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ANNEX

to the Commission Implementing Decision on financing of the multiannual action plan in favour of Turkmenistan for 2024 – 2027

Action Document for EU - Turkmenistan Cooperation Facility 2024 - 2027

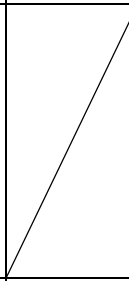
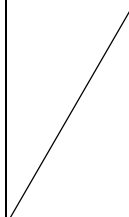
MULTIANNUAL PLAN

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	EU - Turkmenistan Cooperation Facility 2024-2027 OPSYS number: ACT-62836 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Turkmenistan
4. Programming document	Multiannual Indicative Programme – Turkmenistan 2021-2027
5. Link with relevant MIP(s) objectives / expected results	Cooperation Facility with the objective to enhance the EU-Turkmenistan Partnership
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	43010 – Multi-sector
7. Sustainable Development Goals (SDGs)	Main SDG: 17 – Partnerships to achieve the Goal Other significant SDGs and where appropriate, targets: 5) gender equality, (7) clean energy, (8) decent work and economic growth, (9) industry, innovation and infrastructure, (11) sustainable cities and communities, (12) sustainable consumption and production, (13) climate action, (15) life on land, and (16) peace justice and strong institutions.
8 a) DAC code(s)	DAC 43010 Multisector Aid – 100%
8 b) Main Delivery Channel	Other – 47000

9. Targets	<input type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective
Digitalisation @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		YES <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
Connectivity @		<input type="checkbox"/>	<input type="checkbox"/>	
digital connectivity energy transport health		YES <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	

	education and research			
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12.Amounts concerned	Budget line(s) (article, item): 14.020130 NDICI Middle East and Central Asia Total estimated cost (2024-2027): EUR 7 000 000 Total amount of EU budget contribution: EUR 7 000 000 The contribution is for an amount of EUR 4 000 000 from the general budget of the European Union for 2024, for an amount of EUR 2 000 000 from the general budget of the European Union for 2025, and for an amount of EUR 1 000 0000 from the general budget of the European Union for 2026, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with the entity(ies) to be selected in accordance with the criteria set out in sections 4.3.1.			

1.2 Summary of the Action

<p>The proposed Action intends to enhance the EU-Turkmenistan partnership and to promote the EU's long-term interests in supporting Turkmenistan's re-engagement with the outside world, while supporting its more sustainable, inclusive and democratic development, with special focus on vulnerable groups, to leave no one behind. The action therefore prioritises economic and trade cooperation (within the framework of the rules and norms governing EU external relations, including on human and labour rights), EU policy priorities (in particular, on Green Deal and Governance, Human rights), and the SDGs.</p> <p>Such increased and coherent engagement will allow leveraging possible additional funding from EU Member States and EU financial institutions to create greater impact in policy fields of EU and joint interest, in particular relating to the European Green Deal and improved business climate.</p> <p>The Specific Objectives (Outcomes) are to:</p> <ol style="list-style-type: none"> 1. Enhance the effectiveness of the EU-Turkmenistan relations and policy dialogue and increase awareness and understanding of the EU and its role in the country, the region and the world. 2. Improve the alignment of Turkmenistan with international rule of law and human rights standards, including labour rights and gender equality. 3. Enhance the effectiveness of implementation of climate change measures that incorporate Paris Agreement and Global Methane Pledge requirements including on emissions reduction, green transition and improvement of the business climate. <p>The Action will do so by creating opportunities for effective dialogue on EU and joint agendas, and strategic partnership, by increasing interaction with and strengthening the capacities of public entities and the private sector, especially micro, small and medium enterprises (MSMEs) led by woman and youth and by strengthening capacities, raising awareness and improving access to knowledge and information on the Green Agenda, public finance management, decent work and business environment, and promoting innovation in this field.</p> <p>The Cooperation Facility will consist of a wide range of tools, initiatives and activities to achieve its objectives. It will leverage green catalytic investments through the involvement of development banks, and allow for flexible, fast assistance and implementation of technical assistance, studies and peer to peer exchanges of experiences where needed. At the same time, it will deliver results and enable advocacy on some of the fundamental interests and values of the EU, namely human rights and gender equality.</p>	
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The Action is aligned with the EU's policy first principle, the commitment to the 2030 Agenda and the SDGs, the Paris Agreement, the new European Consensus on Development, the external dimension of the European Green Deal, as well as other main priorities of the European Union. **It will contribute in particular to the SDG 17 Partnerships for the Goals and to the SDGs 1 (no poverty), 5 (gender equality), 7 (affordable and clean energy), 8 (decent work and economic growth), 12 (responsible production and consumption), and 13 (climate action).** The Action is furthermore aligned with the priorities of Turkmenistan's National Development Plan 2019-2025.

The Cooperation Facility will allow for an **enhanced coordinated approach**, promoting synergies with other EU policies. The Action complements ongoing regional programmes as well as regional Team Europe Initiatives on Digital Connectivity and on Water, Energy and Climate Change.

It is expected that the Action will be **complemented by additional funds from thematic and regional programmes** and blending facilities, to ensure the EU's credibility as a dialogue partner for Turkmenistan and other development partners.

1.3 Zone benefitting from the Action

The Action shall be carried out in Turkmenistan, included in the list of ODA recipients.

2 RATIONALE

2.1 Context

Turkmenistan was long considered one of the most secretive and closed countries in the world. The Constitution formally recognises the division of powers and guarantees fundamental freedoms, but these provisions are not implemented. The government maintains strict control over the population, suppressing dissent and limiting freedoms of expression, assembly and association. Human rights organisations report arbitrary detentions, the lack of due judicial process, and the persecution of political opponents and activists, including abroad. Over the past months, Turkmenistan has made some progress on human rights, including by starting cooperation with the ILO on addressing forced and child labour. Upon Turkmenistan's invitation, the EU Special Representative for Human Rights visited the country twice (former EUSR Gilmore in April 2023 and EUSR Skoog in June 2024).

Turkmenistan relies heavily on its vast natural gas reserves, being the fourth largest producer globally, with a majority of its exports going to China. Development of processing industries and diversification of exports are stated objectives of the economic development policy. GDP growth recovered after the COVID-19 pandemic but depends on fluctuating energy prices.

Since 2022, Turkmenistan has taken some steps to improve its image and engage with international partners, including the EU. This is partly due to the transition of power from the former President to his son Serdar Berdimuhamedov in March 2022, but also to Turkmenistan's interest in diversifying its foreign policy orientation following Russia's war of aggression against Ukraine. Turkmenistan is taking steps towards opening the country to new economic opportunities and technology.

The relations between Turkmenistan and the EU were established in November 1993. They are based on an Interim Agreement on Trade from 2010. The ratification of a Partnership and Cooperation Agreement (PCA) between the EU and Turkmenistan, signed in 1998, is pending due to human rights concerns of the European Parliament. Over the past months, Turkmenistan has signalled greater readiness to engage with the EU, including through the participation of Foreign Minister Meredov in the EU-Central Asia ministerial (Luxembourg, October 2023), the endorsement of the Joint Roadmap for Deepening Ties between the EU and Central Asia and the active participation in the Global Gateway Investors' Forum on Sustainable Transport Connections between Europe and Central Asia (Brussels, January 2024) and in the official launch of the Coordination Platform (Astana, June 2024). Turkmenistan has expressed interest in greater cooperation notably on energy – diversification of gas exports, methane emission reduction, hydrogen and renewable energy, connectivity and education.

The EU's geopolitical interest is to further engage with Turkmenistan in fields of mutual interest (green transition, connectivity, trade and investment). EU efforts aimed at Trans-Caspian connectivity and identifying new sources of critical raw minerals make this country an important element of the EU's involvement in Central Asia and the implementation of the 2019 Central Asia strategy¹ to support resilience and prosperity in the region; access via the Caspian Sea (especially the port of Turkmenbashi) and road place Turkmenistan at a key juncture in the Trans-Caspian Corridor. Security considerations also play a role: engagement with Turkmenistan will facilitate compliance with the sanctions' regime and counterbalance Russia's activities in the region. Additionally, Turkmenistan shares borders with Afghanistan and Iran and has insights into the regimes of these countries and the extremist groups that may operate from their territories; stability in Turkmenistan can contribute to mitigate the spillover effects of these extremist regimes.

The EU supports Turkmenistan's efforts of transition towards a more sustainable, greener economy and Turkmenistan's adherence to the Paris Agreement and to the Global Methane Pledge. Additionally, the EU seeks to support the improvement of the business climate, economic diversification and trade. The transversal priority of the EU cooperation with Turkmenistan is to enhance the respect of human rights, good governance and the rule of law, long-term drivers for sustainable, inclusive and democratic development, to leave no one behind.

The Cooperation Facility for Turkmenistan allows for flexible, fast assistance and implementation of technical assistance, studies and peer-to-peer exchanges of experiences where needed. The Facility also enhances the visibility of the relationship between the EU and Turkmenistan, while promoting synergies with other EU policies.

It complements ongoing and future regional programmes, among which the most prominent and relevant ones for Turkmenistan are the Global Gateway flagship regional programmes with Central Asia, in particular the Trans-Caspian Transport Corridor (TCTC) development and the Team Europe Initiative on Water, Energy and Climate Change. Turkmenistan can also benefit from the programme "Digital Connectivity in Central Asia" (Regional AAP 2023) on soft connectivity, adopted under the Team Europe Initiative on Digital Connectivity, and benefits from all the components of the EU-Central Asia Prosperity programme to strengthen EU-Central Asia trade and economic links along the TCTC, including with regard to Critical Raw Materials. The Global Gateway aims to support Turkmenistan in building resilient infrastructure, fostering digital and energy connectivity, and promoting sustainable and inclusive growth.

2.2 Problem Analysis

Turkmenistan remains a very closed country. Internet access in Turkmenistan is slow, expensive and limited compared to global standards, as confirmed by international surveys. For example, in the 2022 Internet Accessibility Index, Turkmenistan was ranked 156 out of 164 countries across the world in terms of the quality, availability and cost of internet access.

Turkmenistan has one of the world's largest natural gas resources and its economy is almost entirely dependent on the gas exports. The main export market remains China. However, recently, Turkmenistan has started to face a number of challenges, including a global fall in commodity prices and the competing resource agendas of Russia, Iran, China, Azerbaijan and Turkey. These challenges have begun to affect the country's foreign relations strategy (e.g. a more ambitious government's policy with regards to the climate change) and planned long-distance pipeline projects with new connections to external markets.

More recently, the country seems to be very keen on developing economic/trade relations with the EU. Having received a WTO observer status in July 2020, Turkmenistan has expressed gratitude to the EU for support through the Cooperation Facility 2022-2023.

The country's climate vulnerability and greenhouse gas emissions also make Turkmenistan a priority for EU climate policies and the external dimension of the European Green Deal², while the serious inequalities that prevail in the country mean that, despite its Upper Middle Income Country (UMIC) status, EU support will have an

¹ [New EU Strategy on Central Asia | EEAS \(europa.eu\)](#)

² [European Green Deal - Consilium \(europa.eu\)](#)

important role to play in support of the achievement of the SDGs, with a particular focus on poverty reduction, decent work, reduced inequalities (including gender inequalities), clean and affordable energy.

The Action will address these issues through policy dialogue and focused technical assistance. The Cooperation Facility will enable the EU to **pursue coherent policy outreach and dialogue** with the government and other partners, in particular on the SDGs, the Green Deal, as well as economic and business cooperation, while Technical Assistance will **address the gaps to realise Turkmenistan's policy objectives for sustainable green growth**.

In terms of women's rights and gender equality there are major issues. Only 20.6% of indicators needed to monitor the SDGs from a gender perspective are available, with gaps in key areas, in particular: violence against women, unpaid care and domestic work and key labour market indicators, such as the gender pay gap. In addition, many areas – such as gender and poverty, physical and sexual harassment, women's access to assets (including land), and gender and the environment – lack comparable methodologies for regular monitoring. Closing these gender data gaps is essential for achieving gender-related SDG commitments in Turkmenistan. 19.2% of seats in parliament were held by women (2024), 30.4% of women of reproductive age (15-49 years) have their need for family planning satisfied with modern methods (2020 data, UN Population Division).

Turkmen law prohibits all forms of forced or compulsory labour, but these forms of labour remain common practice. According to a report from Anti-Slavery International of May 2021, Turkmenistan's cotton industry is underpinned by a **state-sponsored forced labour system**. The government controls the cotton production and forces farmers to meet official production quotas under threat of punishment. This issue is regularly highlighted by the EU including in international fora. Recently, the Turkmen government has shown openness to address the eradication of force labour in the country and to continue working with ILO (International Labour Organisation) on the topic.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

The Facility will respond to requests for support from a variety of stakeholders such as the Government of Turkmenistan, International Financial Institutions, in particular European Development Financing Institutions (EDFIs), as well as the private sector, both Turkmen and European, which will play a key role across all priority areas. The Cooperation Facility will maintain an open approach to engage and benefit a wide range of stakeholders as appropriate, including those representing rights-holders, including women and youth organisations.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to enhance sustainable development in Turkmenistan and advance the EU – Turkmenistan partnership, in line with the green transition and the respect of human rights.

The Specific Objectives (Outcomes) of this action are to:

1. Enhance the effectiveness of the EU-Turkmenistan relations and policy dialogue and increase awareness and understanding of the EU and its role in the country, the region and the world;
2. Improve the alignment of Turkmenistan with international rule of law and human rights standards, including labour rights and gender equality;
3. Enhance the effectiveness of implementation of climate change measures that incorporate Paris Agreement and Global Methane Pledge requirements, including on emissions reduction, green transition and improvement of the business climate.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

1.1 contributing to Outcome 1 (or Specific Objective 1): Enhanced access to policy dialogue opportunities between the EU and the Government of Turkmenistan, on topics such as, among others, gender equality, women and youth empowerment, environment/climate change, good governance, human rights and rule of law;

1.2 contributing to Outcome 1 (or Specific Objective 1): Improved communication and awareness raising mechanisms with the public, networks and partners including, among others, youth, students, academics, businesses, relevant for the development of the relations between the EU and Turkmenistan;

2.1 contributing to Outcome 2 (or Specific Objective 2): Enhanced capacity of the Turkmen Government and governmental institutions in mainstreaming the human rights approach, labour rights and gender equality;

2.2 contributing to Outcome 2 (or Specific Objective 2): Enhanced capacity of the Turkmen Government and governmental institutions to develop and implement labour laws that promote decent work practices and gender equality;

3.1 contributing to Outcome 3 (or Specific Objective 3): Enhanced capacity of governmental institutions, agencies and companies, for the implementation of measures related to emission reduction, green transition, and improvements in the business climate;

3.2 contributing to Outcome 3 (or Specific Objective 3): Improved access to best practices and technologies to monitor, report and reduce methane emissions.

The action will build upon and follow-up to the programmes whose implementation started in the current phase 2022 – 2024.

3.2 Indicative Activities

Activities related to Output 1.1:

- Policy dialogue to monitor the effective implementation of the action and identify areas/needs for financial and technical assistance, focusing on areas not yet covered by other (including regional) programmes and initiatives;
- Policy dialogues on issues arising from the Joint Committee meetings and human rights dialogues between the EU and the Government of Turkmenistan, including gender equality and women and youth empowerment, environment/climate change, development and SDGs, good governance, human rights, including labour rights, rule of law.

Activities related to Output 1.2:

- Strategic communication and public diplomacy activities to (1) promote the awareness and understanding of the Union's values, interests and specific policies and (2) strengthen public awareness, networks and long-term relationships with key target audiences and partners (e.g. youth, students, academics, business), including leveraging existing EU programmes, in order to build trust and facilitate future cooperation across policy areas;

Activities related to Outputs 2.1 and 2.2:

- Technical assistance and capacity building activities to support the Turkmen Government's efforts to eradicate forced and child labour, through the implementation of relevant ILO conventions. In February 2024, the Turkmen Government confirmed to the ILO its commitment to cooperate on eradicating forced and child labour in the country, particularly during cotton harvest;
- Technical assistance and capacity building activities to support Turkmenistan's efforts to promote decent work;
- Supporting labour laws and their enforcement, promoting decent work practices through stakeholder engagement, capacity building and continued third party monitoring;

- Promoting equal access of women to and treatment on the labour market, and the elimination of gender-based discrimination in the workplace;
- Improving access to public information, ensuring that all workers, especially women, are aware of their rights and the available mechanisms to have these rights respected;

Activities related to Outputs 3.1 and 3.2:

- Technical assistance and capacity building activities in strategic areas such as the green economy and good governance to improve regulation harmonisation with EU standards;
- Policy dialogue to monitor and ensure the effective implementation of the Climate Change Strategy³ (2021) and the Paris Agreement;
- Technical assistance to support sector reform in renewable energy and energy efficiency; cooperation in other areas of the Green Deal, National Determined Contributions (NDCs), emission trading, carbon pricing, environment;
- Adoption of best practices and technologies to monitor, report and reduce methane emissions, further aligning Turkmenistan's efforts with global environmental objectives;
- Support to pre-investment feasibility studies and planning, laying the grounds for future investment projects. These preparatory activities will ensure that subsequent interventions, e.g. investments in infrastructure, are well-founded, strategically planned and capable of delivering maximum impact

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

N/A

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

N/A

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

N/A

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is marked as G1. This implies that a gender responsive approach will be applied throughout implementation in all activities undertaken under the Cooperation Facility.

In line with the EU Gender Action Plan 2021-2025 (GAP III)⁴, the action will contribute in particular to promoting economic and social rights and empowering girls and women.

Human Rights

Respect for human rights is a fundamental value of the European Union. Strengthening the human rights dialogue with Turkmenistan and aligning the legal framework (ratification of international human rights treaties) are key activities under this Cooperation Facility.

The Action adopts a human rights based approach (HRBA) and it promotes the fulfilment of the human rights (adequate standard of living, the right to work, access to justice, etc) of all, with a focus on women and youth and

³ [National Strategy of Turkmenistan on Climate Change | United Nations Development Programme \(undp.org\)](#)

⁴ [IMMC JOIN%282020%2917%20final.ENG.xhtml.1 EN ACT part1 v8.docx \(europa.eu\)](#)

The Gender Action Plan III is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through EU Presidency Conclusions of 16 December 2020 endorsed by 24 Member States.

individuals living in vulnerable situations. All activities will be designed taking into account the do-no-harm principle. The HRBA's five working principles (applying all human rights for all; b) meaningful and inclusive participation and access to decision-making; c) non-discrimination and equality; d) accountability and rule of law for all; and e) transparency and access to information supported by disaggregated data) will be promoted throughout.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that disability is not considered the overall nor a specific objective of the facility. However, in all activities all possible measures will be taken to ensure an inclusive policy dialogue. Therefore, attention will be paid to ensure and enable the participation of people with disabilities in the activities under the facility, and to ensure that the achieved results will be accessible for people with disabilities.

Reduction of inequalities

By embedding measures to mitigate inequalities within our cooperation initiatives, we aim to foster inclusive growth and ensure that marginalised groups and individuals can fully participate in and benefit from development processes. This entails promoting equitable access to resources, opportunities, and services, thereby contributing to sustainable development goals and reinforcing the principles of fairness and social justice at the heart of our cooperation efforts.

Democracy

All activities, including policy dialogues with the Government of Turkmenistan will aim at promoting democratic values to ensure that the country moves closer to the path of democracy. This is also supported by a strengthening of the inclusiveness of the dialogue as well as a focus on respect for human rights, good governance, transparency, anti-corruption and the importance of the rule of law.

Conflict sensitivity, peace and resilience

Building resilience and preventing conflicts are primarily relevant in Turkmenistan in the current geopolitical situation. Ensuring compliance with EU sanctions while supporting resilience in relation to TKM dependency on fossil fuel exports and investment development, security risks deriving from radicalisation especially in the neighbouring countries are key issues of the foreseen increased policy dialogue.

Disaster Risk Reduction

Building resilience and preventing disaster are primarily relevant in Turkmenistan. Protecting the environment, mitigating and adapting to climate change especially in relation to access to water resources and deforestation, and building resilience of communities at risk are key issues of thematic funding in Turkmenistan as well as in the ongoing policy dialogue. Following the COVID-19 pandemic and in the perspective of building back better public health and crisis response in the case of global pandemic will be relevant crosscutting issues.

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Political stability	The political environment is unstable and cooperation can be volatile.	Medium	High	Flexibility under the Cooperation Facility will allow us to respond and adapt to these changes and to include new or rapidly expanding areas of potential cooperation.

Involvement	Stakeholders disengage in the dialogue	High	High	To ensure the engagement of Turkmen authorities, joint priorities will be established in close cooperation with high level representatives of the Turkmen government. Established frameworks for dialogue (Joint Committee, Human Rights Dialogue) will be used used to the maximum extent.
Credibility	Public diplomacy efforts lack credibility	Medium	Medium	Strategic communication and public diplomacy actions will be directed to carefully selected target for audiences (e.g. youth, women) and appeal to concrete interests/needs/challenges of targeted population groups. Therefore particular attention will be paid to the design of messages and Key Performance Indicators (KPIs). If feasible, these activities could be implemented in partnership with local stakeholders.
Coordination	Multi-country programmes duplicate activities and/or do not effectively supplement country specific projects	Low	Medium	The effective coordination with other, including regional projects, programmes and initiatives, will be facilitated through the disciplined implementation of the regional coordination mechanism for Central Asia organised in Planet, People & Prosperity and Peace programme clusters.

Lessons Learnt:

The Cooperation Facility might have a limited transformational impact in view of the current governance context. However, by aligning our support with the priorities of Turkmenistan's National Development Plan 2019-2025 and follow-up development documents, such as increasing Turkmenistan's competitiveness through private sector development, the chances for successful implementation of legislative and policy changes can increase.

Flexibility and adaptability are fundamental for the successful implementation of the action, ensuring it meets the needs and expectations of beneficiaries while accounting for national and local contexts. Continuous face-to-face bilateral engagement with beneficiary institutions, combined with coordination efforts with EU Member States and other international organizations active on the ground, is essential to enhance the visibility of the action and tailor its implementation to specific circumstances. The key to success lies in setting priorities aligned with ongoing legislative and administrative reforms and maintaining close contact with beneficiaries through on-the-ground experts. The EU-TM Joint Committee on the Interim Trade Agreement should continue to serve as the primary forum for discussing, monitoring, and advancing the action objectives.

3.5 The Intervention Logic

The Action intends to enhance the EU-Turkmenistan cooperation policy. The Cooperation Facility will enable the EU to promote its values and pursue strategic interests and coherent policy outreach and dialogue with the government involving other important partners. It will provide the funding to foster meaningful engagement with Turkmenistan in a flexible manner. Such increased and coherent engagement will allow leveraging additional funding from EU Member States and European development financial institutions to create greater impact in policy fields of EU and joint interest.

IF access to policy dialogue opportunities between the EU and the Government of Turkmenistan, on topics such as, among others, gender equality, women and youth empowerment, environment/climate change, good governance, human rights and rule of law is enhanced (Output 1.1) and IF communication and awareness raising mechanisms with the public, networks and partners including, among others, youth, students, academics, businesses, relevant for the development of the relations between the EU and Turkmenistan are improved (Output 1.2), THEN the effectiveness of the EU-Turkmenistan relations and policy dialogue and the awareness and understanding of the EU and its role in the country, the region and the world will improve (Specific Objective 1).

In addition, IF the capacity of the Government and governmental institutions in mainstreaming human rights approach, labour rights and gender equality is enhanced (Output 2.1) and IF the capacity of the Turkmen Government and governmental institutions to develop and implement labour laws that promote decent work practices and gender equality is enhanced (Output 2.2), THEN the alignment of Turkmenistan with international rule of law and human rights standards, including labour rights and gender equality will improve (Specific Objective 2).

In addition, IF the capacity of governmental institutions, agencies and companies, to implement measures related to emission reduction, green transition and improvements in the business climate is enhanced (Output 3.1) and IF the access to best practices and technologies to monitor, report and reduce methane emissions is improved, THEN the effectiveness of implementation of climate change measures that incorporate Paris Agreement and Global Methane Pledge requirements including on emissions reduction, green transition and improvement of the business climate will be enhanced (Specific Objective 3)

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain: Main expected results (maximum 10)	Indicators: (at least one indicator per expected result) ⁵	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Enhance sustainable development in Turkmenistan and advance the EU – Turkmenistan partnership, in line with the green transition and the respect of human rights	<ol style="list-style-type: none"> Level of implementation of the Interim Agreement on trade and trade-related matters between the EU and Turkmenistan. Progress of SDG implementation in Turkmenistan 	SDG Index Score 67.13 (2024)	SDG scope improved in 2027	<ol style="list-style-type: none"> Reports of annual bilateral Joint Committee meetings Sustainable development report and dashboard 	TBD in the inception phase

⁵ Indicators will be disaggregated by sex where applicable.

Outcome 1	Enhance the effectiveness of the EU-Turkmenistan relations and policy dialogue and increase awareness and understanding of the EU and its role in the country, the region and the world.	<p>1.1. Number of annual policy dialogues with the government of Turkmenistan.</p> <p>1.2. Number of joint statements with the Government of Turkmenistan.</p> <p>1.3. Increased knowledge and positive public opinion on the EU. - Percentage of people who have [very/somewhat] positive perception of the EU</p>	<p>1.1. X (TBD in the inception phase) in 2024</p> <p>1.2. X (TBD in the inception phase) in 2024</p> <p>1.3. X (TBD in the inception phase) in 2024</p>	<p>1.1. +5 until 2027</p> <p>1.2. +3 until 2027</p> <p>1.3. TBD in the inception phase</p>	<p>1.1. Minutes of meetings</p> <p>1.2. Joint Statements</p> <p>1.3. Baseline and endline surveys conducted and budgeted by the EU-funded intervention</p>	TBD in the inception phase
Outcome 2	Improve the alignment of Turkmenistan with international rule of law and human rights standards, including labour rights and gender equality.	<p>2.1. Number of relevant international treaties/conventions signed by Turkmenistan.</p> <p>2.2. Progress of SDG #8 “Decent work and economic growth” implementation in Turkmenistan</p> <p>2.3. Increased knowledge and positive public opinion of the international human rights framework.</p>	<p>2.1. 0 in 2024</p> <p>2.2. 0 in 2024</p> <p>2.3. TBD in the inception phase</p>	<p>2.1. 3 in 2027</p> <p>2.2. 5 in 2027</p> <p>2.3. 5 in 2027</p>	<p>2.1. Ratification of protocols/legislation in place</p> <p>2.2. UN and IFI data (Sustainable Development Report, Dashboard)</p> <p>2.3. Opinion research</p>	

Outcome 3	<p>Enhance the effectiveness of implementation of climate change measures that incorporate Paris Agreement and Global Methane Pledge requirements including on emissions reduction, green transition and improvement of the business climate.</p>	<p>3.1. Progress of SDG #13 “Climate Action” implementation in Turkmenistan.</p> <p>3.2. Status of implementation of Climate Change Strategy, Paris Agreement and Global Methane Pledge, disaggregated by type of agreement/strategy.</p> <p>3.3 Number of pilot projects launched by Turkmen companies on methane reduction</p>	<p>3.1. X (TBD in the inception phase) in 2024</p> <p>3.2. X (TBD in the inception phase) in 2024</p> <p>3.3. 0 in 2024</p>	<p>3.1. +5 in 2027</p> <p>3.2. +5 in 2027</p> <p>3.3. 5 in 2027</p>	<p>3.1. UN data</p> <p>3.2. IFI data and COP meetings results</p> <p>3.3. and 3.4 Baseline and endline surveys conducted and budgeted by the EU-funded intervention</p>	
Output 1 related to Outcome 1	<p>Enhanced access to policy dialogue opportunities between the EU and the Government of Turkmenistan, on topics such as, among others, gender equality, women and youth empowerment, environment/climate change, good governance, human rights and rule of law;</p>	<p>1.1.1 Number of policies or policy amendments on gender equality and women and youth empowerment, environment/climate change, development, good governance, human rights and rule of law, developed with support of the EU-funded intervention.</p>	<p>1.1.1 0 (2024)</p>	<p>1.1.1 TBD during the inception phase (2027)</p>	<p>1.1 Text of strategies and policy documents</p>	

Output 2 related to Outcome 1	<p>Improved communication and awareness raising mechanisms with the public, networks and partners including, among others, youth, students, academics, businesses, relevant for the development of the relations between the EU and Turkmenistan;</p>	<p>1.2.1 Number of people, including youth, students, academics, and business, with increased awareness on building relationship between the EU and Turkmenistan, disaggregated by sex and age</p>	<p>1.2.1 0 (2024)</p>	<p>1.2.1 TBD in the inception phase (2027)</p>	<p>1.2.1 Database of beneficiaries/ participants; Media reports, online analytics</p>	
Output 1 related to Outcome 2	<p>Enhanced capacity of Government and governmental institutions in mainstreaming human rights approach, labour rights and gender equality .</p>	<p>2.1.1 Number of employees/officials trained by the EU-funded intervention with increased knowledge/and or skills on human rights approach, labour rights and gender equality, disaggregated by sex and age</p> <p>2.1.2 Number of government policies developed or revised with civil society organisation participation through EU support (GERF 2.29)**</p>	<p>2.1.1 0 (2024)</p> <p>2.1.2 0 (2024)</p>	<p>2.1.1 TBD in the inception phase (2027)</p> <p>2.1.2 TBD in the inception phase (2027)</p>	<p>2.1.1 Pre- and post-training test reports</p> <p>2.1.2 Text of strategies and policy documents</p>	

Output 2 related to Outcome 2	Strengthen capacity of government for development and implementation of labour laws that promote decent work practices and gender equality.	<p>2.2.1 Number of government representatives trained by the EU-funded intervention with increased knowledge/and or skills on development and implementation of labour laws that promote decent work practices and gender equality, disaggregated by sex and age</p> <p>2.2.2 Number of positive monitoring reports on elimination of forced and child labour.</p> <p>2.2.3 Number of people with increased awareness with regards to business opportunities, equal access to profession/ job, disaggregated by sex and age</p>	<p>2.2.1 0 (2024)</p> <p>2.1. 0 (2024)</p> <p>2.2. 1 (2024)</p>	<p>2.2.TBD in the inception phase (2027)</p> <p>2.1. 1 positive report</p> <p>2.2. 3 in 2027</p>	<p>2.2.1 Pre- and post-training test reports</p> <p>3.1. ILO/ UN reports/ data</p> <p>3.2. WTO data</p>	
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Output 1 related to Outcome 3	<p>Enhanced capacity of governmental institutions, agencies and companies, for the implementation of measures related to emission reduction, green transition, and improvements in the business climate.</p>	<p>3.1.1 Number of officials/employees of governmental institutions, agencies and companies trained by the EU-funded interventions with increased knowledge/and or skills on emission reduction, green transition, and improvements in the business climate.</p>	<p>3.1.1 0 (2024)</p>	<p>3.1.1 TBD during inception (2027)</p>	<p>3.1.1 Pre- and post-training test reports</p>	
Output 2 related to Outcome 3	<p>Improved access to best practices and technologies to monitor, report and reduce methane emissions.</p>	<p>3.2.1 Number of best practice and technological solutions to monitor, report and reduce methane emissions introduced with support of the EU-funded intervention, disaggregated by the type of solution</p>	<p>3.2.1 0 (2024)</p>	<p>3.2.1 TBD during inception phase(2027)</p>	<p>3.2.1 Progress reports for the EU-funded intervention; Reports from the subcontractors, infrastructure/equipment handover and inspection documents</p>	

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Government of Turkmenistan.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁶.

4.3.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with Member States' organisations or an international organisation, which will be selected by the Commission's services applying the following criteria: (1) experience of work in Central Asia and in Turkmenistan in particular, (2) experience of work in the specific field of intervention, (3) proven good relationship with key Turkmen government bodies, to enable smooth policy dialogues on the partnership with the EU or related to the Sustainable Development Goals (SDGs).

The implementation by these entities entails the provision of technical expertise and support to achieve the outputs to be delivered by this action.

4.3.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

The preferred implementation modality is indirect management. If the implementation modality in indirect management cannot be implemented due to circumstances outside of the Commission's control, a direct management modality (grants) could be used applying the criteria set out in chapter 4.3.1.

The eligibility criteria for the beneficiaries of grants are: (1) experience of work in Central Asia and in Turkmenistan in particular, (2) experience of work in the specific field of intervention, (3) proven good relationship with key Turkmen government bodies, to enable smooth policy dialogues on the partnership with the EU or related to the Sustainable Development Goals (SDGs).

The potential applicants could be public bodies, international organisations, civil society organisations.

⁶ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.4 Indicative Budget

Indicative Budget Components	EU contribution 2024 (amount in EUR)	EU contribution 2025 (amount in EUR)	EU contribution 2026 (amount in EUR)
Objective 1: Enhance the effectiveness of the EU-Turkmenistan relations and policy dialogue and increase awareness and understanding of the EU and its role in the country, the region and the world (Strategic Communication and Public Diplomacy).		250 000	
Objective 2 : Improve the alignment of Turkmenistan with international rule of law and human rights standards, including labour rights and gender equality.	1 000 000	900 000	1 000 000
Objective 3 : Enhance the effectiveness of implementation of climate change measures that incorporate Paris Agreement and Global Methane Pledge requirements including on emissions reduction, green transition and improvement of the business climate.	3 000 000	800 000	
Evaluation, audit		50 000	
Totals	4 000 000	2 000 000	1 000 000

4.5 Organisational Set-up and Responsibilities

The Cooperation Facility will be subjected to an advisory mechanism. This group will discuss and provide on a bi-annual basis the strategic and policy guidance needed to ensure smooth project implementation. It will review and endorse annual work plans, monitor project outputs and achievements and not least provide advice on how to address obstacles and challenges identified during implementation. The group should have participation from the main sections of the EU Delegation.

Sub-groups of the advisory mechanism group may be set-up for specific areas of the Cooperation Facility.

The Cooperation section in the EU Delegation will facilitate the meetings, under the chairmanship of the Head of Delegation. As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

The strategic communication and public diplomacy envelope will be managed by the Head of Cooperation, in agreement with the responsible communication unit in DG INTPA, fully respecting the cooperation facility guidelines.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partner is responsible for day to day monitoring and reporting based on the agreed indicators in the logframe. Adjustments to the agreed indicators will be subject to a discussion and approval of the advisory committee. The contracting authority will be responsible for the approval of annual reports.

5.2 Evaluation

Having regard to the nature of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for learning purposes, in particular with respect to the preparation of the second phase of the action.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the Facility incorporates different implementation modalities and covers different thematic issues.

Evaluations shall assess to what extent the action takes into account the human rights-based approach working principles (i.e. applying all human rights for all; meaningful and inclusive participation and access to decision-making; non-discrimination and equality; accountability and rule of law for all; and transparency and access to information supported by disaggregated data) as well as how it contributes to gender equality and women's empowerment. In this regard, expertise on human rights and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 2 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner

country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.
The financing of the evaluation may be contracted under a framework contract.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

At country level, resources required for strategic communication and public diplomacy will be consolidated in Cooperation Facilities established by support measure action documents. This will allow Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

To that end, Delegations will develop short strategic communication and public diplomacy plans that reflect the objectives of the Delegation as a whole in this domain, initially covering the period up to the Mid-Term Review (MTR). The strategic plan will include key administrative information (timeline, budget and the programme manager responsible for implementation) and cover the following main elements:

- Audiences targeted
- The principal communication objective(s)
- The core narrative
- Preliminary suggestions for content, partnerships and channels.