

**THE SECOND PERIODIC PROGRESS REPORT
ON THE MILLENNIUM DEVELOPMENT GOALS
IN THE KYRGYZ REPUBLIC**

Abbreviations

ADB	Asian Development Bank
CAAP	Central Asian HIV/AIDS Control Project
CDS	Country Development Strategy
CIS	Commonwealth of Independent States
CMCC	Countrywide Multisectoral Coordinating Committee on Socially Important and Dangerous Infectious Diseases
DOTS	Directly Observed Treatment, Short Course
GDP	Gross Domestic Product
GFATM	The Global Fund Against AIDS, Tuberculosis and Malaria
ICT	Information and Communication Technologies
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
MTBF	Mid-Term Budget Framework
MDG	Millennium Development Goals
NSC	National Statistical Committee
NPRS	National Poverty Reduction Strategy
NAEAP	National Appraisal of Educational Achievements of Pupils
PAL	Practical Approach to Lung Health
PISA	Programme for International Student Assessment
PLHIV	People Living With HIV/AIDS
SPTN	Specially Protected Natural Territories
SWAp	Sector-Wide Approach
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGASS	United Nations General Assembly Special Session
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
WHO	The World Health Organization

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Foreword

In September of 2000 the highest-level representatives from 191 countries, including Kyrgyzstan, adopted the Millennium Declaration. By doing so, Kyrgyzstan, like other states, committed itself to eight key obligations: the Millennium Development Goals. To meet these obligations, Kyrgyzstan strives to radically reduce poverty and to achieve sustainable human development through access to education and healthcare, gender equality, reduction of child mortality and improvement of maternal health, combat HIV/AIDS and ensure environmental sustainability. Kyrgyzstan is now at the mid-point and has about 6 years to reach the targets set in the Millennium Declaration.

During the 2005 Session of the UN General Assembly, the President of the Kyrgyz Republic, His Excellency Kurmanbek Bakiev, reaffirmed Kyrgyzstan's commitment to the Millennium Development Goals. The MDGs have become part of a system of target benchmarks for the country's long-term development. The monitoring system of the Country Development Strategy includes a significant number of indicators related to the evaluation of progress in MDGs achievement.

Kyrgyzstan has achieved significant progress in the implementation of the commitments envisaged in the Millennium Declaration. There have been significant successes in reducing poverty – extreme poverty, in particular. The economy is showing steady growth rates. While Kyrgyzstan enjoys economic growth, progress in delivering the benefits of economic growth to poor people needs to be accelerated. Still, almost half of children live in poverty (48.5 percent) and more than one child in eight suffers from extreme poverty and deprivation. Children growing up in poverty are less likely to do well in school, enjoy good health or get a good job later.

Despite of some achievements, the indicators on infant mortality, under five mortality and maternal mortality remain unacceptably high. Concerted efforts and programme investment are required to accelerate the desired mortality decline. It is crucial to take proactive and effective actions advocating on maternal and child health at all levels, focusing not only on medical causes and consequences, but also reaching out to the whole society and decision makers to achieve a concrete goal – saving women's and newborns lives.

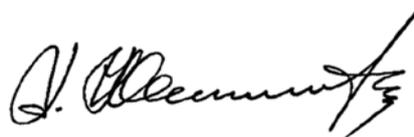
Another point to note is that figures alone are sometimes not enough to objectively judge on progress: qualitative aspects are important factors to ensure a true and comprehensive picture of the situation.

We should also mention that in 2008 Kyrgyzstan faced a number of external and domestic shocks. The crisis in international financial and food markets has already resulted in significant price increases and reduced rates of economic growth. In 2009 remittances from Kyrgyz citizens are expected to decline given the economic situation in Russia and Kazakhstan. These factors may jeopardize the progress that has already been achieved.

From this perspective, one cannot overestimate the role of the National Millennium Development Goals Progress Report. The process of preparation has significantly contributed to both the analysis of the current situation and the decision-making process at the national level. The report contains not only a snapshot of the current progress and problems, but also suggests policy recommendations and options for achievement of the Millennium Development Goals. The UN agencies are committed to work closely with the Government of Kyrgyzstan and Civil Society and continue its support in development of Kyrgyzstan and achievement of the MDGs.



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Executive summary

The present report on Kyrgyzstan's progress toward achieving the Millennium Development Goals (the second of its kind) is a joint initiative of the Administration of the President of the Kyrgyz Republic and the UN system in Kyrgyzstan.

This report has several goals. The first is to conduct an analysis of the progress that has been achieved in the effort to realize the MDGs. This analysis is based on the indicators proposed in the first MDGs progress report, as well as those used in national strategies and programmes. It reviews the degree of MDGs integration into strategic and sectoral development documents adopted in the Kyrgyz Republic. The second objective of this report is to use the findings of the analysis to provide recommendations and economic and social policy measures meant to forward the efforts to achieve the MDGs.

The Kyrgyz Republic has demonstrated a serious commitment to achieving the Millennium Development Goals. This commitment manifested in the country's integration of the MDGs into its Country Development Strategy for 2009-2011 and a number of sectoral programmes. The Country Development Strategy (CDS) emphasizes that the MDGs represent the framework for the development of the Kyrgyz Republic for the period of 2009-2011. The matrix of indicators for monitoring and evaluating the implementation of the CDS, which was approved by a resolution of the President in 2007, includes a number of indicators of MDGs achievement that were defined in the first national report. This is proof of the serious attitude of state institutions toward the MDGs as benchmarks for the development of strategic decisions.

The present report says that the analysis of trends in 2008 is particularly important since this year is the midpoint in the period that was set for the implementation of the MDGs (2000-2015), and demonstrates the prospects for achieving these goals.

The Kyrgyz Republic has shown clear progress in achieving the MDGs. Target benchmarks for some of the indicators for MDG 1, MDG 7, and MDG 8 have been reached. But we cannot yet speak of sustainable tendencies. The unstable situation in global markets and the lack of sustainability in the development of some sectors of Kyrgyzstan's economy jeopardize the progress that has been achieved. Serious concerns exist primarily with respect to achieving the goals in the health sector (MDG 4, MDG 5, MDG 6).

The report contains a chapter with recommendations on how to achieve each goal. But the general recommendation of the report in respect to all the goals is to further integrate the Millennium Development Goals into Kyrgyzstan's strategic documents for social and economic development. The MDGs should be reflected not only in the target directives of the CDS; sectoral documents and the state budget should envisage the financing of an action plan for achieving the Millennium Development Goals.

Introduction

In September 2000, the UN Headquarters hosted the Millennium Summit. It resulted in the approval of the Millennium Declaration, which was signed by the Kyrgyz Republic and 191 other countries. This declaration was aimed at promoting a global vision for improving the universal status of mankind in the areas of eradication of poverty, development of peace and security, protection of the environment, protection of human rights, and democracy. Eight key commitments enshrined in the Millennium Declaration formed the Millennium Development Goals (MDGs):

1. Eradicate extreme poverty and hunger
2. Achieve universal secondary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

In 2000, the Millennium Declaration set 2015 as the year by which the MDGs – or at least the overwhelming majority of them – should have been achieved. The year 2008 is the midpoint in this period. Therefore, the trends that exist now will, to a great extent, define the opportunities for achieving the Millennium Development Goals by 2015.

The first progress report on the achievement of the Millennium Development Goals¹ was published in 2003.

In the first report:

1. The formulations of MDG targets were modified and localized in view of the practice of the Kyrgyz Republic, based on a broad consultative process that involved public agencies, representatives of civil society and international organizations.
2. Progress indicators for each target were developed on the basis of the statistical information available at that time. The base values for the indicators that would be used to evaluate progress in achieving the MDGs were defined. Target values for the majority of the indicators were also defined (the first report did not contain specific target values for several indicators, noting only that the indicators might be used to monitor progress).
3. An analysis of the progress toward each goal was completed. An assessment of the possibility of achieving each goal was made. Further actions needed to achieve the MDGs were proposed.

Given the contributions of the first report, the present report has the following objectives:

1. To assess the degree of MDGs integration into strategic and sectoral development documents.
2. To analyze the progress made so far toward the achievement of the Millennium Development Goals, using

the indicators proposed in the first report (as well as those used in state strategies and programmes), focusing on recent trends and the period of 2003-2007².

3. To propose recommendations and specific economic and social policy measures aimed at the achievement of the MDGs.

The level of the statistical system of the Kyrgyz Republic allows for the development of new MDGs indicators, but the present report does not attempt to do this. New indicators should be approved in strategic development papers and the programmes of relevant state sectors. Another aspect to be taken into account is that Kyrgyzstan's statistical system pays specific attention to covering MDGs dynamics. Publications that describe MDGs dynamics have been in circulation since 1998. Therefore, the source of all the data used in the present report is the National Statistical Committee of the Kyrgyz Republic (NSC), unless otherwise stated.

The first progress report was drafted at the beginning of this decade and – except for the Millennium Declaration, which was signed by the Government – at that time there were no approved official documents indicating that the MDGs had become part of public policy. The MDGs can only be effectively achieved if they become major components of state policy. Given this situation, progress toward the goals must be reviewed through the prism of the degree of their integration into social and economic development policy documents³.

The Country Development Strategy (CDS) is an important conceptual document that reflects the medium-term vision of the Kyrgyz Republic, setting the country's direction for 2009-2011. This new document takes into account new trends and challenges that affect the most vulnerable citizens of Kyrgyzstan. It also reflects the new tasks set out by the President of the Kyrgyz Republic in 2007-2008.

The overall objective of the CDS is the improvement of the standard of living and well-being of the general population through sustainable economic growth, the creation of the conditions for full employment, the generation of high and sustainable revenues, the provision of access to a wide range of social services, and the maintenance of high living standards in an ecologically friendly environment. The CDS focuses on four priorities: improved economic potential, reduced corruption, targeted social development and increased environmental security.

The integration of MDGs into the Kyrgyz Government's

² The report analyzes statistical data for the period of 2003-2007 (inclusive). The data for 2008 is not included since annual data on MDGs indicators are available by last quarter of the following year only.

³ It should be noted that the first policy document that included the achievement of the MDGs as a part of public policy was the "Manas Taalimi" health care reform programme for 2006-2010, which was approved on 16 February 2006. The CDF and NPRS-1 contain no references to the MDGs.

¹ Hereafter referred to as "the first report."

strategic policy documents has in recent years become a visible trend⁴. The CDS says that, "Problems of human and social development are central to the public policy of the Kyrgyz Republic. They include reducing poverty, ensuring access to education, protecting the health of the population, creating favorable living conditions, and protecting the most vulnerable citizens. All these objectives coincide with the MDGs. Therefore, the MDGs serve as a framework for the development strategy of Kyrgyzstan for 2009-2011."⁵ Still, it should be noted that, until the strategic documents of the state include MDG-based target indicators, these targets are backed up with appropriate financial resources, and there are strategic plans for their achievement, one cannot speak of complete integration of the MDGs.

The adoption of Resolution of the President of the Kyrgyz Republic No. 250 (dated November 12, 2007) was of great importance to the inclusion of the MDGs in Kyrgyzstan's strategic development documents. The Resolution introduced a matrix of monitoring and evaluation indicators for CDS implementation; among these indicators are a large number of indicators that are directly related to the MDGs. The matrix includes at least 19 indicators, describing all eight Millennium Development Goals (Annex 1). Some CDS indicators completely coincide with the MDGs indicators. For example, in the CDS's "Human and Social Development" section, the objectives relating to education and health are formulated as follows: "Achievement of the MDGs in the area of education and orientation of public health towards attainment of the MDGs."

At the same time, the formulations of some CDS indicators are a little different from the MDGs indicators. For example, the CDS refers to the "general poverty level," while the MDGs use the indicator "extreme poverty level." And certain indicators are missing, including "level of unemployment among youth," and others. Given this situation, each section of the current progress report reviews both the indicators shown in the first MDGs progress report and those shown in the system of CDS indicators.

This report is constructed as follows:

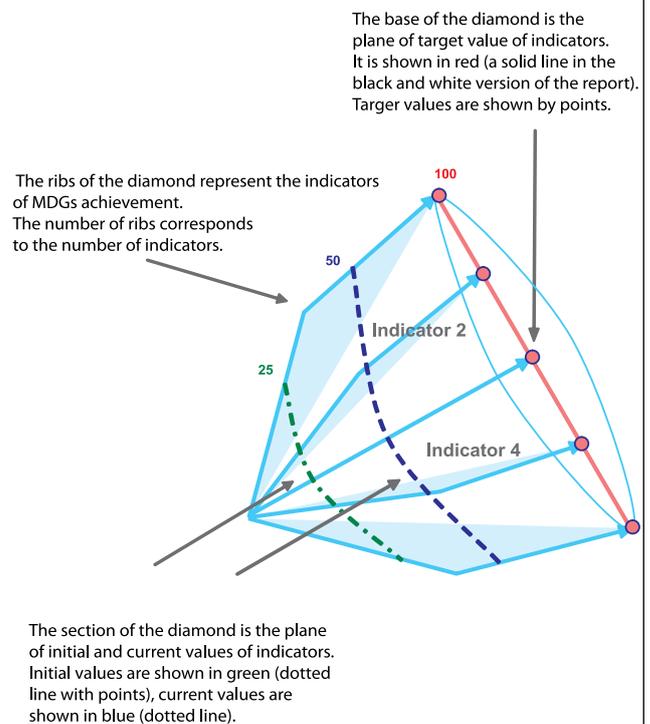
The first chapter contains a brief description of progress toward achieving the MDGs. To illustrate it, the authors have developed a new diagram (Box 1). There is a set of indicators for each MDG, which can be represented as rays coming from a single point. Each indicator can be described by at least three numbers: the initial value, the current value, and the target value. For the purposes of the diagrams, each target value was set at 100 percent and the initial and current values were calculated as percentages of the target value. If there has been consistent movement in each

indicator, then the result is a diagram that resembles an evenly proportioned diamond. If progress has been uneven, then the resulting diagram is distorted. The introduction of these diamond diagrams is meant to give the reader a general impression of the dynamics of development. Annex 4 and Box 1 give more information on the development of these diagrams.⁶

The second chapter contains recommendations for economic and social policies aimed at achieving the MDGs.⁷ These recommendations were developed to address new risks related to changes in world food and energy markets, the global financial crisis, and existing structural problems within the country, which could potentially negatively impact the achievement of the MDGs in the Kyrgyz Republic.

Box 1. Graphic Presentation of Progress Toward the Achievement of the Millennium Development Goals

The sample diagram below shows the following:



As an example, we can consider Goal 6 ("Combat HIV/AIDS, malaria, tuberculosis and other diseases"), Indicator 3 (incidence of tuberculosis). The target value for this indicator is 52 cases per 100,000 people, which is equal to 100 percent (the red line). The current value for the indicator is 115.5 cases per 100,000 people, which is approximately 50 percent of the target value (the blue line). The initial value is the incidence of tuberculosis in 1990, which was practically the same as the target value, so the points of the basic and target values coincide.

⁴ The present report does not aim to analyze the CDS. Because the CDS is the main strategic document for socio-economic development, the authors will consider the degree to which the MDGs are reflected in it.
⁵ Country Development Strategy (2007-2011), Bishkek, 2007, p. 73.

⁶ All quantitative values for the MDGs indicators for the period of 2000-2007 are shown in annexes 2 and 3.
⁷ These recommendations include the recommendations of Mr. Vladimir Mikhalev, Policy Advisor from the UNDP Regional Center in Bratislava.

The preparation of the present report was a joint initiative of the Administration of the President of the Kyrgyz Republic and the UN system in Kyrgyzstan. This draft report was discussed with representatives of the government, public agencies, international organizations and civil society.

The interested attitude of the ministries responsible for the formulation of sectoral policies deserves mentioning; their contributions were invaluable. It should also be mentioned that the majority of comments from state agencies suggested defining the MDGs targets and indicators better. The authors welcome such proposals but would like to stress that the definition of MDGs targets and objectives should be the task of a strategic document: the long-term development strategy of the Kyrgyz Republic until 2020, which the President of the Kyrgyz Republic decided on November 4, 2008 to create. This document may contain a comprehensive review of MDGs achievement by 2015. At the same time, these discussions proved that this report is a tool for analyzing current policy, and contributes to decision-making on the governmental level.

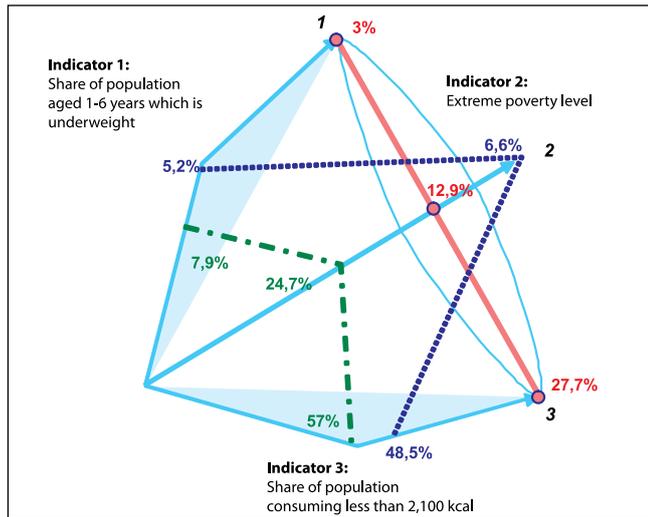
Chapter 1: Review of Progress Toward Achieving the MDGs

Goal 1. Radically reduce extreme poverty

Targets:

- halve the extreme poverty level
- halve the proportion of people who suffer from undernourishment

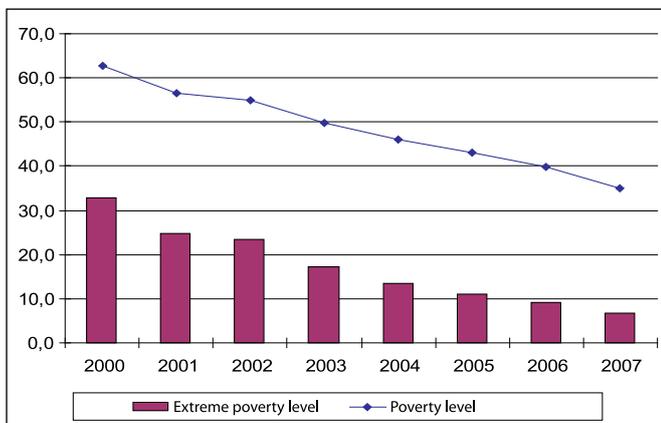
Figure 1. Dynamics of MDG 1 indicators



Current situation and trends

The period from 2000-2007 was characterized by a consistent trend of poverty reduction. Of the three indicators, “percentage of population living in extreme poverty” showed the highest rate of decline. Extreme poverty decreased annually by an average of 4 percent, while the general poverty level decreased by an average of 3.8 percent annually (Figure 2). Positive trends also included reductions in the depth and severity of poverty⁸.

Figure 2. Poverty dynamics



⁸ These two indicators demonstrate how low the incomes of the poor are compared to the poverty line.

The Kyrgyz Republic has already reached and exceeded the target for extreme poverty reduction (see Figure 2).

However, the authors recognize that the level of poverty in the country is still significant. The poverty lines in use in Kyrgyzstan is very low: in 2007 the poverty line was KGS 963 per month and the extreme poverty line was KGS 640. In 2007, 35 percent of people in Kyrgyzstan (1,829,000 individuals) were living in poverty and 6.6 percent (344,900 individuals) were living in extreme poverty.

Though Kyrgyzstan was successful in reducing the extreme poverty level, progress on the other two indicators for this MDG was quite slow. In other words, the country has gone only one-third of the distance it needs to go to reach the target. Nevertheless, there are no indications that the target values for the remaining two indicators cannot be reached.

This lack of correspondence on various interlinked indicators of one MDG testifies to the following: The extreme poverty line is at low level; therefore the share of the population falling under this category is relatively small (see Box 2). It should be noted that the distribution of the population of the Kyrgyz Republic is skewed towards poverty, which means that a small increase in the level of the poverty line would result in a substantial increase in the share of the population counted as extremely poor. It should be mentioned that the third indicator depends on the structure of the population’s consumption and, therefore, cannot be used as a clear target in the process of poverty reduction.

In accordance with the CDS monitoring matrix, the main indicator for poverty is the general poverty level. In addressing poverty challenges, the CDS makes a simultaneous evaluation of both general and extreme poverty levels; it makes a specific reference to its extreme manifestations and the urgency of this problem for rural and mountainous areas. The fact that the dynamics of both indicators practically coincide, as seen in Figure 2, deserves mentioning.

The progress in the area of poverty reduction requires explanation. Real incomes grew by 17 percent from 2003 to 2007. Figure 3 (below) shows the influences of various factors on the growth of real incomes. The main engine for poverty reduction was the growth of private consumption; the average rate of growth in private consumption from 2003 to 2007 was 17 percent.

Box 2. How the poverty level is measured in the Kyrgyz Republic

The measurement of poverty in the Kyrgyz Republic is performed by the National Statistical Committee, which uses an objective approach based on the assessment of citizens' incomes, expenditures, and consumption. The basic source of information is the sample budget survey of 5,016 households, selected through representative sampling methods. The level of poverty in the Kyrgyz Republic is assessed in terms of the absolute poverty line, which is calculated on the basis actual consumption of goods and services by households.

In defining the cost of the food basket, NSC uses specific weights of food products. This method presumes that the consumption structures of families with average incomes (the 3rd-5th deciles) are defined, and that the expert evaluates the cost of a food basket that provides the agreed amount of food energy (2,100 kcal). The NSC uses the cost of the food basket as the extreme poverty line.

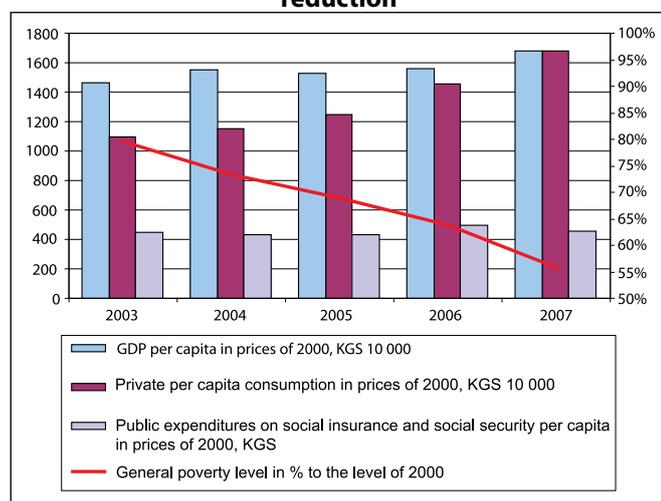
Regarding non-food items and services, in order to avoid arbitrary judgments on consumption norms for clothing, housing, and transport, the experts use the results of the household survey data. They calculate the share of expenditures on non-food items and services in the total expenditures for the basic household group, whose expenditures on food items are close to the extreme poverty line. In view of the fact that consumption of food products among these basic households is close to the physiological minimum, it is assumed that all non-food expenditures of such households are absolutely necessary.

The poverty line in the Kyrgyz Republic was first defined on the basis of the results of the sample household survey in 1996. In 2000, it was calculated based on the results of the household budget survey. In 2003, it was calculated based on the integrated survey of household budgets and workforce. Since then, the poverty line has been annually adjusted based on the Consumer Price Index.

	2000	2001	2002	2003	2004	2005	2006	2007
General poverty line, KGS per month	543.75	581.25	593.46	727.67	757.50	800.40	860.44	963.14
Extreme poverty line, KGS per month	362.33	387.33	395.47	457.49	476.22	509.56	557.97	640.10

Source: National Statistical Committee of the Kyrgyz Republic

Figure 3. Contribution of various factors to poverty reduction



The growth of private consumption can be explained mainly by a factor that is external to the national economy: remittances from emigrants, which increased dramatically during this period. In 2003, the volume of remittances was only \$154 million, or 6.9 percent of the GDP. In 2007, remittances were more than \$1 billion, or about 27 percent of the GDP. This meant that the level

of consumption in Kyrgyzstan was 20 percent higher than GDP that year. The second most influential poverty reduction factor was the increase of the GDP, which grew by an average of 5 percent annually during the period under review. The contribution of budgetary policy to poverty reduction was less significant; in real terms, per capita social security expenditures grew by 1.5 percent annually. The low contribution of social expenditures to poverty reduction was confirmed by the data from the sample household survey, which was first conducted in 1996, and showed that social transfers accounted for only 7.3 percent of nominal cash revenues. The figure was the same in 2006.

Unfortunately, the sharp growth of prices that has been recorded in the Kyrgyz Republic since the autumn of 2007 has threatened to push the majority of the population back into poverty. If price growth in 2007 were higher than the consumer price index by 5 percent, no progress in poverty reduction would have been observed.

Box 3. The multidimensional character of poverty in the Kyrgyz Republic

Poverty is a multi-faceted phenomenon. The indicators under consideration do not take into account the following important aspects:

There is a significant regional differentiation of poverty. For example, in Bishkek the extreme poverty indicator is close to zero (0.6 percent), while in Batken oblast, it is 12.8 percent. The same difference is observed in the levels of general poverty, which is 5 percent in Bishkek, but more than 40 percent in the majority of oblasts⁹. It should also be noted that the difference between the richest and the poorest is increasing. In other words, the reduction of poverty indicators in the country as a whole is chiefly the result of increasing incomes in Chui oblast and in Bishkek.

Poverty usually affects both genders equally. However, an alarming signal of gender inequality is that vulnerable rural women (divorced, low-income and single women) are usually in the most difficult situation. This is caused by the fact that the employment opportunities for them are often limited because they lack experience and adequate qualifications.

Poverty is mostly, though not exclusively, a rural phenomena. The majority of poor people (almost three out of four) live in the rural areas. The incidence of poverty is higher in rural areas (51 percent) than in urban areas (30 percent). Large households with many children are poorer.

General and extreme poverty produce child poverty. According to the results of the integrated sample household survey conducted in 2006, 48.5 percent of children under 17 were living in poverty and 12 percent of them could be classified as extremely poor.

Absence of access to basic services is an important component of poverty. In rural areas, levels of access to services such as water supply, collection of solid waste, and sewerage are low both for the poor and non-poor populations because of the difficulties associated with delivering such services in mountainous regions. In urban areas, better-off people have more access to services such as central heating, hot and cold water supplies, bathrooms/showers, sewerage systems, central gas supplies, and telephone lines, compared to the worst-off population. However, even among the urban non-poor population, one-third of people have no access to at least one of the services listed above.

Lack of opportunities to create capital. For example, in rural areas, poor people have smaller land plots than non-poor people.

Pensioners and the unemployed are usually poorer. This fact is not a surprise, but it underlines the necessity of more effective social policy.

Source: The World Bank's 2007 document "The Kyrgyz Republic – Poverty Assessment," materials on the Kyrgyz Republic's compliance with the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and alternative reports from 2008 on CEDAW.

⁹ An *oblast* is an administrative unit within the Kyrgyzstan, like a province in some other countries.

Difficulties and risks in achieving the goal

One of the main barriers to poverty reduction is a lack of sustainability in economic growth, since economic development has not yet become the main contributor to increased incomes. One of the major factors inhibiting economic growth is a low inflow of investment, which is caused by problems in the business environment.

Remittances from emigrants make a substantial contribution to poverty reduction, which means that poverty reduction depends on external factors.

Another barrier to poverty reduction is that budgetary policy is not properly focused on social security issues. The amount of state benefits is very small; those who rely on state benefits live below the poverty line. Social assistance does not reach those who really need it. Despite the substantial growth of the national budget in absolute terms and as a share of the GDP, government spending on social assistance declined from 15.3 percent in 2003 to 10.5 percent in 2007. If spendings had remained at a constant 15.3 percent, the resources allocated to social security would have increased by KGS 1.8 billion, almost one-half of the revenues needed by the population living below poverty line.

One of the problems with measures aimed at reducing poverty is that they are very much focused on the financial aspects of poverty. But the absence of access to services is also a significant feature of poverty. This is especially visible against the background of the energy crisis the Kyrgyz Republic is now facing. Disregarding non-financial aspects of poverty may result in a distorted picture of the progress towards the achievement of the MDGs.

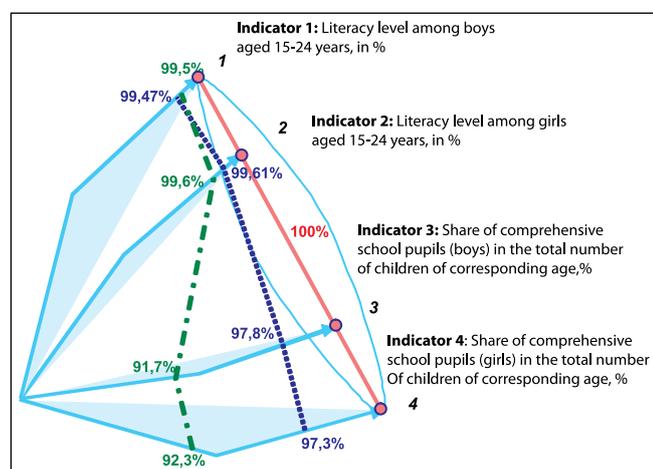
Another barrier to poverty reduction is the absence of a legally defined poverty line. The previous analysis of trends in poverty reduction involved indicators developed by the National Statistical Committee, but these indicators have not been legally sanctioned. The introduction of a legal poverty line might significantly change the progress indicators. There are also some segments of the population, which for a variety of reasons, have not been granted citizenship. Since these groups are estimated to be poorer, their assimilation may result in an increase in the prevalence of poverty.

Goal 2. Achieve universal basic secondary education

Targets:

- ensure that boys and girls alike will be able to complete basic secondary schooling

Figure 4. Dynamics of MDG 2 indicators



Current situation and trends

The mentality and traditions of the Kyrgyz people put a great deal of value on education, an attitude that was reinforced during the Soviet era. The Kyrgyz Republic has long been characterized by a high level of literacy. Knowledge is considered not only a precondition for future professional success, but also as valuable in itself. Although problems with finding employment after graduation from vocational training schools have forced some young people to reconsider their attitudes in the last 15 years, the dominant view is still that education is important.

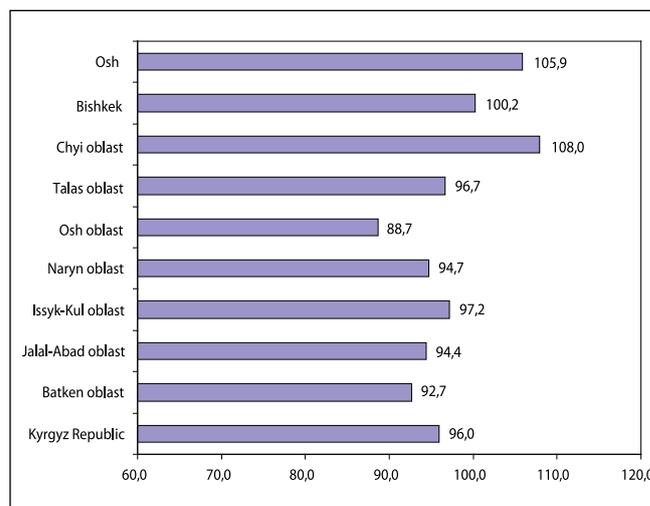
Achieving the Millennium Development Goals and ensuring access to high-quality primary, secondary, and vocational education are the main priorities of the Country Development Strategy (CDS). The matrix of monitoring and evaluation indicators for the CDS includes indicators meant to monitor progress toward the achievement of this goal. The current values for these indicators are presented in Figure 4. The CDS also includes other indicators relating to the provision of universal basic secondary education, such as “growth of public expenditures on basic education,” “number of rehabilitated schools in rural areas,” and “share of first grade pupils who reach the fifth grade.”

The level of literacy among the youth aged 15-24 is quite high (99.7 percent) and there is no gender imbalance.¹⁰ Since the Kyrgyz Republic gained its

¹⁰ National Statistical Committee, population census data for 1999.

independence, the educational system has struggled with the difficulties associated with rebuilding the economy and the institutions of the society. Still, reforms were instituted that introduced a variety of educational programme, multi-channeled financing, and revisions and improvements in training technologies. But efforts to ensure sustainable development in education and to focus policy in this area on the achievement of quality have failed.

Figure 5. Percentage of children receiving basic education (1-9 grades) by region (average values for 2003-2006)

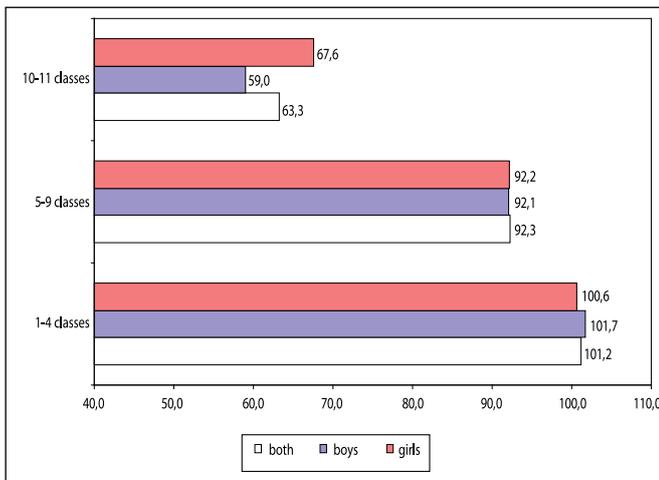


The percentage of children receiving basic education (1-9 grades) increased by 1.2 percent from 2003-2006, reaching 96 percent, which confirms that school education covers practically all children aged 7-15. Nevertheless, there are some peculiarities about the regional and age breakdown. First, regional imbalances in educational coverage of children in Kyrgyzstan are becoming more evident (Figure 5). The southern regions of Jalal-Abad, Batken, and Osh have the worst indicators. Second, there is a trend of “escaping from low-quality education.” In their desire to provide them with better education, some parents have started to transfer their children from rural schools to urban ones. This trend is most visible in the coverage ratio¹¹ in Osh oblast, which is 89.2 percent and the city of Osh (the center of the oblast), which is 105.9 percent.¹²

¹¹ The indicator used here is gross educational coverage ratio – the ratio of the number of children covered by education of the corresponding level, irrespective of age, to the total number of children in the age group set for this educational level.

¹² If the indicator exceeds 100 percent, this means that the number of children in schools is more than the number of children living in the territory of the city.

Figure 6. Percentage of children of each educational-age level that attend school (average values for 2005/2006 and 2006/2007)



An analysis of the percentage of children of each educational-age level that attend school (Figure 6) shows that, upon completion of primary school, up to 9 percent of children drop out and after the ninth class, another 29 percent drop out. These children leave school because they don't want to continue their studies, or because of their parents' financial difficulties, or because their parents' intention to teach them a profession at an early age.

There is practically no gender imbalance before the ninth class, but it increases in the most advanced classes, in which there are 8.6 percent more girls than boys. This means that among pupils who have completed secondary education, there are more girls than boys.

One common issue is that some children do not attend the correct class for their age group. For example, one survey¹³ showed that almost 17.1 percent of 11-year-olds go to primary school, even though they should be studying in secondary school.¹⁴ This percentage is the same in all regions.

From 2003 to 2007, the proportion of the national budget spent on education increased by an average of 1 percent annually and in 2007 it accounted for 27.2 percent of the budget. As the first progress report noted, the state policy of providing a high level of support for education is quite stable.¹⁵ The largest share of educational expenditures during this period – more than 60.5 percent of the education budget – was allocated to secondary education.¹⁶ Other expenditures were distributed between high- and pre-school education.¹⁷

¹³ Cluster multi-indicator survey, the Kyrgyz Republic, 2006. Final Report. National Statistical Committee, UNICEF, 2007, Kyrgyzstan, Bishkek, p. 62.

¹⁴ Here the net educational coverage ratio is used. It differs from the gross coverage ratio in that it does not count all children of a certain educational level, but only those who correspond to this level in terms of age.

¹⁵ MDG Progress report, Bishkek 2003, p. 18.

¹⁶ This is an average indicator, which unites the expenditures on all secondary specialized establishments: technical schools and professional lyceums.

¹⁷ Primary education: 1st–4th classes, basic education – 5th–9th classes, secondary education – 10th–11th classes.

The expenditures of the state show an increase also in terms of per pupil expenditures of the secondary educational level (in public secondary schools and secondary vocational schools). From 2003 to 2006 these expenditures grew by 75.5 percent, while the prices for educational services during the same period increased by only 29 percent. The increased spending per pupil is also explained by the fact that the size of this category of pupils fell during this period by 5.6 percent.

The fact that higher education in the Kyrgyz Republic is financially self-sufficient (only 12 percent of students were financed from the budget in 2007), spurs debates about whether it is necessary to redistribute budgetary funds from higher education institutions to secondary schools and pre-schools.

The existing multi-channel system of financing educational establishments results in high differentiation among secondary schools. The biggest differences are between urban and rural, public and private schools. This means that, during the current period of national development, which is characterized by significant social stratification, the government has been unable to ensure relative equality of opportunities for children in terms of their access to education.

The efforts of the Government to improve the quality of education, establish financial incentives for academic staff, and enhance schools' material resources enjoy financial and technical support from the donor community. Currently, there are several donor-funded educational projects being implemented in the country. Each project financed by an international organization is aimed at solving specific issues and supports the improvement of indicators relevant components.

For example, since 2005, the Asian Development Bank has been financing the Secondary Education Project, which has three components: modernizing the curriculum and assessing the quality of education; strengthening and supporting teaching as a profession; and rehabilitating priority schools in rural areas. Another project is the Rural Education project, which has been financed by the World Bank since 2005. It has five components: improvement of the system of incentives for teachers; school sub-grants to improve training; textbooks and training materials; appraisal of pupils; budgeting; and strategic planning in education.

Difficulties and risks in achieving the goal

- *The level of financing provided by the state to secondary education establishments is insufficient to ensure adequate education. A lack of state funding negatively impacts the material-and-technical status of schools, the quality of educational services, and the composition of academic staff. For example, if the levels of the equipment in foreign language classrooms in Bishkek and Osh are 88.6 percent and 91.1 percent, respectively, of target levels, the same indicators for adjacent Chui and Osh oblasts are 66.2 percent and 53.6 percent, respectively. Low salaries*

for teachers have resulted in a shortage of academic staff. There are 12.8 percent fewer math teachers than required, 8.9 percent fewer physics teachers, and 5.9 percent fewer chemistry teachers. For financial reasons, the country also faces a problem with the supply textbooks for schools.¹⁸

- *Secondary schools face serious difficulties in delivering educational services of appropriate quality.* Only a few establishments provide high quality education and they are accessible only to a small number of children because of their locations (they are mostly urban schools) or their high prices (they are private schools). The existing controls on educational establishments – licensing and certification – do not provide sufficient guarantees for the quality of educational services.

Box 4. Results of the nation-wide general knowledge exam for schoolchildren

On a 2007 nation-wide test given to ensure equal access to higher education, schoolchildren from Bishkek got an average score of 135.5, pupils from schools in oblast centers and small towns scored 121.5, and pupils from rural schools scored 107. Scores below 110 indicate very low levels of knowledge.

The National Assessment of Educational Achievements of Students (NAEAS) survey, which was conducted during the 2006-2007 academic year by the Center for Assessment of Education and Methodologies within the framework of the Rural Education project of the Ministry of Education and Science, financed with a World Bank grant, also demonstrated the low quality of education. It showed that over 60 percent of pupils in the fourth class were below the basic levels in mathematics, reading, comprehension, and knowledge of Kyrgyzstan. This means that they lacked necessary knowledge and skills to successfully continue in the school programme.

The results of the Programme for International Student Assessment (PISA), which was conducted in 2007 to assess children’s functional literacy and readiness for independent lives in society, also demonstrated the low quality of education. Only about 13.6 percent, 11.7 percent and 11.8 percent of 15-year-old Kyrgyz pupils were able to pass reading, natural science, and math tests, respectively, at the level of minimum international standards for their age. The average values for Kyrgyzstan among the 57 countries surveyed were very low for all three subjects.

- *The management of the education system is insufficiently effective to address the challenges of reform and development.* Despite certain

¹⁸ A comparative analysis of provision of schools with textbooks in the Republic for 2004/2005 and 2005/2006, which was conducted by Step-by-Step Public Foundation, showed that average provision of textbooks to schools is: 81.5 percent in Kyrgyz language schools; 87.9 percent in Russian language schools; 75.2 percent in Uzbek language schools. Source: Report on the first stage of agreement No 3REP/IDA/CS/CQ/5.1/38c-06 Strategic study of the provision of schools of the Kyrgyz Republic with textbooks (July-September 2006).

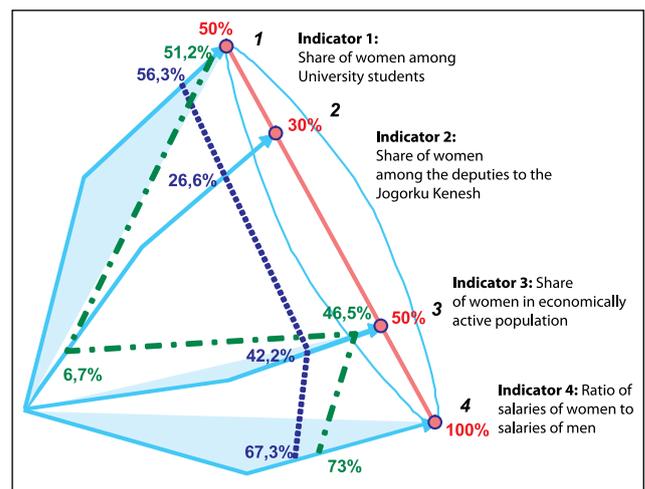
achievements, the existing system of educational management has failed to promote successful implementation of public policy in the area of developing human resources, which is oriented towards current and prospective labor force demands. It has also failed to ensure an increased level of education among the population. There is a need to design effective methods of management and create efficient incentives for participants in the educational process. One of the underlying reasons for this is that, although the variety of educational establishments and methods of training are increasing, the educational system has remained highly centralized.

Goal 3. Promote gender equality and empower women

Target

- eliminate gender disparities in employment and managerial opportunities

Figure 7. Dynamics of MDG 3 indicators



This goal is broadly formulated – it envisages not only expanded opportunities for women but also the evaluation of the positions of both sexes. The defined target narrows the formulation of the goal to a certain extent. As a result, the indicators that were proposed in the first report were more focused on the evaluation of the position of women. In our opinion, the assessment of the access of women to assets would have significantly clarified the real rights and opportunities that men and women enjoy. The ratio between the average life expectancies of men and women is also important, so this report contains the data for this indicator.

In recent years, significant attention has been paid to the empowerment of women and the achievement of equality between men and women. For example, the Country Development Strategy (CDS) has undergone a gender analysis. Based on the results of this analysis, a number of interventions were introduced in the relevant sections and an additional section, the “Policy of achieving gender equality,” was formulated. The

content of this section was linked to the National Action Plan (NAP) for 2007-2010 on achieving gender equality. The matrix for monitoring the CDS has 23 indicators to describe gender equality achievements, of which 20 are gender disaggregated.

When the CDS was drafted, there were no women in parliament and women were under-represented at high levels of the public administration, so specific attention was paid to the issues of political representation of women. An important achievement was the introduction of special temporary measures to the CDS matrix and the establishment of the target of 30 percent for the share of women among the deputies of the Parliament. Due to temporary special measures included in electoral legislation, the share of women among the deputies of the Jogorku Kenesh has increased from zero to 26.6 percent since 2005.

It should be noted that the sections of the CDS dedicated to poverty and economic development did not provide for specific coverage of gender dimensions. The National Action Plan (NAP) contains a number of actions aimed at achieving the MDGs, but the MDGs indicators have not yet become the foundation for elaboration of the NAP and the indicators meant to evaluate the progress of its implementation.

The dynamics of changes in other indicators were different during the last five years. There was a steady growth in the share of women among university students (by an average of 0.5 percent per year). The situation can not yet be called critical, since the 10 percent threshold has not been passed. As soon as it is overcome, though, the ratio of female to male university students will be more than 60 to 40, and the imbalance will become evident.

In terms of the ratio of salaries of women to the salaries of men, in recent years this indicator has shown some positive dynamics, though increased horizontal and vertical segregation¹⁹ in the labor market make this indicator's basic value of 1996 non-achievable, not to mention the complete leveling of the salaries of men and women that is its target.

The share of women in the economically active population has been steadily declining. Without special policy measures to create better opportunities for women (increased access to resources, support for female entrepreneurship, increased numbers of women in non-agrarian sectors, etc.) the achievement of the target indicator by 2015 will be problematic.

Current situation and trends

The increasing percentage of women among university students is a direct consequence of processes that can be observed in the secondary education system. The

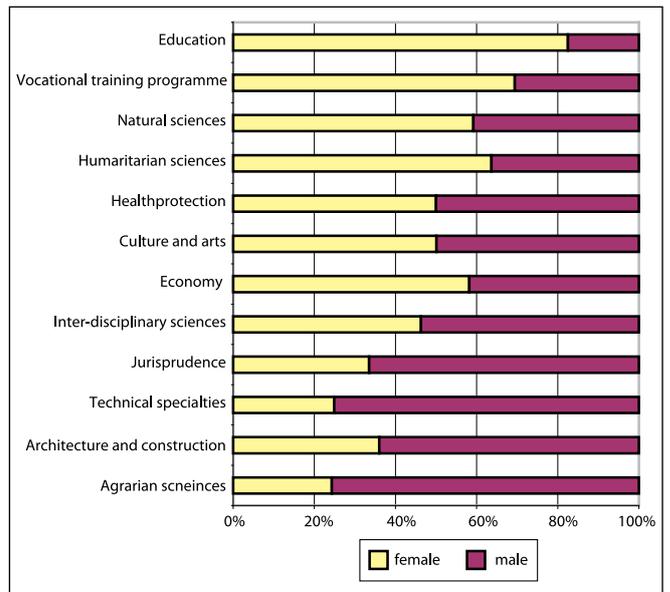
¹⁹ Professional segregation is a term which is used to review men and women as representatives of various types and levels of activity. Women traditionally work in particular areas of activity (horizontal segregation) and occupy mid-level positions (vertical segregation). ABC of the rights of working women and gender equality – Moscow, Human Rights, 2004, MBT, p. 76.

decrease in the number of boys in the senior classes (caused by their departures to the vocational training system and the job market) automatically results in a decrease in the number of boys among new university students.²⁰ Boys also dominate among those who were expelled during their university studies.

The prevailing dynamics of growth and the absence of policy measures aimed at promoting equal access to education may, within the next several years, produce a gap between the educational levels of women and men. This gap may have some demographic consequences, since differences in educational levels have impacts on marriage and birth rates.

In addition to the overall quantitative predominance of girls among university students, the recent trend is toward increased gender segregation by sector. Women account for the majority of students in education, vocational training programme, and the humanities. However, they account for less than 25 percent of students in agriculture and only 7.4 percent in transportation.²¹

Figure 8. Students in higher education, by specialty²²



Sectoral segregation in education serves a foundation for the reproduction of the traditional gender division of labor. Men represent over 90 percent of employees in the mining, construction, transportation, and communications industries; they also dominate in the production and distribution of electricity, gas, and water (77.8 percent).²³

²⁰ Information from the Ministry of education: currently 58 percent of boys from poor families leave school after the ninth class.
²¹ Girls account for 82.5 percent of students in education, 69 percent in the vocational training programmes and 64 percent in the humanities. Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007, pp. 72-73.
²² Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007, pp. 73.
²³ Women account for 72.5 percent of employees in the educational sector, and 76.2 percent of employees in the healthcare sector and delivery of social services. Gender-disaggregated statistics, Bishkek, 2007, p. 24.

Women dominate in the education, healthcare and social services sectors. Salaries in these sectors are approximately 2.5 times lower than salaries in the traditionally “male” sectors listed above, providing for only 86 percent of the minimum consumer budget.

Kyrgyzstan’s legislation is yet not fully aligned with its international commitments on the protection of labor rights and, in particular, with the International Labour Organization (ILO) Convention Concerning Discrimination in Employment and Occupation No. 111, which states that the legislative establishment of a list of professions prohibited for women is direct discrimination.

The occupational segregation detailed above is one of the causes of the existing gap in the indicator of the difference in the average salaries of men and women. Despite the fact that, during the past two years this indicator showed a decline in the size of the gap between men’s salaries and women’s salaries, resulting from annual increases in salaries of government employees, one can hardly expect significant progress on this indicator given increased segregation in professional education and the labor market.

The situation is also aggravated by the fact that the sectors in which female labor resources are most concentrated are mostly financed from the state budget and are, therefore, more protected from market forces; therefore the salaries in these sectors remain lower than those in market sectors.

The second cause of the existing gap between the salaries of men and women is that women seldom occupy high-level managerial positions, where the salaries are bigger. This is the case even for traditionally “female” sectors: the average salary of a woman working in education is only 78.5 percent of the average salary of a man working in the same sector; in healthcare and the delivery of social services, the number is 89.2 percent.²⁴

Women’s low salaries are very often not considered a serious problem, since the stereotype is that the majority of women have access to other resources through their husbands and family members. But this stereotype does not take into account the fact that the number of single mothers, divorced women and women who live in unregistered marriages is increasing. According to statistical data, about one-third of children in Kyrgyzstan are born in marriages which are not officially registered.²⁵

The concentration of men in technical specialties is one of the reasons they are three times more likely to be injured on the job and ten times more likely to die on the job.²⁶

²⁴ Gender-disaggregated statistics, Bishkek, 2007, p. 100.

²⁵ Ibid., p.48

²⁶ Ibid., p. 26

This has an impact on the life expectancy indicator: for men, the average life expectancy is 63.5 years; for women, it is 72. The gap is over 8.5 years and has shown consistent growth (in 2002 it was 7.5 years).

The share of women in the economically active population shows a stable, declining trend due to the specific position of women in the labor market. The level of unemployment among women in all age groups is more than 1.5 times higher than the level of unemployment among men.²⁷ Women spend more time searching for jobs and they also accounted for the majority of people who were officially looking for a job for more than one year. This can be explained by the complications involved in reconciling a career with having children.

Legislative reforms are meant to improve the position of women by granting them unpaid maternity leave for up to 3 years, but the amount of maternity benefits that are financed from the state budget remains low. The responsibility of the employer in cases of an employee’s temporary disability – which includes maternity leave

– results in a lack of desire among the employees to recruit women²⁸.

Economic crisis, changes in proprietary relations, reduction and privatization of certain social service organizations, as well as an increase in the influence of conservative and religious groups have resulted in an increased burden on women. Various forms of self-employment and the use of female labor in the shadow economy are becoming widespread phenomena. These areas have practically no social support systems and they do not take into account family responsibilities; women working in family businesses do not enjoy legal and social protections. Other barriers to the empowerment of women are the high level of domestic violence and the persistent practice of abducting brides²⁹.

Since women have limited access to business inputs, they are not well represented among entrepreneurs. Therefore, they are concentrated in small business, trade, and the informal sector of the economy. The disproportionate participation of women in the unpaid sector (in the family or in rural areas) makes them vulnerable. Women do their work not only at their principal place of occupation, but they also bear

²⁷ Ibid., p. 85

²⁸ Employers, i.e., those engaged in individual labor activity, farming enterprises, etc., are obliged to pay a maternity benefit in the amount of 100 percent of salary during the first 10 days of maternity leave. Starting from the eleventh day; the benefits are paid from the national budget. Cf. Regulation on the payment of maternity and temporary disability benefits, approved by the Resolution of the Government of the Kyrgyz Republic, August 14, 2006, №576.

²⁹ Alternative Report to the Committee on CEDAW and the materials on the compliance with the provisions of the Convention on the Elimination of all Forms of Discrimination Against Women in the Kyrgyz Republic, NGO Council, Bishkek, 2008, pp. 15-19.

the main burden of working on agricultural plots, as well as raising and caring for their children and elderly and disabled relatives. Women spend 3.6 times more hours on domestic labor, and two times more hours raising children than men³⁰. Poor families spend more time on domestic work and on working agricultural plots, because they are less likely to have time-saving equipment³¹. For these reasons, women have less of the free time necessary to get and improve qualifications and they spend less time at paid jobs. As a result, they get lower salaries.

This situation is aggravated by the critical condition of services aimed at facilitating domestic work and care-taking activities. In early 1990, there were 1,696 kindergartens in Kyrgyzstan. Currently, there are 448 pre-school institutions in the country, which can take care of only 11 percent of the total number of children of pre-school age³². This has a serious impact on opportunities for women with children in terms of looking for jobs and developing their careers.

All these factors are barriers to the implementation by women of their formally equal rights to employment and reduce their chances on the labor market.

Absence of effective action on gender issues has been caused, to a considerable degree, by the long-term problem of under-representation of women in the government. The reduction of the number of women in managerial positions in government culminated in the parliamentary elections of 2005, when there were no women among the elected deputies. This situation posed a threat to the future of the country, something that both civil society and the highest political authorities recognized, prompting the introduction of a proportional electoral system and a package of special measures in the new version of the Electoral Code. In the 2007 parliamentary elections, women representing three different political parties claimed 24 of the 90 seats in parliament (26.6 percent of the seats). The Constitutional and Supreme courts are now headed by women. Women have also become better represented in the executive branch.

Still, overall, women occupy only 17 percent³³ of high-ranking civil service positions.

³⁰ Ibid., p. 107

³¹ Report of the sociological survey "Access of rural women of Chui oblast to economic inputs and resources," which was conducted by the Association in Support of Women Entrepreneurs, at the request of Asian Development Bank, p. 21.

³² Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007 p. 29.

³³ The data from the Agency on the Issues of Civil Service – a survey "Gender analysis in the civil service," conducted by the Presidential Administration, Office of the Government, UNDP Democratic Governance Programme with the support from Swedish Agency on International Development within the framework of the project "Advancement of women in civil service and politics," Bishkek, 2008.

Difficulties and risks in achieving the goal

Potential risks include increased sectoral segregation in the education and labor markets. The re-orientation of the CDS towards energy, mining and other industrial sectors results in the re-orientation of the state towards engineering and technical specialties. Given the existing level of sectoral segregation and gender stereotypes, the number of girls trained in technical specialties will decline.

This will result in increased vertical segregation, i.e., the concentration of women in low-paid sectors. In addition to horizontal segregation, when women do not occupy leadership positions even in the sectors where they represent the majority, the gap between women's salaries and men's salaries may steadily grow.

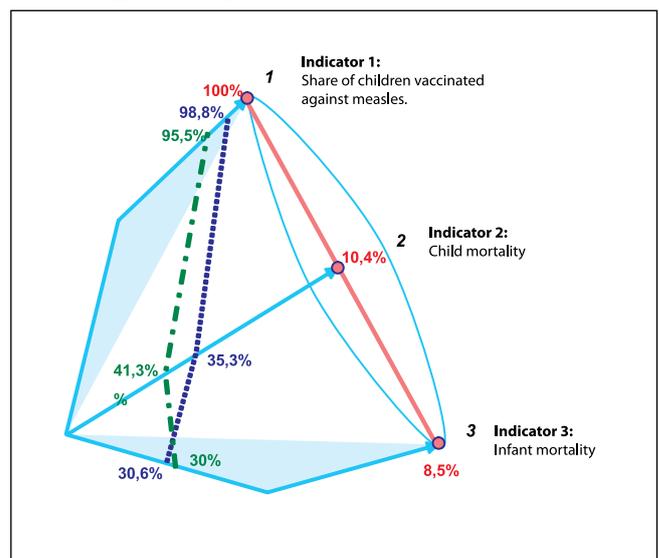
The introduction of temporary special measures for the elections of the deputies to the Jogorku Kenesh is a positive development, but it is under constant scrutiny. The use of gender quotas to ensure broad representation of women among members of parliament requires constant explanation and justification. There is a risk that these special measures will be cancelled in the process of reforming the political system, discrediting the idea of female political leadership.

Goals 4&5. Reduce child mortality and Improve maternal health

Target

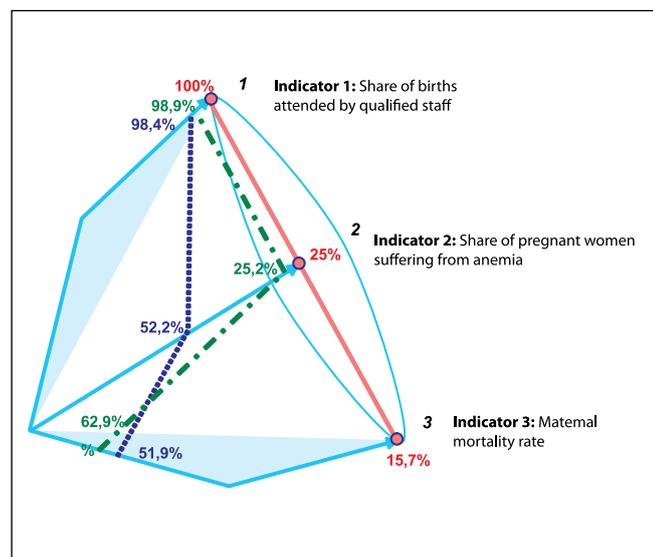
- reduce the under-five mortality rate by two-thirds

Figure 9. Dynamics of MDG 4 indicators



Target

- reduce the maternal mortality rate by three-quarters

Figure 10. Dynamics of MDG 5 indicators

The need to review both child and maternal mortality in a single section is explained by the clear relationship between these two issues, the similarities in the obstacles to addressing them, and the necessity of undertaking comprehensive policy measures to improve related indicators.

Unfortunately, according to official statistics, there has been a deterioration in all the child and maternal mortality indicators. This situation is aggravated by the fact these official statistics do not reflect the real situation. A number of new measures have recently been implemented to improve the system of registration for cases of child and maternal mortality in Kyrgyzstan. These reforms were already implemented with respect to infant mortality and, after adoption of the World Health Organization (WHO) criteria for live births, official indicators deteriorated; at the same time, the gap between the official and independent indicators narrowed.

An increase in the official maternal mortality statistics is expected to result from measures aimed at improving registration, including the introduction of confidential maternal audits and a moratorium on the punishment of doctors for cases of maternal mortality. Therefore, the matrix of CDS activities contains indicators which exceed the current values and the gap is especially visible with respect to maternal mortality. By 2010, this indicator is expected to reach 72 cases per 1,000, well above the current rate of 51.9 per 1,000.

The section of the CDS dedicated to accessible and high-quality healthcare was formulated based on the Manas Taalimi healthcare reform programme. This programme's priorities are completely based on the MDGs.

Current situation and trends in child mortality

The under-five child mortality rate was lower in 2003 than in 1990; among the causes for this decline that experts mention are internal and external labor migration, fewer marriages, and a decline in birth rates.³⁴

But data for the last 5 years show a steady trend towards increased child mortality rates. The indicators for rural areas are almost twice as high as those for cities (54.5 per 1,000 and 27.7 per 1,000, respectively). In addition to increases in birth rates and migration, this increase was influenced by the adoption of the WHO live birth criteria. Along with the moratorium on the administrative punishment of doctors for increased indicators,³⁵ this measure resulted in a decreased gap between the official statistics on infant mortality and survey results on the issue. For example, in 1997 the official incidence of **infant mortality** was 33 per 1,000, while the survey data showed 120 per 1,000; in 2003 these figures were 21 per 1,000 and 61 per 1,000, respectively; in 2007 the numbers were 30.6 per 1,000 and approximately 38 per 1,000.

The steady increase in the infant mortality indicator is explained not only by the change in the registration criteria, but also by the overall socio-economic situation in the country. This is confirmed by the recent increase in child mortality at home or just after admission to a hospital, which illustrates the material capacities of parents and medical institutions to provide timely aid to children.

Deaths during the peri-natal period account for the majority of cases of child mortality. In 2006, these types of cases accounted for 61 percent of the total number of deaths among children under 1 year old.³⁶ Causes include respiratory diseases (17 percent), congenital anomalies (11 percent), infectious disease and parasites (6 percent).³⁷ Mortality during this period is also related to undiagnosed problems during pregnancy, insufficient pre-natal and post-natal care, deficiencies in the qualifications of obstetrics staff members, and a lack of resuscitation services for newborns.

The fact that child and infant mortality rates are several times higher in Bishkek and Osh than in other parts of Kyrgyzstan supports the idea that there is insufficient access to high-quality medical services for children; parents bring children from remote regions to the cities for treatment and difficult cases very often result in fatal outcomes (see Figures 11 and 12). The increasing number of internal migrants who live in very difficult conditions also contributes to the decline in this indicator in cities.

³⁴ The Kyrgyz Republic. *MDG Progress report, UNDP, Bishkek, 2003.*

³⁵ Resolution of the Government of the KR No. 748, dated December 3, 2003, on the introduction of changes in the system of statistical data collection in view of transfer to the WHO live births criteria. Article 25 of the order of the Ministry of health No. 562 dated December 19, 2003, on the introduction of WHO criteria says that: "In order to achieve reliable and objective data administrative penalties should be avoided for the fullness and reliability of presented data at all levels."

³⁶ Level of life of the population of the Kyrgyz Republic, NSC, pp. 10-11.

³⁷ Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007 p. 52.

In terms of regions, the worst indicators are observed in Batken and Talas oblasts.

Figure 11. Infant mortality by region in 2007

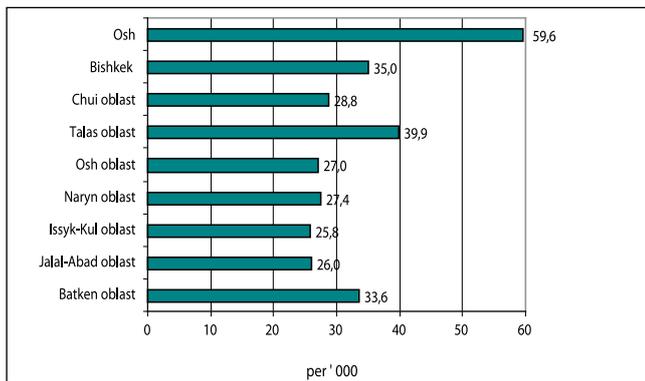
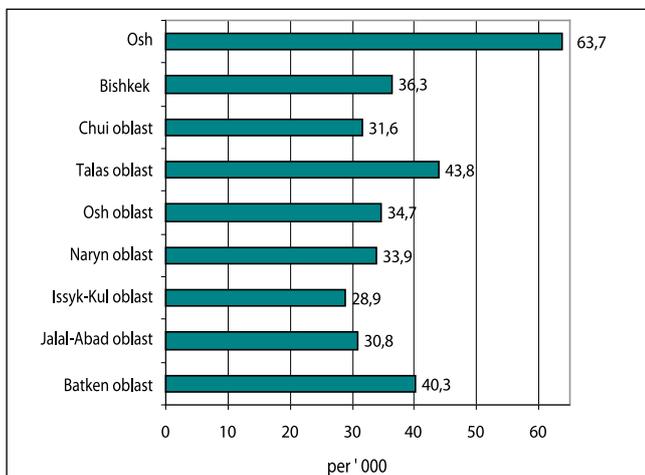


Figure 12. Child mortality by region in 2007



Source: National Statistical Committee, Ministry of Health

The most important factor in reducing infant mortality is timely immunization against all major diseases. Kyrgyzstan has had considerable success in this area. More than 98.8 percent of children now receive vaccinations against measles. There have been no registered cases in recent years of polio and the incidences of diphtheria, measles and hepatitis B have significantly decreased. This has all been achieved due to a well-developed immunization system and significant assistance from international organizations.

Infant and child mortality rates are also affected by general health status indicators: about 70 percent of children suffer from iodine deficiencies; and 32.9 percent suffer from Vitamin A deficiencies.

A review of the issues related to infant and child mortality shows a tendency to search for the causes in the child and maternal health sectors and to develop policy measures aimed at the public health sector. But it should be noted that this problem cannot be solved without a broader review of causes and development of policy measures in other sectors. According to surveys³⁸ on ensuring safe

³⁸ What is behind the figures? – materials of a workshop held by the Ministry of Health with the WHO and UNFPA, June 19, 2008, <http://www.24.kg/community/2008/06/19/87895.html>.

pregnancies, the influence of medical aspects accounts for only around 10 percent of all the factors which impact this indicator. Mortality rates are also influenced by indicators of child poverty. According to the integrated sample household survey of 2006, among the total number of children under 17 years old, 48.5 percent lived in poverty – and 12 percent of those lived in extreme poverty.³⁹

The fact that 95 percent of children in rural areas have poor access to pre-school has a direct bearing on the problem: small children are being taken care of by their older brothers and sisters; sometimes they are left without any care at all. This situation results in an increase in casualties among children and also has a negative impact on their physical and mental development.

Current situation and trends in maternal health

The official maternal mortality rate in Kyrgyzstan in 2007 was 51.9 cases per 100,000 live births, according to the NSC, and 62.3 cases per 100,000 live births, according to data from the Republican Medical and Information Center of the Ministry of Health. (For comparison, in Europe the maternal mortality rate is 15.05 cases per 100,000⁴⁰). However, it is evident that these official statistics understate the true situation; according to survey data, the maternal mortality rate is 104 cases per 100,000 live births.⁴¹

This understatement of the maternal mortality rate is explained by the criminal responsibility of medical staff in such cases and the application of indicators which do not comply with international standards. “Wavy” annual change in the indicators also confirms deficiencies in data collection. Maternal deaths are very often not registered; instead diseases not related to the pregnancy are given as the cause of death. There have also been cases in which hospital records made no reference to the pregnancy at all. There has been a certain degree of sensitivity to the issue of infant mortality, manifested by the adoption of new criteria, the development of policy measures, and the consequent stabilization and increased reliability of indicators. The same approach should be taken with respect to maternal mortality.

The existing system of registration and analysis of maternal mortality cases does not provide the answers to key questions such as: What social groups did the dead women belong to? Why did she die? What prophylactic medical measures could have been taken to save her life?

Regional differences in maternal mortality rates also require additional study. For example, the low maternal mortality in Osh oblast (26 cases per 100,000) and the very high rate in the city of Osh (100.6 cases per 100,000), can be easily explained: the difficult cases are brought

³⁹ Standard of living of the population of the Kyrgyz Republic, NSC, pp. 25-26.

⁴⁰ Ensuring safe pregnancy. National Workshop – What is behind the figures? in Kyrgyzstan, Bishkek, the Kyrgyz Republic, November 14-17, 2006, p. 1.

⁴¹ Multi-indicator cluster survey, NSC, UNICEF, 2006, p. 14.

to Osh from remote regions. However, in other cases, the traditional link between maternal mortality and poverty is not as visible.

The system of statistical registration of maternal mortality includes the classification of deaths by cause.⁴² The structure of maternal mortality is dominated by so-called “preventable” factors⁴³. The predominance of such causes suggests that: pregnant women have insufficient access to medical services; primary care medical staff are insufficiently qualified in pregnancy management and early detection of complications; and obstetricians are insufficiently qualified in safe delivery and first aid.

According to the experts, one of the causes of the increased maternal mortality rates is the growing number of childbirth complications. Though the interval between the deliveries has increased compared to 1990, nevertheless, it is too short among 11 percent of women.

Another reason for the increase in maternal mortality becomes evident while analyzing another indicator: share of births attended by qualified medical personnel. In 2007, 98.4 percent of births were attended by qualified medical personal, slightly lower than the basic value for this indicator. It should be mentioned that the survey data and official data are considerably different. According to the cluster survey, only 76 percent of women were assisted by qualified staff during the delivery.⁴⁴ But these statistics do not reflect problems with the quality and accessibility of medical care, which is especially important for female citizens of remote and rural areas. Access to medical services is increased by informal payments for childbirth.

Increased internal migration has resulted in a growing number of women who are not registered at their places of residence. Consequently, these women also do not register with medical establishments. In accordance with the law “On mandatory social guarantees,” within the framework of the Manas Taalimi programme, a woman should be registered regardless of whether she has a residence permit or not. But the level of awareness of this provision among the population is very low.

Another issue is a shortage of qualified personnel. Some regions lack neonatologists and obstetrician/gynecologists. For example, in Batken oblast, there are only two obstetrician/gynecologists.

The number of people suffering from diseases of the blood and the blood-making organs has doubled since 1990; 92.4 percent of these people suffer from iron-deficiency anemia. Cases of anemia have been registered among about 60 percent of women of reproductive age. The highest incidence was observed in Jalal-Abad oblast.

An important factor that can affect maternal mortality

⁴² Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007 p. 31.

⁴³ Such as *hestosis* – severe gestational toxicosis (23 percent); and obstetrical hemorrhages – bleeding during pregnancy (20 percent).

⁴⁴ In the poorest and the richest quintiles, this assistance was offered to 60.1 percent and 96.3 percent of women respectively. Multi-indicator cluster survey, NSC, UNICEF, 2006, p. 15.

is family planning with contraceptives. Currently, one-third of pregnancies in Kyrgyzstan are unplanned. This is aggravated by cases of anemia and undernourishment. According to official data, only 35.9 percent of women aged 15-49 in Kyrgyzstan use contraceptives. The most popular contraceptives are IUDs; only 5.8 percent use condoms. There are regional differences in contraceptive awareness and use: in the northern regions the rates of use are higher.

In general, the level of awareness – especially in rural areas – of family planning methods, preventative reproductive healthcare, and safe contraception is insufficient. There are only 21 pilot “healthy schools,” mainly in the capital, which have special lessons to discuss reproductive health issues.

Such initiatives are especially useful in a society that, due to stereotypes, lacks the tradition of discussing such issues in the family and in which the subjects of sex and reproduction are taboo. There is also a shortage of literature on healthy lifestyles, family planning, and parenting.

For all these reasons, the number of abortions is still high and abortions account for 10 percent of all registered cases of maternal mortality. The officially registered decline of abortions⁴⁵ is explained by the increased number of private clinics that perform abortions but do not register them with statistical agencies.

There are also a number of non-medical factors that influence maternal mortality, such as early marriages. Statistical data on early marriages became available only recently. In the last three years, there were 11-12 officially registered marriages with brides younger than 16, and about 300 cases in which the bride was younger than 17. Early marriages like these will result in problems with the women’s health. They will also limit the educational and professional training opportunities for both the mothers and their children; there is a direct link between a mother’s level of education and the health and literacy of her children.

The increased maternal mortality rate and the status of reproductive health are also influenced by the heavy workload placed on pregnant women in Kyrgyzstan. They continue to do domestic work and take care of family members, combining this with income-generating activity in the informal sector of the economy.

The state support officially provided to working mothers is ineffective. Despite the provision in Article 307 of the Labor Code, the timing and duration of maternity leave depend on the subjective attitude of the employer to issues of maternity, in general, and to the specific female employee, in particular, rather than on the legislation. The maternity benefit that is part of the social benefits package offered by the Ministry of Labor and Social Development is only KGS 700. Because the economic

⁴⁵ In 2004, this indicator was for 14.2 cases per 1,000 women. In 2007 it was for 11.9 cases per 1,000 women. Women and men in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2007 pp. 62-63.

environment is difficult and women are scared of losing their jobs, in reality, women do not take advantage of their maternity leave.

Difficulties and risks in achieving the goal

Since Kyrgyzstan’s government – and its society, in general – does not pay enough attention to the fact that maternal and child mortality are comprehensive problems, it also does not recognize the socio-economic and cultural factors that have influenced the increases in these indicators.

The policy measures that have been introduced to address the problem have been of a scattered character and are mostly focused on the healthcare sector.

The main reasons for maternal and child mortality are insufficient preventative care, a lack of attention to protecting children and pregnant women, and the absence of appropriate family policy. The biggest risk factor is the absence of qualified staff, due to external labor migration. Also, the infrastructure – the buildings, communications technologies, and equipment of medical institutions and maternity wards – is becoming obsolete.

An energy crisis, a sharp increase in electricity prices, and systematic electricity cutoffs are having a catastrophic effect on both the status of medical institutions, the quality of attendance at birth, and the prevalence of disease.

Economic and food crises will inevitably result in the deterioration of the level of nutrition women receive, while the growth of prices for food and fuel will cause increased expenditures in the agrarian sector. The consequence will be poorer nutrition, which will increase the incidence of anemia. Also, access to quality medical services is directly linked to the ability to pay for them.

Kyrgyzstan does not have the facilities to produce its own contraceptives so there is no guaranteed supply of contraceptives in place. Scarcity of funds does not allow regular procurement; therefore, the country is completely dependent on supplies from external donors.

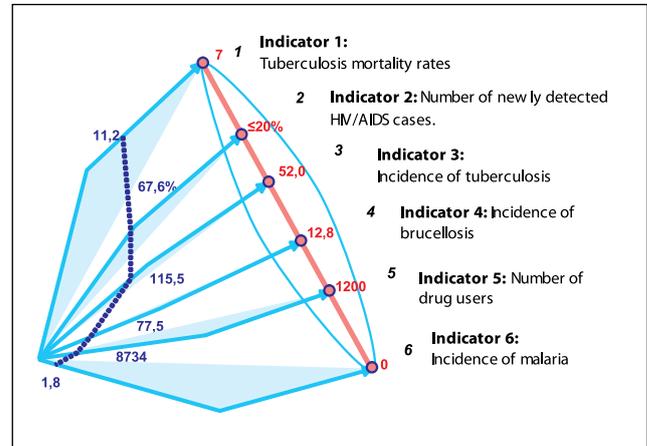
Increased traditional superstitions and religious beliefs and an absence of a system for increasing awareness of reproductive issues have resulted in growing illiteracy on the issues of family planning and the use of contraceptives. For example, there are an increasing number of materials in the media that advocate childbirth at home and the avoidance of contraceptive use.

Healthcare financing is not sufficient and sustainable. The financing from donors provided through the Sector-Wide Approach (SWAp) does not ensure full financing for all expenses.

Goal 6. Combat HIV/AIDS, malaria and other diseases Target

- halt and begin to reverse the spread of HIV/AIDS
- halt and begin to reverse the incidence of malaria and other major diseases

Figure 13. Dynamics of MDG 6 indicators



Note: the target values for all indicators were calculated on the basic values; therefore the curves on the diagram for basic and target values coincide.

The Kyrgyz Republic pays a great deal of attention to the prevention of HIV/AIDS, malaria and tuberculosis. As mentioned above, the CDS sets the achievement of the Millennium Development Goals (more specifically, of Goal 6) as one of the objectives of the healthcare system. Therefore, the matrix of CDS monitoring and evaluation indicators includes the following indicators, which can also be used to evaluate progress toward achieving MDG 6:

- number of newly detected cases of HIV/AIDS;
- incidence of malaria;
- incidence of tuberculosis.

In addition, the reduction of the incidence of (and mortality from) tuberculosis, the spread of HIV/AIDS, and drug addiction are included as indicators in the Manas Taalimi health sector reform programme. It should be noted that the national programme “Improved health of the population of the Kyrgyz Republic” for 2004-2010 also includes such targets as reduction of the incidence of tuberculosis, decrease of the level of negative medical-social consequences resulting from the use of drugs, and reduction of infectious diseases, including HIV.

The figure above presents the main MDGs indicators that are used to evaluate progress in combating tuberculosis, malaria, HIV/AIDS, brucellosis and drug addiction. In addition to the indicators shown above, the present section reviews the monitoring of the indicator “the percentage of cases of tuberculosis cured within the DOTS programme”, which was elaborated in the first MDGs progress report.

It should be noted that the current indicator values are still far from the target values. The country has achieved certain progress only with respect to the incidence of (and mortality from) tuberculosis.

HIV/AIDS

Current situation and trends

There has been a steady increase in newly detected cases of HIV/AIDS in the Kyrgyz Republic since 2003. From 2003 to 2007, the average annual growth in the number of HIV-infected people was 32.7 percent. The highest level of this indicator was observed in 2007 (409 cases, 67.6 percent higher than the level in 2006)⁴⁶. According to official data, 1,479 people in Kyrgyzstan were infected with HIV/AIDS as of January 1, 2008 (this figure included foreign citizens⁴⁷).

The majority of people living with HIV (PLHIV) – 51 percent of officially registered cases⁴⁸ – are concentrated in Osh oblast and the city of Osh. It should be noted that the rate of new cases of HIV in Osh and Osh oblast has been increasing since 2003, reaching 37 percent in 2007. The smallest numbers of cases of HIV were recorded in Talas oblast (four) and Naryn oblast (two).

It should be noted that the majority of people infected with HIV (77.4) are aged 25 - 39. In other words, the infection is registered mostly among young people.

While males constitute the majority of PLHIV (78.7 percent), the share of women is growing (see Box 5). In 2006, 18.9 percent of PLHIV were women; in 2007, the number was 21.3 percent. Among people infected with HIV through sexual intercourse (about 24 percent of PLHIV), the majority (72 percent in the country overall and 81 percent in Osh oblast) are women. The majority of those women are not part of high risk groups; they were infected by their husbands, who were drug users.⁴⁹

The majority of PLHIV in Kyrgyzstan (about 72 percent) were infected while injecting narcotics. Transmission of HIV from mother to child accounts for about 1 percent of infections. And transmission during hospital treatments accounts for about 3 percent of infections.⁵⁰ The majority of HIV infections are registered among users of narcotics (about 7.4 percent of drug users have HIV). The prevalence of AIDS among prison inmates is also high (3.5 percent); members of this group should also be viewed as potential injection drug users.

The Government conducts significant HIV/AIDS-prevention activities. In 2007, the Kyrgyz Republic established a new National Inter-sectoral Coordination Committee on socially important and extremely dangerous diseases (it deals with HIV/AIDS, tuberculosis and malaria). The State Programme on the Prevention of HIV/AIDS for 2006-2010 was approved and is being implemented (before 2006, two state programmes on HIV/AIDS were already implemented).

⁴⁶ Data from Republican AIDS Association

⁴⁷ According to experts, the real number of PLHIV in the Kyrgyz Republic is over 4,500. Source: "Evaluation and forecasting of national epidemics of AIDS, SPECTRum, 2007.

⁴⁸ Data from the National Statistical Committee.

⁴⁹ Country report on compliance with UNGASS: January 2006 – December 2007, the Kyrgyz Republic, Source: http://data.unaids.org/pub/Report/2008/kyrgyzstan_2008_country_progress_report_ru.pdf.

⁵⁰ Data from Republican AIDS Association.

This programme is based on a comprehensive approach to the problem of HIV/AIDS, which envisages the formulation of a state policy based on a sector-wide approach, as well as improved coordination in the area of HIV/AIDS prevention.⁵¹

The country has established sustainable partnerships between governmental, non-governmental and international organizations, including UNAIDS, UNDP, WHO, UNFPA, USAID, UNODC, Project Potential, and the Central Asian HIV/AIDS Control Project. Currently, over 60 NGOs are involved in the implementation of the State Programme on the Prevention of HIV/AIDS. A substantial number of prophylactic measures are undertaken within the HIV/AIDS component of the Global Fund Against AIDS, Tuberculosis, and Malaria (GFATM).

In order to detect cases of HIV transmission from mother to child in a timely fashion, all registered pregnant women should undergo HIV tests, with their consent.

The normative and legal framework has also undergone substantial changes, since it was aligned with international standards. These standards aim to protect PLHIV and the vulnerable population from discrimination and stigmatization.

Difficulties and risks in achieving the goal

The risk of HIV/AIDS continuing to spread among vulnerable groups is still high. This is particularly true of injection drug users and men having sex with men.⁵² The increasing number of women among PLHIV poses additional risks. Since the families of injection drug users are not sustainable, there is a danger that these women will infect new sexual partners with this disease and the infection will spread from marginal groups to the general population.

Box 5. Aspects of the feminization of HIV/AIDS

The increasing number of women infected with HIV/AIDS may have serious implications for its growing prevalence. An important role in this process is played by the unequal position of men and women in society, which is characterized by the following features:

1. early marriages and abductions of brides;
2. unequal position of women in marriage; impossibility of insisting on safe sex;
3. sexual violence; and
4. less financial independence for women than for men.

There is a lack of medical equipment, instruments and protective equipment for medical personnel in hospitals and other health care services.

⁵¹ The State Programme for prevention of HIV/AIDS epidemics and its social and economic consequences in the Kyrgyz Republic in 2006-2010.

⁵² Country report on compliance with UNGASS: January 2006 – December 2007, the Kyrgyz Republic.

Box 6. Deficiencies in the indicators for evaluating the process of combating HIV/AIDS

The first report on MDG achievement in Kyrgyzstan, published in 2003, used the absolute number of HIV-infected people as the indicator of progress in combating HIV/AIDS. According to experts on HIV/AIDS prevention, this indicator is not adequate for the current situation. Due to the fact that HIV/AIDS is currently incurable and the number of newly detected cases is steadily increasing each year, the formulation of the goal in terms of the absolute number of infected people is incorrect and the goal is not achievable.⁵³ Therefore, this report uses the indicator proposed in the CDS monitoring system: "the number of newly detected cases of HIV infection," for which the target is growth of no more than 20 percent per year.

It should be noted that national programmes envisage a significant number of measures aimed at increased detection of HIV cases. Should these activities be effectively undertaken, this will inevitably result in growth in the indicator of newly detected cases of HIV/AIDS. Therefore, it would be appropriate to consider other indicators to monitor the progress in combating HIV/AIDS, such as those presented in the Country Report on Compliance with the Declaration of Commitment to Combating HIV/AIDS (UNGASS) for the reporting period of January 2006 – December 2007⁵⁴:

1. Percentage of donor blood units properly checked for HIV: in 2007 – 88.05 percent; target – 100 percent.
2. Percentage of injection drug users who were checked for HIV during the last 12 months and know the results: in 2007 – 34.4 percent; target – 60 percent.
3. Percentage of HIV-infected adults and children, who, according to available information, continued to receive antiretroviral treatment 12 months after they began it: in 2007 – 67.61 percent; target – 80 percent.
4. Percentage of injection drug users who reported using a sterile syringe during their last drug use: in 2007 – 77.0 percent; target – 70 percent.
5. Additional indicator⁵⁵: percentage of pregnant women who passed HIV tests and received pre- and post-testing consultation: in 2007 – 13 percent; target – 80 percent.

Medical professionals in Kyrgyzstan are not properly prepared to safely handle and process medical equipment and blood results, which causes HIV/AIDS infections in hospitals and among medical staff members.

There is also an absence of a legal framework for social and legal protection of medical staff, who are, because of their professional duties, at risk of being infected with HIV/AIDS.

⁵³ Interview - Republican AIDS Association.

⁵⁴ In 2001, during the special session of the UN General Assembly on HIV/AIDS the Kyrgyz Government committed itself to combating HIV/AIDS.

⁵⁵ The first four indicators are mandatory for monitoring national programme combating HIV/AIDS and were developed by UNAIDS. The fifth is an additional one, which was developed by the country for early detection of HIV-infected pregnant women for the purpose of preventing the transmission of HIV from mother to child.

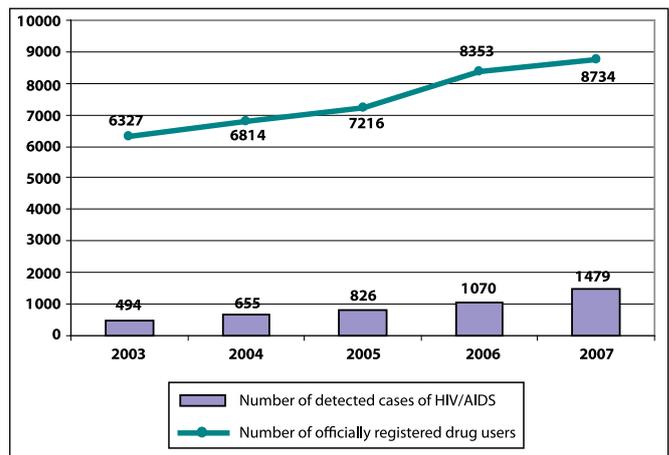
According to the UNGASS Country Report⁵⁶, the system of voluntary consultation is not properly developed in the Kyrgyz Republic, which has resulted in insufficient access to anonymous voluntary testing and psycho-social consulting.

Drug addiction

Current situation and trends

As mentioned above, the spread of HIV in Kyrgyzstan is directly linked to the increase in the number of injection drug users (Figure 14).

Figure 14. Drug users and detected HIV/AIDS cases - dynamics of growth



According to the official data, as of the end of 2007, there were 8,734 officially registered drug users in the Republic, a 38 percent increase since 2003⁵⁷. The majority of drug addicts (95 percent) are intravenous drug users.

Drug addiction is more common in urban areas than in rural ones. Up to 75 percent of the total number of officially registered drug users live in urban areas. 93 percent of drug users are men; this proportion has remained unchanged since 2003.

Considerable activities are undertaken in the Republic with donor support to slow the spread of drug addiction and to reduce the hazards of drug use. As part of the effort to combat HIV in Kyrgyzstan, there are needle-exchange and substitution treatment programme involving over 400 injection drug users.

The State Programme on HIV/AIDS Prevention also pays considerable attention to the increasing number of injection drug users. Its programme includes a strategy to reduce injection drug users' vulnerability to HIV/AIDS.

The Kyrgyz Republic has many non-governmental organizations established by drug users, HIV-infected people, and sex workers to assist drug users, HIV-infected people, and sex workers.

⁵⁶ Country report on compliance with UNGASS: January 2006 – December 2007, the Kyrgyz Republic. Source: http://data.unaids.org/pub/Report/2008/kyrgyzstan_2008_country_progress_report_ru.pdf.

⁵⁷ According to UNODC experts' estimates, the real number of drug users in the Republic ("problematic" drug users, i.e., addicts who have been using drugs for a long period of time and remained dependent until the period under review) may approach 26,000.

Difficulties and risks in achieving the goal

There is a high risk of an increase in addiction to opiates because of Kyrgyzstan's location on a major drug trafficking route.

Drug users are becoming younger and younger each year. Of special concern is the significant spread of drug addiction among youth, and especially schoolchildren and students, since this is the largest and most socially vulnerable segment of the population⁵⁸.

Tuberculosis

Current situation and trends

Although significant efforts have been undertaken to combat tuberculosis in the country, the situation remains unfavorable. According to WHO criteria, the incidence of tuberculosis, which exceeds 100 cases per 100,000, is at epidemic level⁵⁹.

Nevertheless, since 2003, there has been a decrease in the incidence of tuberculosis and a stabilization of the situation. Due to anti-tuberculosis measures undertaken as parts of national programme, as well as the application of the DOTS⁶⁰ strategy in all the regions of the Republic, the quality of tuberculosis diagnosis and treatment has improved, which has contributed to a reduction in the main epidemiologic indicators. In 2007, there were 115.5 cases of tuberculosis per 100,000 – 16.5 percent less than in 2003. There has also been a decline in tuberculosis mortality rates: in 2007, the rate was 11.2 cases per 100,000; this was almost 1.5 times less than the rate in 2003⁶¹. (Most people who die of tuberculosis – 76.4 percent in 2007 – have chronic tuberculosis). The incidence of tuberculosis among children has also decreased from 49 cases per 100,000 in 2005 to 42.8 cases per 100,000 in 2007.

A high tuberculosis incidence and mortality level was observed in Bishkek and in Chui oblast. This can be explained by the high level of migration to the capital from other regions of the country by Kyrgyz citizens, including representatives of at-risk groups⁶². In addition, the incidence of tuberculosis in urban areas is significantly higher than in rural areas.

Unfortunately, in 2007, both in the Republic, in general, and in some regions of the country, in particular, the number of neglect cases of tuberculosis increased. This can be explained by a low level of awareness of tuberculosis among the population and late detection of new cases.

⁵⁸ The population of the Kyrgyz Republic is young: according to the National Statistical Committee, in 2007, 40.6 percent of citizens were aged 10 to 29.

⁵⁹ "Tuberculosis-III" National Programme for 2006-2010.

⁶⁰ Currently, the percentage of detected and cured cases of tuberculosis within the DOTS strategy is quite high; in 2007 the efficiency of treatment within this strategy was 85.1 percent.

⁶¹ Data from the National Physiology Center of the Ministry of Health of the Kyrgyz Republic.

⁶² Information from the National Physiology Center on the implementation of National Programme of the Kyrgyz Republic Tuberculosis-III for 2006 – 2010.

Currently, the Republic is implementing the National Programme on Tuberculosis-III for 2006-2010. The main objectives of this programme are the further reduction of the tuberculosis incidence and mortality level, the stabilization of the epidemiological situation, and the establishment of full control over this disease on the territory of the Republic. The programme envisages the pilot introduction of the DOTS PLUS strategy, which allows the treatment of resistant forms of tuberculosis.

In the Kyrgyz Republic, diseases of the respiratory organs take a dominating place in the structure of incidence⁶³, which creates an unfavorable situation, given the difficult epidemiological situation with tuberculosis. So in 2003, a Kyrgyz-Finnish programme on pulmonary health launched a pilot introduction of the Practical Approach to Lung Health (PAL) programme. This strategy was created by the WHO for the countries that use the DOTS programme. The PAL strategy puts an emphasis on detection of tuberculosis and the early diagnosis and correct treatment of other respiratory infections. In order to perform active surveillance of vulnerable groups of the population, tuberculin diagnostics and fluorography have been introduced in all regions of the country.

Difficulties and risks in achieving the goal

One of the factors that has a negative influence on the national tuberculosis situation is the tuberculosis crisis in the penitentiary system, where the tuberculosis incidence and mortality levels are more than a dozen times higher than the national levels (for example, in 2007 there were 1,767 cases of tuberculosis per 100,000 inmates, 16 times higher than the national rate).

Among the risk factors for tuberculosis infection are vitamin deficiencies, poor nutrition, and bad living conditions. There is a danger of increased tuberculosis incidence, especially among children and inmates in the penitentiary system. This is the result of the unfavorable socio-economic situation in the country. The level of poverty among children is high and the financing of preventative care and treatment activities is insufficient; daily government spending on food and medical treatment for one sick person in 2007 amounted to KGS 53 and KGS 36.5, respectively⁶⁴.

An accompanying problem is the patients' habit of taking anti-tuberculosis medicines, which poses the risk of transforming tuberculosis into an incurable disease.

Moreover, according to the National Programme on Tuberculosis-III, there is a trend towards complacency on tuberculosis issues. The field activities undertaken by ministries, agencies and local and state administrations do not meet modern requirements; appropriate control over the implementation of the Programme is absent⁶⁵.

⁶³ National Health Sector Reform Programme Manas Taalimi for 2006-2010.

⁶⁴ Information from the National Physiology Center on the implementation of National Programme of the Kyrgyz Republic Tuberculosis-III for 2006 – 2010.

⁶⁵ National Programme of the Kyrgyz Republic "Tuberculosis-III" for 2006-2010, p. 2.

Malaria

Current situation and trends

In recent years, epidemics and outbreaks of malaria were registered in the southern and northern regions of the country. The epidemics occurred in the south in 2002, created a serious problem for the region (there were over 2,700 cases registered). Starting in 2003, there was a decrease in the incidence of malaria and, in 2007, there were only 96 cases registered in the whole country. But the dynamics remain unstable, since in 2005 and 2006, the number of cases were significantly higher than in 2004 (in 2005 – 2.3 times higher; in 2006 – 3.2 times higher).

During the period under review, the highest rate was recorded in 2006 in Bishkek – there were 16.6 cases of malaria per 100,000 citizens. This can be explained by the destruction of irrigation systems and the construction of new residential areas in marshlands near the city.

It should be noted that the present report uses the incidence of malaria as the indicator to evaluate progress in combating malaria, while the first report recommended using the share of the population using effective anti-malaria prophylactics and remedies. According to specialists from the project “Control of Malaria in Kyrgyzstan,” a disaggregated approach towards the assessment of this indicator is currently applied. For example, the following indicators are monitored: percentage of pregnant women and children provided with anti-mosquito covers; share of the population living in malaria-prone areas that is provided with medicines; and etc. Currently about 97 percent of pregnant women and 60 percent of children are provided with curtains and covers and 100 percent of the population living in malaria-prone areas is provided with appropriate medicines.

Within the regional strategy “From combating to eradication of malaria in the European region of the WHO for 2006-2015,”⁶⁶ which has been adopted by the Kyrgyz Republic, the country committed to implement all possible measures to fight malaria epidemics. The Republic is currently implementing the 2006-2010 National Strategic Plan to Combat Malaria. This plan is aimed at improving anti-malaria efforts by organizing systematic and sustainable measures among the population and assisting those suffering from the disease. The plan’s main objectives include: prevention of the spread of tropical malaria in the Republic; further reduction of the incidence and prevalence of malaria (to a level below 5 cases per 100,000 people); prevention of deaths from malaria; and shift from combating to eradication of malaria by 2013.

Since 2006, the Kyrgyz Republic has been involved in a project implemented by the Global Fund Against AIDS,

Tuberculosis, and Malaria (GFATM) called “Control of malaria in Kyrgyzstan.” This project envisages a number of strengthened anti-malaria measures, such as application of insecticides, distribution of anti-mosquito covers and curtains, workshops for medical staff, and the distribution of educational brochures and booklets to the general population⁶⁷.

Difficulties and risks in achieving the goal

The territory of the Kyrgyz Republic is highly prone to the spread of malaria because of the presence of effective carriers and the number of areas with favorable temperatures. According to WHO specialists, the vulnerability of the country is also high due to a mass inflow of people for seasonal agricultural activities and migration both inside and outside the country⁶⁸. In addition, there are a number of related problems, such as insufficient staffing, fluctuation of personnel, deficient laboratory equipment and parasitology services, and an absence of proper coordination in trans-boundary territories.

It should also be noted that, in recent years malaria has reappeared in Tajikistan. Cases of this disease are also registered every year in Uzbekistan and Kazakhstan; these countries are the most vulnerable to malaria in the region. In view of the fact that the Kyrgyz Republic has common borders with these states, there is a high risk of malaria spreading into its territory.

Brucellosis

Current situation and trends

Another matter of concern is the increased incidence of brucellosis. The number of brucellosis cases per 100,000 increased by 54 percent from 2003 to 2007. The average annual increase in the incidence of brucellosis from 2003 to 2007 was 11.4 percent, though in 2006 and 2007 there was a reduction in these growth rates (the rate of growth was less than 1 percent in 2007)⁶⁹.

Difficulties and risks in achieving the goal

Low awareness among the population about how brucellosis spreads may result in a significant increase in the incidence of this disease.

Goal 7. Ensure environmental sustainability

Target

- Integrate the principles of sustainable development into country policies and programme and reverse the loss of environmental resources
- Halve the proportion of people without sustainable access to safe drinking water
- Ensure significant improvement in the living conditions of the population

⁶⁷ Ministry of healthcare of the Kyrgyz Republic.

⁶⁸ GFATM presentation “Control of malaria in Kyrgyzstan,” N. Usenbaev, 2007.

⁶⁹ Data from the National Statistical Committee.

⁶⁶ Source: <http://www.euro.who.int/document/e88840r.pdf>

Figure 15. Dynamics of MDG 7 indicators

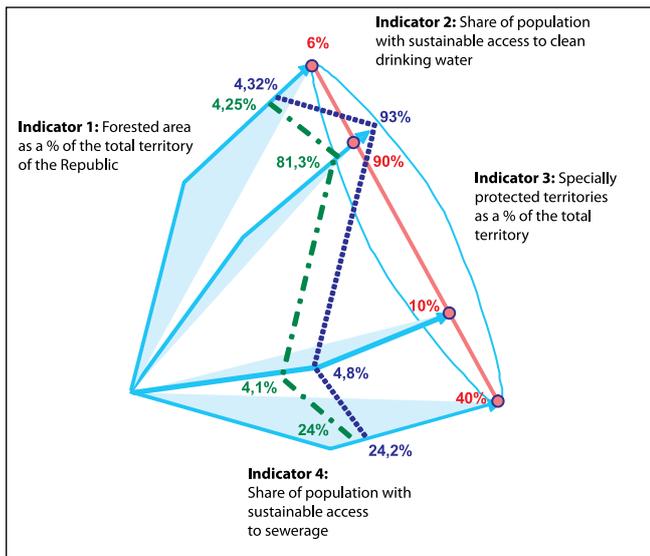
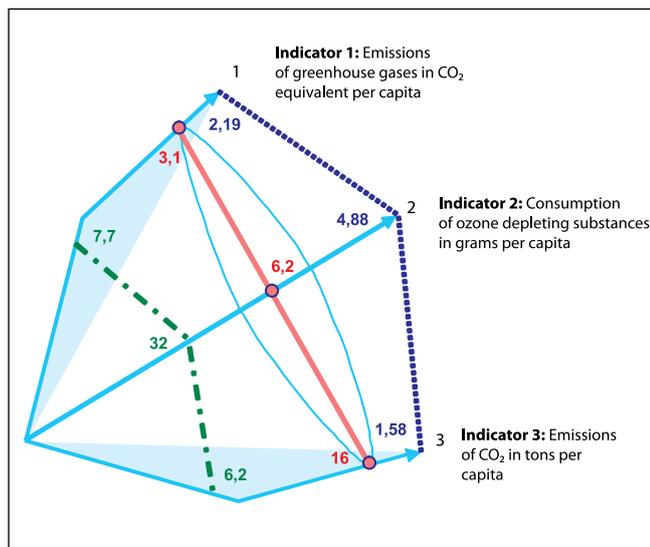


Figure 16. Dynamics of MDG 7 indicators



Current situation and trends

The social and economic development of Kyrgyzstan depends, to a great extent, on the consumption of natural resources. Therefore, the shift to sustainable development is of urgent importance. The society in general understands that meeting the demands of the present generation should not harm future generations by destroying the environment. Nevertheless, for individuals and some businesses, the preservation of the environment has not become an imperative for action.

The CDS pays significant attention to ensuring environmental sustainability. It concentrates on environmental security as the foundation for sustainable development. Its monitoring matrix⁷⁰ includes indicators with target values. Some of them fully coincide with the MDG indicators shown in Figure 15, while others are

⁷⁰ Directive of the President of the Kyrgyz Republic No. 252, dated November 12, 2007.

the same in content or broaden the list of controlled indicators. For example, the indicator “reduction of the total volume of air pollutants emitted” combines the indicators that were used in the previous report for the same purpose. The following indicators expand the list of MDG indicators: increased discharges of normatively purified sewage⁷¹; recultivation and rehabilitation of uranium and toxic deposits; increased volume of arable land per capita; and financing indicators.

The Kyrgyz Republic is among 2,000 priority ecological regions on the planet. The largest ecosystems in the country, in terms of area, are unique alpine and sub-alpine meadows (17.4 percent of the country’s territory) and mid-mountain and high-altitude steppes (26.5 percent). The majority of natural ecosystems have preserved their self-regulating capacity for restoring bio-resources and ensuring ecological equilibrium. Nevertheless, there are visible indications of substantial degradation, especially in areas of human activity. Further exploitation of these systems in the current manner will result in the loss of their capacity to self-regulate.

To support biodiversity, the country has a network of specially protected natural territories (SPNTs). In 2000, the Issyk-Kul Biosphere Reserve was established (on the territory of the oblast with the same name), which also has the status of a protected natural territory. The total area of the country’s SPNTs⁷² is 961,200 hectares – 4.8 percent of the total area of the country⁷³. The size of protected areas is constantly increasing.

Kyrgyzstan has a large variety of forests, which, in terms of concentration, do not have analogs in other countries of the region. Its nutwood and fir-tree forests are of global importance as the largest preserved areas of relict forests. Forests cover 4.32 percent (864,900 hectares) of the overall territory of the country, according to official data⁷⁴. There is a clear tendency of forest aging in Kyrgyzstan, which is far ahead the tendency of restoration. This is particularly typical for fir tree forests, which demonstrate weak natural renovation. This problem enjoys significant attention from the Government. Ensuring biodiversity and preservation of forested areas are priorities in the National Action Plan on the Development of the Forest Sector for 2006-2010⁷⁵. According to the plan, the average annual area to be improved and restored is 3,000 hectares. The President issued Decree No 331, dated June 28, 2006, which prohibited felling, processing and selling valuable types of trees growing on forest fund areas⁷⁶.

⁷¹ Normatively purified sewage is waste water, which after being purified and discharged into water basins, does not result in the pollution of the water basin or other water use object under control.

⁷² Excluding Issyk-Kul Biosphere Reserve.

⁷³ Source – State Agency on environmental protection and forestry. The previous progress report used data from the NSC, which was calculated with a different methodology.

⁷⁴ Source – State Agency on environmental protection and forestry

⁷⁵ Resolution of the Government of the Kyrgyz Republic No. 693, dated September 27, 2006.

⁷⁶ Decree of the President of the Kyrgyz Republic No. 331, dated June 28, 2006.

Kyrgyzstan is also characterized by a high diversity of flora and fauna – it has about 2 percent of the world flora and 3 percent of the world fauna. Observations show a clear deterioration of species diversity: out of all species of mammals, 27.4 percent are included in the Red Book, which lists endangered species; of all the species of birds, 15.6 percent are included.⁷⁷

Kyrgyzstan's environmental problems cannot be solved without cooperation between the Government and civil society. Currently, the country has over 200 environmental NGOs. In order to ensure compliance with the commitments of the UN Aarhus Convention, a Consultative NGO Council was established under the State Environmental Agency. The efforts of this council, public agencies, and local authorities are all aimed at developing information systems, providing environmental education, and raising awareness and providing training for government personnel working in the ecological sector.

The Kyrgyz Republic has never produced – and is not now producing – any ozone-depleting substances, equipment, or goods, which are subject to the Montreal Protocol. But it does import them. The country has approved a state programme for the reduction of the use of ozone-depleting substances for the period of 2008-2010 (phase two)⁷⁸; this programme includes a schedule for terminating the use of ozone-depleting substances during this period. Currently, the consumption of all ozone-depleting substances⁷⁹ is decreasing. In 2003 the consumption was 61.36 metric tons, but by 2006 it had decreased to 25.4 (a 60-percent decrease). This resulted in the reduction of indicators of per capita consumption of ozone-depleting substances from 12.2 grams per person to 4.9 grams per person.⁸⁰

Other indicators of air pollution, such as the volumes of CO₂ emissions and the emissions of other greenhouse gases do not show any stable dynamics. From 2003 to 2005, Kyrgyzstan produced an average of 2.23 tons per person of CO₂ equivalent and 1.6 tons per person of other greenhouse gases.

Kyrgyzstan is one of the richest countries in the Central Asia in terms of water resources. In 2006, the country's total water intake from natural sources amounted to 8,007 m³ and consumption of water per capita was 25 m³. In general, water intake from natural sources is increasing throughout the country.

There has not been a great deal of progress on addressing the urgent problem of access to safe drinking water in the country, but the trends are positive. More than 1,749 kilometers of water pipelines were commissioned during

⁷⁷ Source: Institute of Soils and Biology of the National Academy of Science.

⁷⁸ Resolution of the Government of the KR No. 374, dated July 11, 2008.

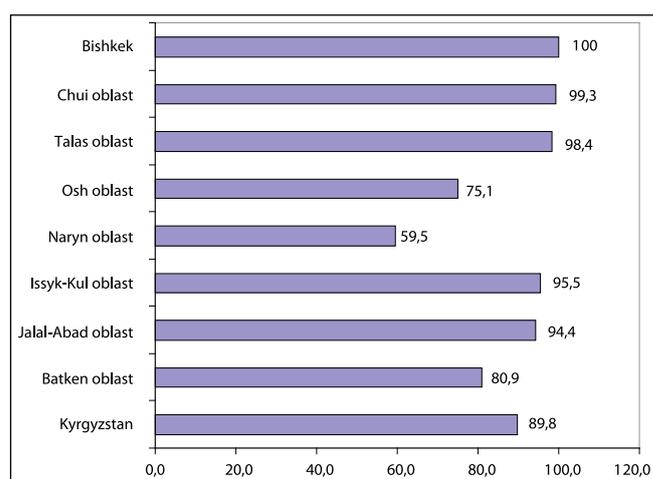
⁷⁹ In order to make a current assessment of progress in achieving the MDGs, the authors used the same indicators and values for 2015, as in the first report. The indicator "energy consumption per \$1 of GDP" was excluded due to the fact that other indicators quite fully characterize the progress towards ensuring environmental sustainability.

⁸⁰ Source: Ozone Center.

2003-2006. In 2007, 93 percent of the population had access to potable water. This is already above the target of 90 percent by 2015. Therefore, additional

access to potable water is annually ensured to an average of 3.6 percent of the population (over 145,000 people). Although these quantitative indicators portray a positive picture, in terms of quality, access to water is still a challenge. According to estimates, 15 percent of water supply systems use open sources, a number that is constantly increasing. Another concern is the contamination of water sources, especially in rural areas. About 11 percent of water sources in the country do not meet sanitary and hygiene norms in terms of micro-biological parameters. It should also be noted that, with respect to regional differences, the situation is less favorable. (Figure 17). The most difficult situations, in terms of access to potable water, exist in Naryn oblast, a mountainous region where only 59.5 percent of residents have access to potable water, and Osh oblast, an area with a high population density, where only 75.1 percent of residents have access to potable water.

Figure 17. Percentage of population with access to safe drinking water in 2006, by oblast



Box 7. Intermediate results of the implementation of a programme to provide the population with safe drinking water

According to estimates, 85 percent of artificial water supply systems use underground sources. But, due to high maintenance expenses associated with these types of systems, there are an increasing number of water supply systems that take water from open sources, which are less safe. The problem of water source pollution is becoming more urgent, especially in rural areas. About 11 percent of water sources in the country do not meet sanitary and hygienic norms, in terms of micro-biological parameters.

Providing the population with drinking water is the major objective of the programme "Taza Suu," which was financed by the World Bank, ADB, DFID and the Kyrgyz

Government. The project was aimed at the construction and repair of water supply and sanitary systems in rural areas. Initially, the plan was to implement the programme during the period of 2000-2006. Due to non-compliance with the time schedule, however, its completion was postponed until the end of 2008. The number of water supply sub-projects and villages was reduced – instead of the planned 240 sub-projects in 730 villages, the programme was to cover 118 sub-projects in 301 villages. These volume changes were due to increased construction costs, but the implementation of the programme was also heavily criticized both by public institutions and civil society organizations. The major complaints were related to financial violations, a lack of transparency in the project's implementation procedures, and a low level of participation from local communities, which did not make their contributions to the construction (5 percent of the total cost). Management of the water supply system developed within the project was not provided and appropriate technical work and repairs were not completed.

Currently, the ADB plans to allocate \$30 million for the implementation of the second phase of the project. The requirements for the contracting organizations, and involvement by local communities and local governments will be increased. The project also includes necessary funds for rural community associations – the consumers of drinking water – as these associations will be responsible for the management and repair of the water supply systems.

Compared to access to drinking water, the improvement of the population's access to sewerage is a more challenging task. From 2003 to 2006, only 2 km of sewerage networks were commissioned. Due to insufficient volume of repair and rehabilitation works, the existing structures regularly do not function properly. The situation is aggravated by the fact that increased domestic migration has resulted in a high concentration of population in Bishkek and the country's other large cities. The newly constructed residential areas around the capital and the towns of Chui oblast do not have adequate drainage systems. Starting in 2006, the process of deterioration in this area was reversed and there was even some improvement – partly due to more active intervention by the Government of the Kyrgyz Republic. The CMCC approved and actively implement an action plan to achieve the goals of the International Year of Sanitation. Nevertheless, the achievement of the target indicator for improved sewerage and drainage systems looks problematic at the moment.

Difficulties and risks in achieving the goal

1. Global climate change poses a new, serious challenge for mankind, in general, as well as for Kyrgyzstan, in particular. The effects of the main challenges associated with climate change are

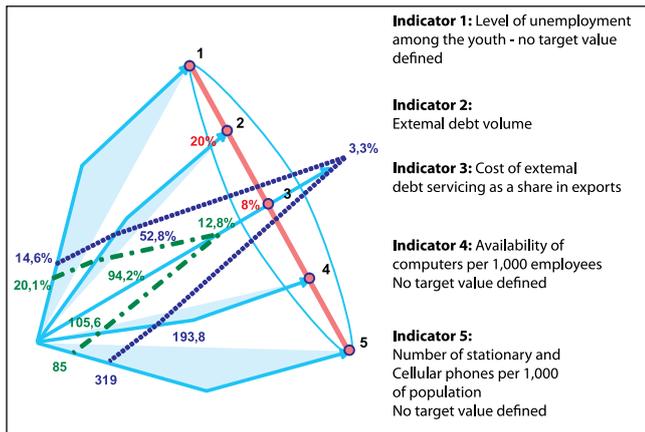
becoming evident in Kyrgyzstan. They include: water shortages, an increase in extreme weather events, the destruction of ecosystems, and the resulting increased threats to the health of the population. Climate changes may significantly modify the characteristics of Kyrgyzstan's ecosystems; result in significant ablation, and create considerable change in the diversity of species. The necessity of reducing the increased anthropogenic load on ecosystems underscores the urgency of taking preventive measures.

2. The current system of environmental monitoring does not meet modern requirements. Kyrgyzstan lacks a national system for monitoring the environment and the exploitation and rational use of biological resources. In addition, the number of environmental components that are subject to monitoring has drastically decreased. The system of state statistical registration of emissions of pollutants into the air is based on data collected by businesses. But this system does not ensure full coverage of the sources of pollution and there are also questions about the reliability of its data. The system of state control over the protection of atmospheric air is not oriented towards the analysis of production processes and prevention of pollution by improving methods of production. This does not allow for a full-fledged, objective appraisal of the status of the environment.
3. The trend towards diversification of energy production through the construction of thermal power plants may result in an increase in the emission of pollutants into the air. In recent years, more than 93 percent of electricity in Kyrgyzstan was produced by hydropower stations. But this has resulted in electricity shortages during periods of water shortage. For this reason, there are a growing number of advocates of increased electricity production by thermal power stations, which will use substantial stocks of carbon. But they should bear in mind that this practice will result in increased hazardous emissions.
4. State financing for environmental protection is insufficient. More money is needed to maintain natural reserves and parks, to stimulate investment in environmental protection, and to undertake other activities.
5. Access to drinking water and sewerage has decreased because of the dilapidated existing facilities, poor quality of services, absence of an institutional system in charge of coordination and regulation of these issues, and insufficient awareness of sanitation issues among the population.

Goal 8. Develop a global partnership for development Targets

- Strengthen international cooperation to support the country's capacity development
- Develop and implement strategies to create decent and productive work for youth
- In cooperation with the private sector, make available the benefits of new technologies, especially in the areas of information and communications

Figure 18. Dynamics of MDG 8 indicators



MDG 8 is aimed at the creation of new mechanisms of global partnership for the purpose of political, social and economic development. This goal is applicable to both industrialized and developing countries. The regional report⁸¹ mentioned that this goal requires developed countries to reduce the debt burdens of developing ones, and to provide them with necessary assistance and better access to technologies and markets. The same report also says that the situation in the poorer countries of Central Asia poses a development challenge for the international community, but despite this, the international community does not pay as much attention to Central Asia as it does to other vulnerable regions of the world. The report also stresses that assistance from the international community should be matched by a complete willingness on Central Asia's part to help itself.

Based on this message, the first report paid particular attention to MDG 8 and the targets developed for this goal are related to the real and concrete needs of integrating the country into the international community. The first report proposed the use of the following indicators to monitor progress in achieving these targets:

- amount of external aid to the country;
- amount of external debt rescheduled within debt-relief programme;
- cost of servicing external debts, as a share of exports of goods and services;
- level of unemployment among the youth;

⁸¹ Regional report on the Millennium Development Goals in the European and CIS countries "National Millennium Development Goals – the platform for action," 2006.

- number of stationary and cellular phones per 1,000 people; and
- number of personal computers in use and number of Internet users per 100 people⁸².

Cooperation with international community for the development of country capacity

Current situation and trends

The first report paid a great deal of attention to the problem of external assistance. Since independence, the Kyrgyz Republic has enjoyed significant aid from the international community. This support has come in the form of loans, consultancy services, and grants; the international community has also supported Kyrgyzstan's international initiatives and rendered other types of aid.

After the collapse of the Soviet Union, the Kyrgyz Republic had to solve serious economic and social problems. Therefore, it resorted to substantial external borrowing. By 2007, the country's foreign debt exceeded its GDP (its debt was 101.9 percent of its GDP in 2000). This situation was aggravated by the country's lack of experience with foreign debt management and, in particular, a lack of strict control and monitoring of project implementation, weaknesses in the designs of external aid projects, and a lack of efficiency criteria. The government institutions were also unable to cope with the foreign debt issues.

The high level of external debt jeopardized the country's ability to allocate substantial resources to social and economic programme. The expert who drafted the first report proposed the target indicators of 20 percent of the amount of external debt in 2001 and 8 percent of the value of exports of goods and services.

Difficulties with external debt servicing since independence forced the Government to undertake a series of measures aimed at reducing the debt level. More specifically, the Government adopted the Mid-Term Strategy for External Debt Reduction for 2002-2005. This strategy was based on the following fundamental principles: all loans from external sources must include a grant element of not less than 45 percent; public investments were to be reduced and the volume of grants, increased; the external debt was to be rescheduled within the framework of the Paris Club Protocols; and obligations on external debt servicing were to be complied with.

The CDS approved indicators similar to those presented in the first report as targets. The difference is in the methodology of calculating these indicators. For example, in the CDS the level of external debt service was rendered as a percentage of the revenues of the national budget and a percentage of the GDP.

The Government of the Kyrgyz Republic twice applied to the Paris Club of creditors. The rescheduling of the foreign debt in 2005 allowed the Kyrgyz Republic to solve the problem of servicing the debt it owed to bilateral creditors, achieve a substantial savings of budgetary funds for a long period (until 2020), and qualify for

⁸² For the first and the two last indicators, target values were not defined. The base of Figure 18 contains the analogous indicators for Russia for 2007, solely to evaluate the progress in this indicator.

better terms and conditions on its foreign debt. The country's external debt fell to 53 percent in 2007. It should be noted that the Government and the donors made substantial efforts to harmonize external aid procedures. One important achievement was the approval of the Joint Country Assistance Strategy by the major donors to the Kyrgyz Republic.

An assessment of the dynamics of indicators based on the dynamics of external debt reduction shows that the target value will be reached in 2013, and the ratio of external debt service payments as a share of exports in recent years is less than 8 percent.

Difficulties and risks in achieving the goal

The situation with Kyrgyzstan's foreign debt still remains unstable. The large size of the debt will produce a negative impact on Government reforms. Absence of a public debt management strategy for the mid-term is a factor that will create barriers to ensuring further sustainability of external debt. There are also challenges in increasing the effectiveness of the utilization of loans and grants.

Access of youth to decent and productive work

Current situation and trends

The first progress report mentioned that unemployment is becoming an urgent problem for youth, but there was no quantitative target for youth employment (due to statistical problems). The basic policy documents, such as the CDS and the National Population Employment Programme until 2010, mention that the problem of youth employment is serious, but they also do not provide quantitative targets for addressing it.

Starting in 2003, the level of unemployment among 15- to 24-year-olds improved, modestly: in 2003, it was 16.4 percent; in 2006, it reached 14.6 percent. But these figures are both still significantly higher than the official total unemployment rate, which was 8.1 percent in 2005. The CDS set the goal of reducing youth unemployment to 4.7 percent. Therefore, the dynamics of the indicator unemployment among youth should correspond to the dynamics of the basic indicator or be ahead of it.

Difficulties and risks in achieving the goal

Although job creation for youth has been declared a priority, there is no specific employment programme for this group of the population. It seems that society does not pay enough attention to the employment of this segment of the population. Furthermore, there is not a clear awareness of the fact that compared to others, young people are for the first time entering the labor market and therefore are more vulnerable. The absence of a policy on comprehensive education and vocational training and of employment programme for the youth are the main barriers to addressing this challenge.

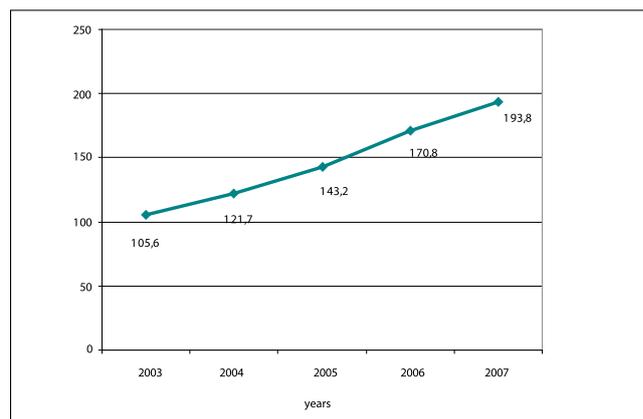
Integration in the international information space

Current situation and trends

Communications operators in the Kyrgyz Republic provide basic telephone services using wirelines, networks and mobile communications, which together cover more than 95 percent of the country's population. In cities and towns, there are Internet cafes and dial-up Internet connections; mobile and telephone communication services are becoming increasingly available.

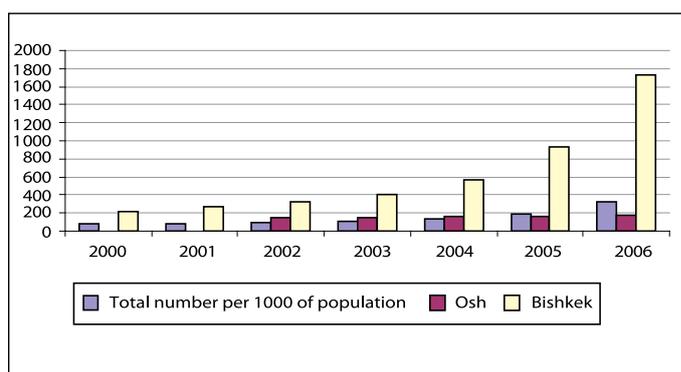
The level of access to telecommunication services available to the urban population in the Republic is characterized as high and is constantly growing, creating more and more opportunities to use stationary and mobile telephone communications and access to the Internet via dial-up connections, home networks, broadband connections and mobile terminals (Figure 19). At the same time, there is a significant "digital divide" between urban areas – especially Bishkek – and the rest of the country. This gap is quite visible even when comparing Bishkek with Osh, Kyrgyzstan's second city.

Figure 19. Number of computers in use per 1,000 employees



The calculation of the indicator "number of personal computers in use and number of Internet users per 100 people" is difficult because of the statistical errors involved in trying to register only computers that are really in use. Therefore, to evaluate access to information and communication technologies, it is more appropriate to use the indicator "number of employees using computers in their work activities per 1,000 employed people" (Figure 19). This indicator has increased steadily over time.

Figure 20. Number of stationary and cellular phones per 1,000 people



Difficulties and risks in achieving the goal

Access to Information and Communication Technologies (ICT) in the regions is restricted by the low incomes of the residents there. The development of the country's telecommunications infrastructure has reached high levels only in the profitable sectors and in the territories with high population densities. This process was assisted by the opening of the telecommunication services market to private investment and competition.

Chapter 2: Social and economic policy improvement recommendations for achievement of the Millennium Development Goals

Progress toward MDGs achievement in the Kyrgyz Republic has been marked by many difficulties. The first chapter considered the difficulties and risks in achieving each of the eight goals. As a rule, the main barriers to achieving the goals are internal ones; identification of them allows the development of recommendations for overcoming them. At the same time, it is necessary to take into account considerable external changes: instability in the global financial, food and energy markets can seriously undermine the Kyrgyz Republic's potential for achieving the MDGs. Global processes can negatively impact – and in some cases have already impacted – the social and economic situation of the country. The main risks for the country are following:

- a slowdown in export growth due to a reduction in demand from partner-countries;
- sectoral problems in the CIS countries (for example, in the construction sector where most of Kyrgyz migrants work) can lead to a decrease in remittances; and
- reduction in opportunities for borrowing in external markets, due to the markets' low levels of liquidity.

All these risks could potentially have negative impacts on Kyrgyzstan's economic growth and its budgetary obligations to implement planned social programmes, which could directly or indirectly influence the achievement of each goal.

This chapter proposes recommendations for overcoming obstacles to the achievement of the goals. Given the novelty of many processes in world markets, these recommendations cannot fully address all problems and risks occurring in the process of achieving the MDGs. Still, they represent a core set of recommendations, which can and should be modified and supplemented to address events as they unfold.

Goal 1. Radically reduce extreme poverty

The main methods of reducing poverty are: focusing social policy on poverty challenges; and ensuring sustainable economic growth. The proposed measures aimed at reducing poverty are grouped into the following categories:

1. Social protection of vulnerable groups;
2. Countering inflation and ensuring food security;
3. Measures aimed at ensuring sustainable economic growth;
4. Development of rural regions; and
5. Reduction of regional imbalances.

1. Social protection of vulnerable groups

Social policy measures play an important role in poverty reduction. While the welfare of the working population can be improved principally through more economic

opportunities and higher incomes, social assistance should continue to target children and vulnerable groups, including the elderly and the disabled.

As shown above, the increased budget does not yet play a very significant role in tackling poverty-related problems. Therefore, budget allocations for the social sector should be increased. Targeting social assistance toward low-income families has proved effective in alleviating the most acute forms of deprivation. But the volume of income transfers is not large: the average monthly benefit per recipient is currently KGS 124 (although it was recently increased from KGS 88), well below the extreme poverty line of KGS 640. To ensure better coverage of the needy population, an improvement in the benefit allocation system is necessary.

The existing system of income assessment allows for errors in defining beneficiaries. It is hard to make a thorough appraisal of revenues from informal business activities and remittances. It is also difficult to accurately assess imputed income from land, since income from livestock is not currently taken into account. Therefore, the number of households that receive cash transfer benefits is much higher than the number of those who need them. The large number of benefit recipients (500,000 in total – 10 percent of the population) precludes increasing the level of support to those who need it most. To increase the contribution of targeted social assistance for poverty reduction, it is necessary to refine eligibility criteria, improve the targeting of benefits, and increase the amount of support to those in real need. This is particularly important as the role of social assistance is increasing because of rising food and energy prices.

An effective social safety net should include both cash benefits and social services. More efforts are required to improve the delivery of social services by both public and non-governmental organizations. The recently adopted Law on Social Contracting provides such an opportunity. The following measures could improve the effectiveness of the social assistance system in reducing poverty:

- The system of state benefits should address “new” forms of poverty, especially those arising from unemployment and migration.
- Administrative standards should be developed for the delivery of assistance, the legislative framework should be improved, and funding for social services should be insured. Development of effective services at the community level will strengthen community involvement in improving the mechanisms of assistance. For example, the implementation of the SOS-Villages project reduced the number children in long-term residential care.
- Here is a need to ensure stronger coordination of poverty reduction and human development

programmes. In particular, this applies to the linkages between the Ministry of Labor and Social Development, the Ministry of Health, the Ministry of Education and Science, and the Social Fund.

- Annual revision of the norms for calculating imputed income from land plots is needed, along with the introduction of assessment of income from livestock. Sample visits to households should be conducted to appraise household living standards to assess eligibility for social assistance.
- Categorical eligibility criteria should be introduced, in addition to the assessment of incomes. These criteria may be based on family composition. Families with two or three able-bodied members may be considered self-sufficient and, therefore, the amount of cash assistance extended to them may be revised. They may also be offered micro-loans instead of cash assistance.
- The practice of paying annual benefits to households in single, lump sums should be resumed so that households can invest the funds in income-generating activities. This practice was successfully tested within the framework of a pilot project.
- Paid public works should be expanded as a form of assistance to those who are registered as unemployed. Compared to the unemployment benefit, public works may be a better incentive to resume regular labor activity.

2. Countering inflation and ensuring food security

The macroeconomic stability of Kyrgyzstan is facing new risks created by rising food and energy prices. These local price increases are driven by external factors, such as rapid increases in prices for wheat and natural gas on the world market and increased demand for the export of local agricultural produce and construction materials, and also by internal factors, such as a reduction of the cultivated area and declines in the yields of grain crops.

A set of measures aimed at ensuring food security may include the following:

- Creation of a stabilization fund to accumulate some of the revenue generated by taxation of imports. This recommendation is related to the fact that one of the sources of budget revenue is migrant remittances. Their amount depends on external factors and, therefore, their sustainability cannot be ensured by economic policies undertaken in Kyrgyzstan.
- Anti-monopoly control can be applied to prevent excessive speculation in food prices by the limited number of suppliers in the domestic market (although it is not advisable to practice any form of administrative control over food process).
- To mitigate the impacts of price shocks on vulnerable segments of the population, effective social protections are required. Temporary measures may be introduced to ensure the provision of food

products to the low-income population at subsidized prices.

- To prevent children from becoming malnourished, particular attention should be paid to expanding national programme of micronutrient supplementation (Vitamin A, flour fortification, salt iodization), breastfeeding, sanitation, hygiene, and especially community-based interventions. The nutritional status of children under five should be monitored.
- There is a need to set up an effective food security monitoring system that would watch over crops planted and amounts of food produced locally and assess the volatility of food prices on the world markets.

3. Measures aimed at ensuring sustainable economic growth

Ensuring sustainable economic growth should become the key factor in poverty reduction.

Economic growth in recent years has been spurred by an inflow of remittances by migrant Kyrgyzstani workers, mainly in Russia and Kazakhstan. Consumer demand stimulated growth of output in agriculture, tourism, construction, and trade, creating more employment and higher earnings in these sectors. While helping to generate income and reduce poverty, this growth was not based on higher productivity. The Kyrgyz economy is characterized by low competitiveness and insufficient export potential.

One of the most important policy objectives is improving the quality of Kyrgyzstan's growth by modernizing and diversifying its economy. This approach is in line with the priorities of the current CDS. The main sources of growth should be increased public and private investments in new, competitive sectors of the economy and reform of the financial sector.

Ensuring dynamic growth leading to poverty reduction depends, to a great extent, on:

- Growth in investments and improvement of the business climate. In recent years, capital investments in fixed assets increased to 17 percent of the GDP, significantly higher than previous years. Still, this level should be even higher – at least 25 percent – to ensure economic growth. This requires the following actions:
- Improved use of public funds. The Mid-Term Budget Framework (MTBF) and programme budgeting should serve as instruments for more efficient use of public resources for development. CDS priorities are currently not fully reflected in the MTBF. Better forecasting and priority setting are necessary to ensure that the use of budgetary funds will correspond to strategic goals and to increase the effectiveness of public investment.

- The small and medium-sized enterprise (SME) sector should become an engine of growth, employment, and income generation. The new taxation regime provides more favorable conditions for small entrepreneurs by reducing tax rates. Policies should be oriented towards proper implementation of these measures, focusing on remaining administrative barriers, and building the human capacity for tax administration at the local level. Reforms of the business environment should be aimed at removing barriers to economic growth in the following ways:
 - improving national regulatory legislation;
 - significantly reducing governmental interference in business; and
 - increasing the efficiency of institutions to promote and attract investment.

The application of the “guillotine” principle, i.e., the removing of unnecessary regulatory documents by conducting a Regulatory Impact Assessment, has been significantly delayed. This procedure should be implemented within one year. There is also a need to revise a number of laws in order further reduce administrative procedures and paperwork – in particular those which relate to the issues of licensing and state registration, as well as export-import procedures.

In terms of administration, a particular focus should be put on the reduction of the number of inspections. These inspections should mainly affect tax evaders and not punish enterprises that act in good faith. In this respect, there is a need to introduce mechanisms based on the assessment of tax evasion and non-compliance risks.

There is a need to continue the practice of developing investment policy on the basis of a dialogue between the state and business. There is also a need to maximally ensure that the voices of small and medium-sized businesses are heard at the decision-making level. The creation of a consultative council composed of representatives of public institutions and businesses at the level of regulating agencies and oblast administrations is recommended.

The functions of each agency in dealing with investors should be clearly defined in order to avoid duplication. Work with investors should be based on a system that involves concrete time schedules and procedures, and clear lists of public agencies involved in the consideration of investment proposals. Based on the experiences of many other countries, the creation of an Agency on Promotion of Investments is likely to be useful. This agency would promote investment projects, starting with contracting the investor and continuing until the commencement of construction.

Remittances from labor migrants have become a factor in Kyrgyzstan’s macroeconomic development. A key problem is the necessity to transform these remittances into sources of investment and growth. Incentives for investing these revenues should be developed in the banking system, the capital markets, and private pension

funds. This requires a separate study, but the following measures should be undertaken.

1. Safeguarding the human rights of Kyrgyz migrants:
 - create groups for legal support to migrants in all spheres of their activity (for example, on transport and in areas where their living quarters are concentrated);
 - create information centers providing full information on working and living conditions;
 - draft and execute agreements at the inter-governmental level to regulate the conditions of labor migration and organized recruitment; and
 - simplify border-crossing procedures.
2. Create the conditions for vocational training:
 - establish representative offices of large companies in the Kyrgyz Republic in order to ensure appropriate professional training for these companies’ workers; and
 - reorient vocational training programme to address the interests of recipient countries and migrants.
3. Create incentives for saving and investment:
 - introduce a remittance transfer system allowing the direct placement of remittances into saving accounts (similar systems are recommended for banks that offer services for independent migrants);
 - an indirect saving tool would be the creation of the stabilization fund recommended above, since cash remittances are, in fact, one of the sources of customs payments for imported products; and
 - further development of micro-finance institutions is required, as shown below.

4. Development of rural regions

Agricultural and rural development is a major strategic opportunity for Kyrgyzstan.

Kyrgyzstan has the potential to produce and export a range of agricultural commodities, including grain, tobacco, vegetables, fruit, meat, and wool. Despite being landlocked and remote, the country enjoys the major advantage of being close to the large and dynamic markets of Russia (particularly the Urals and Siberia), Kazakhstan, and China.

The government should move to take advantage of this strategic opportunity to become an exporter of competitive agricultural commodities. The cluster method is a good approach to developing the value chain of agro-processing and building its export potential. Clusters are already evolving around milk processing in Tokmak and starch production in Aksu. In both cases, foreign investors have been active in expanding the value-chain and auxiliary production and services. Similar regional clusters can be developed around the production of grain, cotton, tobacco, vegetables, fruit, and sheep. This strategy will support economic growth, job creation, and poverty reduction in rural and mountainous regions

where poverty is concentrated. Such a strategy would also ensure Kyrgyzstan's food security, which is currently a cause for concern.

The main obstacles to intensive agricultural development are small plot sizes, and lack of capital, machinery, credit and extension services. Therefore, the following measures are urgently needed to support the intensification of agricultural production:

- **Promote cooperatives.** Farmers' cooperatives should be encouraged and supported to overcome inefficiencies caused by small plots. By pooling land and resources, farmers will achieve economies of scale and facilitate access to machinery, services, markets, and credit.
- **Develop production and value chain strategies.** Farmers' processing activities must be supported as part of the production and value chain strategy. Creating small local processing centers (e.g., corporate kitchens for local processing of vegetable, fruit, milk and meat) will generate additional income and will increase marketing opportunities for producers. Investments are also required to develop a widely accessible network of milking, dairy, and slaughter facilities. New processing capacities mean more jobs for rural workers.
- **Extension services.** The government should invest in – and attract private investors for and encourage donors to support – providers of agricultural extension services, including: machinery, agronomy, water services, and marketing to farmers. Extension services will create more non-agricultural employment in rural areas.
- **Expand livestock.** State support should be provided for rebuilding herds of livestock, particularly sheep, which had declined dramatically but have recently started to increase. Kyrgyzstan has excellent mountain pastures. Regions that are now poor could become prosperous if they specialized in export-oriented sheep breeding. The CDS outlined measures to develop livestock breeding (especially of fine-wool sheep) and meat production. State support of livestock farming should include infrastructure development in high-altitude areas, especially roads to improve their accessibility.
- **Expand credit.** Lack of availability of credit for farmers and providers of extension services is the main obstacle to development in this area. Measures to expand credit to the agriculture sector should be at the forefront of government policy.
- **Develop the land market.** To ensure the expansion of credit, developing the land market is crucial. Promoting the purchase, sale, and lease of land is also a way of overcoming the small sizes of plots and creating larger-scale, intensive farms.
- **Promote micro-finance.** Kyrgyzstan has had positive experience with micro-credit programme

provided by NGOs, which do far more outreach than similar, state-run programme. Micro-loans have had a significant impact on the improvement of the living standards of the rural poor. The extent of the micro-finance programme, however, is very limited compared to the need for them. The CDS sets a target of doubling the number of micro-credit recipients to 440,000. A lot of capacity building is required to adopt the prevailing best practices in micro-credit. The legislative framework needs improvements aimed at the expansion of financial instruments. Opportunities need to be created for participation in deposit insurance schemes.

- Though micro-credit institutions are becoming profitable and sustainable, the poor are still unable to break out of the subsistence economy because they lack their own savings and must continuously resort to micro-loans, generally for short periods and at high rates of interest. In this context, the rural poor need to be empowered through opportunities to start their own savings, developing some kind of regular thrift habit for contingency purposes, productive investment, and consumption needs.

The future of Kyrgyz farming lies in the emergence of a class of farmer-businessmen using modern technologies to produce high-quality food for the domestic market and for supermarket chains in Russia and Kazakhstan. This would be a real and effective way of overcoming rural poverty and is achievable in the medium-term, provided the right policies are applied.

5. Reducing regional inequalities

Two of the main instruments for overcoming regional disparities are regional and local development strategies that identify local priorities and serve to attract necessary resources for local development. Regional development plans are prepared and approved through a broad participatory process. They should be adopted at the national level to assure the central government's commitments to the development of individual regions. In particular, regional development plans should promote the achievement of the following objectives. The competence and capacity of local authorities to act as development agents and deliver necessary services also needs to be strengthened through the process of decentralisation. Local strategies, in particular, must:

- identify prioritized development objectives for the region, based on deep analyses involving all stakeholders and experts;
- take account of the available regional resources, assesses resource needs and gaps, and set priorities for utilization;
- serve as instruments of budget planning for the regions, attracting donors and private investors;
- formulate strategic regional projects in key sectors such as agriculture, tourism, and infrastructure, which require national-level engagement; and

- align regional development priorities and projects with the Country Development Strategy and the MTBF.

Goal 2. Achieve universal basic secondary education

Achieving universal basic education and ensuring equal opportunity for girls and boys alike to get full basic secondary education, will require a comprehensive approach towards solving the problems of the educational sector. But the goal can be achieved if the following objectives are successfully reached:

- improvement of public and private funding mechanisms for educational establishments;
- more effective management in the educational system;
- improved content and technologies for primary and secondary education; and
- development of a quality assurance system for educational services.

Within this framework, the following tasks should be achieved:

- continue the development and introduction of the Framework National Curriculum for basic secondary education as one of the main normative and legal documents defining the development of the school education system in the Kyrgyz Republic and continue the shift toward a results-oriented educational system;
- continue the development and introduction of school curricula and subject curricula;
- improve the accessibility of high quality basic education for all children, regardless of their sex and place of residence;
- develop the concept of quality education and establish the conditions for achieving quality education in all training establishments;
- establish stricter criteria for licensing and attestation of educational establishments;
- establish a stable institution for independent external evaluation of educational services at all levels of secondary school and expand the practice of quality measurement to all comprehensive education establishments;
- establish a public accreditation institution, which can confirm that educational establishments provide educational services in accordance with official requirements and that they correspond to established quality criteria;
- increase the investment attractiveness of the educational area and create incentives for making investments in, and offering sponsorship for, secondary schools; create a system of incentives to expand opportunities for employers to participate in the development of primary and secondary vocational training institutions;

- develop an effective market of educational services, increase competition among schools, continue the shift to the principle of per capita financing, and increase the transparency of the informal market of educational services by providing it with public support;
- improve financing for the educational system and the material and technical bases of the training process; change the structure of public financing for education by reducing assistance to higher education and increasing funding for secondary schools – especially rural schools;
- improve the system of support for children from socially vulnerable segments of the population, develop a system of selecting the most talented children – especially from low-income families – for transfer to elite educational establishments with full financing from the state;
- develop a clear vision of the primary and secondary education system; develop a corresponding development strategy to achieve that vision; introduce targeted and profound changes in the overall management of the education system and in the management of key functional areas (finance, educational process management, personnel management, innovations management, and marketing);
- increase the informational openness of the educational sector, promote the expansion of the volume, quality and sources of information on the educational establishments and on the requirements of the labor market, including the countries which are major destinations for labor migration (for graduates from primary and secondary vocational training institutions);
- improve the coordination of the state contracting system for graduates of primary and secondary vocational establishments and the demand for them in the existing and prospective labor market, in view of the country's development prospects; and
- create a public-private partnership mechanism that will help the state government, local governments, and civil society to agree on priorities in this sector.

Goal 3. Promote gender equality and empower women

Mainstream gender dimensions in national strategies and programmes:

- Based on the CDS and the strategic goals for the country's development until 2020, there is a need to revise the National Action Plan (NAP) on Achieving Gender Equality; this plan should synchronize policy measures and indicators of monitoring and evaluation with the CDS.
- Base the criteria for the selection of the priorities of the NAP on the commitments of the country with

respect to the MDGs and the recommendations of the UN Committee on Discrimination based on the Third National Report of the Kyrgyz Republic on compliance with the CEDAW.

- Conduct a gender analysis of sectoral programmes and the development strategies of the ministries, agencies and local public administrations and use the findings of this analysis as the framework for gender-sensitive planning and budgeting.

Improve legislation:

- Strengthen the role of the Parliament with respect to the performance of its oversight function on evaluating the effectiveness of approved legislation in this area and the control over compliance with the country's international commitments, including follow up on gender-sensitive MDG indicators.
- Preserve temporary special measures in the legislation on elections; apply them to the executive structures in order to further increase the number of women in representative organs and the civil service.
- Revise the law on social and legal protection to the victims of domestic violence in order to increase its enforceability. Based on this law, take measures to prevent domestic violence and the abduction of brides, and to ensure state support for the system of legal and medical-and-social assistance for the victims of violence.

Economically empower women:

- The priority of gender policy should be economic empowerment of women based on equal employment and entrepreneurial opportunities, especially in rural areas. This requires a gender assessment, followed by improvement of legislation aimed at ensuring the rights of women in the areas of employment, and ownership of land and other assets.
- Policy measures should be enshrined in strategic documents to increase the share of female entrepreneurs and women working in paid jobs in the non-budgetary and non-agrarian sectors.
- The principles of affirmative action should be introduced in the policy and practice of vocational training; preference should be given to the sex that is under-represented in each specific sector or branch of economy.
- Develop and improve state family policy aimed at supporting employees with family responsibilities, as well as the system of pre-school institutions for children.

Overcome stereotypes through education and information policy:

- Adopt a set of measures integrating gender issues in all levels of education, institutionalize academic gender education, conduct gender analyses of textbooks and training materials for pre-school, secondary and higher educational establishments.

- Ban the promotion of discriminatory traditional and religious beliefs in the state media and conduct broad awareness campaigns aimed at overcoming gender stereotypes that create obstacles to opportunities for women.

Goals 4&5. Reduce child mortality and Improve maternal health

- In developing new programme documents such as the CDS, one should take into account the comprehensive character of the problem and develop an inter-sectoral programme, considering analyses of key socio-economic and cultural-and-informational causes, and issues of close interactions among governmental and non-governmental structures and agencies involved in solving this problem.
- There is a need to approve a "concept for demographic policy" within the new CDS. This concept should pay specific attention to birth rates, mortality (including child and maternal mortality), and migration.
- Initiatives aimed at introducing new methods for studying specific cases of maternal and child mortality should be supported. Clear identification of causes of death and corresponding measures in different sectors are needed. The results of such studies must be used by decision makers to increase awareness of the issue and to mobilize national and donor resources.
- The Government should provide support for initiatives aimed at ensuring safe pregnancy and should promote an increase in the effectiveness of peri-natal aid. The material infrastructure of medical and prophylactic institutions that offer services to mothers and children should be strengthened. The quality of care provided by these institutions must be raised.
- Due to the outflow of qualified specialists from the country, as well as urban-rural imbalances in medical staff, there is a need to revise the system of incentives for medical specialists.
- Since the majority of the population cannot afford to buy contraceptives, there is a need to consider including funds in the budget of the Ministry of Health for guaranteed delivery of contraceptives in order to ensure access to them by members of the most vulnerable sectors of society.
- Measures should be taken to increase awareness of how to safely and effectively apply various methods of contraception, increase access to family planning services, and reduce or redistribute the domestic workload, especially in rural areas.
- The state should promote free medical and sanitary inspections and provide targeted assistance by preventing of anemia for all groups of population.

- The network of (municipal and agency) pre-school institutions should be expanded. The existing network of pre-schools should be supported. Family centers and community kindergartens should be provided with methodological, legal, and normative support, as well as consultative assistance.
- Social protection during pregnancy should be improved, social maternity benefits should be increased, and employers and trade unions should take greater responsibility on the issues of protecting pregnant women and children. A gender-balanced family policy, an increased role for fathers in performing family duties and raising their children, should be a priority.
- Special surveys and studies of the experiences of other countries in detecting, registering and reacting to cases of family violence against women and children should be conducted.

Goal 6. Combat HIV/AIDS and other diseases

- The incidence of brucellosis and the number of drug users should be included as indicators for CDS monitoring.
- There is also a need to develop and adopt new indicators to help evaluate the progress of combating HIV/AIDS (these are described in more detail in Box 4 in the section on MDG 6).

HIV/AIDS

- Further actions should be taken to analyze, revise, and align legislative acts with international norms to create a favorable environment for the expansion of HIV/AIDS-prevention programmes.
- There is a need to develop mechanisms for legal protection for medical staff who have been exposed to the threat of being infected with HIV, to revise the approaches towards HIV-prevention programme for vulnerable populations, and to develop methods and programme of HIV prevention for youth, migrants and street children who practice risky behaviors.
- Since awareness plays an important role in the prevention of HIV/AIDS, there is a need to find funds for the publication of educational materials on the subject and to place social advertisements on the subject on TV.
- To develop safe sexual behaviors among youth, programmes on healthy lifestyles should be included in the curricula of all educational establishments, teachers should be trained on the subject of healthy lifestyles, and regular advertising campaigns should be conducted in the media on the prevention of HIV/AIDS and other sexually transmitted diseases.
- In order to reduce the incidences of HIV/AIDS, drug addiction, and tuberculosis, particular attention should be paid to the penitentiary system.

Drug addiction

- Based on UNODC's 2006 assessment, about 50 percent of injection drug users were covered by prevention programmes. In order to improve effectiveness of the fight against consumption of narcotics, hazard reduction programmes should be broadened and rehabilitation programmes should be introduced.

Tuberculosis

- Financing for anti-tuberculosis activities is still far from comprehensive. In order to improve on the results achieved through the National Programmes on tuberculosis, additional measures and funds are needed. Targeted financing is required to conduct the whole spectrum of anti-tuberculosis measures.
- Since awareness of the symptoms of tuberculosis is very low, more attention should be paid to awareness campaigns that explain the symptoms, routes of transmission, and proper treatment of tuberculosis.

Malaria and brucellosis

- Dissemination of information – on, for example, protecting households against gnats, taking prophylactic medicines, etc. – contributes to the prevention of the outbreaks of malaria. Therefore it would be useful to increase the level of awareness of anti-malaria measures.
- More attention should be paid to the awareness of the population of methods of preventing brucellosis. Dissemination of informational materials (preferably in rural areas) on brucellosis should be expanded. Measures should also be taken to combat brucellosis through agricultural development programmes.

Goal 7. Ensure environmental sustainability

The following measures should be taken to preserve environmental sustainability:

- improvement of the content and technologies of environmental and water-supply programmes and activities;
- improvement of economic and management mechanisms for implementing environmental programmes and activities; and
- more effective management in the areas of use and preservation of natural resources.

Within these broad goals, the following tasks should be accomplished:

- develop research and applied studies in the area of environmental protection and improve the scientific assessment of the environment;
- improve monitoring and statistical analysis of environmental issues;
- ensure open, reliable and timely information on the status of the environment, its protection, and the utilization of its natural resources; create and develop a corresponding informational system;

- develop mechanisms for increased activity and participation by local governments and civil society organizations in the development and implementation of environmental programmes and interventions, through the creation of an information system, an environmental awareness programme, and education and training programmes for staff in the area of ecology;
 - increase the responsibilities of municipalities in addressing environmental protection issues;
 - solve water supply and sewerage problems based on the real needs of the population, consistent appraisal of the current quality of services and status of the infrastructure, and realistic assessments of the possibilities for achieving the goals, given available resources;
 - develop the capacities of water supply agencies in terms of their financial self-sufficiency and their budget planning skills;
 - strengthen coordination of state agencies on these issues and improve awareness campaigns, especially of sanitation problems;
 - develop a set of indicators aimed at ensuring the inventorying of natural resources and assessment of the impacts of economic activity on their status, and application of this system for the appraisal of plans, programmes and legislative acts; the principles of sustainable development should be made a doctrine and included in all programmatic documents as well as normative and legal acts;
 - introduce evaluations of environmental costs into pricing structures: payments for pollution and degradation of the environment should reflect the real cost to the environment and the real costs of externalities;
 - introduce economic incentives for the introduction of protective, resource-saving, low-waste and waste-less technologies and equipment;
 - introduce incentives for the rational use of natural resources, reconstruction of existing enterprises involved in the transition to low-waste and resource-saving technologies, and incentives for shifting from use of non-renewable resources to non-depleting use of renewable ones;
 - increase fuel efficiency by improving combustion methods;
 - increased the share of secondary resource utilization as well as the collection, processing and utilization of waste;
 - improve legislation on natural resources use and environmental protection, including a system of environmental limitations, regulations on the use of natural resources, and legal and normative regulations on functions related to the possession, use, and disposal of natural resources;
 - introduce environmental audits and insurance;
 - work to prevent man-made catastrophes;
 - expand international cooperation on environmental protection and the use of natural resources;
 - apply international experience to the development and implementation of programme to increase forested areas, expand the network of specially protected natural territories, preserve and rehabilitate unique ecosystems, and provide the population with safe drinking water; and
 - ensure priority financing of state programmes in the area of rational use of natural resources and environmental protection; the progress in the achievement of the MDG on ensuring environmental sustainability depends on increased financing from the budget.
- Goal 8. Develop a global partnership for development
Cooperate with the international community to build the country's capacity.**
- To further improve the Kyrgyz Republic's debt-management system and achieve debt sustainability, there is a need to develop a mid-term strategy for national debt management and a strategy for attracting external aid. The following principles should be part of these documents: (i) attraction of external loans and grants within PIP (Public Investment Programme) in accordance with the priorities of the state; (ii) timely servicing of the national debt; (iii) development of a public securities market; and (iv) increased efficiency of aid use.
 - There is a need to continue the negotiations on external debt reduction; conduct negotiations with creditors on debt conversion (debt for assets, ecology, and development); ensure a high rate of beneficiary lending; and develop and approve procedures for attracting external loans, which shall define the priority and economic efficiency of grants and loans. The government should monitor the attraction of private and unsecured loans. Despite considerable progress (Kyrgyzstan has exceeded target indicators for this goal) the government should pursue a prudent policy on external debt.
 - Particular attention should be paid to issues of gender equality when developing international assistance mechanisms. The government should support the social and economic programme of civil society, which are backed by the international door community.
- Access for youth to decent and productive work**
- In view of the urgency of this problem, it is necessary to draft a separate programme on unemployment among the youth. This programme may be targeted towards the following activities: (i) increasing the capacities and coverage of youth labor exchanges; (ii)

ensuring there is enough demand for graduates from educational establishments, especially vocational training institutions; (iii) improving public agencies' programmes for helping youth plan their futures; (iv) resuming civilized negotiations with other countries on issues of recruiting young people; (v) enhancing social dialogue on employing young people.

Integration in the international information space

Development of the communications infrastructure will require the following activities:

- making the development of ICT an integral component of the national and regional development strategies applicable to all sectors of the Kyrgyz economy; supporting the attraction of private and foreign capital for infrastructure development;
- privatization of the public telecommunication company;
- development of a modern national data transfer network: creation of a primary fiber optic communications line; and installation of telephones in the regions which do not yet have them; and
- improving the accessibility of the radio frequency spectrum for new wireless communication technologies and developing access to communication based on modern wireless technologies (WiMax).

Development of telecommunication infrastructure should result in high quality access to the transfer of data by broadband networks, thereby creating significant capacity for e-education, e-healthcare, and e-commerce.

The development of human potential in Kyrgyzstan requires:

- organization of proper education and professional training at all levels, from primary school students to adult learners, thereby creating opportunities for the majority of people, especially those in difficult situations;
- broadening the population's potential with respect to the effective application of ICT through regional and international cooperation;
- improvement of basic education and advanced qualification in the areas of science and technology; this would ensure the appropriate number of qualified ICT specialists which, in turn, would contribute to the regional development of this sector; particular attention should be paid to training in the area of network infrastructure and maintenance, since the level of education in this area is a decisive factor in ensuring effective, reliable, competitive and safe ICT-based network services.

The following measures should be undertaken in the area of education and training:

- development of a system of continuous training for ICT instructors and specialists;
- development of a certification system for ICT specialists;
- standardization of the educational process in the area of ICT;
- creation of incentives for young people to obtain education in ICT; and
- provision of public financing for educational establishments that train IT specialists.

Conclusion

The Millennium Development Goals present a set of linked, complementary objectives that have a synergistic effect. Therefore, it is recommended that the matrix of CDS indicators be revised to incorporate the MDG indicators that it does not yet include – for example, the levels of poverty and extreme poverty, the level of unemployment among youth, and all the gender-related indicators. The Government should also establish target values for certain indicators, such as the level of unemployment and the indicators relating to international cooperation. Regarding some other indicators, their content and values need to be specified – particularly the indicators for MDG 6 (combating HIV/AIDS and other diseases).

The MDGs set the targets for 2015, while the CDS defines the strategy until 2011. Therefore, there is a need to disaggregate the MDGs with reference to the Kyrgyz Republic, by setting intermediate targets for 2011.

It is expedient to approve a compact strategic document for social and economic development until 2015, which will define the target indicators for all goals and also define the main policy directions and activities needed to achieve these goals.

There is also a need to harmonize the plans for achieving the CDS goals and the related MDGs. Otherwise, different sets of actions meant to achieve the same goals might emerge, which would dissipate resources.

Though the alignment of the MDGs and the CDS is a necessary precondition for the agreement of the MDGs and budget projections, it is clearly insufficient. Changes in the budgetary process are also necessary. The MTBF and the annual budget should be drafted in a programmatic format and should include results-oriented programme. This approach is in line with the spirit of the MDGs, which provides for the definition of targets and the corresponding development of activities aimed at their achievement. The authors propose that both the MTBF and the annual budgets have separate sections that include activities related to the achievement of the MDGs.

This gives donors the opportunity to align their MDG-related activities with the country's budgetary needs.

In general, the Kyrgyz Republic has demonstrated serious progress in the achievement of the MDGs. For example, target values for some of the indicators of MDG 1, MDG 7 and MDG 8 have already been achieved (see Annex 2). One should also mention the serious attitude on behalf of the Government towards considering the MDGs in the strategic decision-making process. The Country Development Strategy uses the MDGs as a framework for development. Progress on development is monitored with a system of indicators that includes at least 19 MDG indicators. A number of sectoral policy papers use exclusively MDG targets. This proves that state agencies take the MDGs into account when formulating strategic documents.

Nevertheless, a number of goals require specific attention, including reducing child and maternal mortality rates; combating HIV/AIDS; and working on issues of gender equality. Structural problems in the economy and the potentially negative impact of the situation in the global markets also require more attention, if the MDGs are to be achieved.

The process of drafting the report on progress toward achieving the MDGs demonstrated active participation by all stakeholders. Particular attention was demonstrated by state agencies, which contributed a lot to the preparation process. Their recommendations to specify the formulation of tasks, new indicators of progress evaluation, and measures aimed at the achievement of the MDGs were to a great extent reflected in the report. At the same time, in order to ensure better integration of the MDGs into the strategic development documents, there is an urgent need to include relevant sections in the development strategy until 2020 to provide a detailed review of the issues involved in achieving each Millennium Development Goal.

Annex 1
Indicators for Monitoring the Achievement of the MDGs, and Their Analogs in the CDS

Indicator	Millennium Development Goals			Country Development Strategy
	Basic value	Current value ⁸²	Target value (2015)	Target value
Goal 1: Radically reduce extreme poverty				
1. Percent of population living in extreme poverty	24.7 (2001)	6.6	12.9	Reduction of general poverty level to 29.8%
2. Percent of children under 6 who are underweight	7.9 (1998)	5.2	3	-
3. Percent of population consuming less than 2,100 Kcal per day	57 (1998)	48.5	27.7	-
Goal 2: Achieve universal basic secondary education				
4. Literacy rate among boys 15-24 years old (%)	99.5 (1989)	99.47	100	99.5
5. Literacy rate among girls 15-24 years old (%)	99.6 (1989)	99.61	100	99.5
6. Boys in basic school, as a percentage of all boys of basic school age	91.7 (1990)	97.8	100	99.5
7. Girls in basic school, as a percentage of all girls of basic school age	92.3 (1990)	97.3	100	99.5
Goal 3: Promote gender equality and empower women				
8. Women as a percentage of all university students	51.2 (1990)	56.3	50.0	-
9. Women's salaries, as a percentage of men's salaries	73.0 (1996)	67.3	100.0	Additional indicator: reduction of the gap between the salaries of men and women
10. Women as a percentage of the economically active population	46.5 (1996)	42.2	50.0	-
11. Percent of women among the deputies in the Jogorku Kenesh	6.7 (2001)	26.6	30.0	Increase in the percentage of women among deputies at all levels: 30 %
Goal 4: Reduce child mortality				
12. Under-five child mortality rate per 1,000 live births	41.3 (1990)	35.3	10.4	38.3
13. Infant mortality rate per 1,000 live births	30 (1990)	30.6	8.5	36.9
14. Percent of children vaccinated against measles	95.5 (1990)	98.8	100	Immunization coverage: 99%
Goal 5: Improve maternal health				
15. Maternal mortality rate per 100,000 live births	62.9 (1990)	51.9	15.7	72
16. Percent of births attended by qualified personnel	98.9 (1990)	98.4	100	-
17. Percent of pregnant women with anemia	25.2 (1990)	52.2	25	-

⁸² Unless otherwise stated, the current value stated is for 2007.

Goal 6: Combat HIV/AIDS, malarial and other diseases				
18. Growth rate of newly detected cases of HIV/AIDS, %	-	67,6	Not more than 20% per year	Not more than 20% per year
19. Incidence of malaria, cases per 100,000	0.02 (1990)	1.8	0	Less than 5
20. Incidence of tuberculosis, cases per 100,000	52.1 (1990)	115.5	52	111.3
21. Tuberculosis mortality rates, cases per 100,000	6.7 (1990)	11.2	7	-
22. Percent of tuberculosis cases cured within the DOTS programme	85.4 (1998)	85.1	increase	-
23. Number of drug users, persons	1182 (1990)	8734	1200	-
24. Incidence of brucellosis, cases per 100,000	12.8 (1990)	77.5	12.8	-
Goal 7: Ensure environmental sustainability				
25. Percent of the country that is forested	4.25 (2001)	4.32	6	6
26. Percent of the country contained in specially protected territories	4.1 (1990)	4.8	10	6
27. Percent of population with sustainable access to safe drinking water	81.3 (1996)	93	90	-
28. Percent of population with sustainable access to sewerage	24 (1996)	24.2	40	-
29. Greenhouse gas emissions, tons of CO2 equivalent per capita	7.71 (1991)	2.19 (2005)	3,14	Reduction of the total volume of atmospheric pollutants by 8.5 of the 2005 volume.
30. Consumption of ozone-depleting substances, grams per capita	32 (1991)	4.88 (2006)	16	
31. Emissions of CO2, tons per capita	6.19 (1991)	1.58 (2005)	2,38	
Goal 8: Develop a global partnership for development				
32. External debt as a percentage of the GDP	94.2 (2001)	52.8	20	-
33. Cost of external debt service as a percentage of exports of goods and services	12.8	3.3	8	External debt service: as a percentage of national budget revenues: 8.57%; and as a percentage of the GDP: 1.96%.
34. Percent of youth who are unemployed	20.1 (2002)	14.6 (2006)	-	-
35. Number of stationary and cellular phones per 1,000 people	85 (2001)	319	-	Provide telephones to all settlements without them: 500-550 settlements
36. Number of employees using computers in their work activities (per 1,000 employed people)	105.6 (2003)	193.8	-	-

Annex 2
Assessment of Progress by the Kyrgyz Republic Toward Achieving the MDGs*

Goals and indicators	Target value	Assessment of performance**
Goal 1. Radically reduce extreme poverty		On track
Percent of population living in extreme poverty	12.9	Achieved
Percent of children under 6 who are underweight	3	Likely
Percent of population consuming less than 2,100 Kcal per day	27.7	Likely
Goal 2. Achieve of universal secondary education		Unlikely
Literacy rate among boys 15-24 years old, %	100	Unlikely
Literacy rate among girls 15-24 years old, %	100	Unlikely
Boys in basic school, as a percentage of boys of basic-school age	100	On track
Girls in basic school, as a percentage of girls of basic-school age	100	Likely
Goal 3. Promote gender equality and empower women		Unlikely
Percent of university students who are women	50	Unlikely
Women's salaries, as a percentage of men's salaries	100	Unlikely
Women as a percentage of the economically active population	50	Unlikely
Percent of women among the deputies of the Jorgorku Kenesh	30	On track
Goal 4. Reduce child mortality		Unlikely
Under-five child mortality rate per 1,000 live births	10.4	Unlikely
Infant mortality rate per 1,000 live births	8.5	Unlikely
Percent of children vaccinated against measles	100	On track
Goal 5. Improve maternal health		Unlikely
Maternal mortality rate, per 100,000 live births	15.7	Unlikely
Percent of births attended by qualified personnel	100	Unlikely
Percent of pregnant women with anemia	25	Unlikely
Goal 6. Combat HIV/AIDS, malaria and other diseases		Unlikely
Percent change in number of newly detected cases of HIV/AIDS
Incidence of malaria, cases per 100,000	0	Unlikely
Incidence of tuberculosis, cases per 100,000	52	Unlikely
Tuberculosis mortality rates, cases per 100,000	7	Unlikely
Percent of tuberculosis cases cured within the DOTS programme	Increase	Unlikely
Number of drug users	1200	Unlikely
Incidence of brucellosis, cases per 100,000	12.8	Unlikely
Goal 7. Ensure environmental sustainability		Likely *** ...
Percent of the country that is forested	6	Unlikely
Percent of the country in specially protected territories	10	Unlikely
Percent of population with sustainable access to safe drinking water	90	Achieved***
Percent of population with sustainable access to sewerage	40	Unlikely
Greenhouse gases emissions, tons of CO2 equivalent per capita	3.14	Achieved
Consumption of ozone-depleting substances, grams per capita	16	Achieved
Emissions of CO2, tons per capita	2.4	Achieved
Goal 8. Develop a global partnership for development		**** ...
External debt as a percentage of the GDP	20	On track
Cost of servicing the external debt as a percentage of exports of goods and services	8	Achieved
Percent of youth who are unemployed	-	...
Number of stationary and cellular phones per 1,000 persons	-	...
Number of employees using computers in their work activities (per 1,000 employed population)	-	...

*In order to assess the progress of the Kyrgyz Republic in achieving the MDGs the authors used the methodology proposed in the Regional Report on the Millennium Development Goals in the Countries of Europe and CIS. "National Millennium Development Goals – platform for action," UNDP Regional Office for Europe and CIS, 2006, p. 125.

**The result of the assessment of progress is the evaluation of the time lag to reach the target value. This time lag is defined as the difference in time remaining until the target year and the time needed to achieve the target value. The time needed to achieve the target is calculated based on basic, current and target values. If the time lag is negative, then the achievement of the target value by the country is problematic provided the current trends remain unchanged.

***In respect to some indicators, the time lag is insufficient. For example, the total time lag in achieving of MDG 7 is 18 months. Therefore, in case the current dynamics improve and additional efforts are undertaken, the achievement of the MDG 7 by 2015 is possible.

**** Despite the achievement of quantitative indicator, the quality of this access is not high. See page 44 of the report.

*****Absence of target values for some indicators does not allow a conclusion on the possibility of achieving the relevant MDG, in general.

Annex 3 Dynamics of MDG Indicators

Indicator	2000	2001	2002	2003	2004	2005	2006	2007
Percent of population living in extreme poverty	32.9	24.7	23.3	17.2	13.4	11.1	9.1	6.6
Percent of children under 6 who are underweight	6.6	6.6	12.4	7.8	6.7	5.6	6.1	5.2
Percent of population consuming less than 2,100 Kcal per day	60.5	77.2	51.4	55.2	48.2	49.5	47.6	48.5
Literacy rate among boys 15-24 years old, %	99.47	99.47	99.47	99.47	99.47	99.47	99.47	99.47
Literacy rate among girls 15-24 years old, %	99.61	99.61	99.61	99.61	99.61	99.61	99.61	99.61
Boys in basic school, as a percentage of boys of basic-school age	96.6	95.5	94.9	94.9	95.4	96.2	96.1	97.8
Girls in basic school, as a percentage of girls of basic-school age	95.1	94.4	94.2	94.6	94.5	95.6	96.0	97.3
Percent of university students who are women	50.7	52.9	54	53.9	55.2	55.6	56.1	56.3
Women's salaries, as a percent of men's salaries	67.6	63.1	64.9	64.1	66.6	62.5	65.8	67.3
Women as a percentage of the economically active population	45.3	45.4	44.0	44.1	43.1	42.9	42.4	42.2
Percent of women among the deputies of the Jorgorku Kenesh	6.7	6.7	6.7	6.7	6.7	0	0	26.6
Under-five child mortality rate, per 1,000 live births	33.2	29.5	29.0	27.7	31.8	35.1	35.3	35.3
Infant mortality rate, per 1,000 live births	22.6	21.7	21.2	20.9	25.7	29.7	29.2	30.6
Percent of children vaccinated against measles, %	98.0	98.0	99.7	99.3	99.3	98.9	97.3	98.8
Maternal mortality rate, per 100,000 live births	45.5	43.8	53.5	49.3	50.9	60.1	55.5	51.9
Percent of births attended by qualified personnel	98.6	98.7	98.8	98.9	98.2	97.9	98.4	98.4
Percent of pregnant women with anemia	54.7	56.2	43.7	53.9	52.4	47.4	52.0	52.2
Number of newly detected cases of HIV/AIDS*	53 ⁸³	149	160	132	161	171	244	409
Total number of people infected with HIV *	53	202	362	494	655	826	1070	1479
Incidence of malaria, cases per 100,000	0.2	0.6	55.3	9.3	1.9	4.4	6.2	1.8

⁸³ For period from 1987 to 2000.

Incidence of tuberculosis, cases per 100,000**	150.9	167.8	147.7	138.2	129.2	125.3	121.2	115.5
Tuberculosis mortality rates, cases per 100,000**	20.7	23.6	20.1	18.2	15.9	14.1	12.8	11.2
Number of drug users	4459	5043	5591	6327	6814	7216	8353	8734
Incidence of brucellosis, cases per 100,000	24.9	36.9	35.7	50.3	43.9	55.9	77.4	77.5
Percent of the country that is forested	-	4.25	-	4.32	4.32	4.32	4.32	4.32
Percent of the country in specially protected territories	-	-	-	4.1	4.2	4.6	4.6	4.8
Percent of population with sustainable access to safe drinking water	86.0	84.0	84.2	78.6	81.0	84.4	89.8	93.0
Percent of population with sustainable access to sewerage	32.8	31.4	30.3	25.9	27.0	23.9	23.9	24.2
Greenhouse gases emissions, tons of CO ₂ equivalent per capita	3.14	-	-	2.20	2.30	2.19	-	-
Consumption of ozone-depleting substances, grams per capita	16	-	-	12.2	10.5	6.4	4.88	-
Emissions of CO ₂ , tons per capita	2.38	-	-	1.58	1.64	1.58	-	-
External debt as a percentage of the GDP	101.9	94.2	98.3	94.3	88.2	76.5	69.9	52.8
Cost of servicing the external debt as a percentage of exports of goods and services	-	-	-	7.2	6.5	6.4	4.9	3.3
Percent of youth who are unemployed	-	-	20.1	15.4	15.2	14.5	14.6	-
Number of stationary and cellular phones per 1,000 persons	79	85	95	107	134	191	319	-
Number of employees using computers in their work activity (per 1,000 employed people)	-	-	-	105.6	121.7	143.2	170.8	193.8

Notes:

*data from Republican Association "AIDS"

**data from the NSC until 2005, data from National Physiology Center with the Ministry of Health of the Kyrgyz Republic

Annex 4 The Process of Creating "The MDG Diamond" Diagrams

To explain the process of making the MDG Diamond Diagrams, we will use the example of MDG 2 (achieve universal basic secondary education). The process involves three stages:

Stage 1. Presentation of data on ordinary rays

Each indicator has 4 intermediate values

- Zero value
- Basic value
- Current value (2007)
- Target value (2015)

These values may be shown on a ray. For example, the first indicator, "Literacy rate among boys 15-24 years old, %" will have the following values:

- Zero value
- Basic value – 99.5
- Current value – 99.47
- Target value for 2015 – 100



The second indicator, "Literacy rate among girls of 15-24, %" will have the following values:

- Zero value
- Basic value – 99.6
- Current value – 99.61
- Target value – 100



The third indicator "Boys in basic school, as a percentage of boys of basic-school age" will have the following values:

- Zero value
- Basic value – 91.7
- Current value – 99.8
- Target value – 100



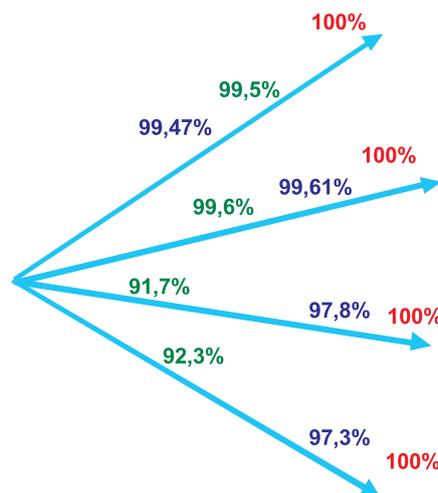
The fourth indicator "Girls in basic school, as a percentage of girls of basic-school age" will have the following values:

- Zero value
- Basic value – 92.3
- Current value – 97.3
- Target value – 100

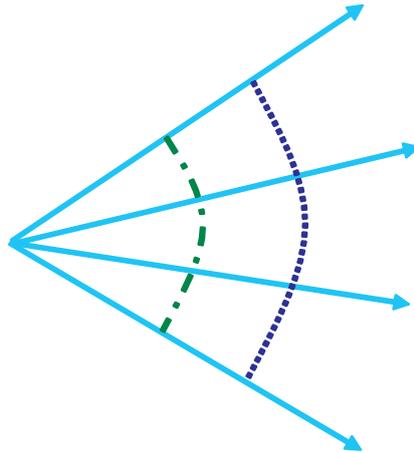


Stage 2. Presentation of data on rays

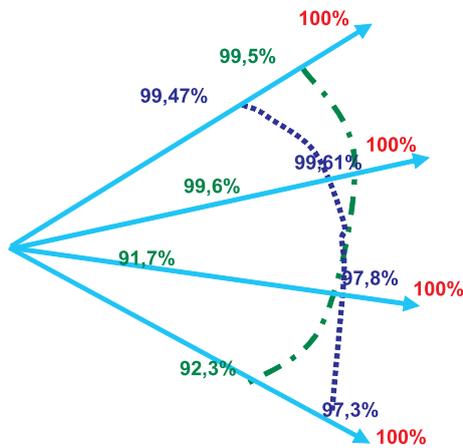
Since all indicators values are presented in percentages, they may be shown on one scale, but that would put too many values on a single scale. It would be more logical to make a family of rays, as shown below:



Then the indicators for one year are connected, as shown below:

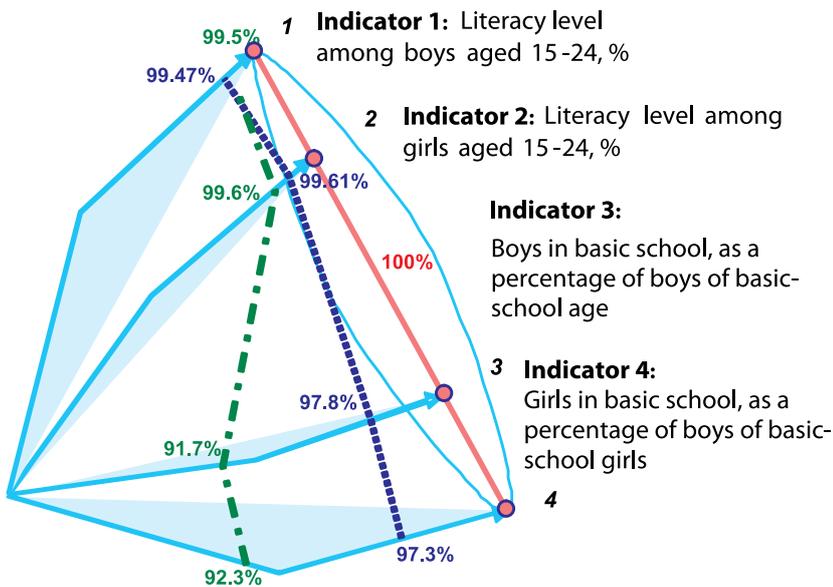


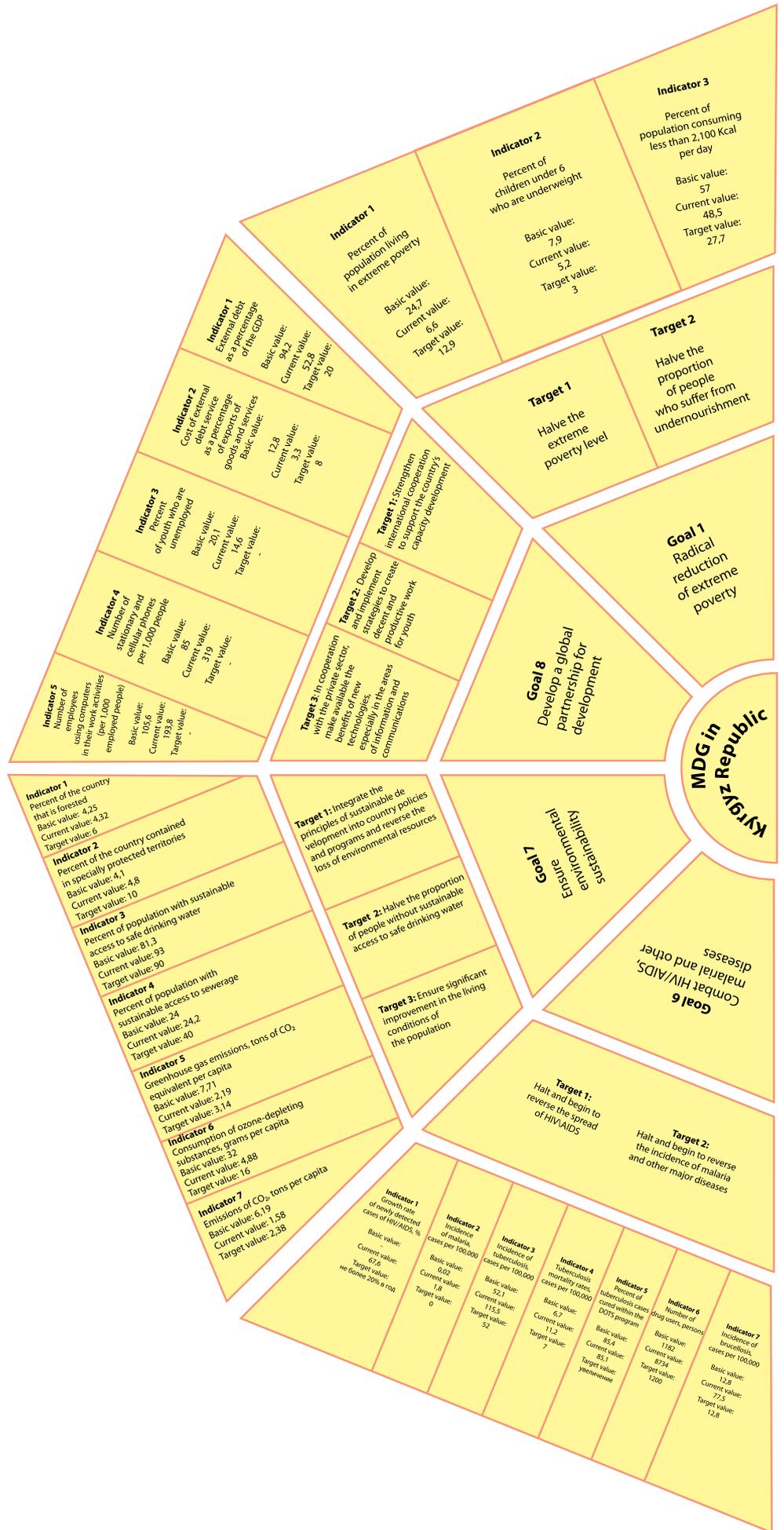
In our example, the rays look like this:



Stage 3. Making the diagram aesthetically acceptable

To make the diagram more pleasing to read, we presented it in the form of a diamond:







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The photo on the cover page illustrates the process of construction of the yurt – a Kyrgyz traditional nomad's tent.