 2,8%, une émaciation et 6,2%, une insuffisance pondérale³².

Difficultés et perspectives

19. Le pays est confronté à des difficultés importantes du fait de sa topologie montagneuse qui entrave les transports et les échanges commerciaux. Les terres arables étant limitées, la production alimentaire peine à répondre aux besoins de la population croissante. La productivité est faible, l'ajout de valeur peu important et l'accès aux marchés limité.
20. Le Tadjikistan est fortement vulnérable face aux changements climatiques, et se classe au 103^e rang sur 182 selon l'indice mondial d'adaptation de l'Université de Notre Dame³³. La hausse des températures et la modification du régime de précipitations compromettent les rendements³⁴.
21. Les inégalités entre les femmes et les hommes persistent (125^e rang à l'échelle mondiale): les femmes ont un accès limité à l'éducation, aux financements et à la prise de décisions, alors que 23% des ménages sont dirigés par une femme et que la proportion d'exploitations possédées par une femme est en augmentation (de 8% à 21% sur la période 2012–2016).
22. La migration des hommes vers la Fédération de Russie fait peser le fardeau de la gestion des exploitations sur les femmes, dans un contexte de pénurie. Le chômage guette les jeunes: plus de la moitié de la population a moins de 25 ans, et la croissance de l'emploi est de seulement 1%, alors qu'il faudrait qu'elle atteigne 2,5%.
23. Malgré les contraintes, il existe d'importantes possibilités de renforcer les capacités des petits exploitants agricoles, de constituer des organisations communautaires et de nouer des partenariats avec le secteur privé pour favoriser la croissance rurale. La privatisation et la déréglementation qui ont accompagné le passage à une économie de marché depuis les années 1990 ont permis aux petites entreprises de se lancer dans le commerce, l'agriculture et les services. Les petites et moyennes entreprises (PME) contribuent pour 40% au PIB et emploient 50% de la main-d'œuvre. Le secteur des PME connaît une croissance de 5% environ par an, supérieure à celle des grandes entreprises³⁵.

²⁷ FAO, 2021. [Special Report - 2020 FAO/WFP Crop and Food Security Assessment Mission \(CFSAM\)](#).

²⁸ Dans le cadre de ce COSOP, le terme « éleveurs » couvre tous les types d'activités, des pasteurs transhumants aux exploitants pratiquant à la fois l'agriculture et l'élevage ou l'élevage en stabulation permanente.

²⁹ FAO, 2025.

³⁰ Banque mondiale, 2022.

³¹ Banque mondiale, 2022.

³² [Barth-Jaeggi T, et al., 2020 Nutritional status of Tajik children and women](#).

³³ Gouvernement tadjik, 2022, troisième communication nationale du Tadjikistan sur les changements climatiques.

³⁴ Banque mondiale, 2022.

³⁵ Banque mondiale, 2022.

24. On constate une augmentation de la demande de transformation à petite échelle, d'entreposage frigorifique et de moyens de transport pour doper l'ajout de valeur et la création d'emplois. La demande intérieure croissante crée également des possibilités d'investissement et d'ajout de valeur dans les secteurs des produits laitiers et de la viande.
25. Plus de 30% du PIB provient des envois de fonds (principalement de Fédération de Russie), lesquels peuvent contribuer à stimuler la demande, et soutenir ainsi les PME du secteur du commerce de détail et du secteur des services.
26. Les pâturages jouent un rôle crucial, et les pratiques durables en la matière, par l'intermédiaire des unions d'usagers des pâturages et de la gestion commune des forêts, concourent au renforcement des moyens de subsistance.

Contexte institutionnel et cadre de l'action publique

27. L'objectif du nouveau COSOP s'inscrit dans la stratégie nationale de développement du Tadjikistan et dans le programme de développement du système agroalimentaire et de l'agriculture durable (2026–2030). La stratégie nationale de développement vise à améliorer le niveau de vie grâce à un développement économique durable. Elle est en phase avec les objectifs de développement durable (ODD) et constitue le principal outil du Tadjikistan pour la mise en œuvre de ceux-ci.
28. Le programme de développement du système agroalimentaire du Tadjikistan sur la période 2026-2030 vise à faire avancer les réformes agraires, à renforcer la résilience face aux changements climatiques, à augmenter la productivité, à créer des emplois et à assurer la sécurité alimentaire dans le cadre d'une utilisation efficiente de l'eau et des terres. Il favorise l'amélioration de la gestion agricole, les prévisions et la coordination en tirant parti de financements privés et diversifiés³⁶.
29. Le système administratif du Tadjikistan est centralisé, mais sur plusieurs niveaux. Les principaux partenaires du FIDA comprennent le Ministère de l'agriculture et le Ministère des finances, et les commissions d'État sur la protection de l'environnement et sur la sécurité alimentaire. Le Ministère des finances gère la politique budgétaire, et le Ministère de l'agriculture dirige le développement rural. Les deux commissions soutiennent la coordination intersectorielle.

II. Engagement du FIDA: bilan de l'expérience

A. Résultats du précédent COSOP

30. Le précédent COSOP visait à réduire la pauvreté rurale et à améliorer la sécurité alimentaire. Deux projets financés par des prêts ont été exécutés: la phase II du Projet de développement de l'élevage et des pâturages (LPDP II) et le Projet communautaire d'appui au secteur agricole (CASP). Par ailleurs, un don a concouru au Programme d'appui à l'alimentation scolaire (SFSP) et le Mécanisme de coopération Sud-Sud et triangulaire (CSST) appuyé par la Chine a été utilisé pour moderniser la chaîne de valeur du cachegora.
31. Le COSOP a bénéficié à 119 815 ménages, et a couvert quelque 10% de la population rurale. Les interventions appuyées par le FIDA ont abouti à des résultats importants s'agissant de la productivité de l'élevage, de la gestion des ressources naturelles, de la résilience face aux changements climatiques et des revenus ruraux.
32. Le rapport d'achèvement de projet de la phase II du Projet de développement de l'élevage et des pâturages a indiqué que 95 307 hectares (70% des pâturages des zones du projet) ont été améliorés par les unions d'usagers des pâturages grâce à la rotation des pâtures et à d'autres mesures. Les travaux de recherche et d'évaluation de l'impact ont montré une augmentation de 109% des revenus des

³⁶ FAO, 2023, base de données FAOLEX.

participants au projet, un gain de 30% de poids des bovins et un accroissement de 120% de la production laitière.

33. Le rapport d'achèvement du Projet communautaire d'appui au secteur agricole a indiqué que 72% des ménages ont augmenté leurs actifs, que 43,5% ont dégagé des profits plus importants, et que 63% ont amélioré leur accès physique aux marchés, à la transformation et au stockage. Quelque 78% des ménages ont adopté des pratiques qui renforcent la résilience. La production fourragère a augmenté de 19% dans les villages ciblés. Les organisations villageoises et les unions d'usagers des pâturages continuent de gérer les investissements dans des machines. Le Projet communautaire d'appui au secteur agricole a amélioré l'accès aux marchés et la mécanisation, et a notamment proposé des ateliers de maintenance dans sept districts. Les deux projets ont appuyé des groupes d'intérêt communautaires et des groupes de femmes pratiquant des activités génératrices de revenus dans les secteurs de l'élevage de volaille, de l'apiculture, de la culture du cynorhodon et de la transformation laitière.
34. L'initiative en faveur de la filière du cachegora a bénéficié à 1 027 éleveurs de chèvres et 164 femmes pratiquant des activités de filage et de tricot, avec l'appui d'une installation régionale d'éjarrage par un procédé catalytique.
35. Le Projet d'appui à l'alimentation scolaire a permis de mettre au point des modèles commerciaux innovants entre des exploitants de fermes *dehkan* et 28 écoles de la région de Khatlon pour la fourniture de produits frais et l'amélioration de la nutrition de 10 636 écoliers, soit plus du triple de la cible initiale.
36. Les résultats produits par les projets sur le plan quantitatif, comme les programmes d'alimentation scolaire et l'accroissement de la production animale (phase II du Projet de développement de l'élevage et des pâturages), ont conduit à une amélioration de la sécurité alimentaire (réduction de 9,4% sur l'échelle de mesure de l'insécurité alimentaire vécue) et de la nutrition pour les participants au projet, ce qui a contribué à l'objectif du précédent COSOP d'amélioration de la sécurité alimentaire nationale et à son objectif stratégique n° 1. Les améliorations importantes apportées par les projets sur le plan environnemental ont renforcé la résilience face aux changements climatiques et ont réduit la dégradation, ce qui a notablement contribué à l'objectif stratégique n° 2 du précédent COSOP.

B. Enseignements tirés du précédent COSOP et d'autres sources

37. La stratégie actuelle repose sur les principaux enseignements tirés de l'expérience acquise par le FIDA au Tadjikistan:
 - i. **Accent sur le secteur de l'élevage.** L'élevage s'est révélé être une activité efficace pour réduire la pauvreté et augmenter les revenus. L'intégration des cultures et de l'élevage dans des systèmes agricoles mixtes permet d'augmenter la productivité.
 - ii. **L'accroissement de la productivité des pâturages et des parcours par une meilleure gouvernance et une gestion plus efficace des pâtures** nécessite des investissements dans des infrastructures communautaires (systèmes d'alimentation en eau, abreuvoirs, abris, bassins d'immersion pour le bétail) et des intrants (semences, engrais et technologies innovantes telles que des boîtes à eau), et l'introduction d'espèces végétales résistantes à la sécheresse.
 - iii. **Les investissements dans les infrastructures doivent s'accompagner d'une réforme de la gouvernance et des institutions pour favoriser la durabilité.** En l'absence d'investissements parallèles dans l'exploitation et la maintenance et d'une réforme de la gouvernance, les systèmes d'irrigation datant de l'ère soviétique ont commencé à se dégrader (pertes d'eau de 40 à 60%).

- iv. **Résilience face aux changements climatiques.** En donnant la priorité aux mesures d'adaptation (races et fourrages résilients) et en investissant dans l'amélioration des pâturages au moyen d'une cartographie des risques et d'infrastructures climato-résilientes (irrigation à petite échelle, remise en état des écosystèmes, restauration du couvert végétal, etc.), il est possible de renforcer la résilience du secteur de l'élevage face aux risques climatiques.
- v. **Services vétérinaires privés.** La durabilité des moyens de subsistance est tributaire de l'accès à des services de santé animale, accès que l'on peut améliorer en appuyant les prestataires de services vétérinaires privés, en particulier dans les zones reculées.
- vi. **Accès aux filières commerciales.** Le développement des entreprises, l'agrégation des produits, le contrôle de la qualité et les infrastructures de marché renforcent les filières. En 2022, une évaluation de l'impact de la phase II du Projet de développement de l'élevage et des pâturages a montré que les ménages cibles devaient pouvoir participer aux différents stades de la filière de l'élevage pour diversifier leurs revenus. Il convient de continuer de mettre l'accent sur l'élevage en accroissant les investissements pour ajouter de la valeur, car il est essentiel de maximiser l'impact pour augmenter les revenus et l'emploi.
- vii. **Modèles de financement.** L'association des dons, des capitaux propres et de l'endettement est indispensable pour réduire les risques liés aux investissements et accélérer le développement des entreprises dans une économie en transition.
- viii. Il est important de **procéder à des essais pilotes et de reproduire à plus grande échelle les modèles de développement d'entreprises appropriés pour un pays qui a accédé à un niveau de revenu supérieur**, et qui pourrait de ne plus pouvoir bénéficier de dons.
- ix. **Le ciblage est efficace lorsqu'il s'appuie sur les institutions locales des populations rurales**, telles que les unions d'usagers des pâturages et les organisations villageoises, qui sont en mesure d'atteindre les personnes les plus marginalisées grâce à une planification à partir de la base.
- x. **Égalité des sexes et autonomisation des femmes.** L'inclusion des femmes appelle des approches sur mesure, la mise en place de quotas et l'allocation de crédits pour leur permettre de participer aux filières et d'assumer des rôles à responsabilité.
- xi. **Jeunes:** pour attirer les jeunes, il faut leur offrir des perspectives de génération de revenus en milieu rural, notamment par l'ajout de valeur.
- xii. **Nutrition:** les gains de productivité ne permettent pas à eux seuls d'améliorer la nutrition, des programmes de sensibilisation et d'alimentation scolaire sont également nécessaires.
- xiii. **Contribution à l'élaboration des politiques:** une participation à long terme, étayée par des éléments factuels³⁷ et ancrée dans les résultats au niveau des communautés, est essentielle pour opérer des changements systémiques.

³⁷ L'apprentissage à partir de l'expérience et la contribution à l'élaboration des politiques bénéficieront de l'évaluation rigoureuse menée par la Division Proche-Orient, Afrique du Nord et Europe pour déterminer la durabilité à la fois institutionnelle et environnementale au sein du portefeuille.

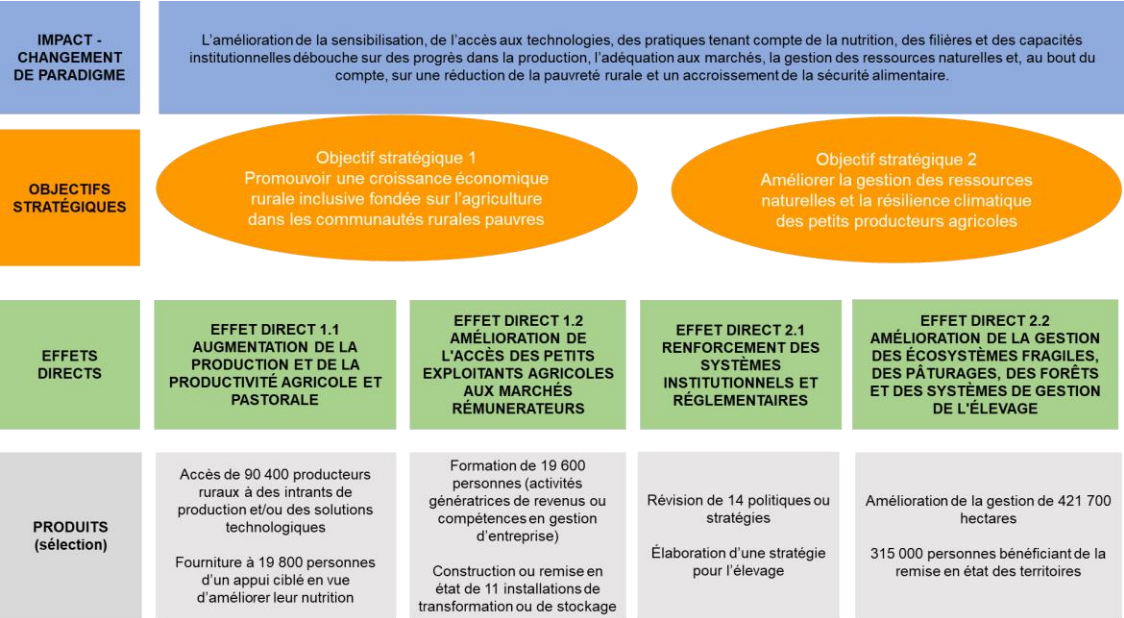
III. Stratégie pour des programmes de pays porteurs de transformation

A. Théorie du changement du COSOP

38. L'objectif général du nouveau COSOP est de réduire la pauvreté rurale et d'améliorer la sécurité alimentaire. Sa théorie du changement définit les principales voies à suivre pour y parvenir en développant l'élevage et en gérant les ressources naturelles de manière durable. L'élevage a un rôle central dans les moyens de subsistance en milieu rural: 70% de la population dépend de l'agriculture, et l'élevage représente quelque 40% du PIB agricole. L'élevage est le principal point d'ancrage, mais le programme favorise également des cultures vivrières essentielles et la diversification de la production pour améliorer la sécurité alimentaire et la nutrition. La théorie du changement est présentée dans son intégralité, avec les effets directs et les activités, à l'appendice XII.
39. Le développement de l'élevage offre des possibilités très importantes de réduire la pauvreté et d'améliorer la nutrition. L'élevage favorise l'augmentation des revenus, la sécurité alimentaire et la résilience. On peut accroître la productivité en:
 - i) améliorant les pratiques d'élevage (nourriture, bâtiments d'élevage, reproduction);
 - ii) introduisant des races améliorées, adaptées aux pressions du climat et des maladies;
 - iii) renforçant les systèmes de services vétérinaires (formation de paraprofessionnels vétérinaires, cliniques mobiles, vaccins abordables, surveillance des maladies) et en éradiquant des maladies telles que la peste des petits ruminants;
 - iv) assurant la sécurité d'approvisionnement en fourrage et en aliments pour animaux, grâce à des cultures tolérantes à la sécheresse, des technologies de stockage et une meilleure gestion des pâturages);
 - v) favorisant l'ajout de valeur et les liens avec les marchés par des activités de transformation à petite échelle, des contrats avec les acheteurs et le respect des dispositions de sécurité sanitaire des aliments.
40. La théorie du changement repose également sur des éléments qui indiquent qu'il est essentiel, pour la réalisation de l'objectif général du COSOP, de renforcer les capacités en matière de gestion des ressources naturelles et d'accroître la résilience des petits exploitants agricoles. La durabilité de la gestion des ressources naturelles (pâturages, écosystèmes, forêts) et l'atténuation des changements climatiques et la résilience climatique seront améliorées grâce i) à la participation des communautés à une planification de l'affectation des terres qui tienne compte des enjeux climatiques et aux opérations de mise en œuvre connexes; ii) au renforcement des institutions communautaires chargées de la gouvernance des pâturages; iii) à des investissements dans les infrastructures destinés à améliorer la gestion des pâturages; iv) à un cadre d'action favorable pour appuyer la gestion des ressources naturelles et des écosystèmes et définir le rôle des services vétérinaires privés; v) à une amélioration du suivi-évaluation des ressources naturelles par l'utilisation de technologies numériques.
41. La théorie du changement générale du programme de pays est que **SI** les agriculteurs sont sensibilisés à la question de l'alimentation saine et à la formation et à l'accès aux technologies et pratiques améliorées, **ET SI** le programme adopte une approche axée sur les filières pour certains produits agricoles, en déterminant précisément les obstacles au sein des filières et en les éliminant par l'accès aux technologies, aux financements, aux marchés et aux équipements, **ET SI** le programme investit dans le renforcement des capacités institutionnelles des groupes de producteurs et des entrepreneurs ruraux, **ET SI** le programme renforce les capacités des institutions communautaires locales afin de leur permettre de mieux régir et gérer les pâturages et les forêts et de protéger leurs territoires, **ALORS** il sera possible de réduire la pauvreté en milieu rural et d'améliorer la

sécurité alimentaire **DU FAIT** de l’augmentation de la production et de la productivité de l’élevage, de l’amélioration de la nutrition et de la diversité alimentaire des ménages, de l’adéquation plus satisfaisante de la production avec la demande des marchés, de l’accroissement de l’efficacité et de la génération de revenus au sein de la filière et de la capacité accrue des entrepreneurs ruraux à développer et à étendre leurs activités de manière durable et rentable, et les communautés seront plus à même de gérer et de protéger les ressources naturelles de façon durable, les écosystèmes dégradés seront remis en état, la capacité d’adaptation et le stockage du carbone seront plus importants et les émissions de gaz à effet de serre seront réduites.

Théorie du changement



Remarque: éléments de la théorie du changement (informations détaillées à l'appendice XII).

B. Objectif général et objectifs stratégiques

42. L'objectif général du COSOP est de contribuer à la réduction de la pauvreté rurale et au renforcement de la sécurité alimentaire. L'objectif du COSOP cadre avec la stratégie nationale de développement et le programme de développement du système agroalimentaire et de l'agriculture durable (2026–2030) du Tadjikistan, et l'objectif fondamental de développement que s'est fixé le FIDA, à savoir investir dans les populations rurales pour les aider à s'affranchir de la pauvreté et à assurer leur sécurité alimentaire grâce à des moyens d'existence rémunérateurs, durables et résilients. Le COSOP aidera le pays à atteindre les ODD au regard desquels il accuse actuellement un retard, notamment l'ODD 1 (pas de pauvreté), l'ODD 2 (faim zéro), l'ODD 5 (égalité entre les sexes), l'ODD 13 (mesures relatives à la lutte contre les changements climatiques) et l'ODD 15 (vie terrestre).
43. Le Tadjikistan vient juste d'atteindre le statut de pays à revenu intermédiaire de la tranche inférieure, et doit l'affermir par des investissements destinés à augmenter les revenus et à réduire la dépendance vis-à-vis des importations de nourriture. L'accent mis sur l'élevage dans le COSOP concerne directement les moyens de subsistance du groupe cible (les petits exploitants agricoles pauvres) et s'appuie sur un débouché commercial manifeste: forte dépendance aux importations de viande (> 50%)³⁸ et de produits laitiers (estimées à 20% d'ici 2027)³⁹. Les filières résilientes qui en résulteront permettront de réduire la pauvreté, de renforcer la sécurité alimentaire en diminuant les importations et d'offrir des possibilités

³⁸ FAO, 2024, FAOSTAT; BaSD, 2025.

³⁹ Banque mondiale, 2025.

d'inclusion des plus vulnérables, ce qui devrait transformer les moyens de subsistance en milieu rural, grâce à la diversification des revenus et des emplois, notamment pour les jeunes⁴⁰. Le programme de pays sera axé sur la réalisation des deux objectifs stratégiques interdépendants ci-après au cours des cinq prochaines années.

44. **Objectif stratégique 1: promotion d'une croissance économique rurale inclusive basée sur l'agriculture dans les communautés rurales pauvres.** Il faudra pour cela adopter une approche axée sur les filières dans le secteur de l'élevage (de la production et de la fourniture d'intrants au niveau des exploitations à l'accès aux marchés finaux, en passant par l'agrégation, la transformation et la commercialisation); renforcer les capacités des institutions publiques et communautaires; améliorer la sécurité alimentaire en accroissant la productivité agricole grâce à l'accès à de meilleurs intrants, aux financements, aux infrastructures et aux services de vulgarisation; promouvoir la transformation des produits agricoles pour favoriser l'accès aux marchés.
45. L'objectif stratégique 1 reposera sur la réalisation des effets directs suivants:
 - i) Effet direct 1.1. **Augmentation de la production et de la productivité agricole et pastorale** du fait de l'adoption de technologies et de pratiques agricoles modernes et de l'accès aux services productifs, qui amélioreront la sécurité alimentaire, la diversité alimentaire et la nutrition des ménages.
 - ii) Effet direct 1.2. **Amélioration de l'accès des petits exploitants agricoles aux marchés rémunérateurs**, par des investissements dans les filières, notamment dans le développement des entreprises, les infrastructures de marché pour la transformation et l'ajout de valeur aux produits agricoles, et par l'amélioration de l'accès aux services financiers.
46. **Objectif stratégique 2: amélioration de la gestion des ressources naturelles et de la résilience climatique des petits producteurs agricoles.** Il conviendra d'adopter des pratiques durables et participatives de gestion des ressources naturelles et de renforcer la résilience des communautés vulnérables face aux changements climatiques en améliorant la gouvernance, en modernisant les infrastructures, en remettant en état les terres dégradées, en développant l'agroforesterie, en accroissant la biodiversité, en diversifiant les sources de revenus, en renforçant les capacités et en menant des actions de sensibilisation.
47. L'objectif stratégique 2 reposera sur la réalisation des effets directs suivants:
 - i) Effet direct 2.1. Renforcement des systèmes **institutionnels et réglementaires** pour une planification et un développement climato-résilients.
 - ii) Effet direct 2.2. **Amélioration de la gestion** des écosystèmes fragiles, des pâturages, des forêts et des systèmes de gestion de l'élevage pour favoriser la durabilité, l'adaptation, **l'augmentation du stockage de carbone et la réduction des émissions.**
48. Le nouveau COSOP prend en compte trois projets dans son cadre de gestion des résultats, à savoir: i) le Projet d'appui à l'agriculture communautaire « Plus » (CASP+); ii) le Projet de restauration des écosystèmes et d'agriculture résiliente au Tadjikistan (TERRA); iii) le Projet d'accès aux marchés et d'adaptation dans le secteur de l'élevage (AMAL). L'objectif est d'atteindre environ 1,23 million de personnes, d'améliorer les pratiques de gestion sur 421 700 hectares de terres et

⁴⁰ En 2024, le Tadjikistan a produit approximativement 1,18 million de tonnes de lait, et les importations ont représenté 1% environ de l'offre totale (FAO, 2024; TajStat, 2024). Les importations de produits laitiers devraient augmenter de manière importante d'ici à 2027, et couvrir potentiellement plus de 20% de la demande nationale (Banque mondiale, 2025). Concernant la viande, la production nationale couvre moins de la moitié de la consommation, et les importations comblent la différence (FAO, 2024; BASD, 2023). L'accent mis sur l'élevage dans le COSOP vise à soutenir la croissance de la production locale afin de réduire la dépendance aux importations et d'améliorer les moyens de subsistance en milieu rural.

de réduire ou prévenir environ 9,6 millions de tonnes d'équivalent CO₂. Les bénéficiaires comprendront au moins 50% de femmes et 30% de jeunes. L'appendice I présente les références et les principales hypothèses qui sous-tendent ces résultats.

Pérennisation

49. La pérennisation sera assurée au moyen de partenariats solides avec des institutions nationales et locales, des groupes communautaires et des acteurs du secteur privé. Le FIDA renforcera les institutions locales (par exemple, les unions d'usagers des pâturages et les organisations villageoises), promouvra les partenariats dans les filières et s'attachera à obtenir l'adhésion de l'État. Les unions d'usagers des pâturages et les organisations villageoises soutiendront leurs activités grâce aux revenus de l'entretien des machines agricoles. En outre, le COSOP est conçu de manière à opérer une transition entre un modèle fondé sur des dons et un modèle de financement durable. Il vise également à réduire les risques liés aux investissements agricoles en renforçant la capacité d'adaptation des petits exploitants et des entrepreneurs ruraux et en améliorant l'accès à des infrastructures résilientes aux changements climatiques.

Reproduction à plus grande échelle

50. Le COSOP prévoit la prise en compte de l'atténuation et de l'adaptation climatiques au niveau local, aussi bien du point de vue de la planification que de l'exécution. Le Ministère des finances, le Ministère de l'agriculture et la Commission publique pour la protection de l'environnement devraient intensifier leurs investissements. Le FIDA entend favoriser la reproduction à plus grande échelle par les moyens suivants: i) partenariats de co-financement; ii) cadres stratégiques et réglementaires propices; iii) apprentissage entre pairs; iv) promotion des technologies d'adaptation par le secteur privé. Les enseignements tirés de l'expérience du FIDA hors siège éclaireront la concertation sur les politiques, la prestation de services, les partenariats et la gestion des connaissances.

Thématiques transversales

51. Les quatre thématiques transversales seront intégrées dans le COSOP comme suit:
- **Environnement et climat.** Le programme de pays s'attaquera aux vulnérabilités climatiques par des solutions intégrées et locales favorables à la résilience des communautés et à la protection des écosystèmes naturels. Dans la droite ligne de la Stratégie nationale d'adaptation aux changements climatiques de 2019 et de la Contribution déterminée au niveau national de 2021, le FIDA promouvra l'agriculture climato-compatible, l'amélioration de la gestion de l'irrigation et des pâturages et l'utilisation durable des terres.
 - **Genre.** La prise en considération des rapports femmes-hommes passe par la promotion de la participation, de la représentation, de la visibilité et du bien-être des femmes en milieu rural, auxquelles il est prévu de donner les moyens d'améliorer leur participation aux filières et leur accès aux ressources et aux postes à responsabilités.
 - **Jeunes.** Le FIDA encouragera l'agro-industrie et l'entrepreneuriat afin de réduire l'exode rural, en mettant l'accent sur la promotion de l'innovation et l'utilisation des outils numériques.
 - **Nutrition.** La nutrition est abordée par des actions ciblées favorisant la diversité alimentaire et la sensibilisation des femmes et des enfants. La stratégie établit un lien entre les résultats en matière de nutrition et la sécurité alimentaire, la productivité et l'accès aux marchés. Cette approche intégrée soutient un développement rural résilient à dimension nutritionnelle.

C. Groupe cible et stratégie de ciblage

Groupe cible

52. Le programme ciblera les petits exploitants agricoles les plus pauvres, les petits agriculteurs et éleveurs commerciaux et les micro- et petits entrepreneurs agroalimentaires. Dans tous les groupes, l'accent sera mis sur l'inclusion des femmes (au moins 50%) et des jeunes (30%), étant donné d'une part le rôle vital des femmes dans l'agriculture et d'autre part les perspectives d'emploi restreintes, l'accès limité à l'éducation et les possibilités limitées d'entrepreneuriat pour les jeunes.

Stratégie de ciblage

53. Le programme de pays doit s'appliquer dans tout le pays sous forme de contribution à l'amélioration des cadres politiques et réglementaires; pour ce qui est des projets concrets, les zones visées se concentrent dans les régions de Khatlon et de Sughd et dans les districts relevant directement de l'État central. Le ciblage suit une approche intégrée associant ciblage géographique, auto-ciblage et ciblage direct. Les besoins des femmes et des jeunes seront repérés par dialogue participatif. Pour ce qui est des femmes, l'inclusion passera par la prise en compte de l'enjeu femmes-hommes dans les services de vulgarisation, par le soutien aux entreprises agroalimentaires et aux groupements d'intérêt public dirigés par des femmes et par la formation au leadership. Le soutien aux jeunes prendra la forme d'un accompagnement des entreprises et groupements d'intérêt public dirigés par des jeunes et de formations professionnelles dans les services vétérinaires, l'insémination artificielle, l'agronomie et l'agromécanique. Les deux groupes seront encouragés à participer à la prise de décisions au niveau communautaire, y compris dans les unions d'usagers des pâturages.
54. Le ciblage géographique des régions, des districts et des villages sera fondé sur des critères tels que la pauvreté, la population, la vulnérabilité climatique, l'insécurité alimentaire et le potentiel de gestion des ressources naturelles et de croissance agricole.

IV. Interventions du FIDA

A. Instruments de financement

55. Le COSOP sera financé principalement par des dons (88%) imputés sur les allocations aux titres des Onzième, Douzième et Treizième cycles de reconstitution des ressources du FIDA (FIDA11 à FIDA13). En outre, le Fonds a réussi à mobiliser des ressources additionnelles du Fonds vert pour le climat (FVC) et du Fonds pour l'environnement mondial (FEM), pour une enveloppe combinée de 47,02 millions d'USD, dont 81% sous forme de dons. Le nouveau projet AMAL sera financé au moyen d'un don du FIDA de 19,721 millions d'USD. En partenariat avec la Commission publique pour la protection de l'environnement, le FIDA étudie la possibilité d'obtenir un financement du Fonds pour l'adaptation. Les détails sont présentés dans le tableau 2 ci-dessous.

Tableau 2

FIDA et cofinancement extérieur du COSOP (2026-2030)
(en millions d'USD)

	FIDA	FVC	FEM	Fonds pour l'adaptation (à confirmer)	Total
Don	50,82	30,00	8,02	10,00	98,84
Prêt	6,75	9,00	-	-	15,75
Total	57,57	39,00	8,02	10,00	114,59
Élément de libéralité (%)	88	77	100	100	86

B. Contribution à l'élaboration des politiques au niveau du pays

56. Plusieurs interventions viseront à étoffer les politiques et institutions à portée transformatrice. La loi sur les organes autonomes locaux (2009) a amélioré la situation dans le pays pour ce qui est du soutien aux institutions locales dans la législation encadrant les pâturages et au moyen d'organisations villageoises. Les grands thèmes du COSOP ont été sélectionnés en fonction de leur contribution directe à la réalisation des objectifs stratégiques, de leur pertinence nationale et de la capacité opérationnelle du FIDA, dans le cadre d'interventions ciblées, échelonnées et assorties d'objectifs réalistes.

Tableau 3

Objectifs stratégiques du COSOP et intervention de politique générale proposée

Principale priorité de développement (objectif stratégique)	Institutions sous-jacentes	Enjeux de réforme des politiques publiques	Interventions proposées (au titre de prêts ou hors prêts)
Objectif stratégique 1: Promotion d'une croissance économique rurale inclusive basée sur l'agriculture dans les communautés rurales pauvres.	Ministère de l'agriculture, Commission publique pour la protection de l'environnement	Absence d'une véritable stratégie pour le secteur de l'élevage.	Élaboration d'une stratégie nationale d'élevage (AMAL) en coordination avec la Banque asiatique de développement (BAsD).
	Ministère de l'agriculture	Réforme du cadre réglementaire des services vétérinaires privés, y compris les normes de certification, l'assurance qualité et les mécanismes de subvention pour les zones reculées. Élaboration d'un système d'identification des animaux.	Élaboration de politiques de services vétérinaires (CASP+) en coordination avec le projet régional One Health de la Banque mondiale.
	Ministère de l'agriculture et Commission pour la sécurité alimentaire	Absence d'une stratégie appropriée pour l'amélioration des races	Élaboration d'une stratégie nationale de sélection, en coopération avec le projet régional One Health de la Banque mondiale et la BAsD.
Objectif stratégique 2. Amélioration de la gestion des ressources naturelles et de la résilience climatique des petits producteurs agricoles.	Ministère de l'Agriculture, Commission publique pour la protection de l'environnement	Mise en œuvre d'une politique visant à neutraliser la dégradation des terres et prévoyant des mécanismes d'incitation à des pratiques de gestion durable des terres et l'intégration des risques climatiques dans l'aménagement du territoire.	TERRA (prêts) Bourses AMAL, CASP+ et CAPEO (Capitalizing on Earth Observation).

C. Renforcement des institutions

57. Le COSOP entend renforcer les principales institutions rurales afin d'améliorer la prestation de services et la durabilité, notamment par les mesures suivantes: i) le renforcement des capacités, au plan technique et au plan de la gouvernance, des unions d'usagers des pâturages et des organisations villageoises; ii) le soutien à la professionnalisation et à l'expansion des services vétérinaires privés; iii) le renforcement des systèmes de planification participative au niveau des *Jamoat* pour faire en sorte que les plans locaux prennent en compte la résilience climatique et le développement des moyens de subsistance.

D. Innovations

58. Le programme continuera de promouvoir le développement communautaire, une approche encore novatrice dans le paysage des donateurs du Tadjikistan. Cette approche donne aux communautés locales les moyens de piloter la planification et l'exécution des interventions par une action climatique participative, par la gestion conjointe des forêts et par la mise en commun des machines agricoles. La remise

des ressources entre les mains des communautés s'inscrit dans la logique d'inclusivité et de pilotage local du FIDA.

E. Gestion des connaissances

59. La stratégie de gestion des connaissances doit encadrer la capitalisation et l'exploitation des enseignements qui se dégagent des projets en ce qui concerne la prise en compte de la résilience climatique dans la planification, la gouvernance des pâturages par les unions d'utilisateurs et les éléments ressortant de la Plateforme pour les envois de fonds, les investissements et l'entrepreneuriat des migrants en Asie centrale (PRIME) qui concernent l'envoi de fonds et qui sont susceptibles d'éclairer les politiques publiques. Les outils exploitant les technologies de l'information et de la communication au service du développement (traçabilité numérique, télédétection) permettront d'améliorer les résultats et d'éclairer les politiques concernant l'élevage et d'adaptation.

F. Technologies de l'information et des communications au service du développement

60. Les pouvoirs publics ont dans les dernières années mis en place une note de politique générale sur l'économie numérique (2019) prévoyant dans les grandes lignes la transition d'une économie rurale et agricole vers une économie moderne, numérique et basée sur les services. Le FIDA prévoit de repérer les points où les investissements réalisés dans le cadre de projets pourraient favoriser l'utilisation des solutions numériques. Il entend favoriser l'utilisation des technologies numériques dans le secteur de l'élevage aux fins suivantes: identification et traçage des bêtes, accès aux supports de vulgarisation, aux informations météorologiques, aux financements et aux marchés, surveillance par outils numériques géoréférencés⁴¹ et télédétection aux fins de l'évaluation de la qualité des pâturages. Le programme de pays s'appuiera également sur les résultats de la plateforme PRIME pour promouvoir l'innovation, d'une part pour de nouveaux modèles commerciaux d'envoi de fonds numérisé et d'autre part pour l'utilisation de solutions de technologie financière.

G. Partenariats stratégiques et coopération Sud-Sud et triangulaire

Pouvoirs publics et société civile

61. Le FIDA et le Gouvernement tadjik travailleront main dans la main à l'exécution du présent COSOP. Les entités publiques compétentes comprennent le Ministère de l'agriculture et, sous sa supervision générale, l'unité de gestion du projet de développement de l'élevage et des pâturages, constituée en entreprise publique, la Commission publique pour la protection de l'environnement et l'unité d'exécution de projet, qui relève du Ministère des Finances et qui est co-responsable du projet AMAL. Les institutions publiques concernées agiront en tant que prestataires de services et assureront le renforcement des capacités au niveau des projets.
62. Les **organisations de la société civile** et les organisations communautaires joueront un rôle clé pour ce qui est de gagner l'adhésion des communautés; à cet égard, la méthode, qui a fait ses preuves, consiste à se reposer sur les unions d'utilisateurs pastoraux et les organisations villageoises et à faire émerger des plans d'action communautaires à dimension climatique. Les organisations non gouvernementales locales seront mobilisées pour travailler avec ces groupes dans la mesure du nécessaire pour mettre en œuvre les plans locaux au niveau des projets.

⁴¹ Agence des États-Unis pour le développement international (USAID), 2022. Digital Agriculture Ecosystem Assessment Tajikistan (Évaluation de l'écosystème tadjik de l'agriculture numérique).

Partenaires de développement (dont les organismes des Nations Unies, les institutions financières internationales et les organisations non gouvernementales)

63. Les principaux partenaires de développement comprennent le Fonds vert pour le climat, le Fonds pour l'environnement mondial et le Fonds pour l'adaptation, dont l'apport, s'il se matérialise entièrement, ferait passer les ressources disponibles du FIDA pour le COSOP du simple (57 millions d'USD) au double (114 millions d'USD); leur participation fait de la résilience climatique un enjeu clé du COSOP. Le FIDA poursuivra également ses efforts conjoints avec la BASD pour renforcer la collaboration concernant l'élevage. Le programme maintiendra également des partenariats solides avec l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO), le Programme alimentaire mondial (PAM) et le Réseau de l'Aga Khan pour le développement afin de favoriser les synergies et les investissements conjoints. L'équipe du programme de pays continuera de travailler avec ces organismes pour créer des synergies et des investissements collaboratifs (appendice II, dossier clé 4).

Secteur privé

64. Le programme favorisera les partenariats entre les associations de petits exploitants et les acteurs du secteur privé tout au long des principales filières. Les entreprises privées sont désireuses d'entrer en rapport avec les entités locales telles que des groupements d'intérêt public et des groupes communautaires générateurs de revenus, à condition qu'elles puissent fournir des produits de qualité à grande échelle. Le COSOP renforcera ces liens dans des domaines d'investissement ciblés.

Coopération Sud-Sud et triangulaire

65. Le COSOP prévoit la recherche de financements relevant de la coopération Sud-Sud et triangulaire afin d'améliorer la collaboration régionale. En partant de l'expérience acquise dans le cadre du don concernant le cachegora, il est prévu de repérer les points où il y aurait lieu d'acquérir des connaissances auprès d'autres pays, par exemple l'Ouzbékistan pour ce qui est de la santé animale et le Kirghizistan pour ce qui est de la gouvernance des pâturages. Le don CAPEO (Capitalizing on Earth Observation) peut soutenir l'utilisation de la télédétection pour évaluer l'état des pâturages et suivre les impacts de la restauration (appendice VIII).

V. Exécution du COSOP

A. Volume et sources des investissements

66. Le FIDA a engagé 37,849 millions d'USD en faveur de CASP+, auxquels s'ajoutent un cofinancement du Fonds vert pour le climat (39 millions d'USD) et de la FAO (0,16 million d'USD). Un don de 8,19 millions d'USD de la Caisse du FEM financera le projet de restauration des écosystèmes et d'agriculture résiliente du Tadjikistan (TERRA). Le nouveau Projet d'accès aux marchés et d'adaptation dans le secteur de l'élevage (AMAL), en cours de conception, sera financé par un don du FIDA de 19,721 millions d'USD, auquel s'ajouteraient éventuellement 10 millions d'USD du Fonds pour l'adaptation. Les ressources tirées de l'allocation au titre de FIDA14 dépendront des procédures internes et de l'approbation ultérieure du Conseil d'administration.

Tableau 4

Projets en cours ou prévus: financements du FIDA et cofinancements

Projets	Cofinancement				
	Reconstitution des ressources	Financement de base du FIDA	Contributions additionnelles de base pour le climat du FIDA	National	International
En cours					
CASP+	FIDA11 et FIDA12	37,849		22,240	39,160 ^b
Prévus					
TERRA					8,019 ^c
AMAL	13	18,921	0,800	À déterminer ^a	10 ^d
Total		56,770	0,800	22,240	57,179

^a Le cofinancement interne sera estimé en octobre 2025 (à l'issue de la mission de conception complète) et restera à déterminer.

^b Cofinancement du FVC et de la FAO.

^c Financement du FEM déjà approuvé par le Directeur général de ce Fonds, qui doit être négocié et signé par le FIDA et les autorités tadjikes.

^d Le cofinancement du projet AMAL par le Fonds pour l'adaptation n'est pas confirmé; il est soumis aux procédures internes du Fonds pour l'adaptation et du FIDA, et à l'approbation du Conseil d'administration du Fonds pour l'adaptation.

B. Ressources à l'appui d'autres activités

67. Le FIDA cherchera à obtenir pour sa réserve de projets le financement de partenaires de développement et des fonds climatiques. Il aide l'État tadjik à obtenir des fonds du Fonds pour l'adaptation. Des modèles de financement novateurs seront utilisés pour la poursuite du Programme d'appui à l'alimentation scolaire, éventuellement en assurant une allocation budgétaire adéquate de la part de l'État et d'organisations philanthropiques, outre les contributions communautaires. Le Mécanisme Chine-FIDA pour la CSST pourrait être une source de financement, à condition qu'un montant suffisant soit consacré à la supervision et au suivi des projets.

C. Transparence

68. Tous les projets suivront les directives du FIDA et des autorités publiques concernant les passations de marchés, des mécanismes d'échange d'informations et de réponse aux doléances étant mis en place.

D. Gestion du programme de pays

69. L'équipe de pays du FIDA sera chargée de gérer le programme de pays avec l'appui de son bureau sous-régional à Istanbul, des équipes d'exécution des projets et de l'équipe régionale Division Proche-Orient, Afrique du Nord et Europe. La Division des services de passation des marchés et de gestion financière et le Bureau du Conseil juridique apporteront leur soutien pour les questions de financement et de passation de marchés et pour les aspects juridiques, et une coopération étroite aura lieu avec le Bureau de l'exécution technique et plus particulièrement la Division environnement, climat, genre et inclusion sociale, compte tenu du niveau élevé de cofinancement climatique.

E. Suivi-évaluation

70. Le nouveau COSOP inclut tous les projets en cours dans son cadre de gestion des résultats. Par un examen annuel du programme, les unités de suivi et d'évaluation de ces projets observeront dans quelle mesure les objectifs du COSOP sont atteints et consolidés au niveau national. Les résultats du COSOP seront compilés à mi-parcours, en 2028, et à l'achèvement, en 2030.

VI. Participation du groupe cible

71. Le COSOP prévoit des consultations avec les parties prenantes, des voies de réponse aux doléances et une surveillance par des tiers. Le FIDA veillera à la communication inclusive au niveau local, en ciblant en particulier les femmes, les jeunes et les groupes vulnérables.

VII. Gestion des risques

72. Les principaux risques concernent les faiblesses de la coordination et de la gestion financière des partenaires et la lenteur des procédures de passation de marchés. Ces facteurs seront atténués par une surveillance rigoureuse, par des contrôles financiers et par des audits. Des incitations à la rétention du personnel et une répartition claire des attributions garantiront la durabilité, étayée par des accords au niveau du district. Les risques environnementaux, sociaux et climatiques seront pris en compte dans le cadre d'une gestion inclusive des ressources naturelles, de mesures de sauvegarde, de mécanismes de réponse aux doléances et d'activités de renforcement des capacités, comme indiqué à l'appendice XI.

Results management framework

Country strategy alignment	Related UNSDCF/SDG outcomes	IFAD's Corporate Strategic Objectives	Key COSOP results			
			<i>COSOP Strategic objectives</i>	<i>Investments and non-financial activities for the COSOP period</i>	<i>Outcome indicators Including targets</i>	<i>Output indicators Including targets</i>
The National Development Strategy (NDS) 2016-2030 aims to enhance living standards through sustainable agricultural development by: • Promoting agrarian and water reforms; • Ensuring stable food access via agricultural growth; • Diversifying production with eco-friendly innovations; • Reducing hazardous chemicals through safer alternatives; • Strengthening value chains to support Dehkan farms; • Expanding access to improved seeds, fertilizers at the domestic market, and modern farming practices; • Establishing sustainable land and water management systems for equitable resource distribution. The Program for Agri-Food System Development (2030) aims to boost food security, rural livelihoods,	The COSOP will directly contribute to achieving four SDGs: (i) SDG1 – End poverty in all its forms everywhere; (ii) SDG2 – End hunger, achieve food security and improve nutrition and promote sustainable agriculture; (iii) SDG12 – Responsible consumption and production; and (iv) SDG13 – Take urgent action to combat climate change and its impacts by regulating emissions and promoting developments in renewable energy.	SO1: Increase poor rural people's productive capacities. SO2: Increase poor rural people's benefits from market participation SO3: Strengthen the environmental sustainability and climate resilience of poor rural people's economic activities.	COSOP Overall Goal: Contribute to the reduction of rural poverty and improve food security.	Investment activities - Ongoing: CASP+ - Ongoing: TERRA - Under design: AMAL - Mainstreaming themes: Climate adaptation and mitigation, gender, youth, nutrition Non-financial activities KM - KM and M&E products developed at COSOP and project levels. CLPE - Development of the National Livestock Strategy (AMAL) - Veterinary service policy development (CASP+)	HH reporting increased income and food security Target: 111,000 (60 per cent of the participating HHS will report an increase in income and food security) Increase in income of women and youth (+20%) through sustainable inclusion in value chains. HHS reporting at least 20% reduction of prevalence of food insecurity (FIES) due to project interventions HHS reporting an increase in resilience measured through the ability to recover from shocks (economic and climate related) Target: 130,000 (70 per cent of the participating HHS will report an increase in resilience)	Outreach: Persons receiving services promoted or supported by the projects (disaggregated by gender and youth) Target Total: 1,235,000 Female: 617,500 Young: 370,500 Corresponding number of households reached (number of households) Target: 185,590

and climate-resilient agriculture by: • Strengthening institutional reforms and interdepartmental coordination; • Attracting investment via private/mixed funds and risk reduction tools; • Modernizing agri-science, education, and climate-smart practices; • Promoting sustainable soil/water use and reducing environmental impact; • Advancing water-saving technologies and efficient land management; • Supporting small farms, rural youth, women, and producer cooperatives. The Program is aimed at implementing the goals and objectives of the NDS for the period until 2030.			SO1: Promotion of inclusive agricultural-based rural economic growth of poor rural communities.		Outcome 1.1 Increased farm and pastoral production and productivity resulting from the adoption of adaptive nutrition-sensitive agricultural technologies and practices, and access to productive services leading to improved household food security and dietary diversity and nutrition. Indicators: 104,000 households reporting an increase in production (CI 1.2.4) 100,000 households reporting adoption of environmentally sustainable and climate-resilient technologies and practices (CI 3.2.2) 8960 women reporting minimum dietary diversity (MDDW) (CI 1.2.8)	Indicators: 90,400 rural producers accessing production inputs and/or technological packages (30% youth, 50% women) (CI 1.1.3.) 19,040 persons trained in production practices and/or technologies (30% youth, 50% women) (CI 1.1.4.) 284 supported private veterinarians 200 Community Animal Health Workers (CAHW) trained 19,800 persons provided with targeted support to improve their nutrition (CI 1.1.8.)
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					Outcome 1.2 Increased access by smallholders to remunerative markets through investments in enterprise development, market infrastructures for processing and value addition for agricultural products, and improved access to financial services. Indicators: 4,610 beneficiaries with new jobs/employment opportunities (30% youth, 50% women) (CI 2.2.1.) 92 supported rural enterprises reporting an increase in profit (CI 2.2.2) 10,847 households reporting improved physical access to markets, processing and storage facilities (CI 2.2.6.) 5400 households reporting using rural financial services (CI 1.2.5.)	Indicators: 19,600 persons trained in income-generating activities or business management (30% youth, 50% women) (CI 2.1.2) 115 rural enterprises accessing business development services (CI 2.1.1.) 11 market, processing or storage facilities constructed or rehabilitated (CI 2.1.6.) 13,500 persons in rural areas trained in financial literacy and/or use of financial products and services (30% youth, 50% women) (CI 1.1.7.)
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			SO2: Enhancement of natural resource management and climate resilience of smallholder producers.	Investment activities - Ongoing: CASP+ - Ongoing: TERRA - Under design: AMAL - Mainstreaming themes: Climate adaptation and mitigation, gender, youth, nutrition Non-financial activities KM - KM and M&E products developed at COSOP and project levels. CLPE - Development of the National Livestock Strategy - Veterinary service policy development (CASP+)	Outcome 2.1: Strengthened institutional and regulatory systems for climate-resilient planning and development. Indicators: 4 existing/new laws, regulations, policies or strategies proposed to policy makers for approval, ratification or amendment (Policy 3) Improved governance of natural resources. Outcome 2.2: Improved management of fragile ecosystems, pastures, forests and livestock management systems for enhanced sustainability and increased carbon sequestration and emission reduction. Indicators: 9,602,655 tons of Greenhouse gas emissions (tCO₂e) avoided and/or sequestered (CI 3.2.1.)	Indicators: 4 policies/strategies reviewed 5 policy-relevant knowledge products completed (Policy 1) 500 individuals from relevant institutions trained in evidence-based joint climate-adaptive natural resources planning, management and monitoring Livestock Strategy Developed. Indicators 421,700 hectares of land brought under climate-resilient / improved management (CI 3.1.4.) 604,800 livestock brought sustainably managed 315,000 persons participating in, or benefitting from landscape restoration training or other capacity building activities – including 50% women, and 20% youth
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Table 1.1: Estimation of Beneficiaries in RMF: Sources and Assumptions of the Outcome Indicators

	CASP+	TERRA	AMAL	TOTAL
Persons receiving services promoted or supported by the projects (disaggregated by gender and youth)	650,000	325,000	260,000	1,235,000
Corresponding number of households reached (number of households)	100,000	45,590	40,000	185,590
HH reporting increased income from rural livelihoods	60,000	27,354	24,000	111,354
source of information	60 per cent of the participating HHs will report an increase in income			
HHs reporting an increase in resilience measured through the ability to recover from shocks (economic and climate related)	70,000	31,913	28,000	129,913
source of information	70 per cent of the participating HHs will report an increase in resilience			
Strategic objective 1: Promotion of inclusive agricultural-based rural economic growth Outcome 1.1 Increased farm and pastoral production and productivity resulting from the adoption of adaptive nutrition-sensitive agricultural technologies and practices, and access to productive services leading to improved household diet diversity and nutrition.				
Indicator: # of households reporting an increase in production	80,000		24,000	104,000
source of Information	Logical Frameworks of respective projects			
Indicator: # of households reporting adoption of environmentally sustainable and climate-resilient technologies and practices	80,000		20,000	100,000
source of Information	Logical Frameworks of respective projects			
Indicator: Women reporting minimum dietary diversity (MDDW)			8,960	8,960
source of Information	2 women in each household in participating villages will be impacted by targeted support to improve their nutrition. %80 will report minimum dietary diversity (MDDW)			

Outcome 1.2 Increased access by smallholders to remunerative markets through investments in enterprise development, market infrastructures for processing and value addition for agricultural products, and improved access to financial services.				
Indicator: # of beneficiaries with new jobs/employment opportunities	4,380		230	4,610
source of Information	CASP+ Logical Framework	Based on the assumption that each enterprise supported by the AMAL Project will employ around 2 additional people to work with them. (AMAL Beneficiary Table)		
Indicator: # of supported rural enterprises reporting an increase in profit			92	92
source of Information	Based on the assumption that 80 per cent of supported enterprises will report an increase in profit (AMAL Project Draft Logical Framework)			
Indicator: # of households reporting improved physical access to markets, processing and storage facilities			10,847	10,847
source of Information	Based on the assumption that each scheme will benefit at least a 1000 hhs (AMAL Beneficiary table/Draft Logframe)			
Indicator: # of households reporting using rural financial services			5,400	5,400
source of Information	Assuming that the project will enhance access of 2% of the hhs in the 15 districts to financial services (AMAL Beneficiary table/Draft Logframe)			
Strategic objective 2:				
Enhancement of natural resource management and climate resilience				
Outcome 2.1: Strengthened institutional and regulatory systems for climate-resilient planning and development.				
Indicator: # of existing/new laws, regulations, policies or strategies proposed to policy makers for approval, ratification or amendment	2	1	1	8

source of Information	Design documents and Logical Frameworks of respective projects			
(i) Outcome 2.2: Improved management of fragile lands, pastures, forests and livestock for enhanced sustainability and increased carbon sequestration and emission reduction.				
Indicator: Tons of Greenhouse gas emissions (tCO2e) avoided and/or sequestered	7,062,655	1,240,000	1,300,000	9,602,655
source of Information	Only 40% of the initial figure of 3.1 M tonnes in TERRA proposal was taken to account for any duplication between TERRA and CASP+	It was assumed that each household benefitting from the AMAL Project would adopt practices in terms of its animal and land management that would reduce CO2e of 5 M tonnes per person in the project		

Table 1.2: Estimation of Beneficiaries in RMF: Sources and Assumptions of the Output Indicators

	CASP+	TERRA	AMAL	TOTAL
Strategic objective 1: Promotion of inclusive agricultural-based rural economic growth				
Output indicators related to outcome 1.1				
# of rural producers accessing production inputs and/or technological packages	64 400		26 000	90 400
source of information	CASP+ Logical Framework		10 per cent of the AMAL project beneficiaries will access production inputs and/or technological package	
# of persons trained in production practices and/or technologies			19 040	19 040
source of information	Based on the assumption that the AMAL project will treat 80% of the animals in the covered villages at least once during the life of the project (AMAL Beneficiary table)			
# of supported private veterinarians	284			284
source of information	CASP+ Logical Framework			

# of Community Animal Health Workers (CAHW) trained		200	200	
source of Information	It is assumed that 200 people will be employed to provide services for animal productivity over the course of the project in the 100 villages (AMAL Beneficiary table)			
# of persons with improved food security	93 600		93 600	
source of Information	CASP+ Logical Framework			
# of persons provided with targeted support to improve their nutrition.		19 800	19 800	
source of Information	20 per cent of the households in the participating villages in the AMAL Project will benefit from nutrition sensitive interventions that impact women and children namely 3 in each HH (16800 persons) and 3000 children will benefit through the School Feeding subcomponent			
Output indicators related to outcome 1.2				
# of persons trained in income-generating activities or business management	14 400	5 200	19 600	
source of Information	CASP+ Logical Framework	2 per cent of project beneficiaries will receive+ training in income-generating activities or business management (AMAL Project Draft Logical Framework)		
# of rural enterprises accessing business development services		115	115	
source of Information	Based on the assumption that the average cost of assisting one start-up or entrepreneur or enterprise is USD 60,000. The no of enterprises has been calculated using the total budget allocation of 6,902,000.			
# of market, processing or storage facilities constructed or rehabilitated (AMAL/CI)		11	11	
source of Information	Based on the assumption that each livestock infrastructure will have a unit cost of USD 200,000			
# of persons in rural areas trained in financial literacy and/or use of financial products and services		13 500	13 500	
source of Information	Assuming that the project will train 5% of the persons in rural areas n financial literacy and/or use of financial products and services in the 15 districts each of which have an average size of 18,000 (AMAL Beneficiary table)			
Strategic objective 2: Enhancement of resilience of the smallholder producers to climate change				
Output indicators related to outcome 2.1				
# of policies/strategies reviewed	2	1	1	4
source of Information	Logical Frameworks of respective projects			
# of policy-relevant knowledge products completed		2	3	5
source of Information	Design documents and Logical Frameworks of respective projects			

# of individuals from relevant institutions trained in evidence-based joint climate-adaptive natural resources planning, management and monitoring	300	200	500	
source of Information	Design documents and Logical Frameworks of respective projects			
Output indicators related to outcome 2.2				
Land brought under climate-resilient / improved management	190 057	289 700	115 762	595 519
source of Information	Design documents and Logical Frameworks of respective projects			
# of livestock brought under sustainable management practices	604 800			604 800
source of Information	CASP+ Logical Framework			
# persons participating in, or benefitting directly, indirectly, from landscape restoration training or other capacity building activities – including 50% women, and 20% youth		315 000		315 000
source of Information	TERRA Logical Framework			

Key files

Key file 1: Rural Poverty and agricultural sector issues

Priority Areas	Affected Group	Major Issues	Actions Needed
Rural Poverty	Rural households, smallholder farmers, women and youth	Lack of assets, skills and opportunities.	Build opportunities to build the asset base, provide grants and access to skills training, grants and opportunities for increased productivity and access to employment.
Food security	Smallholder and land-less rural population	- Production systems remain vulnerable to shocks (climate and price). - Small scale production with limited access to improved inputs, technology and supporting services. - Low soil fertility.	- Increase production and productivity, through improved access to extension services, improved agriculture inputs, agriculture equipment and machinery and access to finance. - Provide access to climate adaptive technologies and practices as well as facilities to reduce post-harvest loss. (greenhouses, cold storage, transport, warehouse, etc). - Increase access to supporting services.
Lack of climate resilient agriculture	Smallholder farmers	Increase in temperatures and unreliable precipitation patterns and changing weather patterns. Droughts, floods, soil degradation, low adoption of modern techniques, crop failures, etc.	Promote drought-tolerant crops, invest in water efficient irrigation systems, train farmers in climate-smart practices, introduce climate adaptive practices and crop varieties. More resilient livestock breeds.
Rural infrastructures	Rural population	- Dilapidated infrastructures built during Soviet times with limited funds to rehabilitate. Limited investment in modern and climate resilient infrastructures. - Roads and bridges damaged by severe weather events, rendering access to/from rural areas more difficult. - Infrastructures in high mountain pastures damaged by extreme weather events,	- Climate resilient Investments in and appropriate, cost-efficient maintenance of rural roads/bridge. - Investment in small/medium scale irrigation schemes. - Climate resilient infrastructures - User-based management and maintenance of infrastructures
Livestock Health & Productivity	Pastoralists, herders	- Poor breeds. - High mortality and morbidity rates. - Disease outbreaks, lack of veterinary services, feed shortages.	- Introduce improved breeds through Ai services. - Improved animal husbandry services and livestock proper feed management and access to improved feed and fodder. - Establish community fodder banks, invest in pasture development and governance. - Strengthen cold chain for animal health and Vet posts. - Strengthen veterinary services through training of private veterinarians,
Pasture & Land Management	Livestock herders and highland communities	Overgrazing, soil erosion, shrinking pastures.	- Strengthen PUUs and PUAs, strengthen pasture governance, enforce rotational grazing, restore degraded lands, strengthen community-led pasture management systems. - Invest in community infrastructures in pastures (water schemes, dipping ponds, vet posts, water boxes, sheds, - Improved seeds and varieties that can be sustained on pastures.
Sustainable extension services	Small livestock farmers and crop producers	Lack of extension services and veterinarian services.	- Train private sector veterinarians and extension agents. - Link with district animal health and extension services. - Link with private sector input suppliers for latest information on crops and livestock.

Priority Areas	Affected Group	Major Issues	Actions Needed
Access to inputs	Smallholder farmers	Limited access to quality inputs at affordable rate.	- Improve extension services, advising on type and source of inputs. - Work with agro-dealers to tailor products and payments to meet target group's needs. - Support appropriate sector regulations.
Market Access & Value Chain development	Small farmers, small enterprises, women and youth,	Poor road connectivity, exploitative middlemen, lack of storage/processing facilities.	Build cold storage units, invest in agro-processing, invest in livestock markets, abattoirs, improve rural roads, support farmer cooperatives and rural enterprises.
Access to output markets for produce	Small producer	- Fragmentation of production, - Lack of farmer organization for aggregation and achieve economies of scale. - Absence of pro-active private sector - Coordination along the commodity value chains weak. - Weak quality control and standardization.	- Increase coordination along value chains. - Strengthen producers' organizations. - Partner with private sector. - Support appropriate sector regulations.
Access to finance	Smallholder farmers	- High transaction costs for serving disbursed clients. - Lack financial products appropriate for rural small holders. - Lack of collateral. - Low risk appetite of existing financial institutions.	- De-risk lending to small holders and rural clients. - Develop products that suit the profile of smallholders, rural entrepreneurs, livestock owners, women and youth.
Gender Equity	Rural women	Limited mobility, access to assets, skills and finance.	- Provision of assets, skills training and, productive employment opportunities. - Support in establishing enterprises through access to grants and finance and business development.
Youth Employment	Rural youth (18–30 years)	High unemployment, out-migration, lack of vocational training, lack of productive assets.	Provide business training, agri-tech training centers, fund youth-led startups, expand digital literacy programs.

Key file 2: Target group identification. Priority issues and potential response

Typology	Poverty Levels and Causes	Coping Actions	Priority Needs	COSOP Response
Poorest smallholder farmers (subsistence and semi subsistence)	Poverty Level: Extreme to High - Low levels of education - Around 0.2 ha of land around the house - Lack of resources for quality inputs - Climate vulnerability - Few livestock- 1-2 cattle, 5-10 small ruminants and 10-20 poultry) - Nutrition and food security challenges. - Water scarcity - Extreme weather - Degraded pasture lands	- Grow some vegetables and fruits and keep some livestock for home consumption - Reduce meals to 1-2/day in lean seasons - Sell livestock/assets - Borrow from relatives - Daily wage labour - Seasonal labour migration (Russia) - Use of low-quality inputs - Use of pasture lands for livestock	- Ownership of productive assets - Higher productivity of land and livestock - Sustainable diversified livelihoods - Access to skills, inputs, assets equipment to improve productivity of livestock and agriculture - Assets - Employment opportunities	- Training in climate-resilient agricultural techniques - Training and support for micro-enterprises - Grants to improve productivity of livestock and land - Access to improved pastureland - Nutrition enhancement through training and establishment of organic kitchen gardens - Inclusion and voice in rural institutions
Commercial Smallholder Crop farmers	Poverty Level: Moderate to High Rely on agricultural income and remittance - Own up to 2 hectares of land - Low profitability and productivity of land - High post-harvest losses - Limited access to affordable finance - Climate vulnerability of crops - Poor roads, storage facilities and irrigation	- Contract farming with processors - Input credit from traders - Crop switching to export fruits - Off-farm investments - Loans at high interest rates - Labour migration	Increased productivity and profitability of land and livestock - Access to affordable finance - Access to markets - Modern agricultural equipment - Access to storage and cooling facilities	- Training in climate-resilient agricultural techniques - Common Interest Groups for bulking and aggregating produce - Promotion of contract farming - Matching grants for quality inputs and equipment - Value chain development - Digital market platforms - Inclusion and voice in rural institutions
Commercial Small Livestock Farmers	Poverty Level: Moderate to High - Landless or up to 2 ha - Own from 5 to 50 cows, 20-100 goats, 50 hens - Women engage in primary processing - Shrinking pastures Fodder scarcity - High mortality rates (20-30% of young stock can die in harsh winters). - Middlemen take high share of profits from milk/ milk products/meat/wool sales. - Limited market access for dairy products	- Over-grazing of pastures - Illegal grazing in protected areas - Distress sales of female animals - Shift to drought-resistant breeds - Labour migration in-country and abroad	- Improved productivity of breeds - Rehabilitation of pasturelands - Improved access to and quality of veterinary services- - Access to quality pasture lands - Production of marketable dairy products (women especially)	- Improved management of pasture lands - Institutional strengthening of Pasture User Unions - Building public sector capacity for management of natural resources - Improved access to quality veterinary services - Training and support for increased productivity of livestock

	• Lack of access to chilling or processing facilities • Limited ownership of land for growing fodder • Vulnerability of livestock to extreme temperatures and climate events			• Grants for equipment and livestock • Inclusion and voice in rural institutions
Rural Women Farmers	Poverty Level: Extreme to High • Restrictive gender norms • Early marriages • Limited access to education • Limited access to resources -own only 12% of land titles • Double burden of productive and domestic work with unpaid family labour • Limited access to formal credit • Limited access to extension services • Time poverty • Nutrition challenges such as limited dietary diversity, anaemia and micro-nutrient deficiency.	• Daily wage labour • Home-based poultry/beekeeping • Child labour in fields • Micro-trading (bazaars) • Remittance dependence	• Gender equality though changing restrictive norms • Ownership of productive assets • Access to affordable finance • Training in climate resilient agriculture • Training to prevent post-harvest losses • Training and equipment for processing and adding value to agricultural produce • Diversification of livelihood through off-farm enterprises • Role in decision-making and planning at the community level •	• Leadership training • Voice and inclusion in rural institutions and decision-making forums • Inclusion of women in decision-making forums • Active consultation and support for decision-making in community plans • Micro-enterprise training • Training in primary processing • Training in livestock management • Training in organic kitchen gardening • Small grants for micro-agribusiness and livestock productivity • Matching grants for small agri-business
Rural Youth (15-24)	• 38% youth unemployment • Low level of education/skills • Skills mismatch (70% no agri-tech training) • Limited economic opportunities in rural areas • Young women's education levels and opportunities more limited than that of young men	• Daily wage labour in agriculture and construction • Migration to urban centres or abroad (principally Russia) • Illegal gold mining/logging	• Engagement in agri-business and off-farm business • Engagement in profitable agricultural activities • Engagement in off-farm trades (solar panel repair, mobile phone servicing) • E-commerce platforms to sell handicrafts/agricultural products. • Training in digital farming tools (weather apps, online markets). • Role in decision-making and planning at the community level	• Capacity building of youth in climate resilient and agri-tech skills • Capacity building for agri-businesses • Grants for establishment of agribusinesses • Youth inclusive rural institutions • Active consultation and support for decision-making in community plans

Women-headed Households	Poverty Level: Extreme to High • Low incomes with limited access to stable employment due to gender discrimination and cultural norms • Food insecurity due to high food prices and low agricultural productivity • Women often lack property rights resulting in limited land ownership • Social exclusion	• Seasonal labour migration • Women or their children migrate for low-wage work. • Reducing meals or skipping them • Home remedies instead of professional care • Dependence on relatives/community • Borrowing money or food from neighbours. • Child labour • Selling assets • Relying on informal networks for economic help • Safety nets	• Gender equality though changing restrictive norms • Ownership of productive assets • Access to affordable finance • Training in climate resilient agriculture • Training to prevent post-harvest losses • Training and equipment for processing and adding value to agricultural produce • Diversification of livelihood through off-farm enterprises • Role in decision-making and planning at the community level	• Training in climate-resilient agricultural techniques • Grants to improve productivity of livestock and land • Grants for establishment of agribusinesses • Access to improved pastureland • Diversified livelihood opportunities • Nutrition enhancement through training and establishment of organic kitchen gardens
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Key file 3: Organization matrix (strength, weaknesses, opportunities and threats analysis) (refers to

Organization	Strengths	Weaknesses	Opportunities	Threats
Enablers				
Ministry of Finance	- Central role in fiscal policy and budget allocation. - Access to international financial institutions (e.g., IMF, World Bank). - Manages debt restructuring and foreign aid.	- Limited bae to generate revenue - Over-reliance on remittances and external loans. - Inability to make long-term plans due to limited finance. - Limited capacity to make the required investments.	- Leverage climate finance (e.g., Green Climate Fund) for sustainable projects. - Improve public financial management systems with donor support.	- Economic instability (currency fluctuations, debt distress). - Reduced donor funding due to geopolitical shifts.
Ministry of Agriculture	- Direct oversight of rural development and food security programs. - Implements irrigation and livestock initiatives. - Collaborates with ADB/WB on agri-projects.	- Underfunded and outdated infrastructures. - Weak extension services for farmers. - Overemphasis on cotton monoculture.	- Promote climate-smart agriculture (drought-resistant crops). - Expand partnerships for agro-processing and value chains. - Access EU/GIZ programs for technical assistance.	- ASWAp recently reviewed - Start-up of SAPP under MoAIWD was delayed by almost 3 years
Ministry for Economic Development and Trade (MEDT)	- Develops macroeconomic policies promoting growth. - Negotiates regional trade agreements (e.g., CIS, BRI). - Oversees privatization reforms.	- Slow implementation of reforms - - Limited private sector engagement. - Over reliance on cotton.	- Diversify exports (e.g., textiles, aluminium). - Strengthen ties with Central Asian/EU markets. - Digitalize trade processes.	- Economic sanctions impacting trade. - Inflation and currency devaluation. - Competition from regional economies.
Committee for Environmental Protection	- Authority to enforce environmental regulations. - Leads climate adaptation initiatives (e.g., National Adaptation Plan). - Engages in international climate agreements (Paris Agreement).	- Limited enforcement capacity. - Insufficient funding for conservation. - Weak public awareness of environmental issues.	- Access global climate funds (e.g., Adaptation Fund). - Promote renewable energy (solar, hydropower). - Strengthen partnerships with UNDP/UNEP.	- Leading on RLEEP
Committee on Food Security (CFS)	- Coordinates national food reserves and distribution. - Implements agricultural subsidy programs. - Collaborates with FAO/WFP on food aid	- Fragile supply chains in remote regions. - Climate-vulnerable agriculture sector. - Dependence on imported staples (e.g., wheat).	- Promote climate-resilient crops (e.g., drought-tolerant wheat). - Expand irrigation modernization. - Partner with NGOs for rural outreach.	- Climate disasters (droughts, floods). - Pest outbreaks (e.g., locusts). - Geopolitical disruptions to food imports.
State Committee on Investment and State Property Management (SCI)	- Manages strategic state assets (e.g., hydropower, mining). - Facilitates FDI through streamlined processes. - Aligns with national development priorities.	- Bureaucratic delays in approval processes. - Limited ability to secure private investments. - Over-reliance on extractive industries.	- Attract FDI in renewable energy and infrastructures. - Leverage BRI projects for asset development. - Expand public-private partnerships.	- Geopolitical tensions affecting FDI. - Global commodity price volatility. - Corruption undermining investor confidence.

Organization	Strengths	Weaknesses	Opportunities	Threats
Service Providers				
National Veterinary Authority	- Disease surveillance and control. - Regulatory oversight of livestock.	- Understaffed in remote areas. - Limited lab facilities.	- Introduce mobile vaccination units. - Partner with OIE for capacity building.	- Cross-border disease outbreaks (e.g., foot-and-mouth). - Antibiotic misuse.
State Enterprise for Animal Breeding & AI	- Improves livestock genetics. - Government support for breeding programs.	- High costs of artificial insemination. - Low adoption by smallholders.	- Promote hybrid breeds for climate resilience. - Subsidize AI services for farmers.	- Cultural resistance to new breeding methods. - Genetic diversity loss.
Tajik Agrarian University	- Trains future agronomists/veterinarians. - Research on crop varieties.	- Outdated curricula. - Insufficient practical training.	- Partner with EU/FAO for modern agricultural training. - Develop online courses.	- Brain drain of skilled graduates. - Budget cuts affecting research.
Tajik Academy of Agricultural Sciences (TAAS)	- Leading R&D institution. - Focus on climate-smart agriculture.	- Limited adoption of research by farmers. - Aging infrastructures.	- Collaborate with CGIAR centers for innovation. - Secure grants for tech transfer.	- Climate shocks disrupting field trials. - Funding dependency on donors.
Client Organizations				
Pasture Ameliorative Trust	- Expertise in sustainable pasture management. - Government-backed authority.	- Limited funding and resources. - Slow implementation of projects.	- Partner with international NGOs for climate-resilient practices. - Access global climate funds.	- Climate change degrading pastures. - Land-use conflicts with farmers.
Pasture User Unions (PUUs)	- Community-driven decision-making. - Local knowledge of pasture conditions.	- Fragmented governance. - Limited technical capacity.	- Training programs on rotational grazing. - Collaborate with research institutions.	- Overgrazing leading to soil erosion. - Lack of legal enforcement.
Pasture User Associations (PUAs)	- Grassroots mobilization for pasture conservation. - Cost-sharing models.	- Dependency on donor funding. - Weak coordination with government bodies.	- Expand membership to include women/youth. - Integrate digital monitoring tools.	- Political interference in resource allocation. - Migration reducing labor.
Agriculture Cooperatives	- Collective bargaining power. - Shared resources (equipment, storage).	- Poor management skills. - Limited access to credit.	- Link with export markets (e.g., dried fruits). - Adopt cooperative banking models.	- Market competition from large agribusinesses. - Price volatility.

Key File 4: Strategic partnerships potential

Partnering objective	Partner	Nature of project or justification for partnering	Project/Programme Coverage	Status	Expected results from the partnership
Scaling Up Climate-Resilient Agriculture and Livelihoods	Green Climate Fund (GCF)	- Co-financing of CASP+ to enhance resilience and carbon sequestration in livestock-pasture systems. - Implementation of 400 Climate-sensitive Community Action Plans (CsCAPs) including forest restoration, pasture rehabilitation, and resilient infrastructure. - Targeting 21 climate-vulnerable districts	21 districts in Khatlon, Sughd, and DRS	Approved (2025–2030)	– 6.85 million tCO₂e sequestered. – 180,000 ha pasture under improved management. – 100,000 households benefit from adaptation and resilience investments
Restoring Ecosystems and Enhancing Biodiversity and Co-benefits	Global Environment Facility (GEF)	- GEF-funded TERRA project supports integrated landscape management in the Lower Panj basin. - Focus on restoration of degraded grasslands, biodiversity conservation, and sustainable agroecosystems. - Includes 14,000 ha restoration and 117,000 ha under improved management	11 districts in Khatlon (Lower Panj River Sub-basin)	Endorsed and under implementation (2025–2030)	– 2.3 million tCO₂e sequestered. – 138,800 ha of protected areas with improved management. – 325,000 people with enhanced livelihoods and ecosystem services

Partnering objective	Partner	Nature of project or justification for partnering	Project/Programme Coverage	Status	Expected results from the partnership
Promoting Climate Adaptation for Upland Communities	Adaptation Fund (AF)	• AF co-financing under preparation to support AMAL sub-component 1.4. • Focus on pasture restoration and forest ecosystem management in ecologically vulnerable upland zones. • Integrated into broader IFAD-financed AMAL project design.	Eastern Sughd and Rasht Valley	Proposal in preparation for submission to AF Board (CN in Mar 2026; FP in Oct 2026)	– Climate-adaptive management of upland pastures and forests. – Reduced land degradation and improved fodder availability. – 150,000 households indirectly benefit from ecosystem-based adaptation
Promote sustainable pasture management and animal health.	Food and Agriculture Organization (FAO)	• Collaboration under CASP+ as an executing entity • Combat land degradation, improve fodder production, and reduce disease risks.	21 districts in Khatlon, Sughd, and DRS.	Active (2025–2030)	- 25% reduction in pasture degradation. - 50+ veterinary clinics upgraded.
Developing Synergies	Asian Development Bank (ADB)	• Explore joint efforts on development of the Livestock Strategy (AMAL) and the Veterinary Service Policy (CASP+). • Coordinating ADB's digital livestock management platform with AMAL and CASP+ project areas to enhance synergies. • Develop infrastructures for livestock value chains and regional trade. • Address rural poverty by linking farmers to markets and improving cross-border livestock trade.	Sughd, DRS and Khatlon.	Ongoing (CAREC Program), and potential with ADB Digital Agriculture Management for Improved Food Security Project	- Streamlining policy support at the government level and strengthening of legislations and institutions. - Establishment of a digital livestock management platform and enhancing the health of animals. - 130% increase in livestock exports. - 500 km of rehabilitated rural roads.

Partnering objective	Partner	Nature of project or justification for partnering	Project/Programme Coverage	Status	Expected results from the partnership
Developing Synergies	World Bank (WB)	- Strengthen climate-resilient livestock systems and pasture management. - Improve rural livelihoods through sustainable practices, reduce overgrazing, and enhance fodder supply. - Value Chain Development through establishment of collection and processing centres in Districts.	Khatlon, Sughd, and Districts of Republican Subordination (DRS).	Ongoing (2021–2025)	- 120% increase in pasture productivity. - 15% reduction in livestock mortality.
Enhance food security and resilience of agropastoral communities.	UN World Food Programme (WFP)	Support vulnerable households through climate adaptation and livelihood diversification.	Remote mountain districts (e.g., Murghob, Tavildara).	Ongoing (2022–2026)	- 10,000+ households with improved food security. - 50% fewer livestock losses.
Strengthen community-based pasture governance and livestock productivity.	GIZ	Empower local institutions (Pasture User Unions) and introduce climate-smart practices.	Sughd, Khatlon, and GBAO.	Ongoing (2023–2027)	- 200+ pasture management plans adopted. - 30% rise in milk/meat yields.
Developing synergies	Aga Khan Development Network	- Strengthen PUUs for sustainable grazing, fodder production, and veterinary services - Value chain development - Natural resource management including restoration of degraded land	Rural mountainous regions of Tajikistan (primarily Gorno-Badakhshan)	Ongoing (2021–2026)	- Increase milk/meat productivity by 30% - Train 10,000 livestock farmers in fodder production and veterinary care - Link 200+ farmer groups to markets - 80% of households with improved food security - Restore 20,000 hectares of degraded pastures

Partnering objective	Partner	Nature of project or justification for partnering	Project/Programme Coverage	Status	Expected results from the partnership
Strengthen pandemic preparedness and response capacities	Pandemic Fund World Bank, WHO, and FAO.	Address systemic gaps in zoonotic disease surveillance, lab diagnostics, and cross-sector coordination.	Nationwide, prioritizing high-risk zones (e.g., livestock-dense areas).	Active (2023–2026)	- Enhanced early warning systems for zoonoses. 50% faster outbreak detection and response times. - Reduce economic losses from outbreaks by 40% by 2030.
Integrate human, animal, and environmental health to mitigate zoonotic disease risks.	One Health Programme Ministry of Health, Ministry of Agriculture, and international bodies like FAO, OIE, and WHO.	Reduce spillover of pathogens (e.g., avian flu, anthrax) through multisectoral collaboration. Combat anthrax, brucellosis, and rabies through vaccination campaigns.	Khatlon, Sughd, and Districts of Republican Subordination (DRS).	Ongoing (2022–2025)	30% reduction in zoonotic disease transmission. - Improved inter-ministerial coordination. - Cut human cases of priority zoonoses (e.g., brucellosis) by 50% in targeted districts.

Transition projections

1. Tajikistan has been classified as a low-income country by the World Bank since it gained independence in 1991. The civil war that followed independence and the subsequent economic crash further exacerbated the country's economic difficulties, leaving it with a weak economy and a challenging path towards market-oriented reforms. Despite experiencing strong economic growth in recent years, Tajikistan continues to be one of the poorest countries in the ECA region, with a GNI per capita of \$1,210 in 2023. However, the country just crossed the threshold from a Lower Income country to Lower Middle-Income status (LMIC) according to the classification by the World Bank.⁴² Tajikistan's aspirations to reach upper-middle-income status will be deferred indefinitely on the current trajectory.⁴³

The stage of development transition in Tajikistan

2. **Projected Growth Rates:** Tajikistan's economy performed strongly over the last decade, with GDP growth averaging above 7 percent. Despite good economic performance, Tajikistan remains the poorest country in the ECA region. This underscores the challenge of entrenching a model of sustained and inclusive growth that will enable Tajikistan to rapidly converge to higher living standards. Tajikistan's economic growth is projected to remain robust in 2025 and 2026, supported by investment in energy and industry, strong consumer demand, and private sector development. The country's gross domestic product (GDP) is projected to expand by 7.4% in 2025 and 6.8% in 2026 after registering 8.4% growth in 2024. Inflation is projected to rise to an estimated 5.0% this year and 5.8% next year on increased consumer lending and rises in public worker salaries, pensions, and utility tariffs.⁴⁴
3. The outlook for 2026 and the medium term is largely affected by uncertainty in the regional geopolitical environment, tightening global financial conditions, and continued necessity to accelerate structural reforms.
4. **Limitations of the Current Growth Model:** The current growth model lacks diversification and significant foreign investment outside of the mining sector. Domestic institutions are weak, and the private sector is underdeveloped. Growth is sustained by household consumption driven by remittances vulnerable to external shocks and by agriculture and industry dependent on natural resources. Together, these factors suggest that the current growth model has reached its limit. Without strong structural reforms, GDP growth is projected to slow over the medium and long term. The existing growth model has failed to create enough jobs to absorb its growing labour force, driving out-migration. This mismatch has led to rising underemployment and informal labour, exacerbating income inequality and social instability. In terms of domestic employment opportunities, the gap between available jobs in Tajikistan and the working-age population, excluding students, has tripled from over 1 million in 2000 to almost 3 million in 2022. This has led to increased labour migration, especially to the Russian Federation, accounting for about 20–25 percent of the total labour force and feminization of the agriculture sector.
5. **Structural challenges:** Tajikistan is in the early stages of economic diversification, transitioning from agrarian dependency toward light industry and services. However, it remains vulnerable to external shocks (climate, remittance volatility, geopolitical risks) and lacks the institutional capacity typical of more advanced transition economies. Heavy reliance on remittances (~30% of GDP), agriculture (~23% of GDP, employing ~50% of the workforce). Income from labour and remittances have

⁴² Currently, low-middle income economies are defined as those with a GNI per capita, between \$1,146 and \$4,515 calculated using the World Bank Atlas method.

⁴³ Tajikistan Country Climate and Development Report. OCHA. November 2024.

⁴⁴ Asian Development Outlook. Tajikistan. April 2025. ADB

been the most important factors in the steady decline of poverty, which halved from 25.7 percent in 2015 under the LMIC poverty line. The fall in the poverty rate was also supported by domestic real wage growth of more than 7 percent in 2023.

6. **Current Fiscal Constraints:** Public debt stands at **50.2% of GDP (2022)**, with debt servicing costs absorbing **~10.5% of export revenues** (2021). While manageable, fiscal space is constrained by reliance on concessional borrowing and limited domestic revenue mobilization (tax-to-GDP ratio: **~20%**). Tajikistan remains under IMF monitoring (2023 Extended Credit Facility), focusing on debt sustainability and reforms to boost revenue. Fiscal consolidation is expected to slow borrowing growth. Public debt is projected to stabilize near **50–55% of GDP** by 2025, contingent on continued multilateral support and reforms to curb inefficient spending.
7. **Demographic trends:** A youthful population (median age: 22 years), with 19% aged 15–24, posing both opportunities (labour potential) and risks (underemployment). Tajikistan's population is characterized by a young age structure and a high population growth rate, with over a third of the population under 15 years old. Urbanization rates are low, meaning a smaller proportion of the population lives in urban areas compared to the global average. Life expectancy has improved, but remains relatively low compared to many other countries.⁴⁵ Ranked 125/191 in the 2021 Human Development Index (HDI), reflecting challenges in education, healthcare, and poverty. The recent reforms of the government-funded Targeted Social Assistance program give hope for better protection of the poor and vulnerable households.
8. **Investment Potential:** The banking system is weak and under-developed, and the private sector has a limited role compared with state-owned companies, low FDI (1.4% of GDP in 2023, 90% of which comes from China). Political risks and corruption deter investors. Agricultural investment remains underfunded relative to sectoral needs (e.g., irrigation systems, post-harvest losses). Fiscal space for agriculture could shrink if remittance inflows decline (e.g., Russian economic slowdown) or climate shocks escalate.
9. **Infrastructures gaps:** Limited industrialization, underdeveloped transport networks, and energy insecurity despite hydropower potential. Tajikistan faces significant infrastructures gaps, hindering its industrialization and economic development despite its potential in hydropower. Limited industrialization is evident, with a largely undiversified economy reliant on agriculture and remittances. Underdeveloped transport networks, particularly road infrastructures, contribute to high trade costs and difficulty in accessing resources and markets. Despite abundant hydropower resources, energy insecurity persists due to seasonal shortages, transmission losses, and limited diversification of the energy mix.⁴⁶
10. **Domestic Resource Mobilization:** Domestic resource mobilization (DRM) in Tajikistan is crucial for funding national development plans and improving the country's economic stability. It involves increasing the government's ability to collect taxes and other domestic revenues to finance public services and development initiatives. Tajikistan faces challenges in improving its DRM capacity, including the need to broaden the tax base, strengthen tax administration, and address issues like the informal sector and evasion. Tax evasion and weak governance hinder revenue growth.⁴⁷ High debt service costs (10.5% of exports) limit discretionary spending. Over-reliance on external borrowing risks crowding out domestic private investment.⁴⁸

⁴⁵ WHO. 2023.

⁴⁶ Asian Development Bank. 2022.

⁴⁷ Asian Development Bank. DB 2022.

⁴⁸ Tajikistan Poverty and Equity Brief. World Bank. 2024.

Government's fiscal/debt management strategy

11. The government's fiscal debt management strategy is very clear and includes the following strategic aspects:

- **Debt Sustainability Focus:** Prioritizing concessional borrowing (e.g., IMF/World Bank loans) over commercial debt to avoid distress. Public debt is projected to stabilize at **50–55% of GDP** by 2025 (IMF, 2023). Tajikistan's debt sustainability efforts focus on managing external and overall debt risks, which remain high despite public debt being considered sustainable. The government aims to maintain a fiscal deficit of 2.5% of GDP over the medium term to anchor debt sustainability. Key initiatives include managing Eurobond repayments, avoiding non-concessional borrowing, and improving fiscal risk assessments for public-private partnerships.⁴⁹
- **Revenue Mobilization:** Reforms to increase tax compliance (tax-to-GDP ratio: ~20%) via digitization and reducing exemptions. Tajikistan's revenue mobilization efforts focus on strengthening tax administration, reducing tax exemptions, and improving taxpayer services to enhance fiscal space for social and development spending. A key focus is addressing the impact of inefficient tax exemptions and implementing a Medium-Term Revenue Plan.⁵⁰
- **Expenditure Priorities:** Redirecting spending to infrastructures (energy, transport) and social sectors (education, healthcare). Tajikistan's government expenditure priorities are heavily focused on social sectors, particularly education, healthcare, and social protection. These sectors typically account for around 40% of the state budget. Energy, including the fuel and energy industry, is another significant area of expenditure, representing approximately 20% of the budget.⁵¹
Agricultural Sector: Allocating ~7% of the budget (2023) to irrigation, crop diversification, and climate resilience. **PPP Models:** Leveraging partnerships for agro-processing facilities (e.g., EU-funded fruit/vegetable value chains). **Climate Finance:** Accessing grants from the Green Climate Fund (GCF) and Adaptation Fund to co-finance agricultural resilience projects.

OECD Transition Finance Toolkit

12. Drawing on the **OECD Transition Finance Toolkit** (blended finance, risk-sharing instruments), Tajikistan's financing mix includes the following:

Source	Share/Examples	OECD Toolkit Alignment
1. Public Finance	~60% of development spending (World Bank, ADB, IMF loans/grants, IFAD).	OECD Principle: Use concessional loans to de-risk sectors (e.g., energy, agriculture).
2. Remittances	~\$3.7bn (2022), mainly from Russia (~80% of total).	OECD recommends channeling diaspora flows via bonds or SME credit guarantees.
3. FDI	Focused on mining (Chinese investments in gold) and hydropower (Roghun Dam).	OECD advises regulatory reforms to attract FDI in green sectors (e.g., solar, agribusiness).
4. Climate Finance	\$89m+ from GCF and GEF, etc (2025) for hydropower, climate planning and investments,	Matches OECD's emphasis on climate-aligned blended finance.

⁴⁹ Debt Vulnerability. Tajikistan. IDA.

⁵⁰ World Bank. 2021

⁵¹ World Bank Tajikistan. 2022.

Source	Share/Examples	OECD Toolkit Alignment
	landscape planning and climate mitigation and adaptation.	
5. Private Sector	Limited (5% of infrastructures financing), but growing PPPs (e.g., CASA-1000).	OECD advocates for guarantees to incentivize private capital (e.g., agri-PPPs).

Estimated Timeline to Cross UMIC Threshold

13. Tajikistan's transition to UMIC status will likely take **18–33 years**, contingent on sustaining 4–8% nominal GNI growth. To mitigate ODA reductions, the government must prioritize **domestic resource mobilization, climate-resilient investments, and private-sector partnerships**. Delays in structural reforms or shocks (e.g., remittance crashes) could prolong the timeline beyond 2050.⁵²

- **Assumptions:**
- **Current GNI per capita:** \$1,210 (2023).
- **Annual real GDP per capita growth:** ~4% (historical average, World Bank).
- **Population growth:** ~2% (2023).
- **Nominal GNI growth:** ~6–7% (4% real growth + inflation and USD adjustments).

Scenario	Growth Rate	Years to Reach \$4,466
Pessimistic	4% (real)	~ 33 years (2056)
Baseline	6% (nominal)	~ 25 years (2048)
Optimistic	8% (nominal)	~ 18 years (2041)

Strategic Recommendations and Conclusions:

14. The country needs to **Boost Domestic Revenue**: Increase tax-to-GDP ratio (currently ~20%) to reduce dependency on ODA. **Attract FDI**: Focus on mining, hydropower, and agribusiness via regulatory reforms. **Diversify Export Markets**: Reduce reliance on Russia and China (e.g., EU agro-exports). **Resource mobilization**: Domestic revenue is low, tax base is narrow. Improving tax collection and combating corruption could help. Green bonds and climate finance are possibilities given the focus on hydropower. Also, diaspora bonds could tap into the migrant workforce sending remittances.

15. Fiscal space is constrained by high debt, so the government's ability to spend on development is limited. The dependency on remittances from Russia makes Tajikistan vulnerable to external shocks, like economic downturns in Russia or geopolitical issues. Plus, climate change affecting agriculture represents another risk. The investment climate is influenced by several factors. The Fragile States Index was high, indicating political and economic instability. Corruption and weak institutions are barriers. But there are opportunities in hydropower and minerals. The government is trying to improve the business environment, but progress might be slow. Public-private partnerships (PPPs) could be a way to mobilize resources, especially for infrastructures.

⁵² World Bank GNI Classifications (2023), IMF Country Report No. 23/125 (2023) and OECD Blended Finance Principles

Transition Scenario and IFAD's Strategic Role

16. Tajikistan's recent shift to lower middle-income country (LMIC) status—with a GNI per capita of USD 1,210 in 2023—represents an important step in its development trajectory. However, this transition remains fragile. The country remains highly dependent on remittances (about 31% of GDP in 2023), faces external shocks (e.g., food import reliance at ~70 per cent), and has a narrowly diversified economy reliant on cotton, aluminium, and subsistence agriculture.

17. The transition projections estimate it may take 18–33 years to reach UMIC status, depending on sustained 4–8% nominal GNI growth. A reduction in remittances or limited sector diversification could even reverse gains and push Tajikistan back to LIC status.

18. IFAD's country strategy explicitly supports this transition by:

- Reducing import dependence, especially in livestock-based products like meat and dairy, through improved productivity and market integration.
- Enhancing rural incomes by improving value addition, food security, and agricultural resilience.
- Supporting diversification through a livestock-led but multisectoral approach, including fodder security, climate adaptation, and gender/youth-focused economic inclusion.

19. By improving domestic resource use and resilience of the agri-food system, IFAD contributes directly to the macroeconomic priority of consolidating LMIC status and building inclusive pathways toward UMIC over time.

Tajikistan SECAP background study

Introduction

1. The SECAP Background Study aims to provide a comprehensive analysis of social, environmental, and climate-related factors influencing rural development in Tajikistan. This analysis will inform the development of IFAD's Country Strategic Opportunities Programme (COSOP), ensuring that future interventions are environmentally sustainable, socially inclusive, and climate resilient. The study examines the socio-economic situation, environment and climate context, institutional and legal frameworks, and offers strategic recommendations for addressing sustainable development and climate change considerations within IFAD's interventions in the country. The study employs a mixed-methods approach, combining desk research of existing literature, policy documents, national statistics and targeted consultations with key stakeholders.

Part 1 - Situational analysis and main challenges

1.1 Socio-economic situation and underlying causes

2. Tajikistan has one of the lowest per capita GDPs in Central Asia, though it has shown moderate growth, reaching US\$1,160 in 2023 according to the World Bank. The country's economy is characterized by a significant dependence on remittances (approximately 32% of GDP in 2023¹ and an agricultural sector that contributed about 24% to GDP in 2023.² The country remains predominantly rural, with 72.1% of the population residing in rural areas as of 2023.³ Agriculture continues to be a crucial sector, employing about 60% of the total workforce, with particular importance for rural livelihoods and food security.⁴ According to the International Labour Organization, while other economic sectors have shown some growth, agriculture remains the primary source of employment and income for the majority of rural households.⁵
3. According to the Statistical Agency of Tajikistan, the country had 184,631 registered dehkan (peasant) farms by early 2023, with small farms under 10 hectares accounting for approximately 83% of all agricultural holdings.⁶ Agricultural land totals about 4.6 million hectares, with only 744,000 hectares being arable.⁷ The FAO notes that smallholders produce over 60% of the country's agricultural output despite limited access to resources.⁸ Two major challenges affect agricultural productivity: land fragmentation and climate change. The World Bank reports that the average smallholder farm consists of 3-5 disconnected plots, increasing production costs and reducing efficiency.⁹ Climate change impacts are increasingly evident, with the UNDP documenting rising temperatures, altered precipitation patterns, and more frequent extreme weather events that directly affect livestock and crop production.¹⁰ Particularly concerning for the livestock sector is the degradation of pastureland, with approximately 40% of grazing lands showing moderate to severe degradation according to FAO assessments.⁸
4. The agricultural sector in Tajikistan has seen significant growth and development in recent years:
 - **Livestock sector:** The livestock sector is vital for Tajikistan's agricultural economy, contributing approximately 35% of agricultural GDP.¹¹ According to the Statistical Agency of Tajikistan, the country's livestock population in 2023 included approximately 2.4 million cattle, 5.7 million sheep and goats, and 8.5 million poultry.⁶ IFAD reports that livestock production is particularly important for household food security and income generation in mountainous regions, where crop production options are limited.¹² Annual production reached approximately

1.05 million tons of milk and 260,000 tons of meat in 2023, according to the Ministry of Agriculture.¹¹ Despite this significance, the sector faces considerable challenges. The World Bank notes that productivity remains well below potential, with average milk yields of about 1,500 litres per cow annually, compared to over 3,000 litres in neighbouring countries.⁹ Key constraints include limited access to quality feed, inadequate veterinary services (particularly in remote areas), and low genetic potential of local breeds. According to FAO, only about 30% of livestock farmers have regular access to professional veterinary services.⁸ The Asian Development Bank highlights that pasture management remains problematic, with traditional communal grazing practices contributing to overgrazing in accessible areas while more remote pastures remain underutilized.⁴

- **Cereal production:** Cereal crops, particularly wheat, are central to Tajikistan's food security strategy. According to the Ministry of Agriculture, total cereal production reached approximately 1.3 million tons in 2023, with wheat accounting for about 870,000 tons.¹¹ Despite improvements in domestic production, the World Food Programme notes that Tajikistan continues to import approximately 55% of its wheat consumption needs as of early 2024.¹³ Cereal yields in Tajikistan average around 3.2 tons per hectare for wheat and 5.3 tons per hectare for maize, both below potential yields due to limited irrigation, low-quality inputs, and outdated farming practices.⁹ The World Bank reports that the government has prioritized increasing domestic cereal production to improve food security, with the National Food Security Program targeting a 25% increase in cereal production by 2030.¹ Recent improvements in the seed sector, including the establishment of seed quality control laboratories and support for local seed multiplication, have begun to address quality issues.
- **Cotton production:** Cotton remains a strategically important cash crop for Tajikistan despite a gradual decline in cultivation area. The Statistical Agency of Tajikistan reported cotton production of approximately 410,000 tons in 2023, with yields averaging 2.6 tons per hectare.⁶ According to the Ministry of Economic Development and Trade, cotton fiber exports generated approximately US\$92 million in 2023, representing about 10% of the country's total exports.¹⁴ The World Bank notes that recent sector reforms have included the elimination of production quotas, improved access to inputs, and efforts to develop textile manufacturing to capture more value domestically.⁹ However, challenges persist, including volatile global prices, high production costs, and inefficient processing infrastructures. The Asian Development Bank reports that only about 10-15% of cotton is processed domestically, representing a significant missed opportunity for value addition.³
- **Fruits and vegetables:** Tajikistan's diverse agro-climatic conditions provide exceptional opportunities for horticultural production. According to the Statistical Agency, the country produced approximately 1.25 million tons of fruits and 2.3 million tons of vegetables in 2023.⁶ The Asian Development Bank notes that high-value horticulture exports have increased by approximately 8% in 2023 compared to the previous year.³ Key products include apricots (approximately 80,000 tons annually), grapes (230,000 tons), onions (370,000 tons), and potatoes (950,000 tons).¹¹ The FAO highlights that Tajikistan possesses over 300 indigenous varieties of fruits and grape varieties, representing significant genetic diversity and export potential.⁸ Dried fruit exports, particularly apricots, have shown steady growth, reaching approximately US\$80 million in 2023, with major markets including Russia, Kazakhstan, and increasingly China.¹⁴ However, post-harvest losses remain high (20-30%) due to limited storage and processing infrastructures.

- **Organic agriculture:** Organic agriculture represents an emerging opportunity in Tajikistan, though the sector remains relatively small. According to the Research Institute of Organic Agriculture (FiBL), Tajikistan had approximately 2,800 hectares of certified organic land as of 2022, the most recent year with verified data.¹⁵ This represents less than 0.1% of the country's agricultural land, indicating significant room for growth. Current organic production is primarily focused on fruits (especially dried apricots), nuts (particularly walnuts and almonds), and some medicinal herbs. Several international certification bodies have established operations in Tajikistan, facilitating access to premium export markets. According to the Ministry of Agriculture, organic exports reached approximately US\$5.5 million in 2023, primarily directed to European markets.¹¹ While the organic sector shows promise, significant challenges remain, including limited awareness among farmers, high certification costs, and underdeveloped domestic markets for organic products.
- 5. **Poverty:** Tajikistan's poverty landscape presents a complex picture, characterized by significant regional disparities and ongoing developmental challenges, further compounded by climate vulnerability and economic shocks. The poverty rate has shown improvement, decreasing from 37.4 percent in 2013 to 26.3 percent in 2019, with recent data indicating a further decline to 22.5 percent in 2022.¹⁶ Tajikistan is classified as a medium human development country, ranking 125th out of 191 countries in the 2021/2022 Human Development Index with a score of 0.685.¹⁷ However, this national average masks substantial regional variations.
- 6. Income inequality remains a concern in Tajikistan. The World Bank Country Gender Assessment 2021 indicates that women earn approximately 60% of what men earn. This disparity is influenced by several factors, including lower female labour force participation rates (around 37% compared to 63% for males) and the fact that women often earn less for similar work. Additionally, World Bank analysis from 2023 suggests that while the Gini coefficient has moderated to approximately 0.34, regional disparities have persisted or even widened.¹⁸ Education and healthcare access varies widely across regions, perpetuating poverty cycles, particularly in Khatlon province and Gorno-Badakhshan Autonomous Oblast (GBAO), which lag in various human development indicators, including literacy rates, school enrolment, and access to healthcare services.
- 7. Rural poverty remains higher than urban poverty at 29 percent with the rural population continuing to rely heavily on subsistence agriculture (World Bank Poverty and Equity Brief 2024). Limited access to arable land, irrigation, and modern farming techniques, combined with extreme temperatures, frequent droughts and landslides, exacerbate food insecurity and low incomes. Many rural households depend on remittances from migrant workers abroad, leaving them vulnerable to economic downturns. Poor infrastructures, inadequate healthcare, and limited educational opportunities further trap communities in cycles of poverty. Despite some government and international aid efforts, rural Tajikistan continues to struggle with high unemployment, malnutrition, and underdevelopment.
- 8. The 2023 World Bank Poverty Update for Tajikistan highlights that households with three or more children continue to represent the category with the highest at-risk-of-poverty rate, at approximately 30 percent.¹⁶ Those with primary education or below remain the most affected, representing around 35 percent of people at risk of poverty. The urban-rural poverty divide continues, with the most recent estimates showing rural poverty rates approximately 8-10 percentage points higher than urban rates.¹⁸
- 9. Despite robust economic growth of 8.3 percent in 2023,¹⁹ the creation of high-quality jobs remains limited in Tajikistan. The Asian Development Bank's 2024

outlook notes that labour market challenges persist, with declining productivity and job transformation that remains less inclusive for women, youth, and vulnerable groups.²⁰ Moreover, Tajikistan's progress on human capital accumulation hides profound inequalities across gender, age, and geography. The latest ILO data from 2023 indicates that informality still affects approximately 60 percent of employment, disproportionately impacting the most vulnerable.²¹

10. These challenges are compounded by severe internal and external shocks. In 2023, Tajikistan experienced a surge in food price inflation, which reached 16.5 percent at its peak, disproportionately impacting poorer households who spend over 60 percent of their income on food.¹⁹ Remittance dependency remains high, with personal remittances accounting for approximately 31 percent of GDP in 2023, creating significant vulnerability to external economic conditions.²²
11. **Gender** – Gender dynamics in Tajikistan present a complex landscape of persistent challenges and modest progress, especially for rural women who comprise a significant portion of the country's 49.6% female population.²³ According to the 2024 World Economic Forum's Global Gender Gap Report, Tajikistan ranks 112th out of 146 countries, highlighting significant gender disparities across various domains.²⁴ Political representation remains limited, with women holding just 23.8% of seats in the Tajik parliament,²⁵ though this represents an improvement from previous years. Economically, women's labour force participation rate of 32.6% significantly lags behind men's 58.7%.²⁶ Tajikistan ranks 112th in economic participation and 69th in political empowerment.
12. Rural women face particularly acute challenges, including extremely limited access to land ownership and productive resources, while shouldering a disproportionate workload balancing agricultural labour, household chores, and caregiving. An additional challenge is also the burden of water collection which falls disproportionately on them, and the lack of access to safe and reliable water sources, particularly in rural areas. The UN Women assessment of the status of rural women in Tajikistan found that women perform approximately 80% of agricultural work but hold formal rights to only 13% of agricultural land.²⁷ Women also experience a significant gender gap in educational attainment, with female literacy at 97.7% compared to male literacy at 99.8%.²⁸ The gap widens considerably for higher education, with women representing only 34% of university students.²⁹
13. Cultural factors play a significant role in limiting women's opportunities, particularly in rural areas. Early marriage remains a concern, with approximately 9% of women married before age 18.³⁰ Distance to educational and healthcare facilities, household poverty, and traditional gender norms contribute to lower female educational attainment in remote communities. The burden of unpaid care work falls disproportionately on women, who spend an average of 4-5 hours daily on household tasks compared to less than one hour for men.
14. Agricultural statistics reveal clear gendered patterns in Tajikistan's farming sector. Women predominate in labour-intensive, lower-value crop production and post-harvest processing, while men control most high-value commercial crops and marketing activities.³¹ A FAO assessment found that women represent only 13.5% of registered farm managers despite constituting the majority of agricultural labour.³² Women's participation in agricultural cooperatives and producer organizations remains low, at approximately 17%, due to barriers including limited mobility, lack of collateral for membership fees, and social norms restricting women's participation in public spaces.

15. These multifaceted gender inequalities significantly impact rural livelihoods and economic growth, hampering productivity and innovation in the rural economy. Despite existing challenges, women's self-help groups, civil society organizations, and targeted donor initiatives are gradually increasing women's economic participation. The Asian Development Bank's 2023 gender assessment notes that women-led enterprises in agricultural processing have shown promising results, with approximately 22% higher productivity when provided with equal access to resources and training.³³ For IFAD, addressing these gender disparities remains crucial for inclusive and sustainable rural development in Tajikistan, requiring interventions that recognize the diverse needs and potentials of rural women across different regions and socioeconomic groups.
16. **Youth** – In Tajikistan, youth (defined as individuals aged 14-30) constitutes a significant demographic, with 60.5% of the population under the age of 30 as of 2023, making it one of the youngest countries in Central Asia.³⁴ The 15-29 age group represents approximately 28.7% of the total population.³⁵ This demographic dominance presents both opportunities and challenges for Tajikistan's social and economic development.
17. Youth unemployment remains persistently high, with those aged 15-24 facing a 20.1% unemployment rate in 2022, more than double the overall rate of 7.4%. The NEET (not in employment, education, or training) rate stood at 31.2% in 2022, with a stark gender gap - 42.3% for young women compared to 20.5% for young men.³⁶
18. Rural youth face particularly acute challenges, with 79% employed in informal sectors characterized by low wages and limited social protection.³⁶ Digital connectivity is improving but remains constrained, especially in rural areas where only 59% of youth reported internet access in the past three months.³⁷ Youth migration represents a significant trend, with an estimated 20% of young men aged 20-29 working abroad, primarily in Russia.³⁸ While remittances provide crucial income, this pattern disrupts skill development within Tajikistan. Despite these challenges, youth entrepreneurship shows potential, with 57% expressing interest in starting businesses, though limited access to finance, insufficient skills, and administrative barriers persist as key constraints.³⁹
19. **Indigenous Peoples, Minority, and vulnerable groups** - There are no recognized 'Indigenous People' in Tajikistan under the UN definition or frameworks such as the UN Declaration on the Rights of Indigenous Peoples. However, Tajikistan's population is diverse, including various ethnic and linguistic groups with unique challenges. The largest ethnic groups after Tajiks (84.3% of the population) are Uzbeks (13.8 per cent), Russians (0.5 per cent), Kyrgyz (0.8 per cent), and others (0.6%).⁴⁰ Tajikistan also hosts refugees and stateless persons, with approximately 9,180 refugees and asylum-seekers primarily from Afghanistan as of December 2023.⁴¹ The majority live in urban areas and face challenges with livelihoods, limited access to formal employment, and social integration.
20. **Persons With Disability (PwDs)** - About 4.7% of the population, or approximately 510,000 individuals, have a disability.⁴² Despite ratifying the UN Convention on the Rights of Persons with Disabilities in 2018 and implementing the Law "On Social Protection of Persons with Disabilities" in 2010, challenges persist, including limited access to education, employment opportunities, health and rehabilitation services, labour force participation, and accessibility issues in public spaces and transportation, particularly in rural areas. PwDs face multiple barriers to inclusion in agricultural activities and rural development, with limited adaptive technologies and support mechanisms available.⁴³ Women and girls with disabilities

frequently experience intersecting forms of discrimination and increased vulnerability to poverty

21. **Nutrition** – Tajikistan faces significant nutrition challenges, primarily due to undernutrition. Nationally, 17.5 per cent of children under five are stunted, with higher prevalence in Khatlon and Sughd (19 per cent). Micronutrient deficiencies are widespread, with anaemia affecting 42 per cent of children aged 6–59 months and 41 per cent of women of reproductive age. These contribute to economic losses estimated at US\$878 million annually, or over 7 per cent of GDP. Undernutrition is driven by poverty, limited dietary diversity, poor maternal and child feeding practices, and inadequate water, sanitation, and healthcare—especially in rural areas. Although 98 per cent of births are attended by skilled personnel,⁵³ rural areas face shortages of qualified staff and equipment. Inappropriate practices such as early introduction of tea and low exclusive breastfeeding rates,⁵⁴ combined with frequent infections from poor sanitation, further undermine child nutrition.⁵⁵ Most rural households rely on subsistence farming and cannot afford a balanced diet, leading to widespread deficiencies in iron, vitamin A, and iodine.⁵⁶
22. Government spending on nutrition-specific interventions is low, representing just 0.1 per cent of the national budget and 0.02 per cent of GDP. Nonetheless, progress has been made through national policy frameworks. The Multi-sectoral Nutrition Plan (2021–2025) outlines high-impact interventions targeting maternal and child nutrition and supports the National Development Strategy for 2030. It brings together actors across health, agriculture, education, and social protection under a common results framework. A flagship initiative is the School Meals Programme, which now reaches around 500,000 primary school children. The Nutrition and Food Safety Strategy (2013–2020), developed through an intersectoral working group, introduced food fortification programmes and safety standards. As part of the SUN Movement and Common Results Framework, Tajikistan has established multi-stakeholder coordination mechanisms at national and subnational levels, including a 1,000-Day Communication Programme and a School Feeding Strategy (2021–2027). Since 2014, the country has enforced mandatory labelling of pre-packaged foods to promote healthier diets and informed consumer choices. While undernutrition remains the dominant concern, overweight and obesity are increasing, particularly in urban areas—12.6 per cent of women are now classified as obese—contributing to a growing double burden of malnutrition with estimated overnutrition-related economic costs of US\$20.4 million annually.
23. These challenges present opportunities for IFAD to scale up nutrition-sensitive value chains, link smallholders to school feeding programmes, and promote household-level interventions such as kitchen gardens and small-scale livestock production, building on successful models piloted under CASP+.
24. **Food Security** – Tajikistan faces structural food security challenges, ranking 90th out of 113 countries in the Global Food Security Index 2022. Although the country produces staple crops such as wheat, potatoes, and fruits, it relies heavily on imports, particularly for wheat—56% of which is imported, making the population vulnerable to external shocks. Climate change, land degradation, and frequent extreme weather events exacerbate food system fragility, while poor storage, weak infrastructures, and harvest losses further constrain food availability.⁴⁶ To address

⁵³ WHO Data, <https://data.who.int/indicators/i/F835E3B/1772666>

⁵⁴ World Bank (2018). Childhood Stunting in Tajikistan: Magnitude, Determinants, and Policy Options.

⁵⁵ Saaka, M. et al. (2020). PMCID: PMC7083412 – Micronutrient Deficiencies and Child Health.

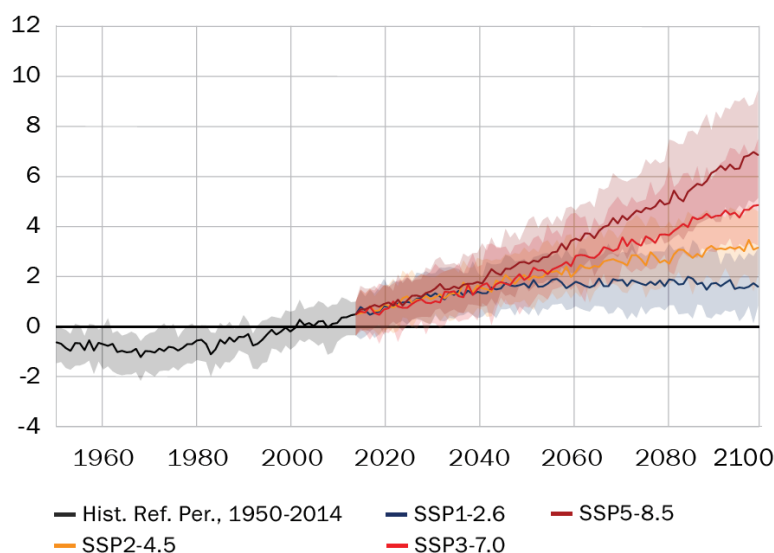
⁵⁶ World Bank (2018). Childhood Stunting in Tajikistan: Magnitude, Determinants, and Policy Options. FAO (2020). Tajikistan embraces a new way to fight child malnutrition.

these vulnerabilities, the Government of Tajikistan launched a National Food Systems Pathway in 2021, aiming to enhance food security through climate-resilient agriculture, improved value chains, nutrition-sensitive programs, and reduced post-harvest losses.

Environmental Context and Natural Resources

25. Tajikistan's natural resources and environment present a complex and dynamic landscape that significantly influences its agricultural sector and overall economic development. The country's diverse geography, spanning 143,100 km², encompasses a rich tapestry of ecosystems and agro-ecological zones. According to the Ministry of Agriculture and Forestry, agricultural land comprises approximately 34% of the total area, while forests and semi-natural areas cover about 3% of the territory.⁴⁸ This diversity supports a wide array of agricultural activities, from fruit orchards and vegetable production in valleys to extensive livestock farming in the rugged terrain of mountainous regions.
26. **Soil Resources and Degradation:** Tajikistan's soil resources face significant challenges. While about 34% of the land is suitable for agriculture, erosion affects approximately 50% of agricultural lands. This erosion not only leads to the loss of fertile topsoil but also contributes to the degradation of water bodies through sedimentation. Furthermore, soil organic matter content is alarmingly low in many agricultural areas. This deficiency impacts soil structure, water retention capacity, and overall fertility, posing a significant challenge to sustainable agricultural practices.⁴⁸
27. **Water Resources:** Water resources in Tajikistan are under increasing pressure. With per capita water availability at approximately 1,700 m³/year, the country is considered water-rich in regional terms. Irrigated agriculture accounts for about 90% of water consumption. However, only a portion of economically irrigable land is currently under irrigation, indicating both a challenge and an opportunity for agricultural development. The aging irrigation network has deteriorated and is prone to significant losses. Irrigation efficiency has been estimated to be as low as 30%, whereas well-designed and well-maintained open canal networks can deliver efficiencies of 60-70%.⁴⁸
28. **Biodiversity and Forests:** Tajikistan's rich biodiversity is a valuable asset for agricultural resilience and innovation. The country hosts approximately 12,000 plant species, of which 33% are endemic. This biological wealth includes numerous crop wild relatives and fruit tree species. These genetic resources are invaluable for crop improvement programs, offering traits for disease resistance, climate adaptation, and yield enhancement.⁴⁸ Forest cover is currently only 3%, and together with pastureland, which constitutes about 80% of Tajikistan's agricultural area, is in decline. The annual cost of land degradation in Tajikistan is estimated at nearly US\$325 million in 2023, which could double by 2050.¹
29. **Climate Change Impacts:** The country is among the most vulnerable to climate change, ranking 102nd out of 187 countries on the Notre Dame Gain Index 2022. Climate change is exacerbating environmental challenges and poses a significant threat to Tajikistan's agricultural sector and food security. Temperature increases and drought frequency are projected to increase across all climate scenarios, with mean annual temperatures expected to rise by 1.5-2.5°C by the 2050s in moderate emission scenarios.⁴⁹

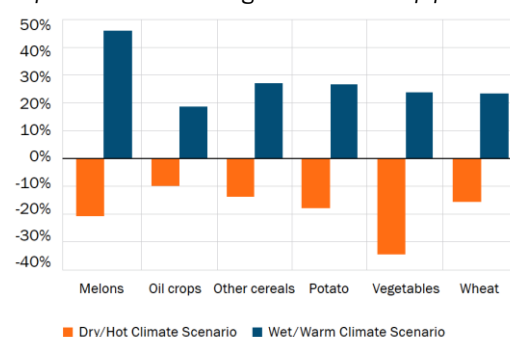
Average mean surface temperature by climate scenario up to 2100, Tajikistan (Reference period 1995-2014; Multi-Model Ensemble)



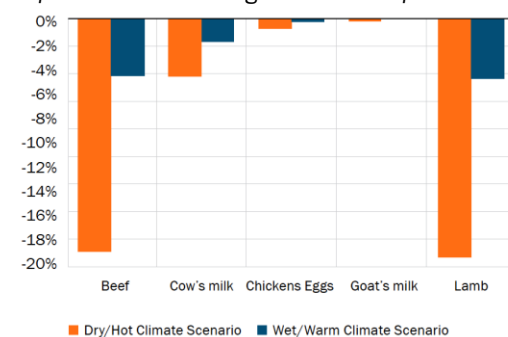
Source: World Bank. 2024. Country Climate and Development Report

30. According to modeling by IFPRI using the International Model for Policy Analysis of Agricultural Commodities and Trade (IMPACT), climate change will have mostly negative effects on food security in Tajikistan. The policy brief shows that by 2050, per capita food availability is projected to slightly decline under the climate change scenario compared to no climate change scenario, and calories per capita availability is projected to fall by about 1.9% by 2050 under the climate change scenario.⁵⁰ Rising temperatures will reduce crop yields, with wheat yields projected to decrease by 13-21% by 2050 across various regions of Tajikistan.
31. Livestock production is particularly vulnerable to climate change impacts. Beef and lamb are projected to be the livestock products most affected, with reductions of around 20% expected by mid-century under dry/hot conditions. The number of people at risk of hunger is projected to decline in both climate scenarios, but considering the effects of climate change, an additional 10% of the population will be at risk of hunger by 2050 compared to non-climate change scenario.⁴⁹ Similarly, while the number of malnourished children is projected to decrease year-to-year in both scenarios, the number under climate change conditions will be 4.4% higher by 2050 than in the no climate change scenario.⁵⁰

Impact of climate change on rainfed crop production



Impact of climate change on livestock production



Source: World Bank. 2024. Country Climate and Development Report

32. Climate change will affect producer, consumer, and overall welfare in Tajikistan. Producers will gain due to higher prices led by population and income growth, although they will compromise own welfare due to yield decline. However, the losses of consumers exceed the gains of producers; hence, overall welfare will

decline due to the effects of climate change.⁴⁹ This imbalance highlights the urgent need for adaptation strategies, including drought-tolerant crops, strengthened capacity for climate adaptation, and investment in climate-smart agriculture technologies.⁵⁰

33. **Agricultural Vulnerability:** Climate change will significantly impact crop yields and livestock production. Wheat, the country's staple crop, could see yield reductions of up to 30% by 2100, with climate change effects already visible in decreased cotton yields of 30-40% in some regions.⁵¹ Beef and lamb are projected to be the most vulnerable livestock products, facing reductions of around 20% by mid-century under dry/hot conditions.
34. Approximately 87% of Tajikistan's pastures now show some degree of degradation, with particularly severe impacts in eastern Khatlon and the lower elevations of GBAO, where carrying capacity has declined by 30-60% over the past three decades. Rising temperatures have disrupted traditional grazing patterns, causing earlier spring vegetation emergence and extended summer dry periods that compromise both feed availability and quality for livestock. The growing season now starts on average 10-15 days earlier than in the 1980s, but summer dormancy due to heat and water stress is extending by 20-25 days in lower elevation areas.⁵²
35. Tajikistan's NDC acknowledges these vulnerabilities, prioritizing adaptation measures in agriculture, water resources, transportation, and healthcare. The country has committed to reducing greenhouse gas emissions by 30-40% by 2030 compared to 1990 levels, while emphasizing that adaptation remains its primary climate priority.
36. **Agricultural Adaptation and Mitigation Priorities:** Tajikistan's agricultural adaptation priorities centre on implementing rotational grazing systems to improve pasture resilience, adapting traditional seasonal migration patterns to changing climate conditions, and establishing community-based governance mechanisms for natural resource management. Water security must be addressed through strategic water point development and solar-powered pumping systems, particularly in remote areas prone to drought. Livestock systems can be made more resilient by preserving indigenous breeds with valuable climate-adaptive traits while implementing balanced crossbreeding programs that combine local resilience with improved productivity. Developing locally adapted fodder systems to bridge the expanding "summer feed gap," adopting conservation agriculture techniques, and improving post-harvest storage and processing are essential to address feed challenges. Mobile veterinary services and climate risk management tools like index-based livestock insurance would further strengthen resilience.
37. For mitigation, Tajikistan should focus on comprehensive herd improvement through better health, reproduction, and genetics to reduce the emission intensity of livestock production. Introducing improved feed formulations and additives can reduce enteric methane emissions while optimizing herd composition and productivity. Manure management presents significant opportunities through small-scale biogas systems that capture methane while providing energy and fertilizer, alongside improved composting facilities and distribution systems. Sustainable feed production systems that minimize losses and build soil carbon are also critical. These interventions are particularly needed in Eastern Khatlon and Western/Central GBAO regions, which face the highest climate vulnerability and limited adaptation capacity. Implementing these measures would simultaneously address Tajikistan's adaptation needs while contributing to emission reduction goals.

Part 2. Institutions and legal framework

2.1 Institutions

38. Key government partners for IFAD's mainstreaming plan in Tajikistan include the Ministry of Agriculture, which is central to agricultural policy and rural development. Its various departments focusing on agricultural research, extension services, and climate change adaptation are crucial allies. The Committee on Environmental Protection under the Government of the Republic of Tajikistan is essential for environmental and climate-related policies and regulations, while the Ministry of Labor, Migration and Employment plays a vital role in gender equality and youth empowerment initiatives.
39. The private sector offers significant partnership opportunities. Agricultural cooperatives and associations, such as the National Association of Dehkan Farms, can help reach farmers at scale. Agribusiness companies and food processors support value chain development and improve market access for smallholders. The private sector in Tajikistan plays a vital role in supporting agricultural development by complementing government efforts and introducing innovative practices to farmers. Private firms contribute to the sector by organizing markets and ensuring the distribution of essential inputs such as seeds, fertilizers, and agrochemicals. Key actors include input supply dealers and agricultural advisory service providers. The key private sector partners demonstrate varying levels of ESC risk management maturity. While larger agribusinesses have established environmental protocols and social safeguards, smaller cooperatives and dehkan farms would benefit from strengthened capacity. A comprehensive approach focusing on technical assistance for ESC policy development, targeted training in environmental impact assessment, and practical guidance in climate-smart agriculture would significantly enhance partners' risk management capabilities.
40. Tajikistan boasts research institutions that provide valuable support to agriculture. The Tajik Academy of Agricultural Sciences leads in agricultural research and innovation. The Tajik Agrarian University offers research support and facilitates knowledge transfer to rural communities through its network of extension services. Regional Development Programs across Tajikistan's provinces play a crucial role in local economic development and are key partners for implementing region-specific strategies.
41. There are two main government institutions focused on women and youth affairs in Tajikistan: The Committee for Women and Family Affairs and the Committee of Youth Affairs and Sports. The Committee for Women and Family Affairs focuses on promoting gender equality, empowering women and ending violence against women and girls. The Committee of Youth Affairs and Sports works to support youth development.
42. Tajikistan has a growing NGO sector relevant to IFAD's work. The Public Organization "Bonuvoni Khatlon" (Women of Khatlon) is active in promoting gender equality and women's economic empowerment in rural areas. The National Association of Small and Medium Businesses of Tajikistan provides implementation support for rural entrepreneurship development.
43. Farmer organizations are central partners for reaching IFAD's target groups. Dehkan Farm Associations represent farmers' interests at various levels. Commodity-specific organizations like the Association of Agricultural Producers are valuable partners for crop-specific interventions.

44. For climate and environment, key partners include: The Committee for Environmental Protection under the Government of the Republic of Tajikistan which is the central body of the executive power of the Republic of Tajikistan and is involved in the implementation of a unified state policy in the field of environment protection, participates in the rational use of natural resources and exercises state control over the protection of the environment and the use of nature; the State Administration for Hydrometeorology, which provides critical climate information and early warning services; and The National Climate Change Center which oversees climate-related programs, making it a crucial ally for aligning IFAD's efforts with national and global climate objectives.
45. In the financial sector, Amonatbank, the state-owned savings bank, is a key player in rural finance. Microfinance institutions like Imon International and HUMO can be partners in developing innovative financial products for smallholders, helping to improve access to finance in rural areas.
46. Despite Tajikistan's institutional framework and increasing financial resources, IFAD's support remains highly relevant for rural development and poverty alleviation in the country. IFAD brings unique expertise in targeting the most vulnerable rural populations, often overlooked by larger development initiatives. Its specialized knowledge in climate-smart agriculture, gender-inclusive rural finance, and youth engagement in agriculture is particularly valuable. IFAD's approach of piloting innovative rural development models through its Community-based Agricultural Support Programme (CASP and CASP+) can inform and enhance national strategies, providing a catalyst for scaling up successful interventions.

2.2 Policy and regulatory frameworks

47. Tajikistan has established a policy framework that addresses many of IFAD's mainstreaming priorities. The alignment of national policies with international commitments provides a foundation for IFAD to work with Tajik partners in advancing sustainable and inclusive rural development.
48. The National Development Strategy (NDS) 2016-2030 emphasizes the interlinkages of strengthening food security with sustainable use of land and water resources, increasing productivity, and reducing the effects of climate change. It aims to "improve the living standards of Tajikistan's population by fostering sustainable economic development" through four strategic development goals: ensuring energy security and efficiency of energy use, improving connectivity, ensuring food security and access to quality nutrition, and expanding productive employment.
49. Tajikistan's Medium-Term Development Program for 2021-2025 operationalizes the NDS with specific actions for agriculture and rural development. Key priorities relevant to IFAD's work include developing small enterprises, enhancing agricultural productivity, improving rural life quality, and creating employment for women and youth. The Program for Agro-Food System Development and Sustainable Agriculture through 2030 focuses on increasing agricultural productivity, improving resource efficiency, and strengthening resilience to climate change.
50. Tajikistan's National Strategy on Enhancing the Role of Women 2021-2030 outlines key priorities for promoting women's rights and gender equality across various sectors, including agriculture and rural development. The strategy emphasizes women's economic empowerment, increased participation in decision-making processes, and improved access to education. Additionally, the country has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and has made efforts to align national legislation with its principles.

51. Tajikistan's National Food Security and Nutrition Strategy 2021-2030 provides a framework for addressing nutrition challenges. It emphasizes the importance of nutrition-sensitive agriculture, food security, and the promotion of healthy diets. The strategy aims to increase domestic food production, improve access to nutritious food, and reduce malnutrition.
52. Tajikistan ratified the Paris Agreement in 2017 and submitted its updated Nationally Determined Contribution (NDC) in 2021. The NDC sets an unconditional target of reducing greenhouse gas emissions by 60-70% of 1990 levels by 2030, with a conditional target of 50-60%. Mitigation efforts focus on expanding renewable energy, enhancing energy efficiency, and modernizing infrastructures. Adaptation measures defined in the NDC target vulnerable sectors like agriculture and water resources, including improved water management, drought-resistant crops, and disaster early warning systems.
53. Tajikistan adopted the National Strategy for Adaptation to Climate Change (NSACC) through 2030 in October 2019 and is currently developing its action plan. The country has also approved the Green Economy Development Strategy (GEDS) for 2023-2037, which identifies adaptation as a key area of focus. The Forest Sector Development Program for 2022-2026 sets quantitative targets to restore more than 15,000 hectares of forests in a manner adapted to local conditions and resilient to climate change effects.
54. In terms of Multilateral Frameworks, Tajikistan is a signatory to several multilateral agreements, including the SDGs, the Sendai Framework for Disaster Risk Reduction, the UN Framework Convention on Climate Change (UNFCCC), and UN Convention on Biodiversity (CBD). The country submitted its Second Voluntary National Review (2023) to the UN, detailing progress on SDG implementation, particularly highlighting efforts in poverty reduction, food security, and climate action.
55. IFAD will continue to play a vital role in Tajikistan's rural development landscape. IFAD's significance lies in its ability to bridge the gap between policy formulation and on-the-ground impact, particularly in remote rural areas where the reach of national programmes may be limited. IFAD's expertise in participatory approaches helps tailor national policies to local contexts, ensuring interventions are responsive to the specific needs of diverse rural communities. As a valuable partner, IFAD pilots innovative approaches within the existing policy framework, providing evidence-based insights for policy refinement. By focusing on these aspects, IFAD adds significant value to Tajikistan's rural development priorities, complementing and strengthening the country's existing policy framework.

2.3 Programmes and partnerships

56. Tajikistan 's development landscape is characterised by a range of ongoing programmes implemented by the government, international partners and civil society organisations. Below is a list of selected initiatives that could provide potential synergies for joint programmes and coordination mechanisms with the new IFAD COSOP.

Project Name	Focus	Timeline	Funding Agency
Agriculture Commercialization Project (ACP)	Agricultural commercialization, value chain development, and market access	2020-2026	World Bank
Tajikistan Resilient Landscape Restoration Project (TRLRP)	restoration, sustainable land management, and climate resilience	2022-2028	World Bank

Project Name	Focus	Timeline	Funding Agency
Food Security and Livelihoods Program	Sustainable agriculture, food security, nutrition, and income generation	2022-2025	German Federal Ministry for Economic Cooperation and Development (BMZ)
Strengthening Institutions and Capacity of the Ministry of Agriculture	Institutional development, policy support, and agricultural statistics	2022-2025	FAO / European Union
Integrated Natural Resources Management in Drought-prone and Salt-affected Agricultural Production Landscapes	Sustainable land management, and climate-smart agriculture, and water resource management	2021-2025	FAO / GEF
Support to Promote Inclusive Economic Growth in Tajikistan's Agricultural Sector	Value chain development, food safety, and market access	2022-2026	FAO / European Union
TERRA: Transforming Ecosystems, Resilience and Rural Advancement	Integrated landscape management, biodiversity conservation, sustainable agriculture, and climate change adaptation	2024-2030	IFAD / GEF

57. For the new COSOP for Tajikistan, IFAD will actively coordinate with government programs, international partners, the private sector, and civil society, building on IFAD's record in knowledge generation to enhance information exchange and foster collaboration. This approach will align with national priorities and ongoing projects, while introducing new perspectives and targeted approaches.

Part 3 - Strategic recommendations

3.1 Lessons learnt

58. The main lessons are summarized as follows:

- i. **Climate Change and Environment:** The Livestock and Pasture Development Project demonstrated the effectiveness of sustainable pasture management techniques in reducing land degradation in mountainous areas of Tajikistan. It also highlighted the importance of water-efficient irrigation systems in drought-prone regions. The Community-based Agricultural Support Project (CASP) showed success in promoting climate-resilient agricultural practices, particularly the introduction of drought-resistant crop varieties, which helped farmers adapt to changing climatic conditions.
- ii. **Gender Equality and Women's Empowerment:** While projects like the Khatlon Livelihoods Support Project included components specifically for women, such as household garden development and food processing training, challenges remained in ensuring women's representation in decision-making processes and economic empowerment. This underscores the need for more comprehensive approaches to gender mainstreaming in future projects. Future investment should bolster support to increase and strengthen women's participation through financial, technical, leadership and managerial trainings. As emphasized during consultations through IFAD supervision missions, challenges are still linked to access to markets and attracting new women participants.
- iii. **Youth Inclusion:** The CASP project included components for young farmers, providing training and start-up support. However, project evaluations noted that

more could be done to make agriculture attractive to youth, such as introducing modern technologies and agribusiness opportunities. During CASP+ design consultations, both young entrepreneurs and government officials pointed to the need for an image shift of farming and the importance of better communicating the opportunities that the agricultural sector presents to attract young talent.

- iv. **Nutrition:** The Khatlon Livelihoods Support Project promoted kitchen gardens and small-scale livestock, contributing to improved household nutrition. However, evaluations suggested that future interventions could benefit from a more explicit focus on nutrition education and awareness and targeted nutrition interventions to promote balanced and diverse healthy diets, particularly in regions with high rates of stunting and malnutrition.
- v. **Rural Finance:** The establishment of community-based savings groups in the CASP project proved successful in providing access to finance, particularly for women. The microcredit component of the Livestock and Pasture Development Project showed promise in supporting off-farm income-generating activities, but its limited reach highlighted the need for more comprehensive rural finance strategies.
- vi. **Value Chain Development:** The CASP project supported several agricultural value chains, introducing improved production techniques and post-harvest handling services. However, challenges in developing robust market linkages emphasized the need for a more comprehensive value chain approach which does not narrowly focus on increasing production in future projects.
- vii. **Institutional Capacity Building:** The Livestock and Pasture Development Project worked closely with local agricultural departments to strengthen extension services. While this improved the reach of agricultural advisory services, ensuring the long-term sustainability of these improvements remained a challenge due to limited public resources and high staff turnover.
- viii. **Rural infrastructures:** Investing in infrastructures, like small-scale irrigation systems and storage facilities as done in the CASP project, enhances productivity and reduces post-harvest losses, contributing to economic development in rural areas. New IFAD projects should ensure that those interventions are climate sensitive to enhance resilience, reduce risks and ensure sustainability.
- ix. **Improved targeting:** Increasing efforts are needed for a more direct targeting of youth and women. Different recommendations have been identified building on past IFAD implementation experiences in Tajikistan: (i) more thorough analysis of intersectionality, and of context-specific needs; (ii) careful assessment of targeting approaches in relation to the project activities and socio-economic profiling; (iii) strong outreach and communication by project staff and local leaders was found to be important for direct targeting and outreach, particularly in the more remote mountain areas of GBAO and the Rasht Valley. Additionally, and although in early stages of implementation, CASP+ community participatory planning is proving to be a successful tool for creating a common village vision, and reaching the poorest and most vulnerable.
- x. **SECAP implementation:** Enhancing coordination between national agencies and local implementing structures regarding social, environment and climate safeguards. Currently, this coordination remains weak, creating gaps in SECAP compliance monitoring and enforcement.

3.2 Strategic orientation

59. The IFAD Country Strategic Opportunities Programme for Tajikistan demonstrates a strong alignment with government priorities and national strategies, particularly in relation to IFAD's mainstreaming areas. This alignment ensures that IFAD's interventions contribute effectively to Tajikistan's development goals while addressing critical areas of rural development.
60. The COSOP aligns closely with the United Nations Sustainable Development Cooperation Framework (UNSDCF) for Tajikistan 2023-2026, particularly in areas related to sustainable and inclusive growth, climate change mitigation and adaptation, and social inclusion. IFAD's focus on rural livelihoods and agricultural productivity contributes directly to these priority areas, supporting Tajikistan's progress towards achieving the Sustainable Development Goals (SDGs).
61. In terms of climate action, the COSOP aligns with Tajikistan's revised Nationally Determined Contributions (NDC 2021) under the Paris Agreement. , which sets an unconditional target of reducing emission by 30-40% and a conditional target of reducing emissions by 40-50% by 2030 as compared to 1990 levels. Tajikistan faces significant challenges in the agricultural sector: while committed to climate action, the country is confronted with balancing food security and nutrition needs with climate objectives, particularly in livestock production which remains a major source of emissions and livelihood for rural communities. Integrating sustainable livestock and pasture management into climate strategies is therefore crucial. IFAD financing could support innovative solutions that reduce emissions, sequester carbon in soils while enhancing livestock productivity.
62. Tajikistan has established a robust regulatory and strategic framework for environmental protection and climate resilience, including key laws such as the Law on Environmental Protection (2011), the Law on State Environmental Expertise (2012), the Law on Protection of Atmospheric Air (2012), the Law on Environmental Monitoring (2011), the Water Code (2000), and the Law on State Sanitary Supervision (1994), supported by legislation on land management and reform. These provide the foundation for pollution control, environmental impact assessments, air quality regulation, and sustainable resource governance. IFAD's COSOP aligns closely with this framework and supports Tajikistan's environmental and climate change strategies through a comprehensive approach that promotes climate-resilient agricultural practices, such as drought-tolerant crop varieties and improved water-use efficiency, particularly important given increasing water scarcity. It contributes to the implementation of the National Strategy for Adaptation to Climate Change (2019-2030), the Green Economy Development Strategy (2023-2037), the National Water Strategy to 2040, and the Forest Sector Development Program (2022-2026), through interventions such as integrated watershed management, pasture restoration, reforestation, and biodiversity conservation. This integrated approach addresses immediate climate and environmental concerns while advancing Tajikistan's long-term sustainability and rural development goals.
63. The COSOP also demonstrates strong alignment with Tajikistan's National Strategy on Enhancing the Role of Women (2021-2030). By promoting women's participation in agricultural value chains, supporting their access to finance and productive resources, and encouraging their leadership in rural organizations and decision-making processes, IFAD's interventions will directly contribute to the country's gender equality objectives. Women's empowerment is crucial for achieving inclusive rural development and ensuring that the benefits of economic growth reach all segments of society.
64. In addressing youth concerns, the COSOP will support Tajikistan's National Youth Policy through interventions that improve employability, livelihood opportunities,

and formal employment conditions through vocational training and skills development, support entrepreneurship in agriculture and related sectors, and promote the use of digital technologies. These efforts are vital for stemming rural-urban migration and addressing the challenges of labour migration to Russia, which has been a significant trend in Tajikistan. This will also entail widening the range of partners for the design of new and relevant approaches to attract and retain young people in the rural economy, such as the Ministry of Labour, Migration and Employment and local vocational training institutions.

65. The COSOP will also contribute to national nutrition goals through the promotion of dietary diversity, support for nutrition-sensitive agriculture, and integration of nutrition education in rural development programs. These interventions align with Tajikistan's Multisectoral Plan of Action for Nutrition (2021-2025) and play a crucial role in improving food security and health outcomes in rural areas, where malnutrition remains a concern. It will also support Tajikistan's efforts to strengthen social inclusion by aligning with the country's evolving legal framework for the rights of persons with disabilities. This includes the implementation of the Law on Social Protection of Persons with Disabilities (2010), the Law on the Rights of Persons with Disabilities (2020), and the Law on Non-Discrimination (2022), which together ensure equal access to services, prohibit discrimination, and promote institutional accountability. The COSOP will promote inclusive rural development by ensuring that persons with disabilities are able to participate fully in and benefit from IFAD-supported activities.
66. The COSOP aligns closely with Tajikistan's agricultural strategies, addressing key areas for sector development. It prioritizes enhancing agricultural productivity through the adoption of improved technologies and practices in both crop and livestock sectors as outlined in the Program for Agro-Food System Development and Sustainable Agriculture through 2030. Additionally, the projects to be developed under the COSOP will focus on strengthening agricultural value chains and market linkages to boost economic outcomes. Interventions could involve the improvement of overall water management, with particular emphasis on water-efficient technologies, small-scale water storage, and climate-resilient infrastructures. This comprehensive approach will aim to modernize Tajikistan's agricultural sector, enhancing its competitiveness while addressing critical challenges in productivity, sustainability, and resilience to climate-related risks.
67. By aligning closely with these national strategies and priorities, the IFAD's new COSOP will ensure that its interventions are well-integrated into Tajikistan's overall development framework. This alignment will enhance the effectiveness and sustainability of IFAD's projects, contributing to long-term rural development, poverty reduction, enhanced resilience and social inclusion in the country.

3.3 Strategic actions and targeting

68. The new Tajikistan Country Strategic Opportunities Programme is aligned with Tajikistan's National Development Strategy, as well as with IFAD's overarching development goal to invest in rural people to enable them to overcome poverty and achieve food security through remunerative, sustainable and resilient livelihoods. To achieve that, it will adopt a holistic approach that addresses key mainstreaming areas: gender, youth, vulnerable communities, nutrition, environment, and climate. The COSOP will aim to catalyse sustainable change and create lasting opportunities for rural communities.
69. **Empowerment of women:** To ensure transformation and expand opportunities, the COSOP will prioritize women's economic empowerment through both agricultural and non-agricultural pathways. In Tajikistan's livestock sector, women perform significant labour but often have limited decision-making power. The program should ensure women's representation in pasture management

committees, village-based organisations and Forest User Groups with meaningful participation, provide targeted training in livestock management and value addition, invest in activities that contribute to reducing their workload (such as provision of machinery) and develop women-led enterprises in dairy processing and other livestock derivatives. This approach addresses the socioeconomic vulnerability of rural women while leveraging their knowledge and potential.

70. **Youth Inclusion:** With high rural youth unemployment and outmigration, the COSOP should create pathways for youth to engage productively in agriculture and related enterprises. Interventions should include skills development in climate-smart livestock practices, digital marketing for agricultural products, and entrepreneurship training. Youth leadership within community-based resource management institutions should be actively promoted, creating opportunities for their meaningful participation and contribution to decision-making processes.
71. **Nutrition Improvement:** The new COSOP should incorporate nutrition-sensitive approaches in agricultural interventions to the extent possible. The COSOP should promote dietary diversity through household production diversity, support milk and dairy value chains to improve protein and micronutrient intake, and incorporate nutrition education into training programs. Special attention should be paid to the needs of children and pregnant/lactating women in vulnerable regions where nutrition deficits are most severe.
72. **Climate Adaptation:** The COSOP should implement comprehensive climate adaptation strategies addressing the severe challenges facing Tajikistan's livestock sector. Climate-smart pasture management should be prioritized through rotational grazing systems that optimize animal distribution across pastoral resources both spatially and temporally. These systems allow vegetation to recover fully between grazing periods, increasing plant diversity and biomass production. Strategic water point development should address both immediate livestock needs and broader landscape management objectives, with well-placed water sources that distribute grazing pressure more evenly across the landscape. Climate-adapted breeding programs should balance the climate resilience of local breeds with productivity improvements from improved varieties, as households with appropriately crossbred animals typically experience 40% less mortality during drought events while maintaining higher productivity. The COSOP should also prioritize climate-resilient feed production systems specifically designed to bridge the expanding "summer feed gap" that has extended by 20-25 days in lower elevation areas.
73. **Climate Mitigation:** The COSOP should address Tajikistan's high emission intensity from livestock production through integrated approaches that simultaneously improve productivity and reduce environmental impact. Improved herd management practices combining better animal health, reproductive management, and genetics could reduce emission intensity by 25-35% while increasing household income from livestock. Enhanced manure management through composting and improved storage facilities can significantly reduce methane emissions while producing high-quality organic fertilizer that increases crop yields. These interventions should be implemented through participatory learning approaches that enable producers to experiment with new techniques in their own context.
74. **Environment and natural resource management:** The COSOP should prioritize environment and natural resource management by addressing land degradation challenges and supporting the restoration and sustainable management of upland ecosystems through locally tailored, climate-adaptive practices. The strategy must emphasize strengthening community-based natural resource management through enhanced Pasture User Unions and Water Users' Associations, while integrating activities such as improving vegetative cover, managing grazing pressure, and reducing soil erosion developed through participatory planning processes. Given

Tajikistan's challenging mountainous geography, local communities must be empowered to manage natural resources effectively, building institutional capacity to ensure longer-term climate resilience and sustainable land management.

75. **Targeting:** The COSOP should target the poorest smallholder crop and livestock farmers, small-scale commercial crop and livestock farmers, as well as micro and small agribusiness entrepreneurs. Across all groups, there should be a strong emphasis on the inclusion of women, especially women-headed households, youth, persons with disability and returning migrants. Women, particularly due to the high outmigration of men from rural areas, are playing an increasingly vital role in agriculture. Rural youth face limited access to finance, productive assets, education, employment, and entrepreneurial opportunities. The COSOP should develop an integrated targeting approach combining geographical targeting, self-targeting and direct targeting for effective outreach to the target group, especially those who are marginalized. Geographic targeting of regions, districts and villages should be prioritized based on the following indicators: (i) poverty rates (ii) population (iii) climate vulnerability (iii) food insecurity and nutrition vulnerability (iv) degraded pasturelands and water scarcity (v) potential for agricultural growth (v) contiguity of project areas for efficient implementation (vi) exclusion of areas with comparable interventions to avoid duplication. (vii) willingness of communities to participate in project activities.
76. To ensure effective implementation, the COSOP should employ participatory planning by engaging target communities in designing specific interventions that reflect their needs and priorities. Strengthening community-based institutions for natural resource management with fair representation of women and youth will enhance local governance. Implementing regular monitoring and feedback systems will allow for adaptive management based on implementation experience. Facilitating ongoing dialogue between government agencies, donors, civil society, and rural people's organizations will ensure alignment of efforts and leverage complementary resources.

3.4 Monitoring

77. Monitoring systems with specific indicators for social and environmental conditions will be set up at program level. An M&E budget will be set up for each project. IFAD will employ a multifaceted approach to monitor the implementation of the new Country Strategic Opportunities Programme for Tajikistan through:
 - Regular Reporting Mechanisms where project implementers provide updates on progress, challenges, and achievements related to the RB-COSOP goals and objectives.
 - Field Visits and Assessments to directly observe project activities, meet with beneficiaries and stakeholders, and evaluate progress on the ground.
 - Performance Indicators and Targets, allowing for quantitative measurement of progress and impact over time.
 - Mid-Term and Completion Reviews to assess the effectiveness and efficiency of COSOP implementation, identify lessons learned, and make necessary adjustments.
 - Stakeholder Consultations, including government agencies, implementing partners, civil society organizations, and beneficiaries, to gather feedback and ensure alignment with local priorities.
 - Financial and Budgetary Oversight to ensure resources are utilized effectively and in accordance with the COSOP objectives.
 - Knowledge Sharing and Learning opportunities among project stakeholders to exchange best practices, innovative approaches, and lessons learned from COSOP implementation.

- Risk Management to identify potential risks and challenges to COSOP implementation and develop mitigation measures accordingly.
78. While the specific indicators will be informed by specific project target groups and activity, the general proposed indicators will include the following: gender and youth with sex and age disaggregated data on access to training opportunities, leadership positions and decision-making roles, ownership of productive resources etc.; nutrition with the % of women reporting minimum dietary diversity (MDDW); environment and climate with number of groups supported to sustainably manage natural resources and climate-related risks, hectares of land brought under low emissions and climate-resilient management, % of households reporting adoption of environmentally sustainable and climate-resilient technologies and practices - Indicator and number of tons of greenhouse gas emissions (CO₂e) avoided and/or sequestered.

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Fragility assessment note

Tajikistan is not in the World Bank's List of Fragile and Conflict-affected Situations for FY 2025.

Agreement at completion point

There is no recent CSPE conducted for Tajikistan and hence no CSPE completion agreement for the previous COSOP.

COSOP preparation process

1. Consultative and Inclusive Approach

The design of the Tajikistan Country Strategic Opportunities Program (COSOP) 2026–2030 was characterized by a highly consultative and inclusive process, led by the IFAD Country Director for Tajikistan. Preparation was led by a 11-member hybrid COSOP design mission. The formulation process was participatory, engaging a broad spectrum of stakeholders including representatives from government such as the Ministry of Finance, Ministry of Agriculture, Committee on Environmental Protection, Committee on Food security, Ministry of Economic Development and Trade, etc. The mission also met smallholder farmers' organizations, the private sector, civil society, and development partners—such as the World Bank, the Asian Development Bank, JICA, the United Nations agencies such as FAO, UNDP, etc. This approach ensured that diverse perspectives informed the COSOP's strategic direction and alignment with national priorities

2. Field Mission and Stakeholder Engagement

The COSOP field mission was conducted from 3–19 April 2025. Throughout the mission, the team held meetings with a wide range of stakeholders, listed in Table 1. These individual and group consultations focused on discussing the overall strategic orientation of the country program, key strategic objectives and outcomes, and their coherence with Tajikistan's national strategies. The participatory nature of these engagements was instrumental in ensuring the COSOP's relevance and responsiveness to stakeholder needs.

Field Visits – Table 2 were conducted in regions with active IFAD-supported projects. These visits included direct engagement with Water Users Associations (WUAs), Pasture User Unions (PUUs), women's agricultural groups, and youth groups. The mission's approach provided valuable, first-hand insights regarding the persistent challenges within Tajikistan's rural development landscape. The mission met with over 250 women and men actively involved in the crop and livestock sector. The mission also visited women entrepreneurs who were involved with dairy processing such as Chakka and cheese. Markets at the district level markets were also visited where the mission met with suppliers of key inputs such as livestock feed and wholesalers of dairy products and those selling their produce. Meetings were held with nearly 100 young people in the Khatlon Oblast. There is a widespread shortage of high-quality seeds, seedlings, and planting materials. Meetings were also held with local banks who were providing loans to small holders and rural entrepreneurs.

3. Knowledge Base and Analytical Inputs

During stakeholder meetings, additional interviews were conducted with subject matter specialists to establish a robust knowledge base for the COSOP. A Social, Environmental, and Climate Assessment Note was prepared separately based on a detailed review of secondary information and the key country documents for an understanding of fragility and vulnerability to climate risks. The mission also reviewed the analytical studies conducted by the World Bank, the Asian Development Bank, FAO, etc for a better understanding of rural poverty and agriculture sector issues. Meetings were held with the Pasture Ameliorative Trust for an understanding of pasture issues and livestock specialists at the SE-PMU and FAO for assessing the challenges in the livestock sector.

Table 1. List of meetings:

Name	Position	Organisation
Nigina Anvari	First Deputy Minister	Ministry of Agriculture of the Republic of Tajikistan
Fayzimahmad Amonov	Head of the International Department of the Ministry	Ministry of Agriculture of the Republic of Tajikistan
Shukurzoda Isfandiyor	First Deputy Chairman	Committee on Environmental Protection under the Government of the Republic of Tajikistan
Junaidzoda Muhibullo	Director of CEP CIIP	Committee on Environmental Protection under the Government of the Republic of Tajikistan
Turakul Murodov	Head of Project Implementation Group and NDA Secretariat	Committee on Environmental Protection under the Government of the Republic of Tajikistan
Farrukh Yusufzod	First Deputy Chairman	State Committee on Investment and State Property Management
Khasan Kurbonzoda	Head of Investment Department	State Committee on Investment and State Property Management
Yusuf Majidi	First Deputy Minister	Ministry of Finance of the Republic of Tajikistan
Dilshod Sharifi	Second Deputy Minister	Ministry of Finance of the Republic of Tajikistan
Zavqizoda Zavqi Amin	Minister	Ministry for Economic Development and Trade
Jovid Ikromi	Development Department Specialist	Ministry for Economic Development and Trade
Akhadzoda Bakhodur	Head of the International Department of the Ministry	Ministry for Economic Development and Trade
Rano Karimzoda	First Deputy Chairman	Committee on Food Security under the Government of the Republic of Tajikistan
Ismoil Andamov	Head of the Department of Veterinary and Breeding Supervision	Committee on Food Security under the Government of the Republic of Tajikistan
Khofiz Mukimzoda	Epidemiology and public health specialist	Committee on Food Security under the Government of the Republic of Tajikistan
Nazarali Safarov	Director	Pasture Meliorative Trust
Firuzmukhammad Saidzoda	Director	Business Incubator Tajikistan
Lola Afonina	Director of Business Incubator Space in Dushanbe	Business Incubator Tajikistan
Lazima Onta-Bhatta	Resident Representative	UNDP in Tajikistan
Umed Vahobob	Climate change, Energy and Environment Team Leader	UNDP in Tajikistan
John Riordan	Mission Director	USAID
Mukhiddindzhon Nurmatov	Project Management Specialist, Economic Development Office	USAID
Kishwar Abdulalishoev	General Director	Aga Khan Development Network
Najmiddin Gulomiddinov	Program Manager	Aga Khan Development Network
Mukhae Khosabekova	Project Manager	Aga Khan Development Network
Yodgor Qonunov	Technical Expert, agriculture and Food Security	Aga Khan Development Network
Ozan Sevimli	Country Director	World Bank Tajikistan Country Office
Hazem Ibrahim Hanbal	Senior Agriculture Economist	World Bank Tajikistan Country Office
Sana Zia	Senior Social Development Specialist	World Bank Tajikistan Country Office
Alisher Rajabov	Senior Economist	World Bank Tajikistan Country Office

Aghasi Harutyunyan	Country Director	FAO
Ibrohim Ahmadov	National Technical Officer of FS and nutrition	FAO
Ko Sakamoto	Country Director	ADB
Matthias Leitner	Natural Resources & Agriculture Economist	ADB
Ganjina Fazilova	Program Manager	ADB
Imai Seiju	Chief Representative	JICA
Yoshida Maki	Project Formulation Advisor	JICA
Kikuchi Takeshi	Representative	JICA
Shohrukh Atoev	Program officer in charge of Agriculture sector	JICA
Nosirjon Sattorov	Livestock specialist	FAO
Marian Wojciech Szymanowicz	Project Manager for Groundwater Management	Helvetas
Zurab Jincharadze	NWRM Project Manager	Helvetas
Wulf-Hendrik Goretzky	Head of Agriculture Program	GIZ
Isfandier Abdullo	Country Director	Accelerate Prosperity
Zarina Boboalieva	Coordinator	REMIT PRIME Program
Pavel Shust	Regional coordinator	REMIT PRIME Program
Parvathy Ramaswami	Resident Coordinator	UN RC office
Odil Tokhirov	Livestock specialist	State Enterprise «Project Management Unit «Livestock and Pasture Development»
Bahrom Mirzoalizoda	Director	State Enterprise «Project Management Unit «Livestock and Pasture Development»
Narzimurod Kholov	CASP+ Coordinator	State Enterprise «Project Management Unit «Livestock and Pasture Development»
Farrukh Azimov	Chief Procurement Specialist	State Enterprise «Project Management Unit «Livestock and Pasture Development»
Jamshed Sattorov	Director	State institution "Project implementation Unit for Access to Green and Rural Development Finance" under MoF
Komron Kosimi	Project Coordinator	State institution "Project implementation Unit for Access to Green and Rural Development Finance" under MoF
Javokhir Kavmiddinov	Head of the International Department	State institution "Project implementation Unit for Access to Green and Rural Development Finance" under MoF
Bank Representatives	Specialist of Department of Credit and Development	Bank Eskhata Bank Imon International Bank Humo Bank Arvand Bank Agroinvestbank

Table 2. Field Visits:

Representatives and members organization	Venue	Purpose of visit , events and meetings
Small farms	Eshbek Sattor Jamoat	Meeting with the Jamoat leaders and members of several smallholder farms
	Jilikul Jamoat	Meeting with women – 20 people and youth – 20 people
Dusti district	District meeting hall	Meeting with a representative of the district government, a district department of the environmental protection committee, forest unit, employees of the district agricultural department - veterinarian, livestock specialist, agronomist and representative of the land reclamation department, and leaders of water user associations , the district department of committee on women and youth Affairs .
Representatives of international/national organizations, NGOs	District center	Meeting with representatives of international/national organizations, NGOs
Jamoats	Jilikul Jamoat	Meeting with Jamoat leaders and village heads
District market	20 Solagii Istikloiyati Tojikiston Jamoat	Meeting with market representative and traders. Meeting with livestock and feed sellers
District market	Meeting place	Brief summary of the Mission members after the meeting at the market
Visit VO's, a village supported by IFAD	Shahdrez Village	Meeting with the heads of the VOs in the areas of activity of the CASP Meeting with members of VO's and introduction with activities using agricultural machinery, Common Interest Groups on poultry farming, canning of agricultural products, and greenhouses). VO's mobile office and documentation works arrangements.
Jaihun district	District	Meeting with a representative of the district government, a district department of the environmental protection committee, forest unit, employees of the district agricultural department - veterinarian, livestock specialist, agronomist and representative of the land reclamation department, and leaders of water user associations, the district department of committee on women and youth Affairs.
Jamoat	Dusti Jamoat	Meeting with head of Jamoats and leaders of villages. Beneficiaries supported by other NGOs and donors in this area.
District market	District	Meeting with local market representative and traders. By way, visit the place/area of dairy production sellers and wholesale buyers.
Bank branches in the district	District	Meeting with some local (branch) bank managers of the district
VOs	Vakhsh village	Meeting with the heads of the local self-government bodies in the regions of activity of the CASP activity as Agricultural and road construction machinery. Visit the sites of Common interest Groups (CIGs) like as livestock breeding and cultivation of agricultural products.
Small farms		Meeting with the leaders and members of several smallholder farms. 20 participants

South-South and Triangular Cooperation Strategy

I. Introduction

1. As the world's global fund for investment in food and agriculture, IFAD has a unique role to play in promoting and facilitating mutually beneficial exchange among developing countries to support more resilient and inclusive rural livelihoods. IFAD has a track record of over 40 years in achieving results and impact for the world's poorest and most vulnerable rural people. IFAD builds its strength and competence not only on its own operations, but also the knowledge and experience of its members. Promoting the exchange of best practices, lessons learned and conducive policies, especially among developing countries, is at the core of IFAD's approach to best serve the needs and demands of Member States in transforming their agriculture sectors, rural economies and food systems.
2. The steady rise of developing countries in terms of population size, economic output and political weight has contributed to an increase in the volume of South-South cooperation and the role IFAD can play. Many former beneficiary countries of development assistance have established dedicated development cooperation agencies to ensure they too are able to support other developing countries. For many developing countries, cooperating with and providing support to fellow developing countries, and sharing development experiences with them, is an expression of solidarity. The COSOP will pursue these opportunities both in dissemination of lessons from Tajikistan's development experience and in sharing lessons from the region and other similar contexts with the country.

II. Opportunities for rural development investment promotion and technical exchanges

3. When secured, SSTC funds will be used to strengthen the capacity for research and analysis and share the lessons that emerge regarding the institutional aspects of pasture governance and monitoring of improvements in landscape restoration, biodiversity and monitoring of mitigation impacts.
4. Opportunities for South-South and Triangular Cooperation in the country have been identified in several areas. In dairy production, learning routes and exchanges can be planned with a new IFAD project in Uzbekistan (DVCDP II) which has a climate-smart focus at primary production level and aims to increase market access and added value for small-holders. In particular, efforts in animal health (paravets/community animal health workers) and on feed and fodder are relevant to Tajikistan.
5. In Kyrgyzstan, IFAD's portfolio has supported the government in improving governance of pastures and implementing sustainable grazing management. A new project (LPDP III) will continue these efforts and lessons learnt would benefit Tajikistan. In addition, IFAD has kicked off a global grant to support countries make better use of remote sensing information in the context of investment projects (CAPEO), which would help Tajikistan assess the state of pastures and monitor the impact of restoration activities.
6. Finally, IFAD is helping the government of Lesotho to access certification (such as the Responsible Mohair Standard) for the Wool and Mohair value chains as part of the WaMCoP project. Lessons learnt and experience from this project could be adapted to improve access of the Tajik fibres to international markets for more added value.

III. SSTC engagement rationale

7. As countries advance in their individual social and economic development, their need for differentiated development assistance evolves. Increasingly, development cooperation between countries is being leveraged to complement the traditional North-South model including official development assistance financing and technical assistance. South-South cooperation is a manifestation of solidarity among developing countries that contributes to their national well-being, their national and collective self-reliance and the attainment of the Sustainable Development Goals (SDGs) in accordance with national priorities and plans. As a result, South-South cooperation is of growing interest to developing countries as an instrument to share knowledge, technology and resources, to inform policy and to strengthen international cooperation. Triangular cooperation complements and adds value to South-South cooperation by enabling requesting developing countries to source and access more, and a broader range of, resources, expertise and capacities that they identify as needed to achieve the SDGs.
8. SSTC is particularly relevant for agricultural and rural development, as developing countries are characterized by similar development pathways, which often feature agriculture as an important driver of economic growth and employment. Building on the outcomes of the 2021 United Nations Food Systems Summit, SSTC can be leveraged to support national pathways for sustainable food system transformation. Building on progress achieved during IFAD10 and IFAD11, IFAD's new strategy on SSTC proposes a more systematic approach to capture and disseminate knowledge and results, invest in staff capacity and incentives, mobilize financial resources and monitor progress and results.

IV. Partnerships and initiatives

9. Partnerships are central to IFAD's SSTC work. The Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) are close IFAD partners in this regard: at the country level, the three agencies are piloting a number of joint SSTC programmes. The country programme will assess what it has learnt from its country experience regarding animal tagging, digital agriculture, pasture management, school feeding, agriculture mechanization, etc. International financial institutions (IFIs) and multilateral development banks are also devoting increased attention to SSTC activities. IFAD and IsDB signed a memorandum of understanding in 2020 to strengthen collaboration between the two institutions, including on SSTC.
10. In Tajikistan, IFAD will also explore opportunities of partnership with the Asian Development Bank and the World Bank which are both in the process of designing new projects. The ADB project is investing in a new Digital Agriculture Management for Improved Food Security Project. The project will focus on strengthening the enabling environment for pasture management by focusing on updating key legislative frameworks and decrees such as drafting revisions and updates to the Law on Identification of Animals, and the Law on Licenses for Veterinarians. This will lead to a more private sector-driven service delivery system that will further enhance the effectiveness and productivity of the sector. In addition, ADB will focus on the establishment of a digital livestock management platform for enhancing the health of animals. A digital livestock management platform will be developed to enhance both livestock management and pasture restoration. The platform will be a comprehensive digital repository and database that will introduce a novel identification system for herders, providing them with access to a suite of services. The services include (i) competitive fertility solutions through public and private providers, (ii) digital veterinary services, and (iii) access to a chip-based identification system for animals that ensures traceability and safeguards against fraud in livestock transactions.

V. Conclusion

11. In keeping with the IFAD12 business model that envisions positioning SSTC as an instrument to assist Member States in addressing food insecurity and rural poverty and transforming food systems, the country programme in Tajikistan will be poised to identify resources of financing for SSTC. The country programme will adopt an adaptive approach to “doing development”, which emphasizes the ability to learn, respond and adapt. The country programme will assimilate its learning and share with regional countries which are dealing with many issues similar issues to what Tajikistan is experiencing because of their common legacy. The issues that will be explored are regarding pasture management, livestock productivity and modernization in the agriculture sector through use of digital technologies.

Financial management issues summary

FINANCIAL MANAGEMENT ISSUES SUMMARY – COSOP



COUNTRY	Tajikistan	COSOP PERIOD	2026-2030
A.COUNTRY FM ANALYSIS			
Country Disbursement Ratio (rolling-year)	9.3 %		
Unjustified Obligations: - Outstanding Ineligible Expenditure - Outstanding Advances (Projects in Closed Status)	N/A		
PBAS Available allocation (IFAD 13) :	Total Allocated Amount US\$ 19 721 000; (PBAS allocation US\$ 18 921 000 and Additional Climate Contribution US\$ 800 000)		
BRAM access	No		
Country income category	LMIC		
Transparency International (TI) The Republic of Tajikistan ranks 164 (out of 180 countries) according to 2024 TI’s Corruption Perceptions Index (CPI) with a score of 19/100 which converts to High risk on IFAD 4-point risk scale. The CPI score and the country ranking have fell back compared to 2023 score of 20 and ranking of 162. Over the last ten year, Tajikistan had high risk rating based on the CPI score. These scores underscore the need for continued efforts to strengthen anti-corruption measures, enhance transparency, and build robust institutions to improve governance and public trust in Tajikistan.			
PEFA The last (PEFA) for Tajikistan was conducted in 2021 and published in 2022. The assessment aimed to establish a baseline for the Public Finance Management Reform Strategy (PFMRS) through 2030 and to identify areas for improvement in PFM practices. Key areas for improvement included (i) enhanced debt management and comprehensive assessment of fiscal risks to support greater fiscal discipline; (ii) more transparent, rules-based, and predictable intergovernmental fiscal relationship; (iii) building a performance culture that holds public sector managers accountable for expenditure results; (iv) developing effective internal financial control arrangements and enhancing the management of the public sector payroll; (v) improving the quality and efficiency of the public investment system for sustaining high growth and improving living standards.			
IMF debt sustainability analysis Tajikistan's public debt is considered sustainable, anchored by the government's commitment to maintaining a medium-term fiscal deficit target of 2.5% of GDP. Despite sustainability, the risk of debt distress is high, particularly due to significant debt service obligations, limited export earnings, limited fiscal buffers and vulnerability to external shocks. Fiscal space is limited because of the large public investment needs which poses challenges to funding critical social and development expenditures. Key policy recommendations included (i) enhancing revenue collection and rationalizing tax exemptions to increase fiscal space; (ii) diversifying financing sources, including issuing government securities at market-based rates, to help manage debt risks; (iii) improving monitoring and governance of State-Owned Enterprises to mitigate fiscal risks; (iv) enhancing exchange rate flexibility and strengthening monetary policy frameworks to support economic resilience. These measures are part of Tajikistan's 22-month Policy Coordination Instrument (PCI) program with the IMF, aimed at maintaining macroeconomic stability and fostering inclusive growth.			
External debt and GDP Overall, Tajikistan's external debt has remained relatively stable over the past year (approximately \$3.2 billion, 89% of the country's total public debt of \$3.6 billion as of January 2025). with improvements in the debt-to-GDP ratio (25.2% in early 2025 compared to			

30.2% in early 2024). This decline is attributed to robust economic growth, with the country's GDP expanding by 8.4% in 2024. The government has maintained a consistent repayment schedule, with no reported arrears to international financial institutions or bilateral creditors.

Public Financial Management

Public Financial Management (PFM) in Tajikistan has undergone a series of reforms over the past two decades, with some progress achieved, particularly in budget planning and fiscal transparency. However, significant challenges remain especially in budget credibility & execution, public investment management, procurement systems, internal & external audit, transparency & accountability, fiscal risk management and capacity constraints.

Accounting and financial reporting challenges include delays in reporting, lack of comprehensive financial statement disclosures, and deficiencies in internal control systems within state-owned enterprises (SOEs). In 2021, the Ministry of Finance (MOF) approved a roadmap for the application of international accounting standards in the public sector for 2020–2025. This roadmap aims for a phased transition to a modern accrual-based accounting system based on IPSAS, enhancing transparency, accountability, and the quality of financial and budget management.

From 2018 onwards, the Chamber of Accounts (CoA), began aligning its audit methodologies with INTOSAI standards, introducing new audit types such as Compliance audits (verifying adherence to legal and regulatory requirements) and Performance audits (assessing efficiency, economy, and effectiveness of government programs). While progress is evident, the CoA still faces limitations in terms of operational independence, staffing, and the full application of audit recommendations.

Diagnostics & Use of Country Systems

Organization & Staffing. Tajikistan has strengthened staffing structures in core financial functions, especially within the MoF. For future IFAD projects, it is foreseen to include the Project Implementation Unit (PIU) under the MOF in the project implementation to lead on activities related to Market Access and Value chains. The PIU plays a central role in managing and overseeing externally funded development projects and acts as a bridge between the government, IFIs, and development partners to ensure effective project delivery, financial accountability, and alignment with national priorities.

Budgeting. While IFAD projects are recognized and implemented in coordination with the Ministry of Agriculture (MOA), they are not systematically integrated into the MOA's Medium-Term Expenditure Framework (MTEF) and annual budget cycle. Their full integration into the MTEF and annual budget cycle remains a work in progress with ongoing reforms aimed at achieving comprehensive inclusion of all investment projects in the country's budgeting framework.

Flow of funds. The Treasury Single Account (TSA) primarily encompasses domestically funded government expenditures, nevertheless, there is a growing trend towards incorporating externally funded projects into this system which could be explored for IFAD future projects.

Accounting. Tajikistan is in the process of transitioning to accrual-based accounting in line with IPSAS. Progress has been made with the development of national public sector accounting standards. IFAD projects are already following IPSAS cash basis, further alignment and harmonization with the government systems to be explored for future IFAD projects.

Audit. The Audit Chamber of the Republic of Tajikistan, serving as the country's Supreme Audit Institution (SAI), is mandated to conduct external audits across a broad spectrum of public sector entities and activities. IFAD projects are subject to ex-post review by the Accounts chamber and by the Agency for State Financial Control and Fight with Corruption of the Republic of Tajikistan. IFAD projects external audit is conducted by private audit firms.

Lending terms applicable during the COSOP

As a LMIC in high risk of debt distress, the Republic of Tajikistan has access only to PBAS through grants as per IFAD financing terms for 2025.

Risk classification of the country – COSOP FM risk

Based on the results of the country PFM strategic analysis, the risk classification of the country - COSOP FM risk is High.

B.PORTFOLIO – LESSONS {Strengths and Weaknesses}

Existing Portfolio:

Project	Project Status	%Disbursed of all financing instruments	Project FM inherent risk rating	Performance Score: Quality of Financial Management	Performance Score: Quality & Timeliness of Audit	Performance Score: Disbursement Rate	Performance Score: Counterpart funds	Completion date
CASP+	Available for Disbursement	6.36	High	Moderately Unsatisfactory	Not Applicable yet	Unsatisfactory	Moderately Satisfactory	29/06/2030

Recurrent risk on the existing portfolio

Strengths of the Portfolio includes easiness of opening designated accounts, timely receipt of government contribution, proper segregation of duties and payment authorization processes, use of IPSAS cash basis is a step towards harmonized financial reporting, timely submission of audit reports for previous closed projects.

Challenges of the portfolio includes weak leadership by the responsible PMU (SEPMU) which affects the timeliness & effectiveness of the decisions, inconsistency in Human resources procedures and function at SEPMU, low salary scale of project staff as determined by the government, overestimated budget & plan, difficulties to integrate the internal audit functionality in a systematic way, in addition to that, accounting software set-up, bookkeeping & documentation readiness has been affected for CASP+ due to the absence of finance staffing and delays in management decisions to fill the vacancies.

Mitigation measures enhance the Project Steering Committee (PSC) role in supporting and overseeing the SEPMU leadership, policy dialogue with the government to advocate for flexibility in donor-funded project salary scales, aligning budget with implementation capacity, standardize the recruitment process at SEPMU with clear HR guidelines, coordinate with the Ministry of Finance's Internal Audit Department to integrate country systems where possible.

Lessons learnt: (1) ensure robust and consistent human resources procedures are followed by the SE-PMU and included in the PIM at design, the HR procedures should clearly provide instructions of handover, recruitment process and short-term vacancy cover; (2) in case of multiple PMUs, identify activities for each unit under separate sub-components or components; (3) in case of multiple PMUs, conduct regular joint PMUs planning and budget monitoring sessions; (4) define interim outputs at start-up to help the PMUs in the implementation acceleration.

Prepared by: Alaa' Abdelkarim

Date: 21/04/2025

Procurement risk matrix

Part A country level

IFAD PRM - Part A Country Level

1. The Public Procurement Law (PPL) of 2006, as amended on April 16, 2012 did not contain a clear provision exempting public procurement financed by International Financial Institutions (IFIs) from the PPL. The draft new PPL was developed in 2021 by financing of EBRD and WB, providing a more satisfactory legal framework following good international practices and it was adopted in March, 2023. Nevertheless, a new law still has critical gaps in compatibility with IFAD's applicable Procurement Guidelines and procedures. Therefore, the AMAL Project will adopt IFAD Procurement Guidelines.

2. Transparency International's Corruption Perception Index ranked Tajikistan 162 out of 180 countries in 2023, with the awarded score of 20. There are Laws "On Anti-Corruption Enforcement" and the "Strategy for Counteracting Corruption in the Republic of Tajikistan for 2013-2020" and a new anti-corruption strategy presently is under development. However, implementation of the mentioned program documents is subject to improvement, with an emphasis on quality and analytical components. The full range of fraudulent and corrupt practices is presently not covered under the legislative framework and accountability, transparency and oversight arrangements are inadequate to safeguard the integrity of project procurement and contract execution.

3. Procurement Risk Matrix (PRM) - Part A Country Level assessment below defines Inherent and Net Risk as Substantial. The next main actions should be planned to mitigate risks, in particular: (1) Develop a Project Implementation Manual to mitigate the inconsistency of a national procurement manual is necessary; (2) Use and follow IFAD Procurement Guidelines and Procurement Handbook; (3) The terms, procedures, and responsibilities as clearly specified in the revised "IFAD Policy on preventing fraud and corruption in its activities and operations" should be strictly followed; (4) IFAD's Anti-corruption hotline to be disseminated in all bidding documents; (5) When considering the requirements of the National legislation, the procurement shall be conducted in a way that does not negatively impact on IFAD's procurement procedures.

Based on MAPS II – ASSESSMENT OF NATIONAL PROCUREMENT SYSTEM

Indicator # and Sub-Indicator #	Sub-Indicator Description ⁵⁷	Findings regarding possible non-compliance with IFAD PPF	Inherent Risk of non-compliance with Project Objectives & IFAD PPF	Proposed Mitigation measure/s	Net Risk (taking only fully implemented and effective mitigation measures into account, otherwise the net risk should

⁵⁷ The Indicators and Sub-Indicators are extracted from OECD-MAPS II of 2017 in order to harmonize with other MDBs and to save time and effort in conducting Part A assessments in case a recent MAPS II assessment has been conducted for the borrower's country system. The criteria to be applied in assessing each Sub-Indicator are those of OECD-MAPS II.

					be identical to the inherent risk)
Consolidated Findings at Country Level		The draft new PPL was developed in 2021 by financing of EBRD and WB, and it was adopted in March, 2023. The public procurement system in Tajikistan shows promise with a clear institutional framework, centralized management by the Agency on Public Procurement, and competitive processes. However, it faces challenges such as outdated manuals, inaccessible regulations, non-operational e-procurement platforms, and confidentiality in audit reports. Limited use of the e-procurement system, lack of comprehensive data, and insufficient emphasis on contract management further complicate the system. Despite measures to promote accountability and transparency, bureaucratic inefficiencies and high corruption risks remain prevalent, hindering effective oversight and enforcement. specialists should be established. The analysis of the performance in practice of the procurement system faces methodological problems related mainly to the lack of comprehensive, reliable data. The anti-corruption institutional setup and strategy are in place, but the effectiveness of the same cannot be assessed for absence of reports and data.	S	The Project should strictly adhere to IFAD's guidelines, ensuring immediate notification of complaints and appeals, and coordinating their resolution. Ethics and anti-corruption measures must be in place, with all bidding opportunities highlighting IFAD policies and reporting hotlines. Self-certification should be consistently applied, and standard templates used. Allegations of fraud or corruption will be scrutinized by IFAD, and reporting hotlines must be accessible to all stakeholders. Procurement guidelines, handbooks, and manuals should be followed, with bid opportunities posted online for equal participation. Staff should be trained on evaluation criteria, contract management, and dispute resolution, with records retained using the OPEN and CMT systems. Emphasis should be placed on enhancing staff coordination and adherence to IFAD and SECAP standards for community participation and sustainability.	S
Pillar I - Legal, Regulatory and Policy Framework					
1.1.	The public procurement legal framework achieves the agreed principles and complies with applicable obligations.				
1(a)	Scope of application and coverage of the legal and regulatory framework	Law 365 of 15/3/2023 updates public procurement system in Tajikistan. The law applies to all public funds' procurement except donor-funded and PPP. It applies to	M	The following critical issues should be duly considered in setting the priorities for further reform of the public procurement system, as follows:	M

		1) budgetary institutions; 2) government agencies; 3) state owned enterprises; 4) organizations and institutions established by the Government of the Republic of Tajikistan, public and administrative authorities; 5) utilities financed from the local or republican budget; 6) self-government bodies of settlements and villages; 7) state trust funds; 8) joint-stock companies and other business entities in which more than 50 percent of shares or portion is owned by the state; 9) public and administrative authorities, state organizations, institutions or enterprises that manage funds received into their accounts from the owners of these funds; 10) branches and (or) representative offices of the above legal entities; 11) state banks. The 2018 report by the Agency states that 757 of the above entities do not coordinate their procurement with the Agency or through the portal.		- completing and harmonizing the legal and institutional framework; - strengthening and promoting the procurement profession;	
1(b)	Procurement methods	1) open tendering; 2) two-stage tender; 3) request for quotations; 4) request for proposals for the provision of consulting services; 5) competitive negotiations; 6) direct procurement; 7) electronic reverse auctions;	H	Following gap analysis between the national and IFAD procurement frameworks, the Project shall adopt IFAD procurement rules and procedures	H

		8) framework agreement procedure.			
1(c)	Advertising rules and time limits	Tenders are published on the single public e-procurement portal, as well as in other mass media specified in the rules of public procurement procedures applicable to procurement, including in the international sources, if necessary in accordance with international treaties recognized by Tajikistan	M	The Law shall clearly specify the time limits for different procurement methods and procedures	M
1(d)	Rules on participation	Article 24 of the Law sets the eligibility criteria and prohibits using any restrictive criteria except on rule of origin if mandated by Law/Regulation.	L	Reduce exceptions that allow for non-competitive procurement. The Project shall adopt IFAD procurement rules and procedures	L
1(e)	Procurement documentation and specifications	The law is silent on standard specifications and mentions the need to use standard procurement documents. There is only a single SPD in Tajikistan used in all forms of procurement. Article 19 of the law requires specifications to be objective "if possible". Specifications should not be restrictive.	H	The Project will use IFAD SPDs and will follow IFAD Handbook guidance on specifications and TORs.	H
1(f)	Evaluation and award criteria	Award is to the most advantageous bid based on either 1) price of the bid; or 2) non-price criteria related to costs not associated with the price of the bid (such criteria as overall life cycle costs, that are or can be expressed in monetary terms), as well as any other non-price criteria, including mandatory criteria which are evaluated on a pass/fail basis, and ranking criteria which are evaluated on the basis of scores.	L	Develop comprehensive rules, guidance and training material for the use of evaluation award criteria other than the price, emphasizing value for money and sustainability and complement it with the necessary training. In particular, The evaluation of proposals shall prescribe a merit point system for proposals that comply with SECAP requirements.	L
1(g)	Submission, receipt and opening of tenders	Bids must be safe-kept until opening date as prescribed. Opening shall be immediately after deadline.	L	Electronic web portal shall ensure the complete confidentiality of the process, as well as full transparency of the relevant decisions.	L
1(h)	Right to challenge and appeal	Bidders have the right to appeal a decision to the procuring entity, the Interdepartmental Board of Grievances or the court. The law is silent on the right of entities other	H	IFAD will require compliance with publication procedures so as to allow transparency of information and the	H

		than bidders (e.g. interested parties that decided not to bid).		possibility of complaints and benefit from standstill periods before the award of contracts Also, regular monitoring alongside IFAD supervision missions and prior review will also make it possible to detect any deviation and to recommend compliance with procedures.	
1(i)	Contract management	The Law Art. 39 is vague: it states that performance guarantee up to 10% may be requested unless there is already an advance guarantee; the advance guarantee can be up to 0% of the advance payment.	H	Contract management shall align with IFAD forms of contract and The Project needs to engage in rigorous management of their contracts.	H
1(j)	Electronic Procurement (e-Procurement)	The Law foresees the use of an e-procurement platform but this is not operational yet (May 2024). https://eprocurement.gov.tj/ is the portal where announcements and results are published.	H	The Project must publish GPN, SPN, REOI, PQQ, Awards, etc. on their websites.	H
1(k)	Norms for safekeeping of records, documents and electronic data.	The Law is silent on procurement record keeping for archival and publicity purposes. Statistical, analytical and audit reports on procurement is not accessible. However, notices and overall statistics are accessible at: https://eprocurement.gov.tj/	S	It is recommended to establish security protocols to protect records (physical and/or electronic). Records retention should be 10 years. An assessment of the electronic procurement system and backup strategy should be done.	S
1(l)	Public procurement principles in specialised legislation	- rational use of public resources, cost-effectiveness and efficiency in the implementation of public procurement; - competition under the transparent public procurement procedures; - equality and fair treatment of all bidders, as well as suppliers (contractors) executing the public procurement contracts; - confidentiality of information.	L	Complement the PPL, to the extent necessary, by a full set of duly harmonized secondary legislation	L
2	Implementing regulations and tools support the legal framework				
2(a)	Implementing regulations to define processes and procedures conditions	PEFA (2022) scores procurement management in Tajikistan at B. The law refers to the regulations which were not accessible during the mission.	M	The PIM and IFAD Handbook will guide all procurement-related activities for the Project	M

2(b)	Model procurement documents for goods, works and services	There are no public standard procurement documents; Previous reports state that the single standard template excludes a standard contract.	S	The recommendation is to use IFAD's standard procurement documents for the project	S
2(c)	Standard contract	There are no public standard procurement documents; Previous reports state that the single standard template excludes a standard contract.	M	Standardize and formalize guidance for the preparation and use of forms of different contracts and contract management. Meanwhile, IFAD's Projects will use IFAD Standard Bidding Documents which includes draft forms of contracts	M
2(d)	User's guide or manual for procuring entities (insert link to manual if possible)	The Agency on PP issues guidance and manuals as prescribed in the Law. The Manual is old and not aligned with the new Law.	M	Elaboration and publication of User's guide or manual for the preparation and use of notices, requirements and specifications, timelines, selection and award criteria and their use, etc. IFAD's Projects will have their own Project Implementation Manual which will include a detailed section on Procurement.	M
3	The legal and policy frameworks support the sustainable development of the country and the implementation of international obligations				
3(a)	Sustainable Public Procurement (SPP)	Article 21 of the Law is dedicated to sustainable procurement covering matters such as negative impact reduction and contributing to potentially positive environmental impact in incurring procurement costs, expanding opportunities for small and medium-sized businesses, including for women engaged in entrepreneurship, institutions and enterprises of the penal enforcement system, organizations of people with disabilities, promoting corporate social responsibility, health care and social welfare. Splitting procurement into Lots is a tool used and promoted by the Agency on PP. The country has rules of favourable regime for public procurement to support local manufacturers (No 96, on February 25, 2017). 28.3% of 2018 procurement was of domestic products. This rises to about 50% if construction material is accounted for.	L	Introduce key principles of sustainability in public procurement and implement measures to ensure its applicability in the public procurement legislation. IFAD's Standard Bidding Documents already includes such provisions and should be used.	L

3(b)	Obligations deriving from international agreement	As per OECD: "Tajikistan is one of the countries participating in the OECD Anti-corruption Network for Eastern Europe and Central Asia (OECD/ACN)" As per the OECD progress report (https://web-archive.oecd.org/2019-01-25/505359-OECD-ACN-Tajikistan-Progress-Update-2018-ENG.pdf) Tajikistan is actively collaborating on implementing UNCAC recommendations. Tajikistan is not a WTO member.	S	Ensure that obligations deriving from international agreements are consistently and coherently reflected in the legal framework.	S
Consolidated findings for Pillar I		The legal framework of Tajikistan's public procurement system shows promise in promoting sustainable practices and supporting local industries. However, it faces challenges due to: -Lack of Accessible Regulations: The law refers to regulations that were not accessible during missions, complicated compliance and understanding. -Outdated Manuals: The guidance and manuals issued by the Agency are old and not aligned with the new law, potentially leading to inconsistencies and inefficiencies. -Absence of Public Standard Procurement Documents: There are no public standard procurement documents, and the single standard template excludes a standard contract, limiting uniformity and comprehensiveness. -Non-operational E-Procurement Platform: The law foresees an e-procurement platform, but it is not operational as of May 2024, limiting transparency and accessibility.	M	-Establish security protocols to protect both physical and electronic records, with a retention period of 10 years. -Assess the electronic procurement system and backup strategy. -Complement the Public Procurement Law (PPL) with harmonized secondary legislation. -Use IFAD's standard procurement documents and bidding documents for the project. -Provide standardized guidance for contract preparation and management, including draft forms of contracts. -Publish a User's guide or manual detailing notices, requirements, timelines, selection, and award criteria. -Ensure the legal and policy frameworks support sustainable development and international obligations. -Introduce sustainability principles in public procurement and ensure their inclusion in procurement legislation.	M
Pillar II - Institutional Framework and Management Capacity					
4	The public procurement system is mainstreamed and well-integrated with the public financial management system				
4(a)	Procurement planning and the budget cycle	Budget preparation is rated B in PEFA 2022; Financial data integrity at B+; Annual financial reporting	M	AWPB shall be closely monitored and regularly updated.	M

		and external audit, each rated at D+. The country set a PFM Reform Strategy for the period until 2030 and an operational framework.			
4(b)	Financial procedures and the procurement cycle	As reported in PEFA 2022, "The [Chamber of Accounts] is responsible for scrutinizing PFM for the country and providing independent opinion regarding public entities' use of public resources. Today, CoA audits and reporting promote (i) proper and effective use of public resources; (ii) development of sound PFM; (iii) proper execution of administrative activities; and (iv) communication of information to public and authorities through publication of objective reports." Interviews revealed that the donor-funded or investment projects are subject to scrutiny across the procurement cycle from CoA, Special commissions, State committee on investment, Anti-corruption commission, etc. Anticorruption commission: www.anticorruption.tj CoA: www.sai.tj The linkages between The Project and the Ministry of Finance may be disrupted for multiple reasons that may affect project budget implementation.	H	Close monitoring of budgeting and access to project funds is necessary.	H
5	The country has an institution in charge of the normative/regulatory function				
5(a)	Status and legal basis of the normative/regulatory institution function	Agency on Public Procurement www.zakupki.gov.tj State Committee on Investment and State Property Management of RT: www.investcom.tj Mandate: coordinate all donor-funded investment projects in the country including opening and evaluation of bids. Recent reforms seem to be insisting on shifting the mandate of the State Committee to the Agency on PP.	H	While the Project applies IFAD rules and this is already sanctioned in the PPL, the institutional setup is complex and bureaucratic requiring continuous follow-up and coordination with the Project to minimize interference.	H
5(b)	Responsibilities of the normative/regulatory function	Mandate of Agency on PP: 1) implementation of public procurement policy; 2) maintenance and development of the single public electronic procurement portal; 3) implementation of measures aimed at institutional strengthening of public procurement, efficient and economical use of public resources and countering corruption in public procurement;	S	While the Project applies IFAD rules and this is already sanctioned in the PPL, the institutional setup is complex and bureaucratic requiring continuous follow-up and coordination with The Project to minimize interference.	S

		4) assistance in improving the performance of procuring entities by providing advisory assistance and creating a database of domestic and foreign suppliers (contractors) to search for potential suppliers (contractors); 5) training and retraining of public procurement specialists via their own or joint programs for professional training and advanced training; 6) control and monitoring of compliance with the legislation with the right to request information and documents for these purposes from the procuring entities, relevant authorized bodies and financing institutions; 7) implementing public procurement procedures on behalf of procuring entities that do not have the status of "qualified procuring entity"; 8) application of measures in relation to unreliable (dishonest) suppliers (contractors) and qualified procuring entities in the manner prescribed by this Law; 9) development and provision of the rules of public procurement procedures, standard bidding documents, a standard procurement contract, procurement manuals, methodological manuals for approval.			
5(c)	Organisation, funding, staffing, and level of independence and authority	Interviews have reported limited capacity at the Agency however, World Bank support is ongoing. The Agency is deemed independent in its exercise of its functions; however, it carries several mandates at the same time: policy making, guidance and support, e-procurement, training, audit/review/control, procurement on behalf of other agencies, etc.	H	IFAD missions should monitor any changes to the current institutional arrangements related to the role of the Agency and the State Committee on Investment and any impact such changes may have on The Project .	H
5(d)	Avoiding conflict of interest	Procurement-related activities of civil servants and employees of the procuring entity on behalf of the procuring entity that are subject to the conflict of interest restrictions include, but are not limited to the following: 1) evaluation and comparison of bids and applications; 2) conduction of technical discussions or negotiations; 3) selection or approval of the selection of a bidder;	S	IFAD policies on conflict of interest will apply.	S

		4) administration of procurement contracts, including payments and settlement of disputes. Civil servants and employees of the procuring entity are required to disclose all actual or potential cases of conflicts of interest in the procurement minutes. Prior to the evaluation process, they are also required to sign a statement that they are not related to tender participants.			
6	Procuring entities and their mandates are clearly defined.				
6(a)	Definition, responsibilities and formal powers of procuring entities	The PPL is a decentralized system for Qualified Procuring Entities and centralized for the rest. The Law sets clear rules for procuring entities and the Agency manages their qualifications.	L	The Project are the key procuring entities under The Project and operate with coordination with the State Committee on Investment (SAI) using IFAD rules and templates.	L
6(b)	Centralised procurement body	Agency on Public Procurement (public procurement authorized state body) : www.zakupki.gov.tj The Agency handles centralized procurement using framework contracts which may be used by The Project under secondary procurement.	L	All procurement is conducted by The Project with no delegation of procurement authority to others.	L
7	Public procurement is embedded in an effective information system				
7(a)	Publication of public procurement information supported by information technology	Notices and overall statistics are accessible at: https://eprocurement.gov.tj/ However, the accuracy of this data is not verified: in 2024 all bids reported (257 Nos) were Open Tenders (value about US\$ 23 million). However, the register of contracts shows 9 awarded using single source and 2 awarded using direct contracting. PEFA 2022 reports that: <i>Procurement legislation and regulations, tender notices, contract awards, lists of QPEs and blacklisted suppliers, information on complaints, annual reports, training materials and various other procurement-related information is available on the official public procurement website (https://zakupki.gov.tj/) and on the electronic government procurement (e-GP) portal (https://eprocurement.gov.tj/).</i>	M	The Project publicize their procurement opportunities and awards on their websites as well as the website of SAI and, as applicable, on IFAD website. International publications are also published on IFAD website. UNDB.	M
7(b)	Use of e-Procurement	Interviews revealed that the e-procurement system is not used	H	The Project do not need to use any e-procurement system.	H

		because of needs for infrastructures and Hardware.			
7(c)	Strategies to manage procurement data	Procurement audit reports and data are confidential and not disclosed. The latest activity report of the Agency on PP is dated 2018 https://zakupki.gov.tj/about/activity/	L	The Project shall avail all procurement data for support and supervision missions as well as in their progress reporting. All procurement files and records shall be on OPEN and CMT.	L
8	The public procurement system has a strong capacity to develop and improve				
8(a)	Training, advice and assistance	PPA provides training and certificates but only in national PP. PPA Sent letters to all public organizations to ensure that proc teams or admin or logistics teams are trained and certified by PPA 2-3 years ago.	H	Project staff are required to participate in IFAD-organized training sessions, including BUILDPROC, to enhance their professional skills.	H
8(b)	Recognition of procurement as a profession	Article 15 of the Law foresees the appointment of procurement specialists on procurement entities; they must be trained and examined by the Agency for certification which must be maintained regularly.	L	The Project procurement staff sit for training sponsored or organized by IFAD. They must be appointed using pre-agreed TORs and subject to N.O.	L
8(c)	Monitoring performance to improve the system	No public procurement data online except for some basic statistics that do not seem to be reliable. PEFA 2022 reports that Internal Control on non-salary expenditures (conducted by Ministry of Finance) is rated at A, but Internal Audit is rated at C+. Investment or donor-funded projects are subject to ex-post audit by the COA.	H	The Project should ensure that all procurement data is complete on OPEN and CMT. External Audit shall always be conducted competitively (QCBS) under prior review.	H
Consolidated findings for Pillar II		The public procurement system in Tajikistan has a defined institutional framework with centralized procurement managed by the Agency on Public Procurement, providing training and certification for procurement teams, and consistent internal control on expenditures. However, the system faces significant challenges, including : -Limited use of the e-procurement system due to infrastructural and hardware needs. -Procurement audit reports and data are confidential and not disclosed, reducing transparency. -Public procurement data online is limited and the statistics available seem unreliable. -Internal Audit rated at C+ by PEFA 2022 indicating potential weaknesses in audit procedures.	S	-Regular updates and close monitoring of the Annual Work Plan and Budget (AWPB). -Continuous coordination with the Project to minimize bureaucratic interference. -IFAD missions to monitor changes in institutional arrangements and their impact. -Application of IFAD conflict of interest policies. -Clearly defined mandates for procuring entities. -Procurement by the Project with no delegation of authority.	S

		-Recent reforms suggest a shift in mandates, which may cause disruptions in implementation. -Interviews point to limited capacity at the Agency despite ongoing World Bank support.		-Public procurement opportunities and awards to be publicized on relevant websites. -Availability of procurement data for support and supervision missions. -Participation in IFAD-organized training sessions to enhance project staff skills. -External audits conducted competitively under prior review.	
Pillar III - Public Procurement Operations and Market Practices					
9	Public procurement practices achieve stated objectives				
9(a)	Procurement Planning	Article 16 of the Law requires annual procurement plans to be prepared and published (excluding costs); activities are categorized based on Sectoral classifiers. Plans are published on the e-procurement portal. Procuring Entities are invited by the law to engage in market study, but there is no reference to other strategic planning aspects such as stakeholder analysis, capacity analysis, PESTLE, Risk management, or procurement approach design. The Project was launched before the PPS became mandatory.	H	In absence of strategic plans, The Project will need to enhance AWPB and PP preparation and attempt to strategize the execution of key procurement activities.	H
9(b)	Selection and contracting	Qualification criteria are based on professional, managerial, technical competence, financial resources, equipment and other material resources, experience and staff necessary for the execution of procurement contract. These are applied on a pass/fail basis for goods and works and on scoring for REOI (art. 25). Entities may engage in pre or post qualification. Shortlists must be of at least 3 members (Art. 27). Entities may also compile multiple use lists (Art. 28) based on annual opening of the opportunity to apply. Award is based on price or mix of price and non-price criteria.	L	IFAD rules of qualification, pre or post, shortlisting and prior lists shall apply.	L
9(c)	Contract management in practice	Contract Management is not recognized as a phase of the procurement cycle in the Law and does not receive sufficient attention. In practice, it is primarily delegated to technical staff and accounting staff for payment. Procurement staff are engaged in case of amendments for example.	H	Robust systems with RACI matrices should be developed for CM. This is critical as the number of sub-project implementation intensifies (CsCAPs) and for consulting services.	H
10	The public procurement market is fully functional				

10(a)	Dialogue and partnerships between public and private sector	There is a law and an agency on PPP; however, the PPL has no reference to dialogue with private sectors except in the situation of market study.	S	The Project needs to engage the market for every category or sector. Partnerships under framework agreements should be considered.	S
10(b)	Private sector's organisation and access to the public procurement market	The Project involves a complicated set of procurements for implementing CsCAPs and other interventions. Previous experience shows sufficient market competition for similar activities.	L	All project procurement publications should be availed online, in newspapers and relevant portals.	L
10(c)	Key sectors and sector strategies	Important strategies: - Climate Change: https://www.tajnature.tj/en/projects/gallery/#collapse_national-climate-change-adaptation-strategy-of-the-republic-of-tajikistan-for-the-period-up-to-2030 - National Development: strategiya_2030_en.pdf (nafaka.tj) - FAO Water sector https://www.fao.org/europe/news/detail/New-efforts-begin-to-build-resiliency-in-Tajikistan-s-agriculture/en Of relevant importance is the issue of EIAs, Permits and licenses: the requirements are not clearly evident. In some cases, contractors are required to obtain permits and licenses and in some others the district units or the PIU. Similarly, the regulations are not clear on the ESIA requirements.	H	The Project needs to ensure alignment of execution with laws, regulations and strategies. Clear requirements concerning ESIA, permits, licenses, etc. should be documented.	H
Consolidated findings for Pillar III		The public procurement operations and market practices in Tajikistan are governed by a clear legal framework and competitive processes, providing a structured and transparent system. However, the complexity and bureaucratic nature of the institutional setup, lack of emphasis on contract management, insufficient clarity on regulatory requirements, and absence of comprehensive data pose significant challenges. Such: -The institutional setup is complex and bureaucratic, requiring continuous follow-up and coordination. -Contract management is not recognized as a significant phase and does not receive sufficient attention. -There is insufficient clarity on the regulatory requirements for Environmental and Social Impact	S	-Enhance AWPB and PP preparation and strategize the execution of key procurement activities. -Apply IFAD rules of qualification, shortlisting, and prior lists. -Develop robust systems with RACI matrices for CM, especially as the number of sub-projects intensifies. -Engage the fully functional public procurement market for every category or sector. -Consider partnerships under framework agreements.	S

		Assessments (ESIA), permits, and licenses for construction works. -Lack of comprehensive, reliable data hampers the performance analysis of the procurement system. -The existing regulations do not adequately address strategic planning aspects such as stakeholder analysis, capacity analysis, and risk management.		-Ensure all project procurement publications are available online, in newspapers, and relevant portals. -Align the execution with laws, regulations, and strategies. -Document clear requirements concerning ESIA, permits, licenses, etc.	
Pillar IV - Accountability, Integrity and Transparency of the Public Procurement System					
11	Transparency and civil society engagement strengthen integrity in public procurement				
11(a)	Enabling environment for public consultation and monitoring	As reported in PEFA 2022, "The Constitution further determines that state bodies are required to ensure the provision of information to civil society or individuals whose interests are at stake." In 2020, MoF issued an Order (#108) that approved the "Methodological Guidelines on ensuring transparency and public access to information on the budget process". "The Open Budget Index score shows some deterioration in transparency. The index score declined from 30% in 2017 to 17% in 2019 and further down to 16% in 2021." Government publishes all budget and budget expenditure reports except audits.	S	The Project involves mainly demand driven investments at 400 villages; such investments are designed and planned in a participatory manner; GRM systems should be put in place.	S
11(b)	Adequate and timely access to information by the public	PEFA 2022 rates public access to procurement information at B: "At least four out of six elements of critical procurement information are available in the public domain, particularly on the website of APPGWS and e-GP website."	L	The Project to publish procurement opportunities and results as required on their websites, SAI, UNDB, IFAD and in newspapers.	L
11(c)	Direct engagement of civil society	There is a law and an agency on PPP; however, the PPL has no reference to dialogue with civil society.	H	The Project involves mainly demand driven investments at 400 villages; such investments are designed and planned in a participatory manner; The Project will form and support Village Organizations, Pasture User Unions, Water User Associations, etc.	H
12	The country has effective control and audit systems				
12(a)	Legal framework, organisation and	Interviews revealed that there is a High incidence of DC for large volumes with	H	IFAD will exercise control and supervision through OPEN and missions.	H

	procedures of the control system	Some agencies going to PPA and asking for DC clearance and they get the clearance (mismanagement because justifications can be fake). For example, the market in most sectors is competitive with no monopoly and some justifications can be the use of SSS or DC because of a sole-supplier. Additionally, statistics published online reveal contradictory information.		External auditors should be recruited competitively under Prior Review.	
12(b)	Co-ordination of controls and audits of public procurement	PEFA 2022 reports that Internal Control on non-salary expenditures (conducted by Ministry of Finance) is rated at A, but Internal Audit is rated at C+. External Audit is rated at D+. Several entities engage in control and audit including PPA, SAI, CoA, Anticorruption commission, special committees, etc. Bureaucratic setups pave the way for increased corruption.	H	IFAD will exercise control and supervision through OPEN and missions. External auditors should be recruited competitively under Prior Review.	H
12(c)	Enforcement and follow-up on findings and recommendations	Internal control and audit reports are confidential and not shared publicly; accordingly, it is not possible to identify whether their recommendations are being followed-up.	H	IFAD will exercise control and supervision through OPEN and missions. External auditors should be recruited competitively under Prior Review.	H
12(d)	Qualification and training to conduct procurement audits	With limited staffing and capacities at the PPA and increased bureaucracy and no publication of audit reports, the risk is high that audit is not conducted in a competent manner.	H	IFAD will exercise control and supervision through OPEN and missions. External auditors should be recruited competitively under Prior Review.	H
13	Procurement appeals mechanisms are effective and efficient				
13(a)	Process for challenges and appeals	Standstill applies; new established Interdepartmental Board of Grievances, but data is not published.	M	IFAD standstill rules apply.	M
13(b)	Independence and capacity of the appeals body	Both the Interdepartmental Board of Grievances and the court are deemed to be independent. PEFA 2022 (issued before the new Law of 2023) reports that "The current mechanism for administrative complaints resolution within the APPGWS is not independent. The e-GP portal is also used for review of complaints and completion of appeal procedures, but ideally it should be performed by an independent body that is not in any way engaged in procurement activity."	M	The Project should inform IFAD of any complaint and coordinate resolution. The Project to inform IFAD immediately when a protest is appealed to the IBG or Courts.	M

13(c)	Decisions of the appeals body	There is no data on appeals or appeal statistics.	H	The Project should inform IFAD of any complaint and coordinate resolution. The Project to inform IFAD immediately when a protest is appealed to the IBG or Courts.	H
14	The country has ethics and anti-corruption measures in place				
14(a)	Legal definition of prohibited practices, conflicts of interest, and associated responsibilities, accountability and penalties	Agency: https://www.anticorruption.tj/?lang=en National Anti-Corruption Strategy 2021-2030 Articles 71-73 of the PPL elaborate on Conflict of Interest. The Law prohibits dealing with entities that committed fraud or corruption and assigns the responsibility to combat corruption in PP to the PPA. The Law does not define prohibited practices explicitly.	H	All bidding opportunities should highlight IFAD policies and reporting hotlines. Self-certification to be consistently used.	H
14(b)	Provisions on prohibited practices in procurement documents	There are no standard procurement documents in Tajikistan that could be accessed and reviewed.	S	The Project uses IFAD standard templates.	S
14(c)	Effective sanctions and enforcement systems	The anticorruption agency website does not furnish sufficient data to assess enforcement and sanctions. Interviews revealed that the agency occasionally audits files and interrogates staff.	H	Allegations reported through protests, appeals, and allegations of fraud/corruption will be scrutinized by IFAD.	H
14(d)	Anti-corruption framework and integrity training	The anticorruption agency website does not furnish sufficient data to assess the strategy or its implementation framework.	H	All bidding opportunities should highlight IFAD policies and reporting hotlines. Self-certification to be consistently used.	H
14(e)	Stakeholder support to strengthen integrity in procurement	Tajikistan is receiving support from WB, USAID, UN, OECD, and EBRD on aspects related to procurement modernization and enhancing good governance.	L	Same as above.	L
14(f)	Secure mechanisms for reporting prohibited practices or unethical behaviour	There is a reporting channel on the Anticorruption agency's website, but no statistics or data or reports are available.	H	IFAD reporting hotlines to be clearly accessible to all stakeholders.	H
14(g)	Codes of conduct/codes of ethics and financial disclosure rule	There is no code of conduct for procurement practitioners.	H	IFAD policies shall be available to all staff and in all procurement and grant documents.	H
Consolidated findings for Pillar IV		Despite several measures to promote accountability, integrity, and transparency in Tajikistan's public procurement system,	S	-The Project must inform IFAD of any complaints and	S

	significant challenges remain. While there are positive steps, such as constitutional provisions for information dissemination, effective procurement appeals mechanisms, and international support, crucial gaps exist. The deterioration in the Open Budget Index score, lack of published audit reports, and bureaucratic inefficiencies contribute to a high risk of corruption and limited transparency. The procurement complaints resolution mechanism's lack of independence and inadequate data from the anticorruption agency further hinder effective oversight and enforcement.		coordinate their resolution. -Immediate notification to IFAD when a protest is appealed to the IBG or Courts. -Ethics and anti-corruption measures are in place in the country. -All bidding opportunities should highlight IFAD policies and reporting hotlines. -Consistent use of self-certification. -The Project uses IFAD standard templates. -Allegations reported through protests, appeals, and allegations of fraud/corruption will be scrutinized by IFAD. -IFAD reporting hotlines should be clearly accessible to all stakeholders. -IFAD policies shall be available to all staff and in all procurement and grant documents.	
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Integrated country risk matrix

Risk type	Integrated Country Risk Matrix		Mitigation measures
	Inherent risk	Residual risk	
Country context			
<i>The risks to the achievement of COSOP strategic objectives stemming from a country's context.</i>			
Political commitment	Moderate	Moderate	To work in close consultation with the Government and demonstrate that strong political commitment for IFAD investments and projects are in the long-term interest of the country.
<i>Elite Capture & Reform Sabotage Risk: Land and water reforms are diluted to protect powerful interests. Cotton lobby influence: Inconsistent Policy Implementation</i>			
<i>Reforms announced internationally are deprioritized domestically. For example Tajikistan's National Development Strategy 2030 pledges agricultural diversification, yet >80% of state agricultural credit still targets cotton (World Bank, 2023).</i>			
<i>Centralization vs. Local Empowerment: Fear of decentralizing authority weakens community-led development.</i>			
Governance	Moderate	Moderate	Choose strong implementation partners who can resist elite capture. Develop a clear PIM. Strong support at start-up and regular supervision and implementation support. Select strong and experienced staff .
<i>Weak Political Checks & Balances</i> The executive branch dominates decision-making, marginalizing parliament, judiciary, and civil society. Local governments lack authority to enforce agricultural policies independently.			
<i>Non-Transparent Resource Allocation Risk: Elite capture of budgets and assets.</i>			
Implementing Agencies can succumb to political pressure.			
Macroeconomic	Moderate	Moderate	IFAD investments are aimed at increasing productivity, enhancing market access, entrepreneurship and enterprise development for building growth and economic stability.
<i>Fiscal Instability & Debt Distress Risk: High public and fiscal deficits limit the government's ability to mobilize counterpart funding.</i>			
<i>Foreign Exchange (FX) Volatility</i>			

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Risk: Low FX reserves and remittance dependency (30% of GDP) expose the economy to external shocks. Impact: IFAD-supported value chains (e.g., seed systems, agro-processing) become unprofitable for farmers. High Inflation & Monetary Policy Weaknesses: Risk: Persistent inflation erodes purchasing power. Weak monetary policy transmission fails to control food inflation (e.g., wheat prices +35% in 2022). Impact: IFAD beneficiaries face higher production costs and lower real incomes, undermining loan repayment capacity. Debt Sustainability Pressures: Reduced public investment in rural infrastructure (roads, storage) critical for value chain efficiency.			Reduce dependence on remittance by investing in opportunities for income generation and employment creation locally. Create incentives for migrant workers to invest domestically. • Domestic Job Creation: Stimulate SMEs and entrepreneurship through access to credit and business-friendly policies to reduce labor migration. • Climate Resilience: Develop climate-resilient infrastructures (e.g., irrigation, roads, etc), proper management of pastures.
Fragility and security Water Stress: <i>Glacial melt (lost >30% of ice since 1990) threatens long-term water security for irrigation (affecting 90% of agriculture).</i> Extreme weather: Recurrent droughts (2021, 2023) and floods (e.g., 2022 Khorog disaster) destroy crops and infrastructure. Impact: Disasters displace people and strains rural communities and diverts resources from development projects. Geopolitical & Border Conflicts Transboundary Water Tensions: Disputes with Uzbekistan/Kyrgyzstan over water allocation (e.g., Rogun Dam). Afghanistan Spillover: Instability (terrorism, drug trafficking) threatens southern borders. Impact: Disrupts supply chains, scares investors, and forces spending on security over development.	Moderate	Moderate	Community Engagement: Involve local leaders and local institutions such as VOs and PUUs in decision-making to ensure policies reflect grassroots needs. Invest in Climate Adaptation Infrastructures and climate smart agriculture: Strengthen resilience of the rural asset base to climate threats. Upgrade irrigation systems and reduce the morbidity and modality of livestock to combat droughts and which are. Key asset and very vulnerable to climate shocks. Youth Engagement: Create jobs for youth and help them capitalise their skills for enterprise development and invest remittance income in building a sustainable source of income.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Civil Unrest & Grievance-Driven Conflict: Regional Marginalization: Gorno-Badakhshan Autonomous Oblast (GBAO): Chronic unrest (e.g., 2022 protests) due to neglect, poverty, and repression. Cotton-Induced Grievances: Exploitative labor practices and land grabs fuel farmer protests.			
Sector strategies and policies <i>Policy Neglect of Livestock & Pastoral Systems:</i> Risk: State prioritization of cotton/wheat marginalizes pastoralism in budgets and extension services. <i>Contradictory Land-Use Policies</i> Risk: Unresolved tenure conflicts between pasture users and cropland expansion. <i>Climate Policy Implementation Gaps:</i> Risk: Symbolic commitments without financing or local capacity. Inadequate Livestock Health & Value Chain Support Risk: Collapsing veterinary systems and missing market infrastructure. Policy alignment	Moderate	Moderate	Climate-Resilient Livestock Practices: Promote drought-resistant fodder crops and breed hardier livestock varieties. Conflict Resolution Financial Inclusion: Partner with local banks/microfinance institutions to offer low-interest loans for smallholders. Restore degraded ecosystems (e.g., reforestation of watersheds) to enhance natural buffers.
Land & Natural Resource Governance: Elite Capture & Exclusion of Smallholders Risk: State land allocations favor large agribusinesses and cotton elites, marginalizing smallholder farmers (especially women and youth). Gender & Social Inclusion: Risk: Women face legal & cultural barriers to land ownership, credit, and extension services. Youth lack access to land and finance, driving migration	Moderate	Moderate	Greater inclusion of smallholders and pastoralists in NRM through strengthening their institutions such as PUUs. Sustainable NRM Practices: Scale up agroforestry and terracing to combat soil erosion. Promote small scale water-efficient irrigation systems. Community-led climate adaptation (e.g., decentralized water user associations).

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
			Leverage Policy Dialogue. Advocate for pro-poor budget allocations (e.g., climate adaptation funds for smallholders). Push for legal recognition of women's land rights and pastoralist tenure. Build Alternative Systems. Direct financing to farmer groups.
Policy development and implementation <i>Lack of Evidence-Based Policymaking.</i> Risk: Agricultural policies rely on outdated or incomplete data, leading to ineffective or counterproductive interventions. <i>No national agricultural census since 2012 → policies on land use, crop yields, and livestock rely on estimates.</i> <i>Climate adaptation plans lack localized data (e.g., soil degradation rates, water scarcity projections).</i> Exclusion of Rural People's Organizations in Decision-Making Risk: Top-down policymaking ignores smallholder farmers, women, herders, and indigenous groups. <i>Weak civil society engagement limits accountability in rural development programs.</i>	Moderate	Moderate	Strengthen Evidence-Based Planning: Enforce Inclusive Policy Dialogue Participatory Pasture Management: Establish community-led pasture user unions (e.g., modelled on Kyrgyzstan's pasture committees) to regulate grazing rotations and prevent overuse. Strengthen local institutions (e.g., PUUs, WUAs and VOs) to manage shared resources. Create local mediation platforms to resolve disputes over water and grazing access. Formalize customary land rights through legal frameworks to reduce tensions. Target women and youth with tailored microfinance programs (e.g., group lending) and training in agro-processing. Establish farmer groups and cooperatives Invest in rural infrastructures (e.g., cold storage, digital market platforms) to reduce post-harvest losses.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Environmental, social and climate context Climate & Environmental Risks Affecting Food Security & Productivity: Water Scarcity & Drought Risk: Erratic rainfall reduce: Crop failures (cotton, wheat, horticulture) → food insecurity. Pasture degradation → livestock mortality. Floods & Landslides: Risk: Increased extreme weather destroys farmland and infrastructure. Displacement of farming communities (e.g., 2022 Rasht Valley floods). Market disruptions due to damaged roads. Pests & Diseases: Risk: Warmer temperatures expand pest ranges (e.g., locusts, potato blight). 30–50% crop losses in some regions (FAO 2023). Farmer incomes drop, loan defaults increase. Socio-Economic Vulnerabilities Food Insecurity & Malnutrition Risk: Climate shocks + import dependency (Impact: 30% stunting in rural children (WFP 2023). Women/girls disproportionately affected. Migration & Labor Shortages Risk: 1 million+ migrants in Russia remit 30% of GDP—economic shocks trigger returns. Lost remittances → rural poverty spikes. Aging farmer population → land abandonment.	Moderate	Moderate	IFAD will mitigate environmental, social and climate risks across its Tajikistan portfolio by implementing comprehensive approaches to natural resource management, with particular focus on sustainable pasture systems and watershed protection. Interventions will integrate climate adaptation measures, including climate-smart agricultural practices, tailored to the specific vulnerabilities of different regions. IFAD will ensure inclusive targeting approaches throughout its operations to address gender inequalities and youth exclusion, while strengthening community-based institutions for equitable resource governance. Robust environmental and social screening procedures will be applied across all investments to avoid adverse impacts on sensitive areas or vulnerable populations. IFAD will also establish accessible grievance mechanisms across its projects and strengthen implementing partners' capacity to monitor and manage environmental and social risks effectively.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Financial management <i>The overall financial management risk is assessed as High, primarily due to weaknesses in attracting and retaining qualified staff, internal controls, and accounting practices. Despite ongoing Public Financial Management (PFM) reforms, challenges persist in recruiting qualified financial staff, integrating projects fully into national planning and budgeting cycles, and achieving consistent application of international standards. In addition, internal audit coverage remains limited.</i>	High	High	To mitigate these risks, the project will implement a set of robust measures including early recruitment of qualified finance staff with donor engagement on salary flexibility, adoption of standardized accounting software and reporting templates, strengthened collaboration with internal audit units at the Ministry of Agriculture and the Ministry of Finance, and maintaining strong external audit oversight. These actions will enhance project fiduciary assurance, improve the use of country systems over time, and support broader PFM reform efforts in Tajikistan.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Organization and staffing - <i>Risk of limited oversight and action over any issues in the SE-PMU project management.</i> - <i>The salary scale in Tajikistan that is applied to donor funded projects by the government is low which creates risk of finding interested qualified personnel especially in the accountancy and financial management profession.</i> - <i>Risk of high staff turnover during the project implementation due to staff finding better opportunities and offers.</i>	High	High	-Enhance the government role in supporting and overseeing the SEPMU leadership in case of any substantial issues. -Policy dialogue with the government to advocate for flexibility in donor-funded project salary scales.
Budgeting <i>IFAD projects budget is not affected by the national budget approval cycle hence there is no risk affecting availability of resources.</i> <i>-Risk that IFAD projects budget is not systematically integrated into the MOA's Medium-Term Expenditure Framework (MTEF) and annual budget cycle hence not include in the ministry plan and monitoring.</i>	Substantial	Substantial	-IFAD projects are recognized and implemented in coordination with the MOA. Their full integration into the MTEF and annual budget cycle remains a work in progress with ongoing reforms aimed at achieving comprehensive inclusion of all investment projects in the country's budgeting framework.
Funds flow/disbursement arrangements - <i>For IFAD funded projects, designated accounts are open at commercial banks. Projects are not affected by treasury arrangements.</i> - <i>There is risk of banks having high or substantial Financial Crime Risk.</i>	Substantial	Substantial	-The Treasury Single Account (TSA) primarily encompasses domestically funded government expenditures, nevertheless, there is a growing trend towards incorporating externally funded projects into this system. -Banks for IFAD designated accounts are subject to IFAD clearance and financial crime screening.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Country internal controls - <i>Risk that IFAD projects in Tajikistan are not covered by the ministry internal audit so no appropriate control over IFAD resources is in place.</i> - <i>Risk that internal control issues are not identified as IFAD projects are not included in the ministry internal audit plan.</i> - <i>Risk that the internal auditors lack skills and resources to conduct quality audits.</i>	High	High	-Even though, the adoption of the "Law on Internal Audit in the Public Sector" has improved internal audit practices, aligning them with international standards, ongoing efforts are required to address implementation challenges, enhance institutional capacities, and ensure the reliability and transparency of financial reporting across the public sector. -Dialogue with both MOF and MOA to discuss possibility of including IFAD projects within MOF or MOA internal audit plan.
Accounting and financial reporting <i>Risk that ministries operate with different, non-integrated accounting basis, leading to inconsistencies.</i> <i>Risk of limited oversight by MOA on the project financial reporting.</i>	High	High	-Tajikistan is in the process of transitioning to accrual-based accounting in line with IPSAS. Progress has been made with the development of national public sector accounting standards. IFAD projects are already following IPSAS cash basis, further alignment and harmonization with the government systems to be explored for future IFAD projects. One of the withdrawal applications and interim financial reports approvers is from the Ministry of Agriculture.
External audit	Substantial	Substantial	IFAD projects are subject to ex-post review by the Accounts chamber and by the

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
- <i>The Audit Chamber of the Republic of Tajikistan, serving as the country's Supreme Audit Institution (SAI), is mandated to conduct external audits across a broad spectrum of public sector entities and activities.</i> - <i>IFAD projects are not included in the Audit Chamber audit plan.</i>			Agency for State Financial Control and Fight with Corruption of the Republic of Tajikistan. -IFAD projects annual audit is conducted by private audit firms.
Procurement issues <i>The draft new PPL was developed in 2021 by financing of EBRD and WB, and it was adopted in March, 2023. The public procurement system in Tajikistan shows promise with a clear institutional framework, centralized management by the Agency on Public Procurement, and competitive processes. However, it faces challenges such as outdated manuals, inaccessible regulations, non-operational e-procurement platforms, and confidentiality in audit reports. Limited use of the e-procurement system, lack of comprehensive data, and insufficient emphasis on contract management further complicate the system. Despite measures to promote accountability and transparency, bureaucratic inefficiencies and high corruption risks remain prevalent, hindering effective oversight and enforcement specialists should be established. The analysis of the performance in practice of the procurement system faces methodological problems related mainly to the lack of comprehensive, reliable data. The anti-corruption institutional setup and strategy are in place, but the effectiveness of the same cannot be assessed for absence of reports and data.</i>	Substantial	Substantial	The Project should strictly adhere to IFAD's guidelines, ensuring immediate notification of complaints and appeals, and coordinating their resolution. Ethics and anti-corruption measures must be in place, with all bidding opportunities highlighting IFAD policies and reporting hotlines. Self-certification should be consistently applied, and standard templates used. Allegations of fraud or corruption will be scrutinized by IFAD, and reporting hotlines must be accessible to all stakeholders. Procurement guidelines, handbooks, and manuals should be followed, with bid opportunities posted online for equal participation. Staff should be trained on evaluation criteria, contract management, and dispute resolution, with records retained using the OPEN and CMT systems. Emphasis should be placed on enhancing staff coordination and adherence to IFAD and SECAP standards for community participation and sustainability.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Pillar I. Legal, regulatory and policy framework <i>The legal framework of Tajikistan's public procurement system shows promise in promoting sustainable practices and supporting local industries. However, it faces challenges due to:</i> -Lack of Accessible Regulations: The law refers to regulations that were not accessible during missions, complicated compliance and understanding. -Outdated Manuals: The guidance and manuals issued by the Agency are old and not aligned with the new law, potentially leading to inconsistencies and inefficiencies. -Absence of Public Standard Procurement Documents: There are no public standard procurement documents, and the single standard template excludes a standard contract, limiting uniformity and comprehensiveness. -Non-operational E-Procurement Platform: The law foresees an e-procurement platform, but it is not operational as of May 2024, limiting transparency and accessibility.	Moderate	Moderate	-Establish security protocols to protect both physical and electronic records, with a retention period of 10 years. -Assess the electronic procurement system and backup strategy. -Complement the Public Procurement Law (PPL) with harmonized secondary legislation. -Use IFAD's standard procurement documents and bidding documents for the project. -Provide standardized guidance for contract preparation and management, including draft forms of contracts. -Publish a User's guide or manual detailing notices, requirements, timelines, selection, and award criteria. -Ensure the legal and policy frameworks support sustainable development and international obligations. -Introduce sustainability principles in public procurement and ensure their inclusion in procurement legislation.
Pillar II. Institutional framework and management capacity <i>The public procurement system in Tajikistan has a defined institutional framework with centralized procurement managed by the Agency on Public Procurement, providing training and certification for procurement teams, and consistent internal control on expenditures. However, the system faces significant challenges, including :</i> -Limited use of the e-procurement system due to infrastructural and hardware needs. -Procurement audit reports and data are confidential and not disclosed, reducing transparency.	Substantial	Substantial	-Regular updates and close monitoring of the Annual Work Plan and Budget (AWPB). -Continuous coordination with the Project to minimize bureaucratic interference. -IFAD missions to monitor changes in institutional arrangements and their impact. -Application of IFAD conflict of interest policies. -Clearly defined mandates for procuring entities.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
<i>-Public procurement data online is limited and the statistics available seem unreliable.</i> <i>-Internal Audit rated at C+ by PEFA 2022 indicating potential weaknesses in audit procedures.</i> <i>-Recent reforms suggest a shift in mandates, which may cause disruptions in implementation.</i> <i>-Interviews point to limited capacity at the Agency despite ongoing World Bank support.</i>			-Procurement by the Project with no delegation of authority. -Public procurement opportunities and awards to be publicized on relevant websites. -Availability of procurement data for support and supervision missions. -Participation in IFAD-organized training sessions to enhance project staff skills. -External audits conducted competitively under prior review.
Pillar III. Public procurement operations and market practices <i>The public procurement operations and market practices in Tajikistan are governed by a clear legal framework and competitive processes, providing a structured and transparent system. However, the complexity and bureaucratic nature of the institutional setup, lack of emphasis on contract management, insufficient clarity on regulatory requirements, and absence of comprehensive data pose significant challenges. Such:</i> <i>-The institutional setup is complex and bureaucratic, requiring continuous follow-up and coordination.</i> <i>-Contract management is not recognized as a significant phase and does not receive sufficient attention.</i> <i>-There is insufficient clarity on the regulatory requirements for Environmental and Social Impact Assessments (ESIA), permits, and licenses for construction works.</i> <i>-Lack of comprehensive, reliable data hampers the performance analysis of the procurement system.</i> <i>-The existing regulations do not adequately address strategic planning aspects such as stakeholder analysis, capacity analysis, and risk management.</i>	Substantial	Substantial	-Enhance AWPB and PP preparation and strategize the execution of key procurement activities. -Apply IFAD rules of qualification, shortlisting, and prior lists. -Develop robust systems with RACI matrices for CM, especially as the number of sub-projects intensifies. -Engage the fully functional public procurement market for every category or sector. -Consider partnerships under framework agreements. -Ensure all project procurement publications are available online, in newspapers, and relevant portals. -Align the execution with laws, regulations, and strategies. -Document clear requirements concerning ESIA, permits, licenses, etc.

Integrated Country Risk Matrix			
Risk type	Inherent risk	Residual risk	Mitigation measures
Pillar IV. Accountability, integrity and transparency of the public procurement system <i>Despite several measures to promote accountability, integrity, and transparency in Tajikistan's public procurement system, significant challenges remain. While there are positive steps, such as constitutional provisions for information dissemination, effective procurement appeals mechanisms, and international support, crucial gaps exist. The deterioration in the Open Budget Index score, lack of published audit reports, and bureaucratic inefficiencies contribute to a high risk of corruption and limited transparency. The procurement complaints resolution mechanism's lack of independence and inadequate data from the anticorruption agency further hinder effective oversight and enforcement.</i>	Substantial	Substantial	-The Project must inform IFAD of any complaints and coordinate their resolution. -Immediate notification to IFAD when a protest is appealed to the IBG or Courts. -Ethics and anti-corruption measures are in place in the country. -All bidding opportunities should highlight IFAD policies and reporting hotlines. -Consistent use of self-certification. -The Project uses IFAD standard templates. -Allegations reported through protests, appeals, and allegations of fraud/corruption will be scrutinized by IFAD. -IFAD reporting hotlines should be clearly accessible to all stakeholders. -IFAD policies shall be available to all staff and in all procurement and grant documents.

COSOP theory of change

1. The overarching goal of the new Country Strategic Opportunities Programme (COSOP) for Tajikistan is to contribute to the reduction of rural poverty and the improvement of food security. The COSOP Theory of Change identifies several pathways to rural poverty reduction and food security in Tajikistan. These include a focusing on livestock development and natural resource management. Focus on livestock can significantly contribute to both poverty reduction and food security in Tajikistan, particularly in rural areas where 70% of the population depends on agriculture and livestock accounts for around 40% of agricultural GDP. While the main focus of the country programme will be on livestock, IFAD will also include key food crops and diversification of production for improvement in food security and nutrition.
2. Livestock development offers potent pathways for poverty reduction in Tajikistan, particularly for rural households where animals serve as critical assets and source of income, food security, nutrition and safety nets. and also, significantly improve household dietary diversity and protein/micronutrient intake. Livestock provides a buffer during lean seasons or crop failures, ensuring access to nutrient-rich food. Livestock productivity can be enhanced through improving productivity (milk yield, meat weight, wool/fibre quality) which can directly increase household income from sales. Productivity can be enhanced through (i) improving husbandry practices by training in improved feeding, housing, breeding; (ii) improved breeds and genetics through higher-yielding, disease-resistant, and climate-adapted breeds (e.g., through artificial insemination, bull schemes); (iii) Strengthening veterinary systems (training para-vets, mobile clinics, affordable vaccines, disease surveillance) and eradicating diseases like Peste des Petits Ruminants (PPR); (iv) Fodder & Feed Security by promoting drought-tolerant fodder crops, support hay/silage making and storage technologies, develop affordable, nutrient-balanced concentrate feed production and supply chains and improve pasture management (rotational grazing, reseeding degraded pastures); (v) Value addition & market linkages through small scale processing, Facilitate direct contracts with processors, retailers, brand development and ensure compliance with basic food safety standards.
3. The theory of change also builds on the evidence that enhancing the capacity for natural resource management and building climate resilience of smallholder producers can contribute to the overall COSOP goal because of the dependence of rural households on the pasture resources for animal grazing which make up a significant share of the rural landscape and the losses in agriculture production due to lack of adaptation to climate change and extreme weather events which cause land degradation, damage to infrastructure, lead to high rates of crop and livestock morbidity and mortality. The sustainability of natural resource management (pastures, eco-systems, forests) and mitigation and adaptation to climate resilience will be enhanced through (i) community engagement in climate sensitive land use planning and implementation; (ii) strengthening of community institutions for pasture governance; (iii) investment in infrastructure for improved management of pastures; (iv) supportive policy framework for natural resource and eco-system management and role of private veterinary services; (v) improved monitoring and evaluation of natural resources through use of digital technologies.
4. The COSOP is structured around two interlinked strategic objectives that outline the core pathways through which change is expected to occur
5. **Strategic objective 1: Promotion of inclusive agricultural-based rural economic growth of poor rural communities.** The COSOP will facilitate enhancement of agricultural productivity through strengthening of producer

groups and rural entrepreneurs through access to improved inputs, improved infrastructure, access to finance and livestock extension services for breed improvement and animal health and promotion of agro processing through adopting a nutrition sensitive and value chain approach for dairy and meat products for value addition and improved access to markets.

6. Strategic objective 1 will be achieved through the realization of the following outcomes:
7. **Outcome 1.1 Increased farm and pastoral production and productivity** resulting from the adoption of adaptive nutrition-sensitive agricultural inputs, technologies, practices, and access to infrastructure and finance leading to improved household dietary diversity, nutrition and incomes.
 - If farmers are provided awareness and training and access to improved technology and practices to increase their livestock production (breed improvement, vet services, fodder seeds, feeder roads, water points, etc)—smallholders will be better positioned to increase their production and productivity which will in turn lead to increase in food security and incomes.
 - If dietary diversity awareness on health diets and nutrition activities — through e.g. diversified cropping, kitchen gardens and awareness raising — are provided and adopted, smallholders will not only increase yields but also improve household nutrition and dietary diversity.
8. **Outcome 1.2 Increased access by smallholders to remunerative markets** through investments in enterprise development, market infrastructures for processing and value addition for agricultural products, and improved access to financial services.
 - If the programme adopts a value chain approach for selected agricultural commodities such as livestock (dairy and meat) by supporting [e.g. input supply systems, aggregation points, rural infrastructure]—then production will be better aligned with market demand, enhancing efficiency and income generation along the supply chain.
 - If the programme invests in institutional capacity-building of producer groups and rural entrepreneurs —through development of business plans and business skills, and provides them access to finance through linking them with local financial institutions then they will be able to grow and expand their business in a sustainable and profitable manner.
9. **Strategic objective 2: Enhancement of natural resource management and climate resilience** of smallholder producers will be achieved through the adoption of sustainable participatory natural resource management practices and building the climate resilience of vulnerable communities through improved systems of climate resilient planning and management, improved governance and management of natural resources (pastures, forests), rehabilitation of degraded lands, landscape restoration and enhancing bio-diversity.
10. Strategic objective 2 will be achieved through the realization of the following outcomes:
11. **Outcome 2.1: Strengthened institutional and regulatory systems for climate-resilient planning and development**, creating a more enabling environment for long-term adaptation and resilience.
 - If the programme is able to assimilate and present evidence from the field regarding the role of the PUUs and VOs in natural resource management and present evidence of the key constraints in enhancing livestock productivity through an analytical assessment it will be able to influence policy on institutional roles and responsibilities (PUUs, VOs, Jamoat, LGs) incentives and resource allocation, better defining the standards and certification of livestock products, role of private veterinary services, use of digital technologies, etc.

12. Outcome 2.2: Improved management of fragile ecosystems, pastures, forests, and livestock management systems at the community level, contributing to environmental sustainability, greater resilience, increased carbon sequestration, and reduced greenhouse gas emissions.

- If the programme builds the capacity of local community institutions such as Pasture User Unions and Village Organizations through training, awareness raising, financing key infrastructure and building partnerships with local government institutions, they will be able to better manage and protect their natural resources in a sustainable manner.
- If the programme introduces a system of local level planning and implementation of climate sensitive action plans jointly by the community and local government (CsCAPs), it will enhance climate resilience at the village level and enable them to deal with climate risks and threats.
- If the programme mainstreams sustainable, participatory approaches to natural resource management (pastures, forests, degraded lands, water catchments, etc.) through awareness raising, training, resource allocation and joint planning with PUUs, Joint Forestry Committees then communities will be empowered to collectively manage these resources and undertake landscape restoration.
- If grazing and water management are improved—via [rotational grazing systems, water harvesting infrastructure, seeding, GIS monitoring]—pressure on fragile ecosystems will be reduced, enhancing environmental health.
- If communities are provided awareness, resources and the authority to undertake improved management of pastures, rehabilitate degraded ecosystems and improve the forest cover then there will be increased carbon sequestration, and reduced greenhouse gas emissions.
- The country programme's overall theory of change is that **IF** farmers' awareness is raised about healthy diets, training and access to improved technology and practices, **AND IF** the programme adopts a value chain approach for selected agricultural commodities by closely examining the specific barriers along the value chain and addressing those constraints through access to technology, finance, markets and equipment, **AND IF** the programme invests in institutional capacity-building for producers' groups and rural entrepreneurs, **AND IF** the programme builds the capacity of local community institutions to better govern and manage their pastures and forests and protect their landscapes, **THEN** rural poverty can be reduced and food security improved **BECAUSE** of the increase in livestock production and productivity, the improvement of household nutrition and dietary diversity, better alignment of production with market demand, greater efficiency and income generation along the supply chain and greater ability of rural entrepreneurs to grow and sustainably and profitably expand their business, communities will be better able to sustainably manage and protect natural resources, degraded ecosystems will be rehabilitated, adaptive capacity and carbon sequestration will increase and greenhouse gas emissions will be reduced.

Table 1 Tajikistan COSOP Theory of Change

IMPACT PARADIGM SHIFT	The overall theory of change of the country programme is that IF farmers' awareness is raised about healthy diets, training and access to improved technology and practices, AND IF the programme adopts a value chain approach for selected agricultural commodities by closely examining the specific barriers along the value chain and addressing those constraints through access to technology, finance, markets and equipment, AND IF the programme invests in institutional capacity -building for producers' groups and rural entrepreneurs, AND IF the programme builds the capacity of local community institutions to better govern and manage their pastures and forests and protect their landscapes, THEN rural poverty can be reduced and food security improved BECAUSE of the increase in livestock production and productivity, the improvement of household nutrition and dietary diversity, better alignment of production with market demand, greater efficiency and income generation along the supply chain and greater ability of rural entrepreneurs to grow and sustainably and profitably expand their business, communities will be better able to sustainably manage and protect natural resources, degraded ecosystems will be rehabilitated, adaptive capacity and carbon sequestration will increase and greenhouse gas emissions will be reduced.				
OUTCOMES	Outcome 1.1 Increased farm and pastoral production and productivity	Outcome 1.2 Increased access by smallholders to remunerative markets.	Outcome 2.1: Strengthened institutional and regulatory systems for climate -resilient planning and development.	Outcome 2.2: Improved management of fragile ecosystems, pastures, forests and livestock management systems	
OUTPUTS	90,400 rural producers accessing production inputs and/or technological packages. 19,040 persons trained in production practices and/or technologies. 284 private veterinarians supported. 200 Community Animal Health Workers (CAHW) trained 19,800 persons provided with targeted support to improve their nutrition	19,600 persons trained in IGA or business skills. 115 rural enterprises accessing business development services 11 processing or storage facilities constructed/rehabilitated 13,500 persons access financial services.	4 policies/strategies reviewed 5 policy-relevant knowledge products completed 500 individuals from relevant institutions trained in evidence -based joint climate-adaptive natural resources planning, management and monitoring. Livestock strategy developed	421,700 hectares under improved management 604,800 livestock sustainably managed 315,000 persons, benefit from landscape restoration	
ACTIVITIES	Facilitate linkages with input suppliers (vaccines, dewormers, minerals, seeds, fodder, tools, etc). Develop & distribute technology packages. Train Master Trainers& Facilitators Implement Training Sessions: Create Vet Networks/Associations Recruit, select & train CAHWs Organize women's groups Integrate nutrition education into Livestock Training, conduct Targeted nutrition BCC campaigns Establish kitchen gardens and production packages for women, promote milk and meat preservation & hygiene standards.	Identify participants especially women and youth. Establish CIGs and productive alliances with the private sector. Curriculum development & Training Mentoring, coaching, and access to resources. Identify and Recruit BDS Provider Service Matching & Facilitation Link enterprises to tailored services Technical Design & Tender of infrastructure. Contractor procurement. Operational Setup: Train facility managers and establish maintenance/management systems. Financial Literacy Training Linkage Creation:	Desk Review & Gap Analysis: Stakeholder Consultations: Technical Review Panels: Synthesize findings with actionable recommendations for policy updates. Produce policy briefs Peer-review products; launch via policy dialogues/webinars. Sectoral Diagnostic Study: Multi-stakeholder Workshops: Drafting & Integration: Validation & Adoption: Present drafts for public feedback; secure formal government endorsement.	Organize and strengthen the PUUs and VOs Develop and implement Community Sensitive Action plans in 21 districts, Engage communities to map degraded areas, grazing zones, and restoration priorities and agroforestry and pasture management Prepare pasture management plans. Launch ecoenterprises (honey production, wild species) Disseminate weather/climate information	
Key Challenges & Risks	Low productivity and poor animal genetics. Limited access to veterinary services Inadequate infrastructure (e.g., roads, cold chains, markets) Vulnerability to climate threats. Disease outbreaks leading to animal morbidity and mortality.	Limited technical knowledge of farmers. Limited capacity to invest in feed and use modern management practices. Limited access to finance Market dynamics and price volatility.	Fragmented production and lack of capacity for aggregation. Lack of market infrastructure. Limited capacity for value addition, Limited understanding of markets High transactions costs in dealing with rural producers and enterprises limits growth prospects.	Lack of a supportive and regulatory framework that discourages investments in natural resources. Lack of understanding of the approach to be adopted to encourage investments in livestock development. Change of leadership that could lead to wavering commitment to policy reform.	Weak institutions at the community level to plan and implement natural resource development plans. Low level of investment and infrastructure available for investment. Lack of advanced GIS tools for planning and monitoring. Common property resources are prone to the free rider problem that leads to the tragedy of the commons.
ASSUMPTIONS	Overall political and economic stability in the country. The volumes and quality of produce attracts the private sector to engage with smallholder farmers The Government provides a supportive environment for local production and enterprise development. No major disease outbreak or extreme climate event				