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ANALYTICAL REVIEW OF LOCAL PLANNING PRACTICES AND OPPORTUNITIES FOR THEIR DEVELOPMENT IN THE REPUBLIC OF TAJIKISTAN

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Analytical Review of Local Planning Practices and Opportunities for their Development in the Republic of Tajikistan

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This analytical review examines practices of local socio-economic planning in the Republic of Tajikistan and the prospects for their further development. The document reviews the normative, institutional and methodological foundations for the preparation of development programmes at the district and jamoat levels; analyses existing approaches to the use of data, the formulation of priorities, the linkage of programmes with resources, and the monitoring of results. Particular attention is devoted to the practical role of local planning as an instrument for managing territorial development, increasing employment, stimulating investment activity, improving the quality of services and strengthening the resilience of the local economy. Drawing on an analysis of current practices, field discussions and the experience of the EGED Programme, the review formulates recommendations for strengthening the planning system: the introduction of cross-cutting indicators, unified templates, algorithmised procedures, the development of analytical and digital tools, and more active involvement of jamoats in the local development planning process. The review is addressed to representatives of state bodies, local government authorities, specialists in strategic and territorial planning, development partners, civil-society organisations and experts working on the improvement of local development mechanisms in the Republic of Tajikistan.

This publication is a demonstration version of an analytical report. Comments and suggestions on the content of the document should be sent to: ndobretsova@dpi.kg; msemeniak@hotmail.com

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Abbreviations and Designations

RES –	Renewable energy sources
EAEU –	Eurasian Economic Union
HCS –	Housing and communal services / utilities / local amenities
IE –	Individual entrepreneur
KPI –	Key performance indicators
KR –	Kyrgyz Republic
PwD –	Persons with disabilities
SMEs –	Small and medium-sized enterprises
NDS –	National Development Strategy of the Republic of Tajikistan
PHC –	Primary health care
MTDP –	Medium-Term Development Programme of the Republic of Tajikistan (5 years)
SEDP –	Socio-economic development programme (district, city, jamoat)
DRS –	Districts of Republican Subordination
RT –	Republic of Tajikistan
MSW –	Municipal solid waste / Solid household waste
ES –	Emergencies / emergency situations

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Executive Summary

When resources are scarce, territorial disparities are widening and expectations of government performance are rising, the quality of territorial development depends increasingly on how well local government plans and on whether those plans are grounded in data. In Tajikistan, the jamoat is the tier of government closest to daily life. It is where local infrastructure gaps, access to services, social vulnerability, jobs and living conditions are most visible. It is also where local priorities can be identified, project ideas formed, and feedback passed upward into the wider system of public administration.

This report examines local development planning at jamoat level and assesses how the system can be strengthened. It was prepared under the FCDO-funded Effective Governance for Economic Development (EGED) programme. It treats the jamoat as the basic territorial unit at which infrastructure, services, vulnerability, employment and the quality of environment come together.

The study finds that the basic institutional and legal foundations for local development planning are already in place. Methodological guidance exists for preparing socio-economic development programmes (SEDPs). The powers of state bodies and of self-government bodies of settlements and villages have been defined. There is also accumulated practical experience of drafting local programmes and working with residents at jamoat level.

The central conclusion is this. The jamoat-level planning system already has the organisational base it needs. It also has considerable unused potential as a practical tool for managing local development. In too many cases, however, the jamoat programmes still function mainly as a formal document. Its analytical, investment and forecasting roles require further development.

Three constraints stand out. First, local government is poorly served by data. Analytical tools are little used. Local plans are only weakly linked to budget and investment decisions. Jamoats often hold limited, inconsistent information on infrastructure, employment, migration, service quality and socio-economic vulnerability. Data are rarely updated or analysed on a regular basis. That weakens local government's ability to formulate justified development priorities, assess residents' needs and monitor results.

Second, capacity varies sharply from one jamoat to another. Programme preparation often depends on external technical assistance, international projects and access to consultants. Thin staffing makes analysis, project preparation, monitoring systems and programme follow-up difficult. The result is a high and continuing dependence on outside expertise.

Third, jamoat planning is still poorly joined up with budget and investment decision-making. Local programmes, sector priorities, district programmes and financing arrangements remain fragmented. Local planning therefore cannot yet serve as a full instrument for managing territorial development or for coordinating public investment on the ground.

If planning stays largely procedural, scarce resources will continue to be used less effectively than they could be. Early warning of infrastructure and social gaps will remain weak. Jamoats will also be less able to put forward sound project ideas and priorities. That, in turn, reduces the quality of their engagement with national programmes and with development partners.

Stronger jamoat capacity matters for national policy and national development priorities, not only for local administration. Up-to-date, comparable local data on population, infrastructure, services and socio-economic conditions would allow priorities to be set more accurately. They would also improve the targeting of state programmes and the allocation of public funds.

Better local monitoring and analysis would help government spot infrastructure and social bottlenecks earlier. It would raise the quality of project proposals. It would also strengthen

data-based decision-making. Given the scale of territorial differences inside the country, this is especially important for more balanced regional development, for community resilience, and for reducing the exposure of remote areas to economic, climate and migration shocks.

Experience across Central Asia points in the same direction. Modern local planning systems are increasingly built around digital platforms, spatial data, monitoring tools and systematic assessment of territorial potential. Introduced step by step, these instruments can improve local government, tighten the link between plans and resource allocation, and widen the scope for evidence-based decisions at community level.

Further development of jamoat planning will therefore need sustained state backing and a long institutional horizon. The next stage is a shift: from mainly formal programme-writing towards a data-based model of local development management. That means strengthening the practical capacity of jamoats, making fuller use of digital tools, and tying local plans more tightly to budget and investment processes.

Status of the Document and Note on the EGED Programme

This analytical paper (hereafter - the Report) was prepared by the Public Association “Development Policy Institute” (DPI), Bishkek, Kyrgyz Republic, with the participation of the public associations Saodat (Khujand, Sughd Region, Republic of Tajikistan) and Fidokor (Bokhtar, Khatlon Region, Republic of Tajikistan). It was produced under the Effective Governance for Economic Development programme (hereafter - EGED programme).

EGED is a programme of the UK Foreign, Commonwealth & Development Office (FCDO). It has run from 2020 to 2026 in Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan. Its purpose is to improve the effectiveness, accountability and transparency of priority economic reforms.

One EGED workstream supports regional and local government. It aims to strengthen economic performance through better planning, data-based management, and the identification of investment opportunities. In Tajikistan, during 2025 - 2026, EGED supported two related strands of work. The first was a set of recommendations to improve economic development planning at jamoat level. The second was a series of demonstration economic micro-projects. Through these, selected jamoats were able to test ways of raising local growth by building on territorial economic specialisation, strengthening value chains and increasing incomes.

The Report is intended to support regional economic growth by improving how socio-economic development is planned for territories, communities and districts. It does not offer a comprehensive assessment of Tajikistan’s system of government or planning. Nor is it a full academic study.

1. Introduction

A country's economic development starts locally. That is not only because national figures are the sum of territorial results. Development takes shape where people live and work: in cities, districts and jamoats. This is where jobs are created, where the conditions for business are set, and where household and budget revenues are generated. The state of the local economy has a direct bearing on migration and employment. Decisions taken locally have a direct bearing on living standards. Better local planning therefore matters for national development, not only for local administration. The contemporary approach to development management treats local planning as more than the formal preparation of programme documents. It treats it as a working instrument for managing the socio-economic development of territories under tight resources, and inside a public administration system that is itself being reformed.

1.1. Purpose and tasks

The purpose of the Report is practical. It reviews local planning as it is actually used. It identifies what already works, or is beginning to change. It then asks where, and how, the local planning system can be improved and strengthened. The analysis draws on EGED experience in the Kyrgyz Republic. It also takes account of the digitalisation of government now under way in the Republic of Tajikistan.

The Report reviews the institutional setting and current planning practice at local level. In particular, it:

- analyses the legal, institutional and methodological basis for local socio-economic development planning in Tajikistan;
- examines how socio-economic development programmes are prepared and implemented at district and jamoat level, including the use of data, coordination, monitoring and resourcing;
- identifies the factors that affect whether development programmes can actually be delivered, and how far they are linked to budget and extra-budgetary resources;
- sets out proposals for improving local planning tools and processes, with a view to better quality, more consistent methods, and programmes that can be used in practice.

1.2. Scope of the review

The review covers the legal and institutional framework, the technical conditions, and the actual practice of preparing and implementing development programmes at jamoat level. It also looks at how far those programmes are embedded in the national system of planning and forecasting for social development and economic growth, and how effective that fit is.

1.3. Why the report is timely

The Report is particularly timely because Tajikistan has adopted the Medium-Term Development Programme (MTDP) for 2026 - 2030. The MTDP sets the targets for the final stage of the National Development Strategy (NDS) to 2030. Whether those national targets are met will depend, in large part, on whether each territory - region, city, district and jamoat - understands and manages its own counterpart indicators. The subject of the Report, and the improvements it proposes for local socio-economic planning, therefore serve two purposes. They are intended to increase the contribution of territories and regions to the MTDP 2026 - 2030. They also speak directly to several of the Programme's own priorities: stronger

institutional foundations for the economy; more balanced regional development and narrower socio-economic gaps between territories; and the integration of strategic planning with the budget process, monitoring and evaluation in public administration.

1.4. What is new in the approach

The novelty of the Report lies in how it treats local socio-economic planning in Tajikistan. It is not viewed only as the established administrative procedure for drafting development programmes. It is viewed as the future foundation of digital territorial government. Tajikistan is on the threshold of a more active digitalisation of public administration. In that setting, the platform itself is not the first issue. The first issue is whether the planning system is ready for the shift. Readiness means comparable indicators, common data formats, clear analytical steps, standard programme templates, and a reliable flow of information between jamoats, districts, cities, regions and the centre. The study finds that, without this prior methodological and substantive work, digitalisation may simply move today's fragmentation online. By contrast, if processes are properly standardised and set out as clear algorithms, local planning can become a managed, data-based system for decision-making, forecasting and monitoring territorial development.

1.5. Intended use

This is an applied report. It is written to be used in the further improvement of local socio-economic development planning in Tajikistan. Its findings, observations and proposals are intended for three practical purposes: updating methodological guidance; shaping new approaches to programme preparation at district and jamoat level; and organising training and support for specialists on the ground. Selected elements, including the proposed indicators, the sequenced approach to analysis, a tighter link between plans and resources, and the gradual digitalisation of management processes, are meant to be tested in pilots and, where they work, extended to other territories. The proposed structure of the local planning method can be developed further into a formal practical manual. It can also serve as the basis for a digital system.

1.6. Pilot regions, districts, and jamoats

Under the EGED programme, the partner organisations Saodat and Fidokor worked, in line with their mandates, in the following districts, cities and jamoats in Sughd and Khatlon regions of Tajikistan. Sughd Region:

- City of Konibodom (district-level city), including the jamoats of R. Khamroboev and Puloton;
- Jabbor Rasulov District, including the jamoats of Gulkhona and Gulakandoz.

Khatlon Region:

- City of Levakant (district-level city), including the jamoats of Guliston and Vahdat;
- Vakhsh District, including the jamoats of Zarnisor and 20-solagii Istiqloliyati Tojikiston.

2. Method and limits of the analysis

2.1. Overall study design

The analysis in this Report combines three elements. Together they give a working picture of the local planning system:

- a review of the legal and methodological texts that govern how local development programmes are prepared and implemented in Tajikistan;

- interviews and working discussions with officials from state bodies, hukumats, jamoats and civil-society organisations, together with the knowledge of local experts;
- an examination of how development programmes are actually prepared and implemented at district and jamoat level.

This mix of sources makes it possible to set formal procedure against practice. It also points to where the system can be strengthened. Those points are presented as practical recommendations on method and process for local socio-economic development planning.

2.2. Methods and sources

The analysis drew on the following sources and methods:

Legal and methodological material: Tajikistan's current legislation on strategic and territorial planning; secondary acts and approved procedures for preparing socio-economic development programmes; methodological guidance used at national and local level; national strategy documents and medium-term development programmes.

Primary (field) material: 1) Interviews, working meetings and discussions with central government bodies (the Ministry of Economic Development and Trade of the Republic of Tajikistan; the Committee on Local Development under the President of the Republic of Tajikistan; and the Institute of Economics and Demography of the National Academy of Sciences of the Republic of Tajikistan); hukumats of the pilot regions; hukumats of the pilot districts; pilot self-government bodies (jamoats); civil-society organisations in the pilot districts; 2) Assessments by local consultants with practical experience of the local planning system; 3) Observations from focus groups and introductory seminars in Sughd and Khatlon regions.

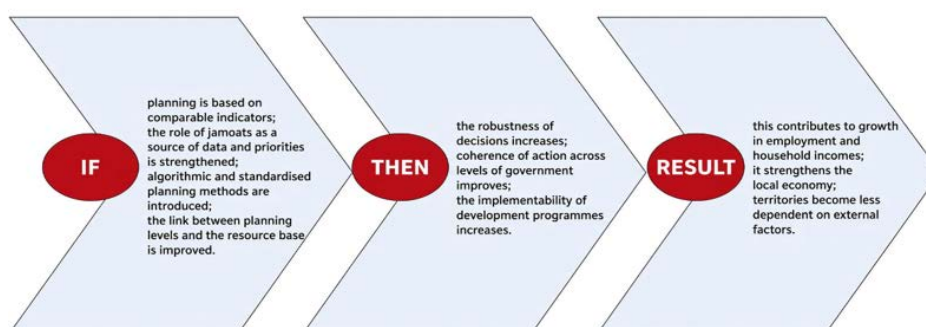
Documentary analysis: District socio-economic development programmes; jamoat local development plans where these exist; accompanying analytical and statistical material; examples of projects and initiatives already under way.

Analytical principles: The analysis was guided by five working principles:

- Form and practice. Compare the procedure on paper with the way it is used.
- Usefulness, not formal compliance. Judge planning tools by whether they help, not only by whether they meet a formal requirement.
- Reproducibility. Look for approaches that can be scaled and used in different territories.
- Institutional constraints. Work within the existing model of public administration and the current division of powers.
- Regional comparison. Draw on the experience of the Kyrgyz Republic and other countries in the region as a source of practical orientation, not as a model to be copied wholesale.

2.3. Elements of the theory of change

The Report's logic rests on one assumption: the quality of local planning can be improved without changing the institutional model. The route is better tools, better indicators and better approaches. In simplified form, the theory of change that underpins this analysis can be set out as follows.



2.4. Limitations of the analysis

The following limitations were taken into account in preparing the Report:

- **uneven practice across regions:** approaches to the design and delivery of programmes differ between districts and jamoats;
- **limited and fragmented data:** this is especially marked at jamoat level, where information is often not systematised and is not available in digital form;
- **differences in how information is interpreted:** data from interviews and discussions may reflect participants' subjective views;
- **a limited observation horizon:** the analysis describes the system as it stands now and does not cover long-term dynamics;
- **dependence of some practices on external support:** some of the approaches observed are implemented with the involvement of international organisations and may not be fully replicable without further support;
- **a limited number of pilot territories:** the current scale is sufficient to test the proposed approaches in detail, identify the main difficulties and make the necessary adjustments, but it does not yet cover the full range of conditions in which local planning is carried out in the Republic of Tajikistan.

Information gathered in the field (data, interviews and conferences) may also differ by region and by source. The main approaches, recommendations and tools proposed in the Report may therefore be refined and supplemented later, especially at the stage of practical implementation.

2.5. Approach to interpreting the findings

Given these limitations, the conclusions and recommendations in the Report:

- are indicative and advisory, not normative;
- are intended to strengthen and improve existing practices and methods, not to replace them;
- assume later adaptation to the specific features of particular territories;
- may be refined and supplemented during practical implementation and piloting.

Overall, this methodological approach yields a balanced picture of the local planning system in the Republic of Tajikistan. It identifies strengths and constraints, and it sets out practical directions for further development.

3. Current trends in the shift towards managed economic development in countries with a post-Soviet history

In recent years the former Soviet republics, including the countries of Central Asia, have been moving gradually from inertial and largely administrative management of development towards more managed approaches grounded in analysis and evidence. The shift is driven by internal factors, such as the need to use scarce resources more efficiently, and by external ones: stronger competition for investment, higher expectations of the quality and results of public administration, and the expansion of international cooperation. Digital transformation of management systems has become an additional, and almost standalone, influence. It imposes its own non-negotiable rules: standardisation, an algorithmic approach, and the uniqueness of each data unit.

A key feature of this shift is **the stronger role of data and analysis** in decision-making. Unlike the approaches that took shape in the early 2000s, when planning was often declaratory, current practice assumes systematised data, analysis of indicator trends and the use of basic economic forecasting tools. Even where the statistical base is limited, the countries of Central Asia are gradually introducing simplified assessment and forecasting models. These models help set development priorities more accurately and estimate the expected effect of the measures being implemented.

A parallel development is **comprehensive planning** that takes account of the links between economic development, the social sphere, infrastructure and the spatial development of territories. Climate and environmental factors matter particularly here, including disaster risk, access to water and the resilience of infrastructure. In a number of countries these aspects are already built into planning at regional and local levels. That raises the resilience of economic growth and reduces the vulnerability of territories. In Kazakhstan, for example, the system of regional standards sets precise requirements for the quantity and quality of infrastructure in each settlement, according to population size.

A separate strand is **targeted policy for territories** at different levels of socio-economic development. Uniform solutions are giving way to a differentiated approach that takes account of the features of particular regions, including infrastructure provision, access to markets, demographic structure and economic specialisation. This allows resources to be allocated more efficiently and growth points to be formed, including in territories that previously lagged behind. A state policy of differentiation and targeting is applied in Kazakhstan and Kyrgyzstan, where anchor points or growth points have been identified, while a separate development policy is applied to less resource-rich territories.

A substantial element of current trends is the gradual move to more **structured and algorithmic approaches to planning**. This is not about making processes more complex. It is about simplifying them by introducing clear sequences of actions, standard forms and templates. That reduces the dependence of planning quality on the individual skills of particular specialists, makes results reproducible and makes it easier to introduce common standards at different levels of government. Standardised planning and forecasting processes and forms are also closely tied to budget planning. In Kazakhstan, for example, regional standards have a direct effect on the volume of state financing for a given territory.

Closely linked to this is the **digitalisation of public administration and planning**. Countries in the region are introducing information systems that automate data collection and processing, forecast preparation and programme monitoring. Even where digital infrastructure is limited, interim solutions are used - unified spreadsheets and simple databases that make information comparable and prepare the ground for a deeper digital transition later. Digital platforms for managing local development serve different practical purposes, but they are gradually forming comprehensive automated management systems. In Uzbekistan, the socially oriented Digital

Mahalla system is being filled out with management functions. In Kyrgyzstan, the Sanarip Aymak statistical base is being transformed into a management system. In Kazakhstan, digital monitoring of regional standards is automatically linked to the budget process.

The move towards more managed, data-based approaches to local development is not confined to countries with a post-Soviet history. This EGED programme project also reviewed experience from Vietnam, the Philippines, Nepal and selected EU countries, including Poland, Romania and Bulgaria. International practice shows that even where resources are limited, the quality of local planning improves when simple and comparable indicators are used, local communities are involved, procedures are unified and coordination mechanisms between levels of government are developed. The experience of these countries shows that a combination of clear analytical tools, local participation and digitalisation can raise the quality of management decisions, the efficiency of resource allocation and the practical implementability of territorial development programmes.

An important feature of these trends is that they are implemented in stages and with existing institutional constraints in mind. In most countries of the region there is no abrupt transformation of management systems. Existing mechanisms are developed gradually by adding new tools and approaches. That evolutionary character of change reduces risk and supports the sustainability of reform.

Overall, the shift towards managed economic development in countries with a post-Soviet history combines four main directions:

- a stronger role for the use of data, their systematisation and forecasting;
- the development of comprehensive and territorially oriented planning;
- the introduction of algorithmic approaches;
- and the gradual digitalisation of management processes.

Accounting for these trends supports more grounded and realistic approaches to territorial development. It also creates the conditions for more effective economic policy at every level of government.

At the same time, the countries of Central Asia still bear substantial costs in building their own models of local development management, and they remain at an early stage, especially in forecasting based on econometric modelling of comprehensive development. Cooperation is therefore warranted in this field: pooling scientific and technical effort to develop regional models that take account of shared regional challenges (water, energy, climate, landscape and territorial inequality within countries). A possible vehicle is the Central Asia Council on Local Self-Government and Local Development, which is being established in 2026.

4. Analysis of the current system of local socio-economic planning in the Republic of Tajikistan and opportunities to improve the preparation of local development programmes

4.1. Current legislation and the methodological basis for local socio-economic planning in the Republic of Tajikistan

The Republic of Tajikistan now has a reasonably developed legal and regulatory framework for socio-economic development planning. Its main laws and legal acts are as follows:

- **Law of the Republic of Tajikistan No. 1894 of 19 July 2022 “On Strategic Planning and State Forecasting”** (as amended as of 14 May 2025): gives a short, framework description of planning at local level and sets out principles, but does not describe the procedure;
- **Law of the Republic of Tajikistan No. 1544 of 3 August 2018 “On State Forecasts, Concepts, Strategies and Programmes of Socio-Economic Development of the Republic of Tajikistan”**: sets the most general framework for the content and principles of territorial SEDPs (no longer in force);
- **Resolution of the Government of the Republic of Tajikistan No. 181 of 2 May 2019**: approves the Procedure for preparing socio-economic development programmes (SEDPs) of territories (regions, cities and districts, settlements and dehots). Its purpose is to provide a single system for preparing local development programmes. There is no difference in SEDP methodology between levels of government (region, district, jamoat). The methodology approved by this resolution applies equally to all levels below the national level;
- **Constitutional Law of the Republic of Tajikistan No. 28 of 17 May 2004 “On Local Bodies of State Power”**: regulates the work of representative bodies (Majlises of People’s Deputies) and executive bodies (hukumats) at local level;
- **Law No. 549 of 5 August 2009 “On Self-Government Bodies of Settlements and Villages”**: defines the powers of jamoats;
- **Law of the Republic of Tajikistan No. 347 of 5 January 2008 “On Bodies of Public Self-Activity”**: sets out how bodies of public self-activity are established and operate — voluntary, non-membership associations of citizens created to address various social issues locally;
- **National Development Strategy (NDS) of the Republic of Tajikistan for the period to 2030** - the national long-term strategic planning framework to which medium-term development programmes, sectoral development programmes and territorial SEDPs are expected to align;
- **Medium-Term Development Programmes (MTDPs)**, which set out the stages of NDS implementation over a five-year period. At the end of 2025 the MTDP of the Republic of Tajikistan for 2026–2030 was prepared and adopted.

Strategic planning documents, in addition to the NDS and the five-year medium-term programmes, are structured by level. **At national level** they include:

- state forecasts (forecasts of socio-economic indicators);
- concepts -- long-term directions of development;
- Government action plans with specific measures.

At sectoral level they include:

- forecasts;
- sectoral strategies and programmes (for example for agriculture, transport, energy and other sectors);
- action plans for the implementation of sectoral programmes.

These documents are expected to be consistent with the national goals set out in the NDS and the MTDP.

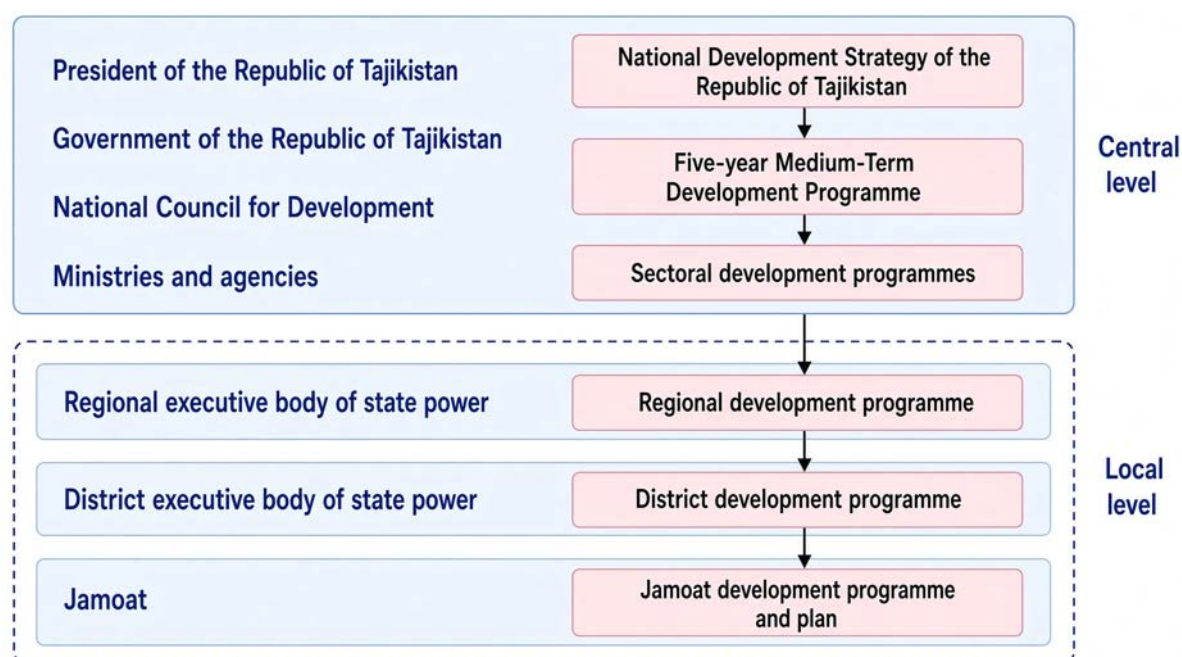
At local level they include:

- forecasts;
- socio-economic development programmes of regions, cities and districts and their action plans, and socio-economic development programmes of settlements and villages (jamoats) (five-year);
- the corresponding local action plans.

These documents are prepared by local executive bodies of state power (regional, city and district executive bodies of state power, informally “hukumats”) and by jamoats, taking account of the NDS, medium-term development programmes and sectoral programmes.

The analysis in the Report focused on the segment of documents that relate directly to the planning of local socio-economic development. They form the core of Tajikistan’s planning system, which is built on a vertical hierarchy from national to local level (see Figure 1):

Figure 1. Hierarchy of planning institutions and documents in the Republic of Tajikistan



As set out above, the long-term National Development Strategy sets the overall bearings and priorities for the country’s socio-economic development. Regional and district development programmes form a shared view of territorial development, translating national goals into local conditions and available resources. Analytical work on territorial development is concentrated mainly at the level of district executive bodies of state power. They are the main link in adapting strategic priorities to the conditions of particular territories and in coordinating implementation. Even jamoat SEDPs are sometimes prepared by district hukumats.

Example: *Programme author (of the jamoat — author's note): Head of the Economy and Trade Department of the district executive body of state power...*

SEDP of a jamoat (Khatlon Region) for 2023–2025.

Jamoats take part in planning to varying degrees. The level of involvement depends on staffing, organisational and methodological capacity on the ground.

Conclusion: The current strategic planning system in the Republic of Tajikistan is characterised by a vertical hierarchy and by corresponding vertical consistency of documents between levels of government. That structure provides an institutional basis for further development and improvement of local socio-economic planning practice.

4.2. Institutional and managerial framework for local planning

The system of local self-government in Tajikistan has two key levels: the jamoat (the primary level) and the district executive body of state power (the local level of state power). Both perform important but different functions in planning economic development. In practice, however, interaction between the levels most often runs only from the top down, i.e. from district to jamoat.

Bodies of state administration form the legal, regulatory and strategic basis for socio-economic development. They set national and sectoral priorities, prepare and approve strategies and state programmes, provide coordination and financing, and monitor and evaluate implementation. Central government ensures the vertical consistency of development documents and provides methodological guidance for the regional and local levels.

Coordination of national, sectoral and local development programmes is assigned to the Ministry of Economic Development and Trade and its relevant departments. To coordinate delivery of the long-term goals of national development, the National Council for Development under the President of the Republic of Tajikistan has been established, together with its 14 inter-agency working groups. Their main task is to analyse progress in implementing national and sectoral programmes against the goals and priority tasks of NDS-2030. The Ministry of Economic Development and Trade is the Council's secretariat and working body. It provides the Council's information and analytical, legal, and organisational and technical support.

Coordination of the preparation and introduction of methodologies for territorial socio-economic development programmes is one of the functions of the Committee on Local Development under the President of the Republic of Tajikistan.

Local executive bodies of state power are responsible for planning and implementing socio-economic development programmes at the level of regions, cities and districts. Their role includes adapting national and sectoral priorities to local conditions, coordinating local stakeholders, organising the delivery of services to the population, and collecting and submitting data for monitoring and reporting. Local executive bodies of state power are the main link between central policy and the needs of the population. Information on those needs should come from jamoats through their SEDPs. The analysis found, however, that bottom-up information flows do not always operate in full, and that planning relies more on downward coordination from the district level. This is described in more detail in the subsections that follow.

Socio-economic development programmes of regions, cities and districts are adopted, in accordance with the procedure set by current legislation, by decision of the Majlises of People's Deputies.

Roles of the jamoat and the hukumat in planning, as set out in legislation and legal and regulatory acts. The district executive body of state power is responsible for:

- preparing the district medium-term development programme (five years);
- preparing annual socio-economic development plans;
- coordinating sectors (education, health, agriculture);
- overseeing the implementation of state programmes;
- preparing investment proposals;
- allocating budget funds;
- supporting medium-sized local infrastructure projects (irrigation, roads, energy).

The jamoat is expected to prepare:

- a list of local problems and initiatives, in some cases in the form of a jamoat development programme;
- local development plans, including measures on improvements and local amenities, support for agricultural production, small-scale infrastructure, water supply, disaster prevention, support for vulnerable groups and employment, social development (women, youth, persons with disabilities, people living alone, older people and similar groups), and support for private initiative (permits, land issues);
- proposals for small infrastructure projects (bridge repairs, water pipes, lighting).

Business, and the private sector more broadly, is the main source of local economic growth, employment and investment. The private sector's role is to create jobs, widen the tax base, introduce innovations and take part in development projects, including through public - private partnership. The private sector also takes part in consultations on improving the business environment and setting local economic development priorities. The institutional basis for that consultation is the Councils for Improving the Business and Investment Climate under the Chairpersons of regions, cities and districts. The practice of these councils can be strengthened further, including by meeting more regularly, improving the quality of feedback and increasing the participation of business representatives.

Civil society organisations and community initiative groups are expected to play an important role in representing the interests of local communities, raising the transparency and accountability of public authorities, and implementing social and publicly significant projects. Civil society should help involve the population in the planning, monitoring and evaluation of local development and in providing feedback on the quality of state and local services. In practice, civil society involvement and activity in local planning is uneven. The regularity of local consultative platforms also varies. That points to the case for further institutional strengthening of dialogue mechanisms.

Quote: *“Yes, Councils are set up, and for a while after they are created, they meet quite regularly, once a month, but then activity drops off.”*

From an interview with a representative of the economic department of a local state body.

Table 1 below gives an overall picture of how roles in local planning and monitoring are distributed among the participants.

Table 1. Key actors in the system of planning and monitoring of local development in the Republic of Tajikistan

Participants	Main role in planning	Role in implementation and monitoring
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Central bodies of state administration	Form national strategies, medium-term programmes, methodology and indicators	Coordinate, oversee, monitor and evaluate, and adjust policy
Regional executive bodies of power (regions)	Adapt national priorities to the regional level and prepare regional programmes	Deliver programmes and collect and transmit monitoring and evaluation data
Local executive bodies of state power (cities, districts)	Prepare district socio-economic development programmes and their action plans	Deliver programmes, allocate financing, implement projects, carry out primary monitoring and report upwards
Local executive bodies of state power (jamoats)	Prepare territorial socio-economic development programmes and their action plans	Implement plans and projects, collect and transmit monitoring data and report upwards
Business (private sector)	Takes part in consultations and in investment and project planning	Implements investment projects, creates jobs and contributes to development
Civil society (NGOs, communities)	Represents the interests of the population and takes part in discussing priorities	Carries out public monitoring, feedback and social initiatives

The institutional roles and mechanisms described above largely reflect the legally established model of how participants in the planning system are meant to interact. In practice, actual involvement and payoff can differ substantially from one territory to another. They depend on staffing capacity, stable working procedures, the quality of coordination and the initiative of individual participants. In a number of cases the participation of jamoats, business and civil society is mainly consultative or occasional. The absence of detailed and reproducible working processes also limits the durability of interaction, feedback and joint planning of territorial development.

QUOTE: *“In practice, jamoat participation in planning is often limited or consultative, especially in setting priorities, assessing resources and taking part in monitoring. Many jamoats do not have sufficient analytical and staffing capacity; the SEDP is often treated as a ‘district document’ rather than a tool of local management; and the participation of the population and local NGOs remains irregular.”*

View of an EGED programme participant.

CONCLUSION: Conclusion: The institutional system of local planning in the Republic of Tajikistan has a settled distribution of roles between levels of government and a relatively regulated mechanism for coordinating and implementing development programmes. State bodies, local self-government bodies, business and civil society are formally involved. These mechanisms are not always durable in practice, however. That leaves room to improve the system of relationships in local planning and monitoring. Despite the formal involvement of jamoats in planning, their practical participation in setting priorities, analysis and monitoring

remains uneven and depends in large part on the staffing and organisational capacity of the territory.

4.3. The process of preparing SEDPs at district and jamoat level: practice and opportunities for improvement

As of 2025, 68 socio-economic development programmes (SEDPs) at city and district level had been prepared and were being implemented on the territory of the republic. Of these, 19 relate to Sughd Region, 26 to Khatlon Region, 9 to the Gorno-Badakhshan Autonomous Region, 13 to the districts of republican subordination (DRS) and 1 to the city of Dushanbe. All cities and districts of the Republic of Tajikistan are therefore covered by development programmes. There are far fewer jamoat development programmes, even though there are more jamoats than districts. During data collection for this Report, it was not possible to form a picture of the actual number of completed jamoat development programmes, because of their uneven quality, accessibility and availability in the documents of these bodies.

The Procedure for preparing socio-economic development programmes of territories, approved by Government Resolution No. 181 of 2 May 2019, sets a common structure for local SEDPs at all levels. An SEDP is expected to contain:

- an introduction with brief information on the region, city/district and territory, and a reference to the national and sectoral strategic planning documents (for example the NDS to 2030) to which the SEDP is aligned;
- a statement of vision, goals and priority sectors, taking account of the specific features of the territory;
- an analysis of the state of priority sectors, setting out the main sectoral problems, priorities, lines of activity, tasks and expected results;
- a description of the arrangements for monitoring and evaluating the SEDP;
- an annexed Action Plan for implementation of the SEDP.

Territorial SEDPs (of regions, districts/cities and jamoat territories) are prepared for a medium-term period of five years. Action plans for implementation of SEDPs are also prepared and adopted for five years and are linked to the SEDP.

The analysis and field discussions point to particular features of how the methodologies are applied in practice. These features affect the comparability, reproducibility and applied value of development programmes.

The main point here is the lack of a stable practice of preparing programmes at jamoat level. Under Article 11 of the Law of the Republic of Tajikistan “On Self-Government Bodies of Settlements and Villages”, jamoats have the authority to prepare and approve SEDPs of settlements and villages. In practice, jamoats most often use district SEDPs handed down from above. They usually confine themselves to preparing annual plans rather than programmes. Those plans are a list of problems and measures, not a reasoned document on local economic development. There are no forecast data, economic models or business analysis. As a result, jamoat priorities rarely enter the district SEDP, because:

- there is no analytical justification;
- there are no data on socio-economic return and impact;
- there are no mechanisms for reconciling interests.

The district therefore plans from the top down, and jamoats plan after the fact. That reduces the effectiveness of the planning system as a whole.

QUOTE: “The practical emphasis needs to be on using jamoats’ local data, the results of public discussions, joint needs assessments, and data collected through local initiatives and projects. That matters because, in practice, it is at local level that real problems are better understood, changes are spotted more quickly, and up-to-date data on migration, employment, services and infrastructure can be provided. These data are rarely used systematically in district planning.”

View of an EGED programme participant.

This is borne out not only by the surveys and interviews conducted for this analysis, but also by the local strategic planning documents reviewed. District and city SEDPs have a coherent structure. It varies, but it largely meets the requirements of the Procedure for preparing territorial SEDPs approved by Government Resolution No. 181 of 2 May 2019. Jamoat SEDPs, by contrast, are either unavailable for review because they do not exist, or consist of lists of measures already set in the district or city SEDP.

Table 2 below describes the process and structure for preparing SEDPs at the level of district hukumats and jamoats. The same methodology applies to both, but the table records the different approaches found in practice. It also gives an expert assessment of opportunities to develop local planning practice further. This analysis underpins the recommendations in Section 5 of this Report on increasing the applied value of the existing methodologies.

Table 2. Workflow for preparing SEDPs at district and jamoat-territory level

Current procedure	Opportunities for development
METHODOLOGICAL SUPPORT FOR SEDP PREPARATION	
The Ministry of Economic Development and Trade of the Republic of Tajikistan oversees planning and monitoring of development at district level.	Centralised coordination by the Ministry can help ensure that district-level and jamoat-level development programmes fit together well. It can also be used to introduce unified planning and analysis tools at district level step by step.
The Ministry of Economic Development and Trade takes measures to develop forecast modelling at central level.	National-level forecasting work can be adapted in simplified form for district use, supporting the gradual development of forecasting based on cross-cutting indicators.
Methodological support for planning at jamoat level is provided by the Committee on Local Development under the President of the Republic of Tajikistan.	Meetings with Committee representatives during preparation of the Report showed that the Committee actively supports reform and can be a vehicle for innovation in planning: a key platform for standardisation, replication of common approaches, testing of new tools and gradual introduction of new approaches at jamoat level nationwide.
ORGANISING THE SEDP PREPARATION PROCESS	
A Working Group is established (by order of the district chairperson): civil servants + deputies + statistics/finance + business and civil society representatives + representatives of bodies of public self-activity. The composition of the working group is expected to capture a wide range of views, not only from the executive but also from public groups.	Development of analytical capacity for jamoats need not rest on complex programmes or a costly, repeating cycle of staff training. It can rest on a simple algorithm for identifying needs, collecting data, discussing priorities and preparing proposals for the district SEDP - in the form of a standard jamoat SEDP template, comparable in structure and indicators to the district programme. The district programme can remain the main instrument for

Gaps: Limited capacity of jamoats to carry out development measures, and a high level of dependence on the district and region in planning. The main analytical and planning circuit sits at district level. The district development programme remains the key local development document, and jamoat participation in planning is uneven across territories, as described above.	concentrating resources and forming a coherent view of territorial development. The contribution of jamoats can be strengthened through more systematic bottom-up collection of local data, initiatives and proposals. Algorithmic, template-based jamoat SEDPs would be the systematic link in that chain.
Staff turnover in local executive bodies of state power and in jamoats weakens institutional memory and affects the quality of planning. Continuous training does not produce the required effect.	Algorithmic processes, standard templates, step-by-step instructions and simple digital forms can reduce the dependence of programme quality on individual specialists and make it easier to pass experience on to new staff.
SECURING CIVIC PARTICIPATION	
Under paragraph 11 of the Procedure for preparing SEDPs approved by Government Resolution No. 181 of 2 May 2019, the SEDP working group includes representatives of civil society, the private sector, bodies of public self-activity, activists (including women activists) and other stakeholders. Under paragraph 12 of the same Procedure, SEDP preparation provides for: - extended working-group meetings to discuss issues with stakeholders and invited persons; - organisation of round tables; • outreach meetings by representatives of district executive bodies of state power in jamoats and individual organisations; - public discussions (with representatives of public organisations, city/district or jamoat activists, citizens and other stakeholders invited); - and focus groups on particular problem issues. Gaps: The intensity and quality of citizen participation in planning differ from one territory to another. Public discussions and focus groups may be irregular or formal. Platforms for interaction between government, business and the community exist, but they do not always become a mechanism for preparing joint decisions and proposals for inclusion in development programmes.	The forms of participation already provided for in Tajikistan can be developed into more regular and intelligible mechanisms: discussions at jamoat level; focus groups on key issues; and the involvement of women, youth, business and vulnerable groups in setting priorities. Councils, public platforms, associations of dehkan farms and water users, and initiative groups can be used as a basis for forming economic initiatives, investment proposals and local projects. These mechanisms become effective when the exact parameters of their inclusion in planning are written out as a sequence of mandatory steps -- administratively and in substance.

Small dehkan farms and households are under-represented in management analysis, even though they form a substantial part of the local economy.	
DIAGNOSTIC ASSESSMENT AND SECTORAL PRIORITIES	
Preparation of a general description of the city / district / locality: - administrative-territorial structure; - climate and terrain and their effect on living standards and emergencies; - natural resources; - a brief account of the demographic situation; - demography; - main socio-economic trends; - budget capacity (jamoat and district level).	
General analysis of the state of the district / territory: Tools: SWOT, problem tree, development vision. As a rule, this is a very simple SWOT analysis at its first step -- a basic matrix of strengths, weaknesses, opportunities and threats, without further logical linking of the matrix elements.	Experience of local planning in other countries has shown that simplified SWOT analysis has limited analytical depth and does not always reveal dynamics or links between sectors. Sector analysis based on properly defined development indicators is more useful for seeing problems and ways to address them, because SWOT analysis does not reflect dynamics or cross-sector links. Introducing a set of sectoral indicators and a simple algorithm would make it possible to replace this procedure.
Situation analysis and strategy-setting by sector, based on current trends and sectoral indicators. The analysis is clearly sectoral, with a general grouping of sectors into an economic block and a social block. Gaps: Limited availability and unevenness of data at jamoat level and, in part, at district level. The reliability of local data is also uneven. Trends are most often not identified; the problem is simply described. Some districts carefully analyse historical dynamics over three to four years for almost all indicators; some compare with the previous year or report current-year data, and present three-year dynamics only for selected indicators. Data constraints directly affect the ability to forecast and plan economic development, determine specialisation and assess investment needs.	Introducing a minimum set of comparable indicators for jamoats, districts and regions can raise the quality of information and create a basis for more systematic collection of reliable data. It can take account of local specifics while also ensuring that data are comparable across levels and usable for monitoring, forecasting and decision-making.

Approaches to selecting indicators in development programmes differ between territories, which makes it harder to compare programmes and to aggregate data at district and regional levels. By section:	
Economy (for districts and jamoats): priority sectors are analysed - “those that play an important role in economic development and can deliver economic growth in the shortest time”. The most frequently repeated sectoral structure: - agriculture (land use, irrigation, yields, livestock numbers, output in physical terms), processing; - industry (production volumes, enterprises and capacity, modernisation); - employment, individual entrepreneurs/SMEs, women’s entrepreneurship; - access to credit/consulting; - assessment of pressure on ecosystems and energy efficiency; - description of selected ongoing projects. Project example: “Fruit drying/processing cluster” - drying lines + certification + working capital + export to the EAEU; KPI: +180 jobs, including women/youth. Gaps: A large number of mixed indicators are presented (absolute, relative and factual). Different SEDPs often use different indicators and interpret them differently.	A unified set of cross-cutting development indicators, the same for all jamoats and districts, will help organise the bottom-up information flow so that the district receives more systematised data on the economic development of jamoats. Algorithmic processes and templates will also support a more systematic and uniform presentation of information, because a template can include not only indicators but also recommended questions for analysis.
Social block: - education (coverage, workload, infrastructure, inclusion, vocational training); - health (PHC, immunisation, sanitation, emergency preparedness); - social protection/employment/migration (services for vulnerable groups, employment centres); - description of selected ongoing projects. Project example: “Women’s employment centre” in two jamoats: retraining, microloans of up to	A unified set of cross-cutting development indicators, the same for all jamoats and districts, will help organise the bottom-up information flow so that the district receives more systematised data on the social development of jamoats. Algorithmic processes and templates will also support a more systematic and uniform presentation of information, because a template can include not only indicators but also recommended questions for analysis.

20,000 somoni, 12 months of support; KPI - 300 women placed in work, 60 micro-businesses. Gaps: A large number of mixed indicators are presented (absolute, relative and factual). Different SEDPs often use different indicators and interpret them differently.	
Infrastructure, housing and communal services, and digitalisation: - water supply and sewerage; - solid-waste management; - heat supply; electricity/renewables; - housing/local amenities; - roads/road safety; - communications/internet; - description of selected ongoing projects. Project example: “Reconstruction of 14 km of water-supply networks + 3 chlorination units” - population coverage +30%, collection rate of charges 55% → 80%.	A large number of mixed indicators are presented (absolute, relative and factual). Different SEDPs often use different indicators and interpret them differently.
Environment and climate / emergencies: - sources of pollution; - biodiversity; - droughts/floods/landslides, preparedness and warning; - integration of environmental measures into sectors; - description of selected ongoing projects. Project example: “Mudflow safety” - 5 local early-warning systems + bank reinforcement at 3 points; KPI - 40% reduction in damage to infrastructure.	A large number of mixed indicators are presented (absolute, relative and factual). Different SEDPs often use different indicators and interpret them differently.
LINKING TO THE BUDGET AND RESOURCES	
Under the legislation of the Republic of Tajikistan, territorial SEDPs are the basis for preparing the local budget. The SEDP methodology (paragraph 14 of the Procedure) also states that the realistic capacity of the budget over the medium term must be taken into account when an SEDP is prepared. Gaps: The financial capacity of jamoats is limited, and a substantial share of resources is allocated at district level according to the district SEDP (and often also depends on the republican level).	A clearer link between local initiatives, district programmes, budget capacity and external sources of finance can raise the implementability of jamoat SEDP priorities. Systematic inclusion of extra-budgetary resources in action plans and investment profiles (by section, sector and measure) will make the territory’s overall resource envelope more visible and improve coordination among development actors.

The methodology proposes “a brief description of the budget and capacity of the city and district” but does not offer any special forms. It also proposes an analysis of the revenue and expenditure sides of the local budget (taking account of the functional and economic classification) and an assessment of the financial requirement for implementing the development programme by sector. Forms are not attached; the assumption appears to be that standard budget forms will be used. Extra-budgetary resources, including community initiatives, donor projects and private investment, are intended to be planned as part of programme resources, but they are not always structured and integrated into a single development plan.	
PREPARING SEDP IMPLEMENTATION PLANS	
An Action Plan must be annexed to the SEDP. It comprises the set of measures/projects for achieving the Programme’s goals, with indicators for monitoring and evaluation, sources of financing and responsible implementing bodies. Gaps: The analysis found that consistency between SEDPs and their implementation plans is not always clearly traceable. Measures and projects in the plan are often disproportionate to, or do not match, the development priorities chosen in the SEDP. Example: one of the district programmes reviewed presented forecast indicators for agriculture, employment and infrastructure, but the jamoat action plan is simply a list of measures with little link to sectors and indicators, and consists mainly of public events.	
APPROVAL OF THE SEDP	
At district level there are representative bodies - Majlises of People’s Deputies, which approve district SEDPs. A jamoat SEDP is approved by the chairperson of the jamoat. The Jamoat Council is not a representative body but a collegial body (Article 16 of the Law of the Republic of Tajikistan “On Self-Government Bodies of Settlements and Villages”).	The presence at district level of representative bodies with authority to approve SEDPs increases the accountability of development programmes to community needs. It should also increase subsidiary responsibility and the transparency of the planning process.
MONITORING AND EVALUATION	
The Ministry of Economic Development and Trade of the Republic of Tajikistan and the Secretariat of the National Council for Development under the President of the Republic of Tajikistan take measures to introduce the theory and practice of	The national system of development indicators set out in the MTDP can become the core matrix for a single system of cross-cutting indicators, taken down to jamoat level, and so connect all levels of government in one system of comparable data.

development monitoring, including a system of indicators.	
Monitoring of SEDP implementation is carried out by the local executive body of state power (the district hukumat). A specially organised M&E group is permitted. Civil society participation is nominally assumed (round tables, hearings, publication on a website). The Ministry of Economic Development and Trade may carry out selective monitoring and evaluation of territorial development programmes. Territorial socio-economic development programmes may be adjusted on the basis of monitoring and evaluation. Reporting: an annual report on monitoring of implementation is submitted to a session of the Majlis of People's Deputies in the first quarter of the following year; an action plan is approved taking account of adjustments (if any). Gaps: The local monitoring and evaluation system relies in large part on reporting on the completion of measures. The monitoring system can be strengthened by linking reporting on completed measures more clearly to indicators of final results and development effects. A single digital platform for monitoring may imply a knowledge base gathered in one place. If the issue is a digital indicator database, monitoring will have little meaning without planned values for those indicators.	UNDP and JICA are strengthening monitoring capacity in Tajikistan and developing the national monitoring and evaluation system, applying common approaches, building capacity and creating a single digital platform. The Academy of Public Administration of the Republic of Tajikistan is involved in these measures, and the Agency for Innovation and Digital Technologies under the President of the Republic of Tajikistan is involved in developing the platform. Creating a digital platform will take considerable time and resources. It is nonetheless a positive trend and can strengthen the link between development indicators at different planning levels. Involvement of the specialised agency will provide a technological basis for data integration and can support a single digital planning environment over the longer term. A new methodology has been prepared, and a National Roadmap for the development of monitoring and evaluation is being developed. It can include measures to create a matrix of indicators disaggregated by territory, and measures to develop an algorithm for planning and forecasting at local level. The monitoring system will only gain from stronger local planning. Unifying planned indicators and linking them to monitoring will make it possible to move from recording completed measures to tracking changes in employment, incomes, access to services and economic activity.

A substantial share of current programmes was prepared for 2021 - 2025 and need to be updated in line with present conditions and the priorities set by the recently adopted MTDP for 2026 - 2030. In a number of cases, programme preparation also relies on external expert support. That limits the ability of local executive bodies to update programmes regularly on their own.

QUOTE: *"There is a problem of dependence of SEDP quality on external consultants and donor projects. We have seen before that documents are prepared mainly with external support; there is no stable internal mechanism for updating SEDPs; and after projects end the practice often weakens."*

View of an EGED programme participant.

CONCLUSION: Local planning practice in the Republic of Tajikistan is built on existing methodologies and accumulated experience. Approaches to the use of data and indicators, and the degree of jamoat involvement in planning, differ from one territory to another. That affects the comparability of programmes, the depth of their analysis, and their link to forecasting and the resource base. Some territories remain highly dependent on external expert and donor support in preparing and updating SEDPs. That limits the durability of the local planning system.

At the same time, the system already has the conditions needed for further development. An institutional basis exists, as do the practice of preparing programmes at district level and mechanisms of coordination. Effort can therefore focus on improving planning tools, including more consistent use of indicators, a stronger role for jamoats, and the development of unified forms and algorithmic processes.

4.4. Data and the analytical basis of local planning

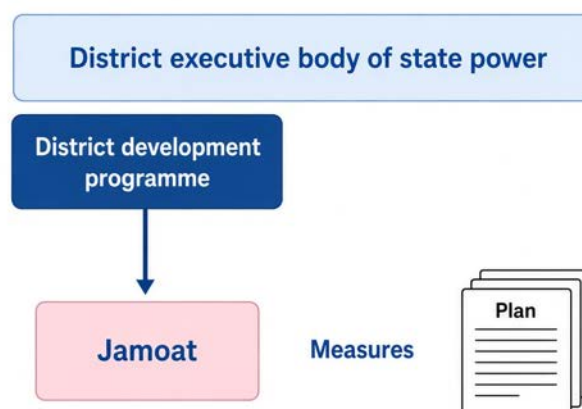
In the local planning system, data should be treated as the basis for analysis and decision-making, because:

- planning should rest on a standard set of key development indicators. The effectiveness of public policy rises substantially when data are comparable, up to date and regularly refreshed;
- both official statistics and administrative data available at jamoat level are required, including studies, observations and practical experience, and statements and proposals from the population;
- data analysis should take account of dynamics over previous years, so that durable trends and problem areas can be identified;
- only through the use of data can a medium-term forecast be formed that allows possible changes and risks to be assessed;
- the choice of priorities should be based on data analysis.

Organisation of data collection and exchange

In the Republic of Tajikistan, the exchange of information and data on development indicators between planning levels takes place within the general processes of state strategic planning and monitoring. Information flows are formally built on a hierarchical principle. Information is expected to move not only from the top down (for example budget constraints, MTDP indicators, methodology and reporting forms), but also from the bottom up: data on the state of the local economy and social infrastructure, from local to national level. In practice this hierarchical principle does not always work. Most planning data (the district development programme) are passed down from the district to the jamoat (see Figure 2).

Figure 2. Top-down flow of planning data



The main sources of data are:

- executive bodies of state power at local and regional levels;
- sectoral ministries and agencies;
- bodies of official statistics;
- data and analytical materials from development partners and civil society organisations.

In practice, information is collected through:

- preparation of periodic reports against established indicators;
 - one-off data requests from district/city executive bodies of state power to jamoats;
 - one-off data requests from territorial units and central offices of agencies to regional and district executive bodies of state power;
- the use of administrative data (education, health, social protection, infrastructure).

The Agency on Statistics under the President of the Republic of Tajikistan plays a key role in ensuring the comparability of data and in forming official indicators at national level. At sector level, agencies' administrative data are central. The most complete and structured statistical information is available at national and regional levels. Disaggregation at district and jamoat levels is limited.

Information systems and digital tools

The use of digital tools in the planning system in the Republic of Tajikistan is still at a development stage:

- data exchange takes place mainly through reporting forms, spreadsheets and separate agency systems;
- a single digital platform for strategic planning and monitoring is still being formed;
- sectoral information systems (health, education, social protection) operate independently and are not always integrated with one another;
- automated data exchange between levels of government is limited.

Digitalisation of local planning can also run into limited internet access, a weak technical base and uneven digital literacy among staff of local executive bodies of state power and jamoats.

To offset these technical constraints in the early stages of applying improved planning approaches, simple and realistic tools can be used: unified Excel forms, electronic templates, pilot databases and gradual training of specialists on the ground. Digitalisation programmes adopted by central Government are expected to be implemented, possibly with support from development partners.

Availability of data for analysis and forecasting

The scope to use data for forecasting development at local level remains limited:

- current administrative data and descriptive assessments predominate;
- there are no regular and comparable time series;
- analytical forecasting tools are used only to a limited extent.

At jamoat level, systematised data are often lacking on key aspects of development, including:

- economic activity of the population and the structure of employment;

- the state of infrastructure;
- the development of small business and the services sector;
- the labour market, migration and self-employment.

The information collected is often fragmentary and not comparable, is not updated regularly, is stored in paper ledgers and is used only to a limited extent in decision-making. In local executive bodies of state power, the data are more structured. They are not, however, formed sufficiently on the basis of information coming from jamoat level.

EXAMPLE: Information for preparing district-level socio-economic development programmes is collected from the following sources by an official one-off letter from the chairperson of the district/region:

- the district/regional statistics department;
- district/regional line departments and agencies;
- jamoats / city executive bodies of state power;
- analytical reports produced in the course of work by public organisations and development partners in the district/region.

The data are collected in different formats, which makes analysis difficult. If information is requested in a single table, not all indicators will be usable for analysis.

Uniformity of indicators and comparability of data

- A significant factor shaping planning practice is the variety of approaches to building the indicator system at different levels of government. At present, the indicators used in socio-economic development programmes are formed in light of data availability, the priorities of particular territories and established programme-preparation practice. In other words:
- there is no standard set of specific indicators for socio-economic development programmes;
- indicators are formed on the basis of available information and existing data sources, not a single methodology;
- approaches to selecting and interpreting indicators may differ between territories;
- the link between indicators at national, sectoral and local levels is limited.

QUOTE: *An analytical review of 154 sectoral documents and regional SEDPs in Khatlon and Sughd Regions underlines the case for further harmonisation of reporting formats between levels of government. Introducing common standards for the collection and aggregation of local data would ensure cross-cutting comparability of indicators and allow a more accurate assessment of the cumulative contribution of local programmes to the national priorities of the MTDP for 2026–2030.*

Madjon M., Rasulova Kh., “Improving the monitoring and evaluation system for strategic planning documents in the Republic of Tajikistan: from current challenges to an MTDP 2026–2030 monitoring plan”

EXAMPLE: Differences between selected similar sectoral indicators in the SEDPs of two districts (one in Sughd Region, one in Khatlon Region)

District 1	District 2
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Annual population (thousand people) - breakdown by age group and sex; dynamics for the previous year, the current year and five forecast years	Population only, broken down by settlements and villages; no dynamics, no forecast
Volume of GRP (thousand somoni); volume of direct investment in the economy (thousand somoni); no dynamics; growth rate compared with the previous year	Absent
Share of agricultural land in the total area of the district, in 8 categories (for example, pastures, forests, land under construction) (ha)	Area of agricultural land in 14 categories (for example pastures, perennial plants, shrubs, water-management land) (ha)
Absent	Area of agricultural land under different crops (for example cotton, wheat, fruit trees) (ha)
Yield (c/ha) for 6 types of produce (for example cotton, grains, vegetables); dynamics for the previous year; five-year forecast	Yield (c/ha) for 7 types of produce (for example cotton, grains, vegetables); dynamics over 4 years; five-year forecast
A large subsection on the structure of the district's domestic debt in the agricultural sector (not at SEDP level)	A large subsection on the condition of machinery and the availability of spare parts, with detailed figures by type of spare part (not at SEDP level)
Population by level of education (higher, secondary vocational, secondary) (people); dynamics for the previous year	Absent
Absent	Number of children enrolled in school (people) by grade (not at SEDP level)

As a result, development programmes of different districts and different jamoats differ in structure and content. That makes it harder to compare them, aggregate information and use the data for forecasting and monitoring.

EXAMPLE: Differences in the structures of the SEDPs of two jamoats (one in Sughd Region, one in Khatlon Region)

Jamoat 1	Jamoat 2
<u>1.1. Administrative location of the jamoat territory.</u> Describes the administrative boundaries of the jamoat, neighbouring territories, area, distance to the district centre and transport location (one paragraph).	There is no programme text for 2026–2030, but there is an Action Matrix in the form proposed in the Procedure for preparing territorial SEDPs approved by Government Resolution No. 181 of 2 May 2019. Its structure is expected to set out the main goals, tasks and measures by sector, and the

<u>1.2. Historical and cultural description of the jamoat (one paragraph).</u> <u>1.3. Nature, climate and land resources.</u> Describes natural conditions, climate features, temperature regime and a general characterisation of the territory (one paragraph). <u>1.4. Demographic situation of the jamoat.</u> Provides information on population size, gender structure, households and ethnic composition (one paragraph and two small tables: population by village with no dynamics, and overall population-change dynamics over the previous three years, including the number of those migrated). <u>1.6. SWOT analysis and vision (prospects) of the jamoat.</u> A very simple analysis of strengths and weaknesses only, plus a general vision of the territory's future development (very brief), after which there is a very short list of priorities (names only, for example development of poultry farming and incubators, raising the level of education). <u>Table by development sector (agriculture and industry):</u> a very brief description of the current state of the sectors, development opportunities, existing problems and potential threats to the jamoat economy (no numerical indicators).	corresponding result indicators. For each direction, baseline and target values of indicators are provided for, time timelines for implementation of measures by year, and information on responsible implementing bodies. Sectors presented: - agriculture; - industry; - construction, SMEs; - education; - health; - youth, sport and tourism; - electricity supply; - transport and roads; - housing and communal services and environmental protection. Most cells with actual and target values for production-volume indicators (for example volume of wheat production, thousand tonnes) are empty. Only notional values of factual indicators are filled in (for example drainage canals cleaned - 100%). Separate columns of the matrix are expected to show financing dynamics and the distribution of potential sources of finance, including the republican, regional and local budgets, the private sector and foreign investment. These columns are also empty.
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Data analysis and forecasting

The same factors also affect the formation of a single analytical base for assessing development dynamics and preparing forecasts from aggregated local data, especially for monitoring implementation of the MTDP 2026–2030.

Forecasting of socio-economic indicators at jamoat level is constrained by:

- the absence of local digital data;
- irregular updating of household statistics;
- the absence of unified forecasting tools;
- insufficient staffing capacity.

This hinders:

- assessment of indicator dynamics;

- systematic selection of priority sectors;
- calculation of economic potential.

QUOTE: “Further improvement of the planning system is linked to stronger inter-agency information exchange and greater analytical capacity in agency reporting. The experience of the pilot regions of Khatlon and Sughd underlines the importance of formalising regular procedures for data verification between MEDT and sectoral agencies. In the context of implementing the MTDP for 2026 - 2030, the development of common standards for validating primary data at local level will be a key factor in strengthening evidence-based management and will support high accuracy in medium-term forecasting of indicators for the final stage of NDS-2030.”

Madjon M., Rasulova Kh., “Improving the monitoring and evaluation system for strategic planning documents in the Republic of Tajikistan: from current challenges to an MTDP 2026 - 2030 monitoring plan”

QUOTE: “There is a problem of an insufficient culture of using data in decision-making. Practical experience shows that in many cases data are collected for reporting purposes, indicators are not used to adjust plans, and monitoring remains ‘event-based.’ One of the key challenges remains the limited use of monitoring results and data to adjust plans later, allocate resources and revise development priorities.”

View of an EGED programme participant.

Main constraints

The present features of the data system create a number of constraints for planning:

- fragmented sources of information and data, and limited inter-agency integration;
- reporting oriented to the completion of measures rather than to results and effects;
- limited quality and completeness of data at local level;
- different formats and non-comparable data;
- delays in the provision of information;
- limited use of data for forecasting, monitoring and decision-making.

CONCLUSION: The data-exchange system and the composition of data in local planning in the Republic of Tajikistan provide a basic level of collection and transmission of information, sufficient for planning and agency reporting. The system nonetheless needs further development. That means raising the comparability of data, unifying indicators and expanding their use for analysis and forecasting of territorial development, and applying modern digital tools.

4.5. The link between development programmes and resources and financing

Effective implementation of socio-economic development programmes is possible only if they are properly resourced. A direct and transparent link to budget resources, and to potential extra-budgetary sources of finance, is therefore a key condition for the practical implementability of SEDPs.

Under the legislation of the Republic of Tajikistan (Article 5 of the Law of the Republic of Tajikistan “On State Finances of the Republic of Tajikistan”), the budget system is built as a set of interconnected levels -- the republican budget and local budgets, including the budgets of regions, districts/cities and jamoats of settlements and villages. Local budgets are formed taking account of socio-economic development forecasts and the priorities of the

corresponding programmes. That formally creates a basis for integrating planning and budgeting.

The Law of the Republic of Tajikistan No. 1544 of 3 August 2018 “On State Forecasts, Concepts, Strategies and Programmes of Socio-Economic Development of the Republic of Tajikistan” (no longer in force), Article 13, provided that socio-economic development programmes of territories were the basis for preparing the local budget and for preparing proposals to finance particular lines of local development from the republican budget.

The Law of the Republic of Tajikistan No. 1894 of 19 July 2022 “On Strategic Planning and State Forecasting” (as amended as of 14 May 2025) provides, in Article 15 “Financial provision for measures planned in a strategic planning document”, for the preparation of a Procedure for the financial provision of measures planned in strategic planning documents. That Procedure has not yet been prepared.

In practice, however, the link between development programmes and real budget capacity remains limited, as set out below.

The relationship between programmes and budget resources

Programmes at district level as a rule take account of the main budget parameters. However:

- not all measures have confirmed sources of finance;
- the link to the budget process is in part formal;
- agreement with the financial authorities is a mandatory stage, but it does not always make programmes fully realistic in terms of financial provision.

QUOTE: “Regardless of the results achieved, the experience of the first and second stages of implementing NDS-2030 showed that the effectiveness of strategic planning and management depends on the level of coordination at state, sectoral and regional levels. Insufficient integration of the strategic planning system and of the implementation of sectoral and regional development programmes with the budget-planning process remains a problem that needs to be addressed.”

Medium-Term Development Programme of the Republic of Tajikistan for 2026–2030.

This is in large part a result of an institutional split of functions. Development programmes fall under the Ministry of Economic Development and Trade of the Republic of Tajikistan, while the formation and allocation of financial resources fall under the Ministry of Finance of the Republic of Tajikistan. Interaction between them does not always fully synchronise local development priorities and resources. The normative link between priorities and resources is reflected in legislation and legal and regulatory acts only nominally, as a principle or a requirement, without specific mechanisms. Where no systematised information on development needs flows from the bottom up, the most convenient method remains vertical management of resources. That is what happens in practice.

QUOTE: *The principle of vertical management also applies to the allocation of funds. We lack systematic information on needs from below, so the region allocates the budget on the basis of its own plans, in agreement with the districts. They, in turn, allocate funds to the territories managed by jamoats. We tried to collect information on the needs of jamoat territories and ran into too strong an influence of the human factor. Jamoat chairpersons inflated their requests. When we added up the totals, the requests substantially exceeded the calculated or previously agreed service-provision indicators (for example 54 hospital beds instead of the established norm of 32 for a given population).*

Representative of the Department of Economic Development, Trade and Monitoring of a regional executive body of state power.

Financial capacity and expenditure mandates at local level

The public finance system of the Republic of Tajikistan provides that local budget revenues are formed from:

- local taxes and non-tax revenues;
- regulated nationwide taxes;
- inter-budgetary transfers (equalisation grants, earmarked grants and subsidies);
- grants and other receipts.

Local budget expenditure covers a wide range of mandates, including:

- maintenance of administrative bodies and social payments;
- development of social and communal infrastructure;
- implementation of local development programmes;
- local amenities and the development of services.

Under the legislation, jamoats are included in the local budget system and may have their own financial resources. At the same time, the allocation of expenditure mandates within the local level is set in broad terms and is not broken down by level of government. In practice, therefore, the financing of development and the implementation of programmes are concentrated mainly at district level, while jamoats are resourced more for current tasks and for maintaining the apparatus.

Features of budget financing of jamoats

In practice, the financing of jamoats has a number of features:

- high dependence on the district budget (estimate-based financing from the district budget);
- a limited volume of own revenues¹;
- insufficient involvement in forming the investment agenda.

Although the legislation allows jamoats to have their own budgets, their actual financial autonomy remains limited. That constrains the scope to implement local economic initiatives and to take a full part in delivering development programmes.

QUOTE: “On the ground it is noticeable that in many SEDPs the list of measures is very wide, there is no ranking by urgency (priority, medium-term, long-term), and financing is often declaratory. To raise the practical implementability of SEDPs it would be useful to develop mechanisms for prioritising measures in light of available resources, and for phased implementation planning.”

View of an EGED programme participant.

Extra-budgetary sources and co-financing

Extra-budgetary sources are an important element of programme resourcing. The legislation expressly provides for the attraction of:

- grants from international organisations;
- private-sector funds;
- voluntary contributions and other receipts.

¹ Law of the Republic of Tajikistan “On Self-Government Bodies of Settlements and Villages”: paragraph 2 - part of the budget revenue of settlements and villages is formed from tax and non-tax revenues; paragraph 3 - budget revenues of settlements and villages include payments from the tax on immovable property of natural persons.

At local level such resources are in fact used, including:

- donor grants;
- private investment;
- community initiatives (for example the development of local infrastructure).

Extra-budgetary sources are not, however, structured in jamoat SEDPs and are not integrated into a single SEDP resource base. In other words, they are rarely reflected in programmes as a systematic resource.

General features of the practice of financing development programmes

Overall, the system has the following features:

- not all programme measures have confirmed financing;
- programmes and budget capacity are not always fully aligned;
- mechanisms for documenting extra-budgetary resources are only limitedly developed;
- the potential for co-financing is not used in full.

Inter-budgetary relations and their role in financing development programmes

Under the legislation of the Republic of Tajikistan, the system of inter-budgetary relations is directed at balancing budgets at different levels and equalising their financial capacity. The main instruments of inter-budgetary regulation are transfers from higher-level to lower-level budgets, including equalisation grants, earmarked grants and subsidies.

In current practice:

- transfers from the republican budget go to regional and district budgets;
- district/city budgets, in turn, finance jamoats;
- a substantial share of local-level resources is formed precisely through these redistributive mechanisms.

Inter-budgetary transfers perform several key functions:

- equalising the budget capacity of territories;
- financing basic public services²;
- supporting the implementation of priority development directions.

In relation to socio-economic development programmes, the role of inter-budgetary relations is as follows.

First, they form the main source of the resource base for district development programmes, especially where own revenues locally are limited.

Second, transfer-allocation mechanisms can have an indirect effect on development priorities, because the financing of particular directions may depend on decisions at a higher level.

Third, where the relevant instruments exist, inter-budgetary transfers can be used as a mechanism to support investment projects and co-financing, including infrastructure and social initiatives.

² Services at the level of local self-government are also treated as public (state) services. The term “municipal”, applied to services at local level, is not used in the legal framework of the Republic of Tajikistan. Under Article 1 of the Law of the Republic of Tajikistan “On Public Services”, public services are provided by central and local executive bodies of state power and by self-government bodies of settlements and villages.

In current practice there remains scope to strengthen the link between development programmes and inter-budgetary financing mechanisms, including more active use of transfers to support targeted measures and investment initiatives.

For the jamoat level, the importance of inter-budgetary relations is particularly high, because:

- their financial base is formed in large part from district budget funds;
- own revenues are limited;
- the scope to attract additional resources directly remains low.

As a result, jamoat participation in implementing development programmes is determined in large part by the scope for reallocating resources at district level.

Assessing the system of inter-budgetary relations was not part of the tasks of this Report. That is a separate subject for study, looking at how regional development planning sits with the instruments used to finance it.

CONCLUSION: The link between local development programmes and resources in the Republic of Tajikistan is formally set in legislation and in the budget system. In practice it is not yet sufficiently operational. Programme priorities are not always backed by confirmed financing. Extra-budgetary resources are rarely integrated into a single resource base. Inter-budgetary transfers are more often directed at balancing budgets and covering current expenditure than at achieving development goals. Vertical management of resources therefore continues. Jamoat needs and investment priorities have only a limited effect on district programmes and budget decisions. Strengthening the system further requires a shift from a formal link between programmes and the budget to a more transparent and practical model of resource planning: mandatory assessment of the financial provision of measures, inclusion of extra-budgetary sources, investment profiles of territories, and a clearer reflection of jamoat priorities in district programmes and budget decisions.

5. Practical and methodological recommendations for strengthening local planning

The planning system in the Republic of Tajikistan already has an established institutional and methodological basis and settled practice. That practice does not yet make full use of these advantages. Further development of the system should therefore focus on the practical application of planning tools at district (hukumat) and territorial (jamoat) levels, with a staged strengthening of the analytical and substantive content of programmes and a systematisation of information flows.

Several recommended directions for strengthening the existing planning system are set out below.

5.1. Forming a coherent system of indicators

An important direction for further development of the planning system is a more coherent approach to the use of indicators at different levels of government.

Development of the planning system requires a coherent approach to the use of indicators:

- defining a minimum set of key standard indicators for a common format of development programmes;

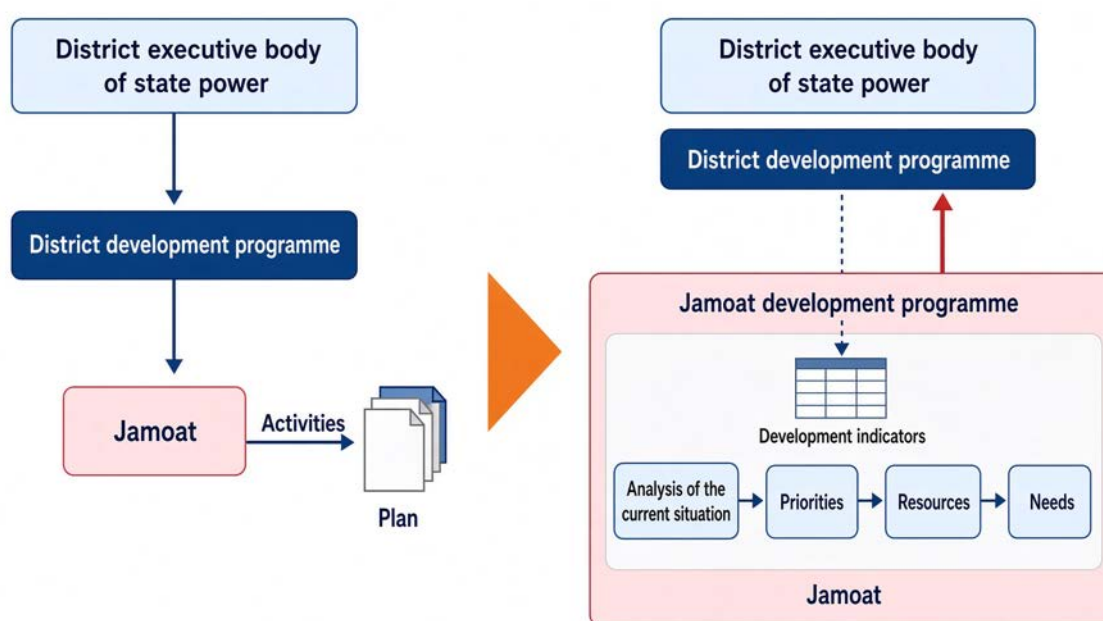
- ensuring comparability of indicators between national, sectoral and local levels, aligned with the indicators of the MTDP 2026 - 2030;
- using indicators not only for monitoring but also to justify priorities;
- developing medium-term forecasting on the basis of available data, using relatively simple econometric modelling.

This will make it possible to:

- simplify the preparation of SEDPs at jamoat level and link jamoat programmes to district and regional programmes through the same cross-cutting indicators, while also creating a basis for regional profiles of sectoral programmes at central level;
- increase the comparability of development programmes of different territories;
- simplify the aggregation of information and raise the effectiveness of data use in monitoring and forecasting, in particular, tracking not only the completion of measures but also sectoral results and effects;
- create a single analytical base for decision-making at all levels of government.

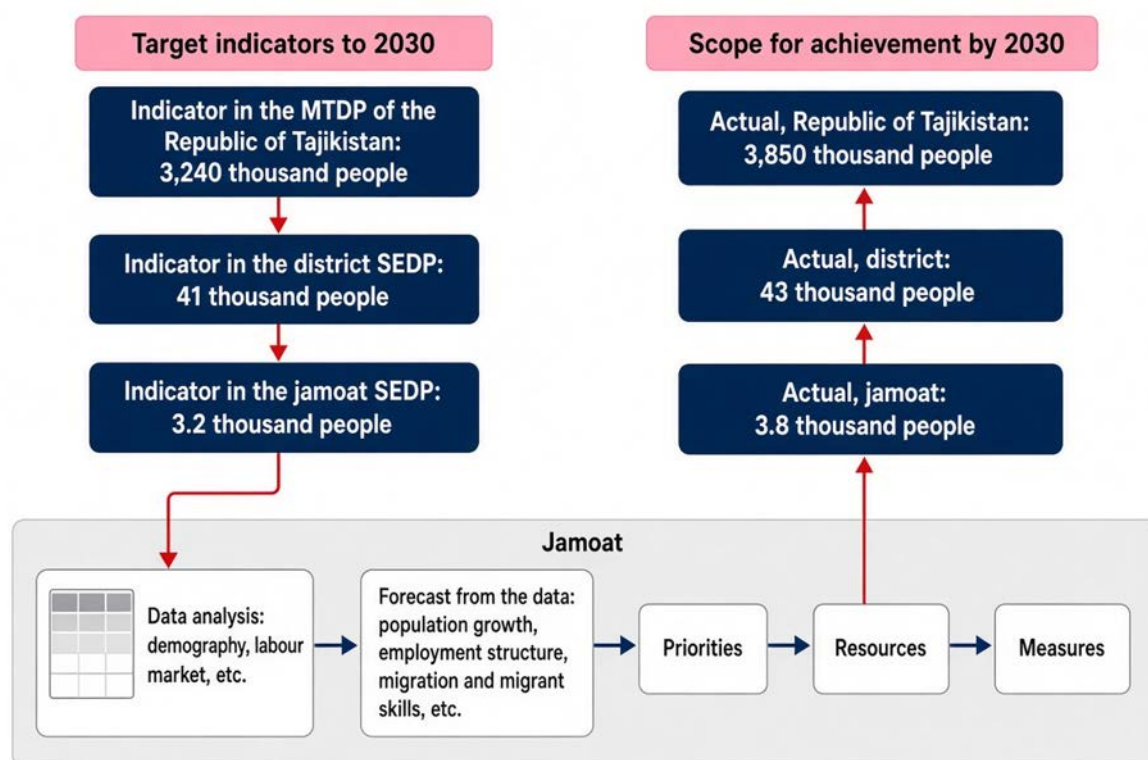
This is shown in Figure 3.

Figure 3. Evolution of programmes: systematic exchange of information



The diagram shows the shift from current practice, in which jamoats mainly prepare plans and lists of activities on the basis of district programmes, to a more structured approach. In the proposed model, jamoats become active participants in planning. They form their own analytical base using cross-cutting indicators - an analysis of the current situation, and a statement of priorities, resources and needs, which then inform the district's strategic documents.

Figure 4. Indicative scheme for disaggregating data by level of government, using the example of the MTDP target indicator of growth in official employment in the Republic of Tajikistan



5.2. A standardised, step-by-step approach

Comparability and quality of programmes can be improved by using common SEDP templates. Such templates could include:

- structured tables of standard indicators;
- analysis blocks with guiding questions (for example on the causes of change, how to ease growth constraints, and where development potential lies);
- a standard format for presenting priorities and investment needs;
- a single format for setting out available resources (budgetary and extra-budgetary) against those priorities (a first step towards programme-based budgeting at local level).

Unlike a simple list of indicators, templates of this kind impose an analytical logic. They produce programmes that are both more substantive and more comparable.

A more algorithmic approach to planning is equally important. That means:

- a clear sequence of steps and defined outputs at every stage of programme preparation (analysis → problem identification → priorities → projects → resource assessment);
- guiding questions at each stage;
- an explicit link from analysis to decisions.

A standard, step-by-step method for preparing SEDPs also lays the ground for later digitalisation:

- standard forms (templates) are easier to automate;

- a common set of indicators becomes a stable database and the “join points” between programmes at different levels;
- simple econometric modelling can be introduced at jamoat and district level, with one set of indicators used to project another. This would cover, for example:
 - output in the main sectors of the local economy;
 - household incomes;
 - changes in the planned mix of land uses (housing, production, recreation and protection), reviewed against production and population forecasts.

Figure 5 sets out a possible template structure for district and territorial SEDPs.

Figure 5. Outline of the proposed SEDP template

Territory profile (district / jamoat)								
Area. Total population. Landscape features								
POPULATION	Total population (persons)			of which women				
	Working-age population (labour force)			Employment (by sector)		Unemployed		
	indicators	actual 0.00	medium-term forecast 0.00 0.00 0.00 0.00					
	Situation analysis		→	Policy		→	Priorities	
SOCIAL INFRASTRUCTURE	Water	Roads	Amenities	Education	Healthcare			
	indicators	actual 0.00	medium-term forecast 0.00 0.00 0.00 0.00					
	Situation analysis		→	Policy		→	Priorities	
			→					
ECONOMY	Productive assets	Output	Investment	Household incomes				
	indicators	actual 0.00	medium-term forecast 0.00 0.00 0.00 0.00					
	Situation analysis		→	Policy		→	Priorities	
			→					
SPACE	Spatial plan	Transformation		Constraints				
	indicators	actual 0.00	medium-term forecast 0.00 0.00 0.00 0.00					
	Situation analysis		→	Policy		→	Priorities	
			→					
ENVIRONMENT AND CLIMATE CHANGE	Solid waste management	Water resource management		Climate change adaptation				
	indicators	actual 0.00	medium-term forecast 0.00 0.00 0.00 0.00					
	Situation analysis		→	Policy		→	Priorities	
			→					

RESOURCES: available / needs assessment / BUDGET

RESOURCES: available / needs assessment / BUDGET

One advantage of a standard, step-by-step template is that it reduces the effect of weak local capacity. Programme quality depends less on whether a particular specialist is trained in strategic planning. Completing the template does not require that expertise. The quality of local SEDPs should rise as a result.

Experience elsewhere also shows that this approach strengthens vertical alignment. Common indicators and a uniform SEDP format make it easier to connect strategy documents across levels and to align priorities between national, sectoral and local programmes. Planning becomes more joined-up. Fragmentation and uneven strategic initiatives are reduced.

The proposed document template is set out in **Annex 1**.

5.3. Strengthening the identification of investment priorities and needs

Local planning in Tajikistan still rests largely on lists of measures and projects written into development programmes. Further improvement of the toolkit could move towards a more

systematic approach, based on the investment potential of each territory and on medium-term investment needs. That would involve:

- analysing the territory's investment potential, including economic specialisation, infrastructure constraints and access to resources (the investment climate);
- identifying the main barriers to business growth and to attracting investment;
- setting priority investment directions in the light of expected effects on employment, incomes and the local economy;
- assessing medium-term investment needs;
- matching those directions to available sources of finance.

A practical next step would be to prepare district and territorial investment profiles alongside the SEDP. These profiles could follow a standard format and a short, illustrative set of indicators. The aim is to move from a formal list of measures to a more coherent and evidence-based investment annex to the development programme. That, in turn, would support clearer engagement with investors and donors, and a more transparent and predictable investment agenda at district and jamoat level.

5.4. Combining spatial and socio-economic planning

Planning tools can also be strengthened by bringing spatial and socio-economic planning closer together. The link is necessary because economic and social development depends on territorial conditions, access to resources and infrastructure, and the legal regimes that govern land use. Spatial planning, in turn, should rest on the real needs of the economy and the population, including the location of housing, business and infrastructure.

Building on current practice, the following elements could be developed:

- standard SEDP tables on land-resource categories, covering actual use and unused stock;
- analysis of land availability for different activities, taking legal restrictions into account;
- assessment of land shortages for housing and business development;
- explicit treatment of infrastructure constraints (access to roads, water and energy);
- linking priority projects to specific sites and plots.

Additional practice could include:

- land-resource balances;
- identification of zones with development potential;
- systematic treatment of risks, including natural hazards and emergencies.

This would:

- make development programmes more realistic;
- tie investment decisions to available resources;
- reduce delivery risk;
- give a sharper picture of infrastructure and financing needs.

CONCLUSION: The directions set out above are intended as a staged improvement of planning tools. They do not require a change in the current institutional model. Implemented together, they would make development programmes easier to analyse, more comparable vertically and horizontally, more deliverable, and a more efficient use of resources.

5.5. Developing digital planning tools

Further development of local planning will take place in a digital environment. Preparation for that should start now. Analytical tools that support more systematic use of data, greater process transparency and better decisions do not begin with writing code. They begin with templates and with describing business processes in algorithmic form. Even before digital systems are introduced, these tools simplify the collection and processing of information. They also create a common basis for analysis, monitoring and coordination across levels of government.

Possible next steps include:

- unified electronic forms and templates to standardise data collection, improve comparability and reduce the burden on staff preparing programmes;
- description of planning business processes for future planning and monitoring information systems, so that data on indicators, projects and results can be stored, updated and organised;
- standardisation and cataloguing of data for effective exchange between agencies and levels of government, including consistent information flows between jamoats, districts and central bodies, to cut duplication and improve accuracy;
- development of a simple econometric model and its testing on available indicators and in pilot territories;
- gradual introduction of digital solutions at local level, taking account of current infrastructure and skills constraints, so that the tools remain sustainable and usable in practice.

Digital and analytical tools would also support:

- higher-quality SEDP preparation, regardless of the training of the staff involved;
- more regular and more reliable monitoring of programme delivery;
- a single information space for planning;
- greater transparency and accountability in territorial development.

Taken together, this would complete a managed, system-wide planning process that is evidence-based and oriented to concrete results.

CONCLUSION: The directions proposed here are a staged improvement of planning tools. They do not change the underlying institutional or methodological system. Implemented together, they would strengthen the coherence of programmes, their analytical basis and their deliverability, and would make better use of the resources available to districts and jamoats.

6. Effects and impact for jamoats and districts using improved planning tools

Why this matters for jamoats:

- planning quality improves;
- priorities become more objective;
- the economic focus is stronger;
- resources are used more effectively;

- conditions for attracting investment and developing the private sector become more favourable.

This is not a change in the role of jamoats. It is a strengthening of their contribution to development planning, coordination, identification of potential and support for local initiatives.

Why this matters for districts:

- they gain a clearer picture of territorial needs. Jamoats put forward better-founded proposals. A single picture of demand emerges;
- the district receives structured information that is easier to analyse because the format and indicators are the same for every jamoat;
- decisions and priorities are easier to justify;
- resources are easier to coordinate;
- decisions are better aligned across levels of government, and responsibility for results is shared with jamoats and residents.

6.2. Expected institutional effects

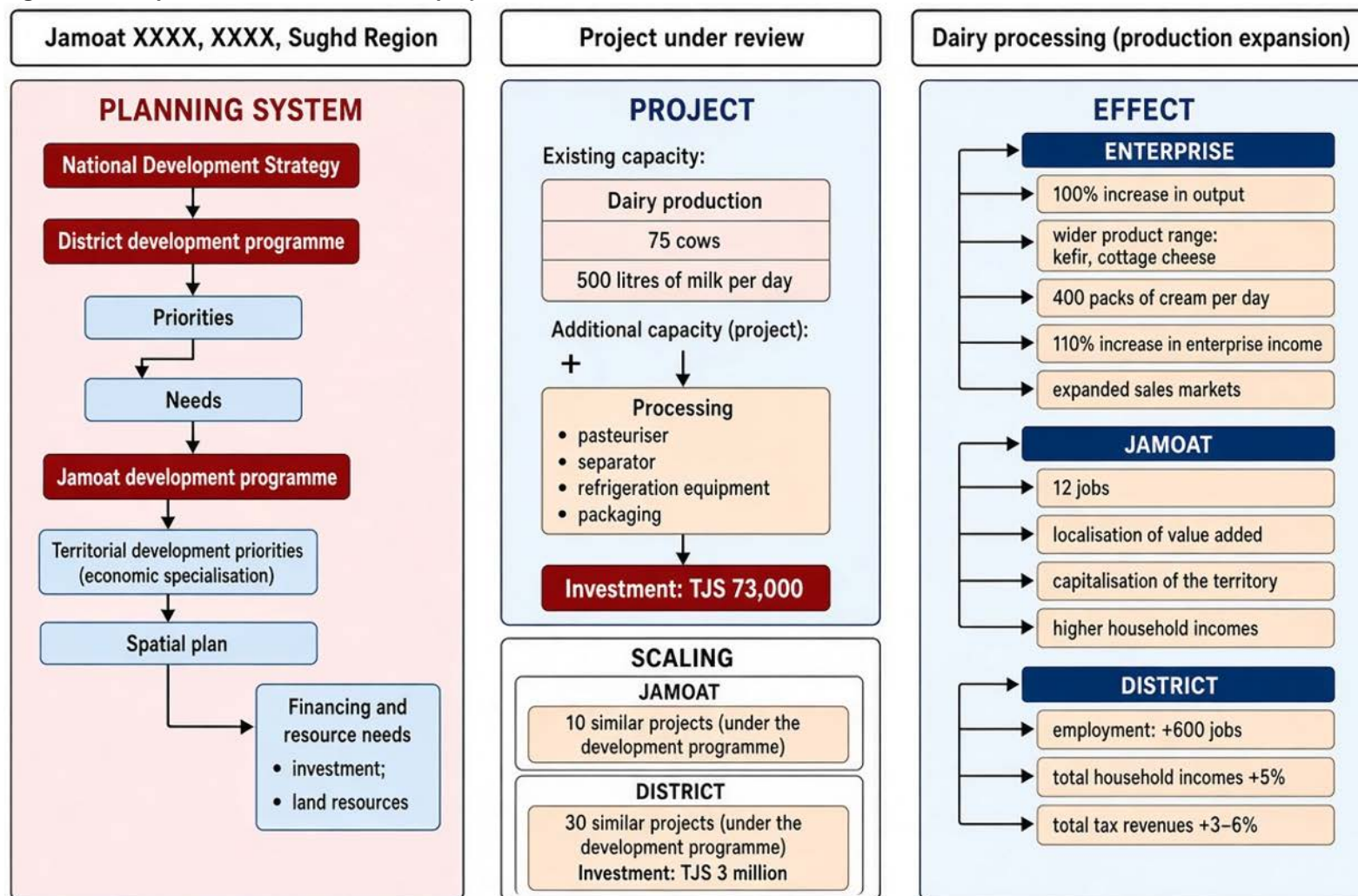
- 1) **Quality of government.** Stronger systems of planning, forecasting and monitoring create the conditions for better regional management: state support can be better targeted, competitive advantages better used, and economic growth accelerated. More structured, evidence-based planning makes it possible to assess the real situation and adjust strategies in real time.
- 2) **New economic clusters.** Better coordination between regions and sectors can support new growth points and value chains, for example in agri-technology, eco-tourism and local processing, and can lay the basis for closer economic integration inside the country and stronger international economic links in the region.
- 3) **Accountability and engagement with citizens.** Decision-making becomes more transparent. Residents can not only receive information on what public bodies are doing, but also take part in preparing and monitoring development plans. That also increases the scope for gains from local entrepreneurial initiative.
- 4) **Longer-term forecasting and resilience.** Analytical tools and forecasting models make it possible to respond to current challenges and to shape longer-term strategies. Regions become less dependent on short-term external factors and their economies more resilient, including to the effects of climate change (especially in agriculture that depends on glacial meltwater).
- 5) **Social inclusion and access to services.** Practice in neighbouring countries points to a direct link between better planning and a higher share of the population with access to drinking water, improved outcomes for vulnerable groups, and fewer people dependent on social benefits.

6.3. Expected economic effect

A stronger planning system at national, city, district and local (jamoat) level does more than produce a single project. It can turn small investments into a repeatable instrument of economic growth. Once scaled, the effect becomes material for the jamoat and the district.

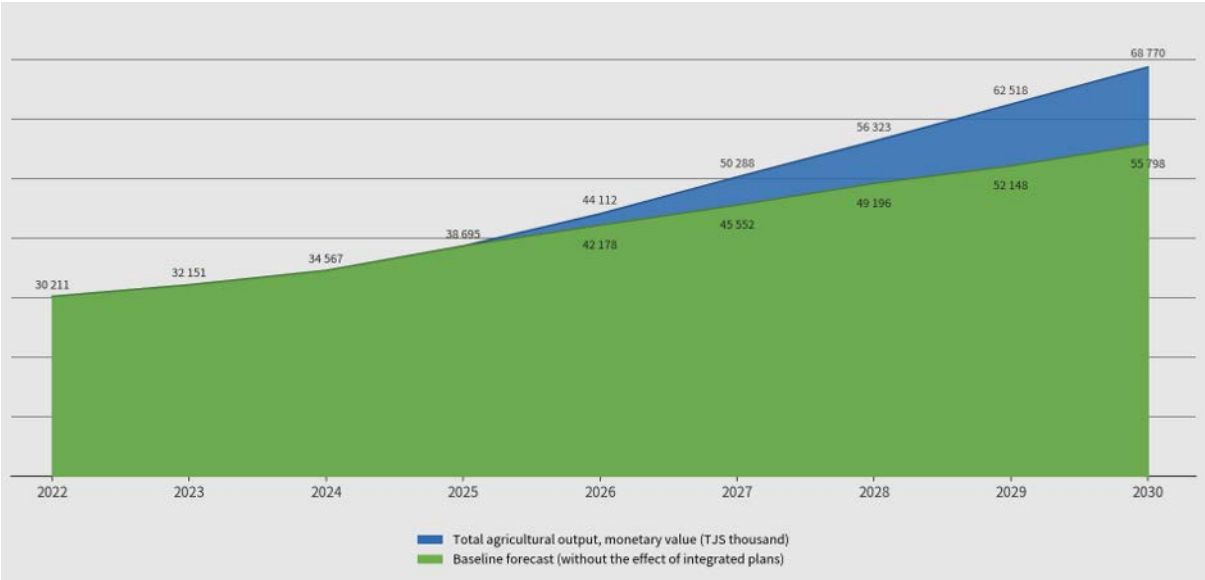
As an illustration, the analysis includes a preliminary assessment of the economic impact of micro-projects implemented in Tajikistan under the EGED programme. The diagrams below set two projects in the context of an improved planning system. Linked indicators would then support forecasts not only of the project's direct effect, but also of indirect effects at micro and macro level.

Figure 6. Example based on an economic project under review.



Better use of data on investment and recurrent needs would strengthen regional growth prospects. An accessible dataset, plus the ability to model processes, would support more accurate forecasts of the return on investment in different sectors. See the example below.

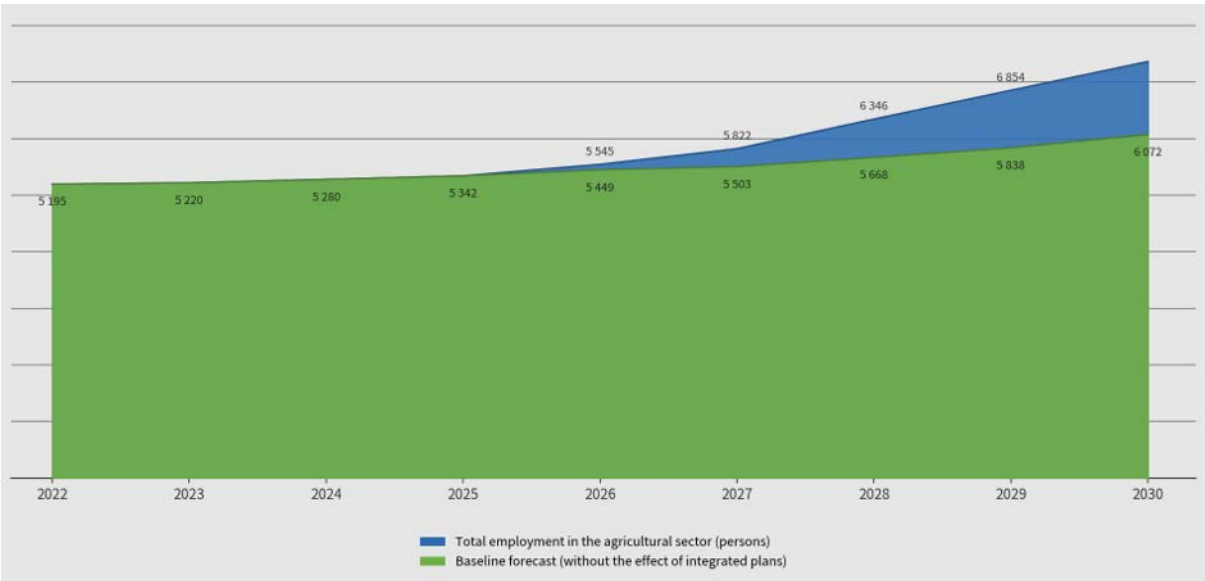
Figure 7. Example based on an economic project under review in Khatlon Region. Growth of agricultural production (Levakant)



The green area is the usual baseline forecast. In practice this is most often a simple annual increment of 3–5 per cent. The blue area is a more precise forecast, based on an analysis of faster growth that would follow from better planning of resources and investment.

Figure 8. Example based on an economic project under review in Khatlon Region. Growth of agricultural employment (Levakant)

Рис.8. Пример на основе рассматриваемого экономического проекта в Хатлонской области. Рост занятости в сельском хозяйстве (г. Левакант)



CONCLUSION: Improved planning tools would raise the quality and practical focus of development work at both jamoat and district level. Data and analysis would play a stronger role

in setting priorities. Decisions would be better aligned across levels of government, and the allocation of resources better justified.

The result would be more systematic management of territorial development, more effective use of existing potential, and more durable economic and social effects, including growth in employment, household incomes and the quality of services.

7. Recommendations for implementation

The analysis and proposals above point to a sequence of steps for developing socio-economic planning tools. These are not one-off changes. They require staged work: testing the approaches, adapting them to practical conditions, and introducing them gradually into the existing system of government.

The governing principle is practical applicability, consistency with current institutional arrangements, and the scope to scale solutions across levels of government:

- **Algorithmising and standardising SEDP forms.** Discuss the proposals with all interested institutions and lock in the agreed approach.
- **A common set of indicators.** Align these with the indicators of the Medium-Term Development Programme for 2026 - 2030, so that the current state of territories can be assessed systematically and development planned and tracked.
- **Piloting.** Adapt the structure and logic of planning in the light of good regional practice, with an emphasis on simplicity, usability and results.
- **Practical training and support** for local specialists, so that the updated method is used in real work.
- **Digitalisation.** Build digital tools for local planning.

A pilot is the most appropriate way to introduce the improvements. It allows new tools and procedures to be adapted to conditions on the ground, especially where local executive bodies and jamoats have already been briefed on the aims of the EGED programme, to test whether they work in practice, and to take account of differences between territories. Staged testing can surface organisational constraints, refine working processes and produce examples of good practice before approaches are scaled nationally. A pilot also reduces the risk of purely formal adoption, makes results more durable, and helps build common, repeatable local planning practice.

A further condition of success is the link to current work on the legal framework for strategic planning. Tajikistan is now preparing a number of key documents, including procedures for drafting and approving strategic planning documents at national, sectoral and local level, a procedure for financing measures in those documents, and a procedure for monitoring and evaluation. Building the proposed tools into those documents while they are still being drafted would make later implementation easier.

Initial practical testing of the template

By the end of August 2026, the EGED programme had completed an initial practical test of the proposed SEDP template in pilot territories of Sughd and Khatlon Regions. The work was carried out with the Ministry of Economic Development and Trade. It tested whether the proposed structure fitted the real conditions in which local SEDPs are prepared: the availability of data, the current division of functions between district and jamoat level, and existing requirements for strategic planning documents.

On 10 July 2026 the template was discussed in Zarnisor jamoat, Vakhsh district, Khatlon Region. The meeting followed a discussion with the deputy chair of the district hukumat. The structure of the template, the data required and the method of completing it were then reviewed in detail with the jamoat chair, the secretary and specialists in individual fields. On 17 July a similar discussion was held in Puloton jamoat, city of Konibodom, Sughd Region, with the jamoat chair and the deputy chair of the city hukumat. These meetings made it possible to assess whether the necessary data exist, and what scope there is to collect, update and use them analytically when preparing development programmes.

On 16 July use of the template was discussed further with representatives of the Sughd Region hukumat. The focus was on improving the collection and aggregation of data, and on using standard forms in the monitoring and evaluation of strategic planning documents. The discussions confirmed the need to tie the proposed tool to existing information flows and reporting procedures, so that its introduction does not duplicate data or add administrative burden.

A range of current reporting forms used to exchange information between levels of government was obtained for a more detailed review of existing practice.

The main tests of whether the working templates are usable in practice are:

- whether they can be completed from available data and existing reporting forms;
- whether sources of information and responsible officers are clearly identified;
- whether the data collected can be used to set priorities, measures and indicators;
- whether information is comparable between jamoat and district level;
- whether the templates can be used to monitor and adjust programmes.

A template is usable in practice if it produces the information needed for planning without creating duplicate reporting or an excessive extra burden on those who complete it.

Testing already shows that a single fully standardised form for the district hukumat and the jamoat does not adequately reflect differences in their mandates and in the data they can access. On the basis of the originally recommended core template (Annex 1), two separate working templates are therefore being prepared following the pilot: one for the district hukumat and one for the jamoat. This will reflect differences in functions, data availability and the level of detail in programme documents.

Work has also begun on proposals to reflect the updated approach and the method of completing the templates in the legal and methodological documents that govern local planning and monitoring. The working templates will continue to be adjusted during implementation, in the light of practical use and of changes in the strategic planning framework.

Possible stages for implementing the proposed improvements

The proposed improvements to local planning are not all equally achievable in the short term. Implementation should therefore be staged, with early effort concentrated on elements that can produce a visible result without large institutional or technological change.

Short term (up to one year)

The most realistic gains in the short term are:

- clarifying and partly standardising procedures for exchanging data between levels of government;
- agreeing a limited set of common indicators;
- developing basic analytical approaches when preparing reports and adjusting programmes;
- piloting selected elements of the expanded method;

- short training and methodological support;
- drafting and agreeing key secondary legislation and methodological documents.

The emphasis at this stage should not be on complex digital or organisational systems. It should be on putting existing processes in order, agreeing common approaches, and making planning tools more usable in practice.

A realistic short-term result is a more orderly and predictable local planning practice: partly standardised indicators, stronger reporting discipline, and the first pilot examples of the updated approaches. Full digital integration, or a lasting change in the whole system of inter-agency working, should not be expected within a year.

Medium term (one to three years)

Over the medium term a shift to more comprehensive change is possible, including:

- a wider set of agreed indicators;
- stronger inter-agency data exchange;
- more durable monitoring and evaluation procedures;
- gradual expansion in the use of analytical and forecasting tools;
- development of the investment and spatial components of programmes;
- scaling successful pilots to other territories;
- more active use of digital solutions, including electronic reporting forms, databases and selected elements of information systems to support planning.

The main medium-term result can be a more coherent planning system across levels of government, and wider practical use of data and analysis in decision-making. Individual parts of the system may still develop unevenly, depending on staff capacity, resources and the institutional readiness of each territory.

Long term (more than three years)

A fully integrated system of strategic planning and monitoring takes longer. It depends on:

- a durable culture of evidence-based government;
- the accumulation of comparable statistical series;
- the introduction of comprehensive digital platforms;
- the institutionalisation of forecasting and monitoring procedures at every level of government.

Only over this longer period does the work move from improving individual tools to building a more complete and durable system for managing territorial development.

The expected long-term result is a stable local planning system in which data, monitoring, forecasting and coordination between levels of government are part of regular administrative practice. That would support a better-justified allocation of resources, higher-quality development programmes, and a stronger link between planning and actual results on the ground.

CONCLUSION: The proposed next steps provide a basis for sequential, practice-oriented development of the planning system. Implemented, they would gradually improve the quality of decisions, strengthen the role of data and analysis, and make better use of the resources available to territories and therefore support their economic growth.

Staged implementation, tied to current work on the legal framework, would help lock the proposed approaches into the practice of government.

8. Institutional and financial sustainability of the reforms

Institutional sustainability

Local planning cannot be improved through a one-off initiative. Lasting results need consistent, long-term state support. Experience in Central Asia shows that digitalisation, better use of data and stronger planning tools have a durable effect only when they become part of government policy and are backed by continuous institutional development.

If the local tier of planning is not treated as a priority, the state incurs a set of systemic losses:

- public investment is less effective because spending is poorly tied to real territorial needs;
- disparities between regions and settlements widen;
- decisions are taken on incomplete or outdated data;
- the local level becomes more dependent on manual management and on external projects;
- early identification of infrastructure and social risks is constrained;
- public trust in government and in the allocation of resources declines.

The most serious risk is that, without a durable local planning system, the state loses the ability to build a long-term territorial policy based on data, forecasting and an objective assessment of need.

Local planning should therefore be treated not as a standalone technical project, but as part of the state's system for managing territorial development.

Financial sustainability

A modern local planning system is a long process. It needs continuous investment in data, digital infrastructure, staff training and the upkeep of information systems. Most states in the region have limited fiscal space, so these costs cannot all be met from the state budget alone.

The shift required is from large one-off outlays to staged, durable development of the system.

Practice suggests that financial sustainability can rest on a combination of mechanisms:

- folding expenditure on planning systems into existing state programmes and sector budgets;
- introducing digital solutions gradually, starting with the functions most in demand;
- using common platforms and standards rather than building parallel systems;
- bringing in international partners for pilots, methodological support and initial investment;
- strengthening inter-agency data exchange to cut the cost of duplicated information;
- building local staff capacity, so that dependence on external consultants and contractors declines.

The essential condition is that the state underwrites the basic institutional and financial sustainability of the system after donor support ends. Without that, even successful digital solutions and pilots risk remaining local initiatives with no lasting effect.

Annexes:

Annex 1. Proposed template structure for the SEDP, with a proposed set of standard indicators.

Annex 2. Brief description of the proposed algorithm.

Annex 3. Proposed format for an investment profile.

Annex 1. SEDP document template for a district / city / jamoat

The template below is a basic methodological recommendation drawn from the analysis. It sets out the overall logic of an SEDP, the recommended sections and the core data needed to assess the locality, set priorities and define measures. It is not a finally approved standard form.

In practical discussions with representatives of pilot districts, cities and jamoats this structure is being used as the basis for two separate working templates: one for the district hukumat or city, and one for the jamoat. The split reflects differences in mandates, data availability, the level of analytical detail, and the role of each level in preparing, agreeing and monitoring the SEDP.

The working templates will continue to be adjusted during testing and implementation after this analytical report is submitted. Their final structure should be confirmed after practical completion in the pilot territories, an assessment of data availability, a review of existing information flows, and alignment with the legal and methodological requirements of the Republic of Tajikistan.

Socio-economic development programme for 2026 - 2030

(name of district / city / jamoat)

Region: _____

District / city: _____

Jamoat: _____

(complete when preparing a jamoat programme)

Implementation period: 2026 - 2030

Body responsible for preparation: _____

Date of preparation / update: _____

SECTION 1. Territory Profile			
1.1. Brief description of the territory			
Indicator	Unit	Value	Data source/note
Total area	Sq.km/ha		
Number of settlements	Units		
Number of households	Units		
Resident population	Persons (M/F)		
Distance to the district centre	km		
Distance to the regional centre	km		
Border location	Yes/No		Specify country/district
Main transport links	description		Roads, rail, markets
Main natural resources	description		Land, water, minerals, pastures, etc.
Main economic activities	description		Agriculture, processing, trade, services, etc.
<i>Give a short account of administrative status, the composition of the territory, climate and natural conditions, location relative to the district / regional centre, transport routes, markets and neighbouring areas. Keep it brief and applied. Include only features that affect development, the location of population, economic activity, access to services and the scope to deliver projects.</i>			
1.2. Administrative and territorial composition			
<i>List the settlements or administrative units that make up the territory. For a district, list jamoats and urban settlements; for a jamoat, list villages and mahallas / settlements.</i>			

Nº	Name of settlement / jamoat	Households (Units)	Population (Persons)	Main features / Note
1				
2				
3				
4				
Total				

1.3. Vision for the development of the territory

The vision should be short and realistic. It should not be a general wish-list. It should state the intended direction of development, given the territory's resources, specialisation and constraints.

SECTION 2. Population, Employment and Migration

2.1. Population size and structure

Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Resident population (persons)								
Growth rate (%)								
of which women (persons)								
Households (units)								
Average household size (persons)								
Population aged under 14 (persons)								
Working-age population (persons)								
Population above working age (persons)								
Labour migrants (persons)								
Natural population increase (persons)								

Short written analysis of the table. How these factors affect the development of the territory. The task is to set out causes, consequences and possible lines of action. How has the population changed in recent years, and why? Are there enough jobs for the working-age population? What forms of employment and self-employment could be developed locally?

2.2. Employment and labour resources

The table should cover labour resources, employment, main sectors of work, unemployment and self-employment. Where official statistics are incomplete, administrative data may be used: jamoat household registers, district employment services, tax authorities, sector bodies, and consultations with residents.

Indicator	Actual			Est..	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Working-age population (persons)								
Economically active population (persons)								
Employed population (persons)								
Officially registered unemployed (persons)								
Self-employed / working on household plots (persons)								
Employed in agriculture (persons)								

Employed in industry / processing (persons)								
Employed in trade and services (persons)								
Employed in the public sector (persons)								
New jobs created during the year (units)								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further. How these factors affect development. The task is to set out causes, consequences and possible lines of action.</i>								
2.3. Labour migration and remittances								
<i>This subsection should show the effect of labour migration on the population, the labour market, household incomes and the local economy. Record not only the number of labour migrants, but also how migration affects employment, skills shortages, family incomes and the scope to invest locally.</i>								
Indicator	Actual			Est..	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Labour migrants (persons)								
Labour migrants as a share of the working-age population (%)								
of which women migrants (persons)								
of which young people (persons)								
Estimated remittances (somon)								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further. How these factors affect development. The task is to set out causes, consequences and possible lines of action. Name the main destination countries and the main occupations of migrants. How does labour migration affect the local economy, families and the labour market? What measures could reduce distress migration or help put migrant incomes to work in local development?</i>								
2.4. Vulnerable groups and socially significant categories								
<i>Vulnerable groups are not a standalone SEDP chapter. They should be taken into account in the analysis of employment, access to services, social infrastructure and economic opportunity. This subsection lists the main categories of people who need support, or whose needs should be reflected in development planning.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Persons with disabilities (persons)								
Low-income households (units)								
Older people living alone (persons)								
Women needing support with employment / incomes (persons)								
Young people not in employment or training (persons)								
Families of labour migrants (units)								

Other groups identified locally (persons)								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further. How these factors affect development. The task is to set out causes, consequences and possible lines of action. State the main needs and constraints, and possible support measures, including raising the economic activity of vulnerable groups. Which groups face the greatest constraints on work and income? Which needs of vulnerable groups should be reflected in the sections on services, infrastructure and the economy?</i>								
2.5. Priority tasks on population, employment and migration								
Set out two to four priority tasks for the SEDP action plan. Tasks should follow from the data and analysis, not from general wishes.								
Nº	Task	Justification from the data			Expected change by 2030 r.			
1								
2								
3								
4								
SECTION 3. Economic Development and Investment Needs								
3.1. Profile of the local economy								
Give a short account of the structure of the local economy. For a district, data should preferably be presented by main sector; for a jamoat, by the main economic activities present on its territory.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Total output of goods and services in the territory (TJS thousand)								
Agricultural output								
Industrial output (TJS thousand)								
Construction volumes (TJS thousand)								
Trade turnover (TJS thousand)								
Volume of paid services (TJS thousand)								
Operating enterprises (units)								
Individual entrepreneurs (units)								
Dehkan farms (units)								
Jobs created in the economy (units)								
Average wage (somon)								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further.</i>								
3.2. Agriculture and agri-processing								
Cover the main types of agricultural production, land and water supply, yields, livestock, and the presence of processing, storage and marketing. Districts may complete this subsection in more detail; jamoats need only record the main crops, forms of farming, problems and proposals.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Total agricultural land (ha)								
of which irrigated land (ha)								

Agricultural land actually in use (ha)								
Unused / degraded land (ha)								
Sown area of main crops (ha) (may be broken down by crop)								
Total agricultural output (TJS thousand)								
of which crop production								
of which livestock								
Grain production (tonnes)								
Cotton production (tonnes)								
Vegetable production (tonnes)								
Fruit production (tonnes)								
Yield of main crops (c/ha) (may be broken down by crop)								
Cattle (head)								
Small ruminants (head)								
Milk production (tonnes)								
Meat production (tonnes)								
Egg production (thousand)								
Agricultural storage facilities (units)								
Operating agri-processing enterprises (units)								
Total agri-processing output (TJS thousand)								
Direct investment in agri-processing (TJS thousand)								
Investment need in agri-processing, forecast (TJS thousand)								
<i>Short written analysis of the table. Which types of agricultural production matter most for the territory, and what is its agricultural specialisation? What constraints hold agriculture back: water, land improvement, machinery, seed, credit, storage, processing, marketing? Which products have potential for processing, storage, packaging or export? Which significant industrial or processing enterprises actually operate locally? What measures could raise the incomes of dehkan farms, households and small producers? Which projects need support from the district, region, republic, donors or the private sector?</i>								
3.3. Industry								
<i>Describe the state of industry in the territory. Where official statistics are incomplete, administrative data, enterprise reports, tax data and sector bodies may be used.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Industrial enterprises (units)								
Industrial output (TJS thousand)								
Idle / partly operating enterprises (units)								

Enterprises needing modernisation (units)								
Production space available for use (sq m)								
Direct investment in industry (TJS thousand)								
Investment need in industry, forecast (TJS thousand)								
New production facilities planned (units)								
<i>Short written analysis of the table.</i> <i>Which significant industrial or processing enterprises actually operate locally? Which local raw materials could be processed? Which capacity is idle or under-used, and why? Which enterprises need modernisation, equipment, staff, energy or market access? What new production could be created given local raw materials and labour? What measures could create new jobs, especially for women and young people? What constraints hold industry back: water, energy, machinery, equipment, labour, credit, storage, marketing? Which projects need support from the district, region, republic, donors or the private sector?</i>								
3.4. Small and medium-sized business, trade and services								
Analyse entrepreneurship, trade, household and paid services, and access to credit, advice, markets and business infrastructure. For jamoats this subsection is particularly important as a record of real economic activity, including individual entrepreneurs, services, trade and family businesses.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Small and medium-sized enterprises (units)								
Individual entrepreneurs (persons)								
Dehkan farms (units)								
Employed in SMEs and individual entrepreneurship (persons)								
Women entrepreneurs (persons)								
Retail trade turnover (TJS thousand)								
Volume of paid services (TJS thousand)								
Markets (units)								
Household-service outlets (units)								
Loans issued to entrepreneurs (units)								
Entrepreneurs receiving advisory / training support (persons)								
<i>Short written analysis of the table. Which types of small business and services are most common locally? Which businesses could grow faster with modest support? What holds entrepreneurs back: credit, premises, land, permits, markets, infrastructure, skills, tax, energy? What scope is there for women's and youth entrepreneurship? Which services are missing or under-developed but in demand from residents and business? What could the district / jamoat do to improve conditions for enterprise?</i>								
<i>A separate subsection on tourism may be added.</i>								
3.5. Investment potential and medium-term investment needs								

Assess the territory's investment potential and needs.								
Investment Direction	Problem, Opportunity or Project	Expected Effect	Indicative Cost (TJS thousand)	Possible Sources of Finance				
Agriculture and land improvement				Budget / donors / private sector				
Agri-processing								
Industry and production capacity								
SMEs, trade and services								
Toursim, crafts, local products								
Other								
Short written analysis of the table. Guiding questions will be added as the template is developed further.								
3.6. Main economic priorities for 2026 - 2030								
From the completed tables and analysis, identify a limited number of economic priorities. They should follow from the data, the territory's economic specialisation, investment needs and expected results for employment, household incomes and local growth.								
Nº	Economic Priority	Expected Change by 2030	What is needed (briefly: actions, investment volumes – link to the previous subsection)					
1								
2								
3								
4								
SECTION 4. Social Services and Local Infrastructure								
4.1. Education								
Cover access to pre-school and school education, the condition of education infrastructure, staff and equipment constraints, and the need for repair, construction, equipment and wider coverage of children.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Pre-school institutions (units)								
Coverage of children by pre-school education (%)								
General education schools (units)								
Pupils (persons)								
Design capacity of schools (persons)								
Actual load on schools (pupils / design capacity, %)								
Schools needing repair (units)								

Schools without adequate water supply / sanitation (units)								
Shortage of teaching staff (persons)								
<i>Short written analysis of the table. Which education facilities need repair, expansion or new construction? Are there problems with water, sanitation, heating, equipment or physical access to schools? Which settlements have the most limited access to pre-school or school education? What can be done from local resources, and what needs support from the district, region, republic or donors?</i>								
4.2. Healthcare, primary care and social protection								
<i>Cover access to primary health care, the condition of health infrastructure, staffing, population needs for health and social services, and support for vulnerable groups.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Primary health-care facilities / medical posts (units)								
Hospitals / health centres (units)								
Rural health posts (FAPs) (units)								
Health-worker staffing against need (%)								
Shortage of health workers (persons)								
Health facilities needing repair (units)								
Health facilities short of equipment (units)								
Population with limited access to primary care (persons)								
Recipients of social assistance (persons)								
<i>Short written analysis of the table. Which settlements have the greatest constraints on access to health care? Which facilities need repair, equipment or additional staff? Which groups most often need social support? Which health problems are linked to water quality, sanitation, the environment or living conditions? What measures could the SEDP include to improve access to health and social services?</i>								
4.3. Culture, sport, youth and civic activity								
<i>Cover cultural, sports and youth facilities, opportunities for leisure and civic activity, prevention of social risks, and public involvement in local development.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Houses of culture / clubs (units)								
Libraries (units)								
Sports facilities (units)								
Facilities needing repair (units)								
Youth initiatives / organisations (units)								

People taking part in sports groups (persons)								
<i>Short written analysis of the table. What are the main gaps in facilities for young people, sport, culture and leisure? Which facilities need repair, equipment or restoration? Which initiatives by young people, women, community groups or NGOs could be supported through the SEDP? What activities could be delivered with community, business or donor participation?</i>								
4.4. Drinking water, sanitation and communal services								
Cover access to drinking water, the condition of water networks, sanitation, sewerage, communal services, amenities and solid-waste management.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Population with access to safe drinking water (%)								
Settlements with piped water supply (units)								
Length of water networks (km)								
Length of networks needing repair (km)								
Water intakes (units)								
Sewerage and sanitation facilities (units)								
Population covered by solid-waste collection (%)								
Unauthorised dumps (units)								
Amenity assets needing repair (units)								
<i>Short written analysis of the table. Which settlements have the greatest problems of access to drinking water? Which parts of the water infrastructure need repair or reconstruction? Which services could be improved through better management, tariffs, fee collection or public participation? Which projects need external finance or co-financing?</i>								
4.5. Roads, transport access and communications								
Cover the condition of roads and bridges, transport access, telephony, internet and digital services. These affect quality of life and access to markets, services, education, health care and work.								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Total length of local roads (km)								
Length of roads needing repair (km)								
Bridges (units)								
Bridges needing repair (units)								
Settlements with limited transport access (units)								
Mobile coverage (%)								
Internet coverage (%)								
Social-infrastructure sites needing digital services / connectivity (units)								
<i>Short written analysis of the table. Which settlements have the greatest transport constraints? How does the condition of roads affect agriculture, trade, tourism, employment and access to services? Where does weak connectivity limit digital services, education or business? Which projects can be delivered in stages, and which need district, regional or national finance?</i>								

4.6. Electricity supply and energy efficiency								
<i>Cover the reliability of electricity supply, the condition of networks and transformers, the needs of residents and business, and the scope for energy efficiency and alternative energy.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Settlements with a reliable electricity supply (units)								
Transformers (units)								
Transformers needing replacement / repair (units)								
Length of electricity networks (km)								
Length of networks needing repair (km)								
Social-infrastructure sites with electricity-supply problems (units)								
Business sites with electricity-supply constraints (units)								
Social-infrastructure sites using renewables or energy-efficiency measures (units)								
Business sites using renewables or energy-efficiency measures (units)								
<i>Short written analysis of the table. Which settlements or facilities have reliability problems? How does the condition of networks affect schools, medical posts, business, processing and services? Which assets need first-priority repair or replacement? Is there scope for energy-efficiency measures or alternative energy? Which projects should go into the SEDP action plan?</i>								
4.7. Medium-term need for budget investment								
<i>Assess the budget-investment needs of this block.</i>								
Investment Directions	Problem, Opportunity or Project	Expected Effect		Indicative Cost (TJS thousand)		Possible Sources of Finance		
Education						Budget / donors		
Healthcare								
Culture, sport, youth and civic activity								
Drinking water, sanitation and communal services								
Roads, transport access and communications								

Electricity supply and energy efficiency								
Other								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further.</i>								
4.8. Main priorities for social services and infrastructure, 2026 - 2030								
<i>From the completed tables and short analysis, identify a limited number of priorities. They should follow from the most significant needs of the population, access to services, the condition of infrastructure and the scope for finance.</i>								
Nº	Priority for Social Infrastructure and Services	Expected Change by 2030		What is needed (briefly: actions, investment volumes, link to the previous subsection)				
1								
2								
3								
4								
SECTION 5. Space, Land Resources and the Location of Development								
5.1. Territory profile and land use								
<i>Cover land use and the spatial location of population, economic activity, social infrastructure, production facilities and natural constraints. The purpose is to show how far available land and space match development needs for 2026–2030.</i>								
Indicator	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Total area (ha)								
Land categories (ha):								
Agricultural land (total), of which:								
Arable								
rain-fed								
irrigated								
Pasture								
actually in use								
unused (balance)								
Land for industry, transport, communications, defence and other purposes (total)								
actually in use								
unused (balance)								
Settlement land (total)								
of which residential								
actually in use								
unused (balance)								
Specially protected natural areas								
Forest land								
Water-fund land								
Reserve land								
actually in use								
unused (balance)								

Agricultural land actually in use as a share of total agricultural land (%)								
Share of housing-development plots served by utilities (%)								
Share of production-site plots served by utilities (%)								
Short written analysis of the table. Guiding questions will be added as the template is developed further.								
5.2. Spatial priorities for 2026 - 2030								
From the completed tables and short analysis, identify the spatial issues that matter for delivering the SEDP. Priorities should relate to land, the location of infrastructure, business development, agriculture, housing, risk reduction and the use of spare capacity.								
Nº	Spatial Priority	Expected Change by 2030			What is needed (briefly: actions, investment volumes, link to the previous subsection)			
1								
2								
3								
4								
SECTION 6. Environment, Climate Risks and Emergencies								
This section covers the environment, natural resources, climate factors and emergency risks that affect living standards, agriculture, infrastructure and the local economy. The purpose is to identify the environmental and natural constraints that should shape SEDP priorities and project planning for 2026–2030.								
6.1. Environmental situation and natural risks								
Indicators	Actual			Est.	Forecast			
	2023	2024	2025	2026	2027	2028	2029	2030
Land at risk of flooding / high groundwater (ha)								
Water bodies needing protection / clean-up (units)								
Settlements with a seasonal water shortage (units)								
Land short of irrigation water (ha)								
Degraded land (ha)								
Pasture showing signs of degradation (ha)								
Forest and shrub land (ha)								
Specially protected or valuable natural areas (ha)								
Sites needing restoration / rehabilitation (ha)								
Settlements in emergency-risk zones (units)								
Population living in risk zones (persons)								
Social-infrastructure sites in risk zones (units)								
Emergencies in recent years (units)								

Damage from emergencies in recent years (TJS thousand)								
Protective structures needing repair (units)								
Sources of water / soil / air pollution (units)								
Enterprises or sites posing environmental risks (units)								
<i>Short written analysis of the table. How do water shortage, flooding or high groundwater affect agriculture, health and infrastructure? What would make the territory more resilient to drought, water scarcity or deteriorating water bodies? Which forms of land degradation are most visible: salinisation, erosion, flooding, pasture exhaustion, pollution? How does the condition of land affect agriculture, livestock, employment and incomes? Which sites need restoration, rehabilitation or a change of use? What measures could the SEDP include to conserve natural resources and use them more effectively? Which types of emergencies are most likely locally? How could natural risks affect delivery of SEDP measures? Which protective structures, prevention measures or organisational steps are needed?</i>								
6.2. Medium-term need for budget investment								
Assess the budget-investment needs of this block.								
Investment Direction	Problem, Opportunity or Project	Expected Effect	Indicative Cost (TJS thousand)	Possible Sources of Finance				
Water-resource management, including climate adaptation				Budget / donors				
Soil degradation								
Nature protection								
Emergencies								
Waste management								
Other								
<i>Short written analysis of the table. Guiding questions will be added as the template is developed further.</i>								
6.3. Main priorities for the environment, climate risks and emergencies, 2026 - 2030								
From the completed tables and short analysis, identify a limited number of priorities. They should follow from the most significant needs, the condition of infrastructure and the scope for finance.								
Nº	Priority for the Environment, Climate Risks, and Emergencies	Expected Change by 2030	What is needed (briefly: actions, investment volumes, link to the previous subsection)					
1								
2								
3								
4								
SECTION 7. Resources, Financing and Delivery of the SEDP								
7.1. Summary of SEDP resources								
The table allows to match the main directions of the programme with possible sources of finance. A detailed budget for each measure is not required at this stage. The point is to show which directions have a real resource base, and which need further work and the identification of finance.								

SEDP Direction	Indicative Financing Need	Local Budget	District / Regional Budget	Republican Budget	Donors	Private Sector	Resident / Community Contribution	Degree of Financing Cover
Economic development and employment								Confirmed / partial / not confirmed
Agriculture, land improvement and processing								
SMEs, trade and services								
Social services								
Local infrastructure and communal services								
Water supply and sanitation								
Roads, transport and communications								
Land resources and spatial development								
Environment, climate risks and emergencies								
Total								
<i>Short written analysis of the table. Which SEDP measures can be delivered from existing local resources? Which need support from the district, region or republic? Which could be offered to donors or the private sector, or delivered with public participation? Which parts of the programme are most exposed because finance is missing? What can be done without large capital spending: organisational change, better management, project preparation, training, coordination?</i>								

1. Purpose of the algorithm

The algorithm for preparing a local socio-economic development programme (SEDP) is a step-by-step account of how the programme should be produced. It is not a substitute for the current legal procedure. It is meant to make that procedure clearer, repeatable and easier to use on the ground.

It should answer a set of working questions:

- who takes part in preparing the programme;
- what data need to be collected;
- what issues need to be analysed;
- what discussions need to be held;
- what decisions and priorities should be taken at each stage;
- which section of the SEDP template should be completed at each stage, and how;
- how the results of the analysis become measures, projects and resource needs.

The point is that an SEDP should be prepared as a managed process, not as a one-off text.

2. Practical value

The main advantage is that programme quality depends less on the experience of individual specialists or external consultants. A working group without a background in strategic planning can still prepare an SEDP if it follows the algorithm.

A second advantage is consistency. Where there are no algorithm and no template, and the method is limited to general requirements, territories fill in programmes in different ways: some in detail, some formally, some as little more than a list of measures.

The algorithm sets a single working logic:

- data are collected first;
- available resources are assessed at the same time;
- the data are then analysed briefly;
- the causes of problems and the constraints on development are identified;
- priorities are then set;
- measures and projects are selected;
- resources are then tied to those priorities and measures.

That makes programmes more comparable and helps even small territories produce a more substantive SEDP.

3. Linking data, analysis and measures

A core task of the algorithm is to move from statistics to decisions. In current practice programmes often contain a good deal of description, but it is not always clear how priorities and measures follow from it.

The sequence should be simple:

- an indicator shows the current position;
- analysis explains the cause of the problem or the potential for growth;
- a conclusion states what needs to change;
- a measure shows how that change can be achieved;
- a resource assessment shows whether the measure is realistic.

Shortage of drinking water, for example, should lead not only to a description of the problem, but to named settlements, the scale of coverage, a possible project, a source of finance and an expected result.

The algorithm is there to stop indicators, analysis and the action plan sitting in separate compartments.

4. Role of guiding questions

Tables of data are not enough. Guiding questions matter as much. They stop the working group filling in figures mechanically and force a discussion of causes, consequences and possible solutions.

Questions may cover:

- why indicators have risen or fallen;
- access to services;
- constraints on the local economy;
- the needs of jamoats and settlements;
- the scope to attract investment;
- the link between measures and budgetary and extra-budgetary resources;
- expected results for residents and business.

Guiding questions make the method more practical and move the work from description to decisions.

5. Different levels of detail

The same algorithm can be used by districts and by jamoats, but the level of detail should differ. Districts can prepare a fuller analysis, with sector data, forecasts, budget calculations and investment proposals. For jamoats a simpler completion of the template is appropriate, based on local data, residents' needs, service problems, the condition of infrastructure and proposals for the district programme.

That keeps a common planning structure without overloading territories that have limited staff and analytical capacity.

The logic should be the same; the depth of completion should be flexible.

6. Exchange of information between levels of government

In Tajikistan it is particularly important that the algorithm defines in advance the points at which information moves between the jamoat, the district, the region and the republican level. Without that, local needs remain oral requests or separate lists, and district programmes are formed mainly from the top down.

The algorithm should specify where the following are required:

- transfer of data from jamoats to the district;
- agreement of priorities with the district;
- receipt of sector data from district and regional bodies;
- account of national and medium-term priorities;
- transmission of investment needs to the level above;
- feedback on whether proposals have been included in the programme.

That would strengthen the role of jamoats as a source of initiatives, data and priorities without changing the existing vertical of government.

7. Link to resources

The algorithm should help separate realistic measures from wishes that have no resource base. That matters in local programmes, where the project list often exceeds what the territory can actually finance.

In practice, each priority or project should answer:

- from which source it could be financed;
- whether district, regional or republican support is needed;
- whether donors, business or residents could take part;
- whether there is a preliminary cost;
- whether finance is confirmed, or the item is still only a proposal.

In short, the algorithm makes the SEDP more realistic because it ties measures to possible sources of finance.

8. Basis for digitalisation

A step-by-step, template-based approach is a convenient foundation for later digitalisation of local planning. Common tables, comparable indicators, a repeatable section structure and predefined data sources are far easier to turn into an electronic interface than assorted narrative documents.

Even before a full digital platform exists, the algorithm can be used in simple formats:

- electronic templates;
- standard Excel tables;
- common data-collection forms;
- digital project registers;
- indicator databases for districts and jamoats.

Algorithmic working is therefore an intermediate step between a paper programme and a full digital planning system.

9. Sequence of work

The detailed calendar of steps can be adapted. In outline the algorithm should cover:

- 1) forming the working group;
- 2) collecting and checking baseline data;
- 3) a preliminary assessment of available resources;
- 4) preparing the sections on population, the economy, services, infrastructure, space and the environment;
- 5) discussing needs with stakeholders;
- 6) setting priorities;
- 7) preparing measures and project proposals;
- 8) assessing sources of finance;
- 9) public discussion of the draft programme;
- 10) approval of the programme in the established order.

What matters is not a detailed timetable, but a clear path from data and discussion to decisions and resources.

10. Value for improving SEDPs in Tajikistan

For local SEDP preparation in Tajikistan, a step-by-step approach is a practical strengthening of the current methodological base. It does not require a redesign of the planning system. It makes work on programmes more sequential and easier for districts and jamoats to follow.

The main effects would be:

- greater comparability of programmes across territories;
- a stronger link between analysis and measures;
- clearer use of jamoat data in district planning;
- a more realistic project list;
- better preparation of investment proposals;
- a foundation for digitalising local planning.

The algorithm would not be a separate reform. It would be a working tool to help the existing planning system make better use of data, local knowledge and the real resources of each territory.

Annex 3. Proposed structure of a district investment profile

An investment profile can sit as a practical annex to the SEDP. It sets out more clearly the investment climate and economic potential of the territory, the conditions facing investors and medium-term needs for direct investment. Unlike a simple project list, it shows the link between the resources of the district or territory, infrastructure, labour, the administrative environment, sector specialisation and possible sources of finance. Its value is that it makes investment priorities easier to read for government, business, donors and potential investors.

Section of the investment profile	Content	Practical purpose
1. Short portrait of the territory	Basic facts: area, population, administrative composition, location, main settlements and a brief spatial profile.	Gives a quick sense of scale, administrative structure and basic development conditions.
2. Space and location	Geographic position, transport links, proximity to markets, border location, land resources, and the availability of sites for production, logistics, tourism or other uses.	Shows how convenient the territory is for investment and which spatial advantages or constraints should be taken into account.
3. Natural and economic resources	Natural resources, agricultural land, water, minerals, tourist assets, labour and other factors that can support growth.	Helps identify the basis for economic specialisation and which resources have promise.
4. Profile of economic growth	A short account of the dynamics of the local economy, main sectors, expected growth trends and the directions that could underpin medium-term development.	Ties the investment profile to the logic of the SEDP and shows which sectors matter most for growth.
5. Investment climate, including:	Conditions for an investor: access to infrastructure, finance and labour; administrative procedures; dialogue with the authorities; and support for business. An expert assessment of investment attractiveness may be used where useful.	Goes beyond a project list and shows how ready the territory is to receive investment, and which conditions need to improve.
6. Access to infrastructure	Energy, roads, rail or road links, communications, internet, water supply, communal services, logistics and other infrastructure conditions.	Shows which infrastructure factors help or hinder business and the delivery of investment projects.
7. Access to finance	Banks, microfinance organisations, credit programmes, development	Shows which financial instruments are available to entrepreneurs and

	funds, grants, leasing, donor programmes and other forms of support for business.	investors, and which gaps hold projects back.
8. Labour and skills	Working-age population, employment, migration, skills, cost of labour, vocational training and staffing needs.	Shows which sectors can draw on the local labour market and where training or outside specialists are needed.
9. Administrative environment	Procedures for registering a business, obtaining permits, connecting to infrastructure, allocating land and dealing with public bodies.	Shows how clear and predictable administrative conditions are for investors and entrepreneurs.
10. Dialogue between government and business	Existing forums: councils, working groups, consultations, budget hearings, and business involvement in programmes and project proposals.	Shows whether business can influence local development and discuss practical constraints with the authorities.
11. Local government activity in support of business	Measures already under way to improve conditions for enterprise: infrastructure projects, support for agriculture, tourism and cooperation, training, business forums, advice.	Shows that the territory is not only waiting for investment, but is itself creating the conditions to attract it.
12. Sector investment potential	Key sectors of specialisation and faster growth. For each sector: existing capacity, natural and infrastructure conditions, value chains, constraints and prospects.	Turns general development aims into specific investment directions that investors, donors and government can act on.
13. Investment need	For key sectors: current projects, forecast investment need, possible sources of finance and indicative volumes.	Makes the SEDP more practical: not only what should be developed, but how much resource may be required.
14. Instruments to support economic growth	Development funds, concessional credit, grants, revolving funds, and support tools for SMEs, cooperatives and local initiatives.	Shows which existing instruments can take project ideas into delivery.



Please send comments and suggestions on the content of the document to the following email addresses: Abuzurmankulova@dpi.kg or Ndobretsova@dpi.kg