

# Tajikistan Green Roads Actor Analysis

Understanding **who does what, what is not being done, and the challenges different actors face** is central to an Actor Analysis for Green Roads in Tajikistan. This exercise is essential at an early stage (inception phase) and should be updated as the project progresses.

We propose a **two-way actor analysis**, complemented with case-based discussions:

1. **Actor-based analysis** – examining the main organizations linked to Green Roads, their mandates, performance, and challenges. This provides a first assessment, to be refined after field visits.
2. **Task-based analysis** – mapping the main tasks around Green Roads and identifying which actors are engaged as lead agencies, supporting parties, financiers, or regulators.

At this stage, it is important to cover the entire road network in Tajikistan, which consists of both public and non-public roads:

- **Public (state) roads** under the Ministry of Transport and Communications (13,968 km in total):
  - ~5,300 km of Republican roads, including 17 international roads.
  - ~8,700 km of Local (feeder) roads, comprising 1,261 roads of varying length that connect rural settlements to the main network.
- **Departmental or non-public roads** (approx. 12,791 km), including industrial, technological, and access roads to farmland and other sites. These do not fall under the Ministry of Transport, but under multiple ministries, departments, committees, and local executive bodies responsible for their construction and maintenance.

In addition, it is necessary to examine **responsibilities for roadside vegetation and tree planting**, identifying ongoing plans and initiatives. More broadly, an overview of the **budgets of the Ministry of Transport and Communications and other organizations managing non-public roads** is essential. Understanding the budget cycle, allocation process, and how development and maintenance works are programmed will shed light on opportunities and gaps.

As part of the methodology, we also propose developing **short actor vignettes** – case-based discussions on specific Green Roads issues, documenting how they are currently handled. These will be collected during fieldwork to provide practical insights into institutional processes and coordination.

The following sections present the formats for the two parts of the analysis:

## Part 1: Actor-Based Analysis

(This table should be elaborated further, with corrections and clarifications, especially distinguishing responsibilities between state and non-state roads.)

Organization	Main Implementing Tasks	Supporting Tasks (incl. planning)	Financing Tasks	Regulatory Tasks	Remarks
<b>Ministry of Transport</b>	Construction, reconstruction, and maintenance of state roads; coordination of transport policy	Long-term planning; project coordination with agencies and donors	Manages funds via Ministry of Finance; attracts international loans and grants	Develop regulations and standards for construction and operation	Key actor; limited funding and heavy dependence on external investors
<b>Road Maintenance Department</b>	Routine maintenance and repair of public roads	Plans seasonal work (e.g. pothole repair, winter maintenance)	Receives funds from Ministry of Transport	Quality control, compliance with regulations	Limited resources; dependent on central and local budgets
<b>Road Fund</b>	Provides funding for road projects	Contributes to sector budget planning	Collects and distributes taxes, fees, duties	Monitors use of earmarked funds	Main domestic funding source, but revenue is insufficient
<b>Forestry Agency</b>	Maintains access roads in forest areas (often non-state/local roads)	Participates in road planning in forested zones	Receives state funds and environmental program financing	Enforces landscaping and forest preservation rules	Weak enforcement and poor coordination with road agencies
<b>Ministry of Finance</b>	Provides overall financing for infrastructure projects	Budget planning and execution	Allocates funds to road sector and departments	Oversees tax and budgetary policy	Strong role in financing; limited involvement in implementation
<b>Ministry of Agriculture</b>	Provides access roads to farmland	Plans farm-to-market access	Finances agricultural infrastructure	Regulates land use and irrigation near roads	Coordination with Ministry of Transport is often weak

<b>Ministry of Land Reclamation and Water Resources</b>	Maintains roads linked to irrigation/drainage	Plans access to water infrastructure	Limited sectoral financing	Regulates water zones	Relevant where roads serve irrigation/water infrastructure
<b>Committee for Environmental Protection</b>	Oversees environmental risks in road projects	Plans greening, slope protection, biodiversity measures	Co-finances environmental works with donors	Sets environmental norms, issues permits	Oversight often formal and weakly enforced
<b>Committee for Emergency Situations</b>	Provides access during disasters; supports response	Disaster route planning, mitigation	Emergency funds (limited)	Sets standards for emergency access	Important in mountainous/disaster-prone regions
<b>Committee for Land Management and Geodesy</b>	Allocates land for road projects	Manages cadastral planning	Funds cadastral activities	Regulates land use, cadastre	Delays in land allocation approvals are common
<b>Traffic Police</b>	Ensures road safety during/after construction	Plans accident prevention measures	State-funded	Enforces traffic regulations	Key for safety, but poorly equipped
<b>Local State Administrations (Hokimiyats)</b>	Construct/maintain local (non-state) roads	Local road planning; public consultation	Funded from local budgets (limited) + donor support	Local regulatory role	Responsible for local road networks
<b>Local Self-Governments (Jamoats)</b>	Support small-scale road works	Mobilize communities, assess needs	In-kind contributions, small local resources	Local rules within communities	Important for minor/village roads
<b>Municipalities</b>	Manage urban road networks	Plan urban transport schemes	Local budget funding (limited)	Regulate urban planning	Depend heavily on central budget transfers
<b>Universities</b>	Train specialists for road sector	Develop curricula, research	Research funded through grants	Regulate education standards	Weak link between science and practice

<b>Large Construction Companies</b>	Implement large-scale projects	Design in cooperation with institutes	Finance via tenders and loans	Regulated by contracts, licenses	Main executors of major works
<b>Small Construction Companies</b>	Implement small-scale projects and repairs	Collaborate with local authorities	Funded through procurement	Regulated by contracts, licenses	Active at local level
<b>Design Institutes</b>	Prepare design documentation	Provide route planning and engineering	Funded via contracts, grants	Regulated by standards, licenses	Dependent on government procurement

## Part 2: Task-Based Analysis

This analysis maps the main tasks in road development and management to responsible actors. It highlights overlaps, gaps, and neglected areas. It should be completed for both state and non-state roads.

- Some tasks may have no clearly responsible actor; these should be noted as institutional gaps.
- Remarks indicate implementation challenges and risks.

### A. State roads

Task	Main Responsible	Support Role	Financing Role	Regulatory Role	Remarks
<b>Road construction</b>	Ministry of Transport	Large construction companies; design institutes	Ministry of Finance; international organizations (ADB, WB)	Ministry of Transport; State Committee for Architecture and Construction	Highly dependent on external funding; frequent delays in tendering
<b>Bridge construction</b>	Ministry of Transport	Large construction companies; design institutes	Ministry of Finance; international loans and grants	Ministry of Transport; State Committee for Architecture and Construction	Capital-intensive projects with significant environmental risks
<b>Road maintenance</b>	Ministry of Transport	Local governments;	Ministry of Finance	Ministry of Transport; Road Police	Quality of repairs often

		small contractors			low; insufficient equipment
<b>Road drainage &amp; water management</b>	Ministry of Land Reclamation and Water Resources	Ministry of Transport; design institutes	State budget; donors (EU, JICA)	Ministry of Land Reclamation; Committee for Environmental Protection	Critical in mountainous areas; frequent flood-related damage
<b>Hillside protection</b>	Ministry of Transport; Committee for Emergency Situations	Design institutes; Forestry Agency	State budget; donors	Committee for Emergency Situations; Committee for Environmental Protection	Landslides and avalanches pose major risks
<b>Right-of-way management</b>	Committee for Land Management and Geodesy	Road Police; Ministry of Transport	–	Committee for Land Management and Geodesy	Encroachments common due to weak enforcement
<b>Roadside vegetation</b>	Ministry of Transport	Forestry Agency	State budget; donors (e.g., FAO)	Committee for Environmental Protection	Largely neglected; minimal funding
<b>Biodiversity protection</b>	Committee for Environmental Protection	Road construction departments	–	Committee for Environmental Protection	Oversight is often reactive rather than preventive
<b>Roadside businesses</b>	Local state administrations (Hokimiyats)	Road Police	Local authorities; private investment	Ministry of Economy; local administrations	Informal kiosks frequently occupy highways
<b>Labor conditions</b>	Ministry of Labor, Migration and Employment	Construction companies	–	Labor Inspectorate	Safety standards often poorly enforced
<b>Traffic regulation &amp; road safety</b>	Traffic Police	Ministry of Transport; municipalities	State budget	Ministry of Internal Affairs; Traffic Police	Safety measures applied mostly post-construction
<b>Dust &amp; air pollution control</b>	Committee for Environmental Protection	Local administrations	–	Committee for Environmental Protection	Air quality rarely monitored along roads
<b>Soil &amp; water pollution control</b>	Committee for Environmental Protection	Ministry of Water and Land Resources	–	Committee for Environmental Protection	Drainage-related pollution is common
<b>Noise pollution control</b>	–	–	–	–	No agency has a direct mandate

<b>Carbon emissions control</b>	Committee for Environmental Protection	–	–	Committee for Environmental Protection	Addressed in national climate strategies, not road-specific
<b>Climate adaptation</b>	Committee for Emergency Situations	Ministry of Transport	–	–	Crucial in landslide- and flood-prone areas
<b>Disaster risk management</b>	Committee for Emergency Situations	Ministry of Transport; local administrations	State budget; donors	Committee for Emergency Situations	Especially important in mountainous regions
<b>Construction material sourcing</b>	Ministry of Transport; construction companies	Department of Geology	Construction companies	Ministry of Industry	Weak oversight leads to unsustainable extraction

## B. Non-state roads

Task	Main Responsible	Support Role	Financing Role	Regulatory Role	Remarks
<b>Road construction</b>	Local administrations; municipalities	Small construction firms; jamoats	Local budgets; community contributions	State Committee for Architecture and Construction	Often reliant on donor or community funds
<b>Bridge construction</b>	Local administrations; municipalities	Small construction firms; jamoats	Local budgets; community contributions	State Committee for Architecture and Construction	Bridges are rare; many areas lack crossings entirely
<b>Road maintenance</b>	Local administrations; jamoats	Communities	Local/public funds	Ministry of Transport; Road Police	Limited resources; weak quality control
<b>Road drainage &amp; water management</b>	Local administrations; jamoats	Ministry of Water Resources	State budget; donors (EU, JICA)	Ministry of Land Reclamation; Committee for	Frequently damaged by floods in mountainous areas

				Environmental Protection	
<b>Hillside protection</b>	Ministry of Transport; Committee for Emergency Situations	Design institutes; Forestry Agency	State budget; donors	Committee for Emergency Situations; Committee for Environmental Protection	High landslide and avalanche risk
<b>Right-of-way management</b>	Ministry of Transport; local administrations	Jamoats; municipalities	State budget	Committee for Land Management and Geodesy	Land-use conflicts and informal encroachments are common
<b>Roadside vegetation</b>	Forestry Department	Ministry of Transport; jamoats	State budget; donors (e.g., FAO)	Committee for Environmental Protection	Low priority; rarely implemented effectively
<b>Biodiversity protection</b>	Committee for Environmental Protection	Design institutes; Forestry Agency	State programs; donors (WWF)	Committee for Environmental Protection	Monitoring is weak; ecosystems at risk
<b>Roadside businesses</b>	Municipalities; jamoats	Local administrations; Ministry of Transport	Private investments; local taxes	Municipalities	Roadside trading often unregulated and unsafe
<b>Labor conditions</b>	Ministry of Labor and Social Protection	Ministry of Transport; construction companies	State budget; employers	Labor Inspectorate	Occupational safety controls are weak
<b>Traffic regulation &amp; road safety</b>	Traffic Police	Municipalities ; Ministry of Transport	State budget	Ministry of Internal Affairs; Traffic Police	Accident rates high; prevention measures limited
<b>Dust &amp; air pollution control</b>	Committee for Environmental Protection	Ministry of Transport; contractors	State programs; donors	Committee for Environmental Protection	Enforcement is inconsistent
<b>Soil &amp; water pollution control</b>	Committee for Environmental Protection	Ministry of Transport; Water	State programs; donors	Committee for Environmental Protection	Measures often formalistic

		Resources Ministry			
<b>Noise pollution control</b>	Committee for Environmental Protection	Municipalities	State programs	Committee for Environmental Protection	No systematic monitoring in place
<b>Carbon emissions control</b>	Committee for Environmental Protection	Ministry of Transport; international projects	Donors (EU, UNDP)	Committee for Environmental Protection	Needs new technologies and updated standards
<b>Climate adaptation</b>	Ministry of Transport; Committee for Emergency Situations	Design institutes; Ministry of Water Resources	International donors (ADB, WB, JICA)	Ministry of Transport; Committee for Emergency Situations	Particularly important under climate change pressures
<b>Disaster risk management</b>	Committee for Emergency Situations	Ministry of Transport; local administrations	State budget; donors	Committee for Emergency Situations	Essential in mountainous and disaster-prone areas
<b>Construction material sourcing</b>	Ministry of Transport	Design institutes	Construction companies	Committee for Environmental Protection; Committee for Land Management	Illegal extraction remains a problem