

Kyrgyzstan

Extended Migration Profile

2011

Building Migration Partnerships (BMP)

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International Centre
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Kyrgyzstan

Draft Extended Migration Profile



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Background

This Extended Migration Profile has been prepared in the framework of the “Building Migration Partnerships” initiative funded by the European Union’s Thematic Programme and running between January 2009 and June 2011. The overall objective of this initiative is to contribute to the implementation of the Joint Declaration agreed at the Prague Ministerial Conference "Building Migration Partnerships" (April 2009).

The “Building Migration Partnerships” initiative is jointly implemented by the Czech Republic (Ministry of the Interior), Hungary (Ministry of Interior), Poland (Ministry of Interior and Administration), Romania (Ministry of Administration and Interior), Slovakia (Ministry of Interior) and the International Centre for Migration Policy Development (ICMPD).

The partners of this initiative are the migration authorities of Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan. The initiative specifically addresses ministers and Heads of Departments of ministries and migration services of participating countries holding main responsibilities in migration management, as well as senior level officials of these ministries.

This Extended Migration Profile has been elaborated on the basis of a template prepared by the European Commission. It contains different statistical and analytical information which aims to evaluate the overall migration situation in a given country. The objective is to facilitate co-operation between countries in the field of migration management: on the one hand by providing information on the migration situation in the country and, on the other, by providing a sound empirical and statistical basis for policy planning and development.

Part A of this Extended Migration Profile outlines how migration has evolved during the last couple of years. Furthermore, it gives a brief summary of key migration trends and issues in the last decade. Part B of the Profile provides an overview of the socio-economic conditions of the country in order to understand possible push/pull factors of migration in the country.

Part C analyses, on the one hand, migration patterns and recent trends and, on the other, provides an overview of existing data such as numbers and types of immigrants/emigrants, irregular immigrants/emigrants as well as Diasporas abroad and remittances. Part C also identifies data gaps.

Based on the information and data presented in Parts A, B and C, Part D summarises the key migration trends indicating the main push and pull factors driving migration. Furthermore, the nexus between different demographic and socio-economic factors and their implications for migration are explored, and expected future migration developments are outlined.

Part E of the Profile describes areas of special interest and priorities of the country. Migration policies and programmes and their effectiveness in managing migration and development challenges are described in Part F, while part G aims to provide an overview of the impact of migration on the socio-economic development and the effectiveness of related migration policies.

The main findings and analysis are presented in Part H. This final part also indicates existing data gaps and suggests possible strategies to improve national migration statistics. Furthermore, it proposes ways of making the migration Profile updateable, and presents key recommendations for policy makers on how to improve current migration management.

General country information¹



Capital:	Bishkek
Area:	total: 199,951 sq km (land: 191,801 sq km; water: 8,150 sq km)
Land boundaries:	total: 3,051 km border countries: China 858 km, Kazakhstan 1,224 km, Tajikistan 870 km, Uzbekistan 1,099 km
Population:	5,508,626 (July 2010 est.)
Ethnic groups:	Kyrgyz 64.9%, Uzbek 13.8%, Russian 12.5%, Dungan 1.1%, Ukrainian 1%, Uighur 1%, other 5.7% (1999 census)
Languages:	Kyrgyz 64.7% (official), Uzbek 13.6%, Russian 12.5% (official), Dungan 1%, other 8.2% (1999 census)
President:	Roza Atumbaeva (Acting President, till 31 December, 2011)
Head of Government:	Prime Minister Roza OTUNBAEVA (until new government is formed, autumn 2010)
Government type:	Republic

¹ Map: CIA World Factbook: <https://www.cia.gov/library/publications/the-world-factbook/geos/kg.html>

A. Introduction

A1. Development reality

- **Millennium Development Goals**

The **Millennium Development Goals** (MDGs) are eight objectives that respond to the world's main development challenges, which are to be achieved by 2015. The MDGs are drawn from the actions and targets contained in the Millennium Declaration, which was adopted by 189 nations and signed by 147 heads of states and governments during the UN Millennium Summit in September 2000.

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, although the development situation does not represent the sustainable tendencies yet. The unstable circumstances 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, and MDG 6)².

The current state of progress towards achieving the MDGs shortly presented below refers to the Second MDG National Report, published by UNDP in cooperation with Kyrgyz authorities in 2009³.

MDG One: reduction of poverty

The period from 2000-2007 was characterized by a consistent trend of poverty reduction in Kyrgyzstan. Of the three indicators (extreme poverty level, share of population consuming less than 2,100 kcal per day, and share of population aged 1-6 years which is underweight) "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. Positive trends also included reductions in the depth and severity of poverty. Thus, the Kyrgyz Republic has already reached and exceeded the target for extreme poverty reduction. However, it is recognized that the level of poverty in the country is still significant: in 2007, 35% of population of Kyrgyzstan (more than 1,800,000 persons) were living in poverty and 6.6 % (about 3400,000 persons) were living in extreme poverty.

While Kyrgyzstan was successful in reducing the extreme poverty level, progress on the other two indicators for this MDG was quite slow. Nevertheless, there are no indications that the target values for the remaining two indicators cannot be reached.

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. Economic growth is mainly inhibited by a low inflow of investment. Additionally, poverty reduction depends on external factors, such as substantial contribution in form of emigrants' remittances. The budgetary policy in Kyrgyzstan is not properly focused on social security issues: the amount of state benefits is very small, thus, those who rely on state benefits live below the poverty line.

MDG Two: achievement of universal primary education (MDG Two)

² United Nations Development Programme in the Kyrgyz Republic, Millennium Development Goals, <http://www.undp.kg/en/what-we-do/millennium-development-goals>

³ The Second Periodic Progress Report on the Millennium Developments Goals in the Kyrgyz Republic, <http://www.undp.kg/en/resources/e-library/article/28-e-library/564-mdg-progress-report-2009>

The mentality and traditions of the Kyrgyz people put a great deal of value on education. The state has long been characterized by a high level of literacy. 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. The level of literacy among the youth aged 15-24 is quite high (99.7%) and there is no gender imbalance.

Since the Kyrgyz Republic gained its independence, a number of reforms in education system were undertaken, which introduced a variety of educational programme, multi-channeled financing, and revisions and improvements in training technologies. However, efforts to ensure sustainable development in education and to focus policy in this area on the achievement of quality have failed. Although school education covers practically all children aged 7-15 (96%), there are some peculiarities about the regional and age breakdown. Regional imbalances in educational coverage of children in Kyrgyzstan are becoming more evident: the southern regions of Jalal-Abad, Batken, and Osh have the worst indicators. Additionally, there is a trend of “escaping from low-quality education”: some parents have started to transfer their children from rural schools to urban ones to provide them with better education opportunities.

Upon completion of primary school, up to 9% of children drop out and after the ninth class, another 29% drop out. The main reasons for that: no wish to continue education or financial difficulties in the family.

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

Regarding quality of education, between 2003 and 2007, the proportion of the national budget spent on education increased by an average of 1% annually and in 2007 it accounted for 27.2% of the state budget. The state policy of providing a high level of support for education is quite stable. However, the level of financing provided by the state to secondary education establishments is insufficient to ensure adequate education. Moreover, the 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 or their high prices.

MDG Three: Promotion of Gender Equality and Empowerment of Women

The increasing percentage of women among university students is a direct consequence of processes that can be observed in the secondary education system in Kyrgyzstan. Subsequently, the decrease in the number of boys in the senior classes automatically results in a decrease in the number of boys among new university students. 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, apparently, may have some demographic consequences, since differences in educational levels have impacts on marriage and birth rates.

At the labour market, men represent over 90% 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%). 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% of the minimum consumer budget. Despite the fact that, during the last few years difference in salaries between men and women showed a decline in the size of the gap, one can hardly expect significant progress on this indicator given increased segregation in professional education and the labor market.

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. 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.

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 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. In the 2007 parliamentary elections, women representing three different political parties claimed 24 of the 90 seats in parliament (26.6% of the seats). The Constitutional and Supreme courts in 2009 were headed by women. Women have also become better represented in the executive branch. Still, overall, women occupy only 17% of high-ranking civil service positions.

MDG Four: reduce of children mortality and MDG Five: improvement of maternal health

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. Unfortunately, the data for 2004 - 2009 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). This increase was stipulated by an increases in birth rates and migration, by the adoption of the WHO is live birth criteria, and by the overall socio-economic situation in the country.

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.

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, thus these two MDGs are closely interconnected. However, the challenges appeared in this sector cannot be solved without a broader review of causes and development of policy measures in other sectors: reduce of poverty, access to pre-school education institutions, etc.

The official **maternal mortality rate** in Kyrgyzstan in 2007 was 51.9 cases per 100,000 live births, according to the National Statistics Service, 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 100,000). 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.

The structure of maternal mortality is dominated by so-called “preventable” factors. The predominance of such causes suggests that: pregnant women have insufficient access to medical services; primary care medical staff is insufficiently qualified in pregnancy management and early detection of complications; and obstetricians are insufficiently qualified in safe delivery and first aid. Additionally increased maternal mortality is influenced by the growing number of childbirth complications as well by share of births attended by qualified medical personnel (according to the cluster survey, only 76% of women were assisted by qualified staff during the delivery).

The number of abortions is still high and abortions account for 10 percent of all registered cases of maternal mortality.

Finally, there are also a number of non-medical factors that influence maternal mortality, such as early marriages, heavy workload placed on pregnant women in Kyrgyzstan and in a contrary – insufficient social benefits package which is available for pregnant women in Kyrgyzstan, etc.

MDG Six: Combat HIV/AIDS, malaria and other diseases

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%, with the highest level of this indicator in 2007 (409 cases, 67.6% higher than the level in 2006). According to official data, 1,479 people in Kyrgyzstan were infected with HIV/AIDS as of January 1, 2008 (including foreign citizens).

The majority of people infected with HIV (77.4%) are aged 25 - 39. While males constitute the majority of PLHIV (78.7%), the share of women is growing. The majority of PLHIV in Kyrgyzstan (about 72%) were infected while injecting narcotics. Transmission of HIV from mother to child accounts for about 1% of infections, transmission during hospital treatments – about 3% of infections.

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. The increasing number of women among PLHIV poses additional risks.

According to the official data, as of the end of 2007, there were 8,734 officially registered **drug users** in the Republic, a 38% increase since 2003. The majority of drug addicts (95%) are intravenous drug users.

Although significant efforts have been undertaken to combat **tuberculosis** in the country, the situation remains unfavorable. In 2007, there were 115.5 cases of tuberculosis per 100,000 – 16.5 percent less than in 2003 (according to WHO criteria, the incidence of tuberculosis, which exceeds 100 cases per 100,000, is at epidemic level). 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 2003.

Nevertheless, since 2003, there has been a stabilization of the situation. Due to anti-tuberculosis measures undertaken as parts of national programme, the quality of tuberculosis diagnosis and treatment has improved, which has contributed to a reduction in the main epidemiologic indicators.

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. However, the dynamics remain unstable, since in 2005 and 2006, the number of cases was significantly higher than in 2004 (in 2005 – 2.3 times higher; in 2006 – 3.2 times higher).

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 internal and external migration. 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.

Another matter of concern is the increased incidence of **brucellosis**. The number of brucellosis cases per 100,000 increased by 54% between 2003 and 2007.

- **Human Development Index**

Kyrgyzstan's HDI is 0.598, which gives the country a rank of 109 out of 169 countries with comparable data. The HDI of Europe and Central Asia as a region increased from 0.534 in 1980 to 0.717 today, placing Kyrgyzstan below the regional average. Nevertheless, the development of the human development index in Kyrgyzstan shows a steady progress: from 0.550 to 0.572 between 2000 and 2005, and from 0.577 to 0.598 between 2006 and 2010⁴.

- **Life expectancy Index⁵**

	2005	2006	2007	2008	2009
Total population	67.9	67.7	97.9	68.4	69.1
Male	64.2	63.5	63.7	64.5	65.2
Female	71.9	72.1	72.3	72.6	73.2

- **Education Index⁶**

	2006	2007	2008	2009	2010
Education Index	0.680	0.681	0.685	0.686	0.687
Adult Literacy Rate	99.3	99.3	99.	99.4	99.4

- **GDP index⁷**

The GDP per capita composed 2,332 USD in 2010. This is one of smallest GDP index in the region (GDP per capita in Kazakhstan: 11,927 USD, in Uzbekistan: 3,084 USD, Azerbaijan (9,870 USD), except Tajikistan (in this country GDP per capita in 2010 was 2,065 USD).

	2006	2007	2008	2009	2010
GDP per capita, USD	1,909	2,055	2,193	2,245	2,332

A2. Recent migration patterns: a brief summary

Migration is an important issue in the Republic of Kyrgyzstan. The migration situation is a complex one as many elements have an impact on migratory flows in Kyrgyzstan. Recent events and development in 2010 have necessarily had a considerable impact on general migration situation in the country affecting all the its fields including emigration as well as immigration (both legal and illegal).

Migration phenomenon in Kyrgyzstan started to be pointedly addressed in 1990s by adoption of necessary legislation and development of state programmes and institutional migration management mechanism. In order to address migration issues in more coordinated manner the State Committee for Migration and Employment (SCME) was set up as the state body responsible for coordination of migration issues and policy in Kyrgyzstan in 2005. The SCME undertook work on the elaboration of a migration policy aiming at regular migration in Kyrgyzstan.

As a part of a state administration reform the Ministry of Labour, Employment and Migration was established in November 2009. The Ministry replaced the State Committee for Migration and

⁴ International Human Development Indicators, Kyrgyzstan: Country profile on human development indicators, <http://hdrstats.undp.org/en/countries/profiles/KGZ.html>

⁵ National Statistic Committee of the Kyrgyz Republic, Population, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

⁶ Adult Literacy Rate – the proportion of literate population aged 15 and above, source: <http://hdrstats.undp.org/en/indicators/6.html>

⁷ International Human Development Indicators, Kyrgyzstan, <http://hdrstats.undp.org/en/indicators/62006.html>

Employment and took over its responsibilities. The Ministry is the main state institution responsible for policy-making and inter-institutional coordination in the field of migration.

Due to Kyrgyzstan's geographical location its territory is in a position of a country of origin and destination as well as of the transit. Therefore Kyrgyzstan faces similar challenges to other countries of the region such as intensive labour migration, illegal migration, return and integration of its citizens and smuggling and trafficking in human beings. The migration has had a considerable affect on many spheres of life in the Republic of Kyrgyzstan including a significant impact on the socio-economic development of the country.

Main countries of origin for migrants/asylum seekers coming to Kyrgyzstan are Afghanistan, Tajikistan and Uzbekistan. Some of these migrants continue their travel further via the Russian Federation to Europe. Certain groups of asylum seekers are being registered by the Ministry of Labour, Employment and Migration, others by UNHCR and its field offices (for some groups the refugees status determination has been done by the Government, for some by UNHCR). Currently there are approximately 1,000 asylum seekers in Kyrgyzstan. One of the main international partners with regard to migration issues is IOM. Cooperation exists also with the Red Cross, the Soros Foundation, the Agency for Technical Cooperation and Development (ACTED)⁸ and others⁹.

Liberal migration policy is applied in Kyrgyzstan to certain states of the region whereby an entry visa is not required for citizens of Kazakhstan, Tajikistan and Russia for the stay up to 90 days. Citizens of Uzbekistan may stay without visa for up to 60 days and citizens of Turkey for up to 30 days. A simplified visa procedure when the visa is granted at the airport applies to 45 countries (EU and others).¹⁰

Lack of employment possibilities in Kyrgyzstan caused an increase of the external labour migration¹¹. The main destination countries for Kyrgyz labour migrants working mainly in the fields of agriculture, trade, construction, but also services are the Russian Federation and Kazakhstan. Although most of the labour migrants are low skilled persons working on construction sites and harvesting cotton and tobacco, the drain of educated and experienced people causes a problem for Kyrgyzstan.¹² The Kyrgyz internal labour market lacks specialists and professional labour force (e.g. in construction of new hydroelectric stations). Therefore, Kyrgyzstan is interested in migration and development and runs a Presidential educational reform for specialists supported by the Asian Development Bank (ADB) and some EU MS (e.g. Germany, UK). In addition Kyrgyzstan wants to attract their own labour force working abroad and ensure their voluntary return in order not to fill vacancies with foreign labour force (in this regard the number of Turkish and Chinese workers is growing).¹³

⁸ ACTED has been active in Kyrgyzstan since 2000, and operates in the Jalalabat, Osh, Batken, and Naryn regions with a staff of over 80 people. ACTED Kyrgyzstan projects have a clear development focus. However, due to reduced infrastructure in several of the poorer regions rehabilitation is the focus of approximately 20% of its activities. Projects include local governance initiatives, cultural promotion, community mobilisation and local business development through vocational training centres, agro cooperatives, micro credit, and income generation activities to fight against the growing food crisis, the lack of a qualified workforce and basic education as well as disaster reduction and conflict prevention. In future, ACTED Kyrgyzstan will focus on external labour migration by developing effective migration mechanisms in order to increase social and economic development.

⁹ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

¹⁰ Partner Expert; Building Migration Partnerships expert mission to Kyrgyzstan, 5-8 April 2010.

¹¹ ICMPSD, 2005: Overview of the Migration Systems in the CIS countries (p. 145).

¹² ICMPSD, 2005: Overview of the Migration Systems in the CIS countries (p. 145).

¹³ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

B. Analysis of socio-economic context of migration

B1. Demographic changes

According to the National Statistic Committee of Kyrgyzstan, at the end of 2009, population of the state comprised 5,418,300 persons.

- **Main demographic indicators of Kyrgyzstan¹⁴**

Indicator	2006	2007	2008	2009	2010
Population (thousands)	5,247.6	5,289.2	5,348.3	5,418.3	5,418.3
Male population (thousands)	2,561.1	2,589.0	2,608.6	2,645.9	2674.8
Female population (thousands)	2,628.1	2,658.6	2,680.6	2,716.9	2743.5
Population sex ratio (males per 100 females)	97.5	97.4	97.3	97.4	97.5
Population below economically active age (0-15 years)	1,707,290	1,702,477	1,701,559	1,705,096	n/a
Population in economically active age (male 16-59 years, female 16-54 years)	3,007,022	3,059,844	3,089,710	3,131,213	n/a
Population above economically active age (male 60+, female 55+)	424,357	427,513	432,991	439783	n/a
Urban population (thousands)	1,796.5	1,804.5	1,810.5	1,828.2	1,846.8
Rural population (thousands)	3,392.7	3,443.1	3,478.7	3,534.6	3,571.5
Percentage of urban population	34.6	34.4	34.2	34.1	34.1
Population density (population per sq. km)	26.0	26.3	26.5	26.8	27.1

- **Population growth indicators¹⁵**

Indicator	2005	2006	2007	2008	2009
Crude birth rate (per 1,000 population)	21.3	23.1	23.4	23.9	25.2
Crude death rate (per 1,000 population)	7.2	7.4	7.2	7.1	6.7
Population growth rate (per 1,000 population)	14.1	15.7	16.2	16.8	18.5

- **Migration balance, 2009¹⁶**

	Immigration	Emigration	Migration balance
2009, persons	3,829	33,380	-29,551

- **Population by national and/or ethnic group¹⁷**

National/Ethnic group	Number of persons, thousands		Percentage	
	1999	2009	1999	2009
Kyrgyz	3,128.1	3,804.8	64.9	71.0
Uzbek	665.0	768.4	13.8	14.3

¹⁴ National Statistic Committee of the Kyrgyz Republic, Population, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

¹⁵ Ibid

¹⁶ Ibid

¹⁷ Ibid, according to the Population Census 1999 and 2009

Russian	603.2	419.6	12.5	7.8
Dungan	51.8	58.4	1.1	1.1
Ukrainian	50.4	21.9	1.0	0.4
Uyghur	46.9	48.5	1.0	0.9
Kazakh	42.7	33.2	0.9	0.6
Tatar	45.5	31.5	0.9	0.6
Tajik	42.6	46.1	0.9	0.9
Other	146.7	130.4	3.0	2.4
Total	4,822.9	5,362.8	100	100

Since 2002 over 9 thousand of recognised refugees have acquired a Kyrgyz citizenship.¹⁸

- **Internally displaced persons**

Events in June 2010 in the southern cities of Osh and Jalalabad and nearby areas affected around half a million people. Close to 2,000 houses were damaged, and over 1,700 completely destroyed. Some 400,000 people were displaced, including the 75,000 returnees with many losing their personal documents in the process, creating subsequent difficulties for them in resuming a normal life.

UNHCR, together with ACTED, the Danish Refugee Council and Save the Children has been building 1,335 transitional emergency shelters, while ICRC has been building a further 370. As of October 2010, 1,340 foundations have been laid and 841 shelters have had their walls finished or are already covered by roofs. Over a hundred families were expected to move into homes built with UNHCR assistance. The worst affected neighborhoods in Osh and Jalalabad appear revitalized with inhabitants constructing transitional shelters on the foundations of their destroyed homes¹⁹.

At the beginning of winter 2010, some 2,000 displaced families in Kyrgyzstan have moved into newly built “transitional” homes built on the foundations of their destroyed houses. However, despite this and other assistance, many IDPs still face significant challenges, particularly with respect to documentation, livelihoods and accessing services, as well as heating their homes during the winter and sending their children to school in warm clothing.

The humanitarian community in Kyrgyzstan issued an extended and revised appeal for over 92 million USD in late November 2010, highlighting continuing humanitarian needs in areas such as protection, food security and agriculture, education, health and water and sanitation. The appeal also points to the risk of further conflict due to unresolved tensions and ethnic divisions²⁰.

¹⁸ Information provided by the Ministry of Labour, Employment and Migration, 2010

¹⁹ UNHCR, “Four months on, UNHCR sees progress in Southern Kyrgyzstan”, <http://www.unhcr.org/4caee6389.html>

²⁰ Internal Displacement Monitoring Centre, IDP News Alert, 10 December 2010, [http://www.internal-displacement.org/8025708F004D31AA/\(httpIDPNewsAlerts\)/5A2317A122C343A5C12577F5003AB391?OpenDocument](http://www.internal-displacement.org/8025708F004D31AA/(httpIDPNewsAlerts)/5A2317A122C343A5C12577F5003AB391?OpenDocument)

B2. Economy and economic climate

According to the UN representation in Kyrgyzstan, the situation in the economy, on the background of the ongoing world financial and economic crisis remains unstable with some major negative trends took place in the previous year. The GDP growth made 2.3% in 2009, which is less for 61% than in previous year. Volume of production in industrial sector reduced for 21.5 %. The economic growth is based on account of agriculture, construction, service sector indicators. Conducting of strong monetary and credit policy let drastically reduce the inflation rates from 25% in 2008. The negative trade balance remains very high has widened approaching USD 1.38 billion (January – October 2009).

Additionally, the country has a high level of shadow (informal) economy, up to 60% of the GDP according to the various estimations. Although overall inflation was low in 2009, sharp price increases the year before and ongoing inflation in food and energy prices threaten to push many back into poverty.

Because of the world finance and economic crisis, in the end of 2008 and 2009, the country has received external aid, unprecedented in scale and scope in the country's history, from the UN, IMF, WB, ADB, the EC and Russia as grants or soft loans. In 2009 Kyrgyzstan received more than \$100 million from the IMF, \$150 million from Russia for budget support, and soft loans of \$300 million for economic development. The volume of the Kyrgyz external debt is still high, exceeding USD 2.5 billion at the end of 2009²¹.

- **Main macroeconomic indicators:**

- **Real GDP (level, growth rate)²²**

	2005	2006	2007	2008	2009
GDP (current USD) (billions)	2.46	2.83	3.80	5.14	4.58
GDP growth (annual %)	-0.2	3.1	8.5	8.4	2.3

- **GDP per capita (level in US Dollars, growth rate)²³**

	2005	2006	2007	2008	2009
GDP per capita, USD	478	546	726	974	860
GNI per capita, PPP (current international, USD)	1,670	1,790	2,000	2,180	2,200

- **Production of GDP by types of economic activities (mln. Kyrgyz Som, KGS)²⁴:**

	2005	2006	2007	2008	2009
Total	100,899.2	113,800.1	141,987.7	187,991.9	196,423.1
Agriculture, hunting and forestry	28,738.8	32,635.0	38,140.6	44,145.7	43,367.6
Fishery	0.6	3.2	1.8	5.2	5.2
Industry (mining)	556.4	48,8.7	643.7	1,001.7	1,232.7
Industry (manufacturing)	12,968.0	12,509.0	14,074.9	24,850.7	24,577.0
Energy, gas and water supply	3,896.7	3,937.4	3,882.8	2,672.0	3,334.0
Construction	2,725.9	3,041.9	5,070.4	9,880.3	11,235.3

²¹ UN in Kyrgyzstan, <http://www.un.org.kg/en/about-kyrgyzstan/basic-statistic>

²² <http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20535285~menuPK:1192694~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html>

²³ Ibid

²⁴ National Statistic Committee of the Kyrgyz Republic, Gross Domestic Product, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

Trade	18,001.6	20,883.9	25,445.2	30,712.6	32,205.2
Hotels and restaurants	1,350.6	1,549.0	1,707.9	2,453.2	2,695.0
Transport and communication	6,617.7	6,887.2	10,561.1	14,825.1	17,931.0
Financial activities	2,250.8	2,986.4	4,801.0	6,939.0	8,066.2
Real Estate operations	2,814.1	3,321.7	4,325.5	7,549.7	8,095.2
Public administration	4,659.8	5,053.9	6,137.6	8,660.1	12,322.3
Education	3,854.4	4,561.6	6,336.1	7,889.1	9,267.0
Health care and social services	2,064.9	2,588.5	2,998.3	3,951.4	3,187.6
Communal, personal and other services	1,197.9	1,531.4	2,308.5	2,126.6	3,629.3

- Inflation rate²⁵

	2005	2006	2007	2008	2009
Inflation, consumer prices (annual %)	4.4	5.6	10.2	24.5	6.9

- Public debt²⁶:

	2005	2006	2007	2008	2009
External debt level, total (bln USD)	2,027	2,373	2,504	2,466	2,900

• Investment climate:

Early in 2010 the Kyrgyz economy was recovering from the global economic crisis and its regional spillovers, following a sharp slowdown in 2009. This recovery was largely driven by strong gold revenues and a pickup in construction and industrial production. A turnaround in the Russian and Kazakh economies boosted external demand, through higher exports, and consumption, through a pickup in remittances.

The political disturbances in Bishkek in April 2010 and the outbreak of ethnic conflict in southern Kyrgyzstan in June were significant shocks to the economy. The uncertainty and insecurity that have followed in the aftermath of these events are expected to result in a severe economic contraction. There is a generalized weakening of confidence that could affect investment, including foreign direct investment and bank lending. Agriculture, trade and tourism are expected to be particularly badly affected and the external current account could swing to a significant deficit this year, from a small surplus last year, largely because of deterioration of trade and services balances. The banking system has also been adversely impacted by the crisis—there has been trouble at a major bank and some of the smaller banks, and bad loans are on the rise. However, notwithstanding these problems, there has been no generalized run on bank deposits.

The government has responded to the crisis with a significant fiscal stimulus. The impact of the crisis on tax revenues is expected to be muted (in relation to GDP), mainly because of strong gold output and prices and a strengthening of tax administration by the authorities. But crisis-related spending on rehabilitation, reconstruction, resettlement and security is expected to rise significantly. In addition, problems at a major bank will result in capitalization needs and a loss of government deposits. The

²⁵ <http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20535285~menuPK:1192694~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html>

²⁶ Ibid

budget deficit is to be largely financed by external support from donors, including the International Monetary Fund²⁷.

- **Capital investments (mln KGS)²⁸:**

	2005	2006	2007	2008	2009
Capital investments, total	12,989.2	24,385.5	29,558.8	40655.7	42085.3
Buildings and constructions	2,917.2	3,597.4	6,250.5	7,787.4	9,558.5
%	22.5	14.7	21.2	19.1	22.7
Equipment, machine and inventory	3,441.1	12,321.7	9,837.6	15,758.7	10,666.7
%	49.5	33.4	43.3	38.2	47.1
Other	199.2	330.7	663.1	1,569.7	2,040.5
%	1.5	1.4	2.2	3.9	4.9

- **Foreign Direct investments²⁹**

	2005	2006	2007	2008	2009
Foreign direct investment (Mln USD)	210.3	335.6	436.8	866.2	556.7
Foreign direct investments by countries, %	100	100	100	100	100
Non-CIS countries	76.5	53.2	54.6	53.3	58.4
Australia	2.3	1.0	1.3	2.1	3.9
Germany	17.3	15.9	6.6	5.5	1.5
Israel	2.3	0.2	0.2	0.0	0.4
Canada	12.4	2.6	1.4	11.1	3.5
China	2.2	2.2	6.7	6.6	9.2
Cyprus	5.0	6.9	1.9	1.3	0.4
United Kingdom	14.0	11.3	13.8	8.5	18.1
USA	5.6	1.9	3.0	0.7	4.2
Turkey	7.7	3.8	3.8	1.5	6.3
Other states and organisations	7.7	7.4	15.9	16	10.9
CIS countries	23.5	46.8	45.4	46.7	41.6
Kazakhstan	19.2	40.7	41.8	41.7	34.0
Russian Federation	3.9	5.9	3.1	4.2	7.5
Other countries	0.4	0.2	0.5	0.8	0.1

• **Informal economy**

The large share of the informal economy in Kyrgyzstan is on of the worrying tendencies related to the economic situation. According to the National Employment policy adopted by the Government of the Kyrgyz Republic in 2005, the share of information economy is estimated at 67% of total employment.

²⁷ International Monetary Fund, Programme Note, Kyrgyzstan, October 2010, <http://www.imf.org/external/np/country/notes/kyrgyzrep.htm>

²⁸ National Statistic Committee of the Kyrgyz Republic, Investments, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

²⁹ Ibid

Vast majority (about 80%, close to 1.3 million people) of informally employed persons are in the agricultural sector³⁰.

The National Statistics Committee estimates that Kyrgyzstan's shadow economy has grown more than 18-fold in the past ten years from about 1.4 billion USD in 1995 to more than 26 billion USD in 2007. Independent experts believe the shadow economy is actually larger than official figures indicate and may constitute more than half of the country's GDP.

National Statistics Committee experts believe the growth of home businesses in the country is responsible for the increase in the shadow economy, although they accounted for just 12% of GDP in 2008. Trade and the repair of cars, household and personal items also constitute a significant amount of shadow business accounting for 14.3% of GDP.

High taxes have caused many small and medium-size enterprises that provide from 30% to 40% of GDP to maintain two sets of accounting records. Authorities tried in 2008 to legalise light industry, starting with nearly 3,000 underground garment factories, but did not succeed fully in drawing them out of the shadow economy.

Government experts point to a loss of trust and loyalty by businesses toward state institutions combined with a decline in taxpayer ethics. Shadow businesses have come to be considered a normal part of life in Kyrgyzstan³¹.

- **Trade:**
- **External trade of the Kyrgyz Republic (mln USD)³²:**

	Export			Import		
	2007	2008	2009	2007	2008	2009
Total	1,321.1	1,855.6	1,441.6	2,788.5	4,072.4	3,040.2
CIS countries	566.7	773.7	521.4	1,519.3	2,186.9	1,717.4
Azerbaijan	2.7	2.6	1.3	2.0	10.5	3.9
Belarus	1.8	5.3	3.5	23.8	42.5	74.0
Kazakhstan	204.2	184.1	138.7	312.4	376.6	339.9
Moldova	0.9	0.7	1.3	2.8	3.5	3.1
Russian Federation	234.6	310.2	185.8	973.9	1,492.2	1,090.4
Tajikistan	28.1	27.0	15.8	2.3	3.5	3.7
Uzbekistan	85.7	232.1	167.6	120.9	160.1	111.7
Ukraine	6.1	5.7	2.8	79.5	94.1	89.3
Non-CIS countries	567.5	843.9	920.2	892.8	1,885.6	1,322.8
Austria	0.1	0.0	0.7	3.8	10.9	7.8
Belgium	11.5	11.9	11.3	8.0	13.2	13.6
Germany	6.4	17.7	5.3	54.2	335.9	100.7
Italy	6.7	3.0	0.2	8.9	18.9	10.1
Netherlands	3.4	0.9	2.7	36.4	41.8	49.5

³⁰ International Labour Organisation, The Decent work country programme for the Kyrgyz Republic, 2006 – 2009, <http://www.ilo.org/public/english/region/eurpro/geneva/download/decentwork/kyrgyzstan.pdf>

³¹ Central Asia on-line, http://centralasiaonline.com/cocoon/caii/xhtml/en_GB/features/caii/features/2009/01/20/feature-03

³² National Statistical Committee of the Kyrgyz Republic, International Economic activities, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

United Kingdom	9.0	3.5	10.7	10.1	27.6	11.4
France	0.4	108.2	184.9	17.6	18.3	20.8
Sweden	0.0	0.1	0.0	7.9	30.3	8.7
Switzerland	226.1	440.5	444.8	12.5	8.8	14.1
India	0.8	0.6	3.6	8.7	14.0	15.2
Iran	11.0	12.0	7.4	5.7	9.7	6.2
China	61.9	44.4	19.4	355.6	728.2	623.6
United Arab Emirates	14.4	50.7	101.7	14.7	12.0	5.8
Pakistan	0.3	0.2	0.2	3.0	1.9	2.8
Korea	3.1	1.0	0.7	39.1	83.2	51.2
Turkey	43.0	44.9	36.7	50.9	91.1	72.8
Japan	1.7	3.1	0.0	17.9	130.4	66.0
Canada	0.8	0.9	16.7	23.0	30.8	19.3
USA	4.1	4.3	38.1	95.8	119.8	101.6
Finland	0.1	0.1	0.4	26.4	25.6	13.8
Poland	1.7	1.1	0.6	16.9	22.4	19.1
Hungary	-	0.0	0.2	5.4	9.0	8.0
Australia	0.2	0.4	0.1	3.5	13.1	7.3

- Trade balance of the Kyrgyz Republic (mln USD)³³:

	2007	2008	2009
Total	-1,467.4	-2,216.8	-1,598.6
With CIS countries	-952.6	-1,413.2	-1,196.0
With non-CIS countries	-325.3	-1,041.7	-402.6

³³ National Statistic Committee of the Kyrgyz Republic, International Economic activities,
http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

B3. Labour market analysis

Following the collapse of the Soviet Union and its centrally planned economy, and the independence of Kyrgyzstan in 1991, the country has pursued reforms towards a market economy and democratic governance. Economic reforms towards privatization and a market economy have not yet been able to create sustainable livelihoods for the majority of the population. The current situation on labour market is characterized by several tendencies, including:

- Transformation of the structure of labour resources with changes in the rural/urban and sectoral distributions of labour;
- Decreasing of the proportion of people with stable jobs, while increasing of unemployment rates, temporary incomes and part-time jobs;
- Increase of migration flows (internal and external). Annually about 400,000 citizens of Kyrgyzstan participate in migration for temporary employment abroad;
- Imbalance between labour demand and labour supply on the national market, with oversupply in some areas and undersupply in others;
- Tendency of general decline in the quality of work force, including highly skilled human resources, as well as skilled workers due to the declining quality of an education system;
- Increase of the proportion of low skilled labour force in the economically active population, not least due to the underdevelopment of the system of vocational education and training and its inability to meet the requirements of the current labour market³⁴.

The Labour code of the Kyrgyz Republic in accordance with the Constitution determines the basis of the state policy in the area of labour relations, aiming at creating conditions which would allow a worker and his family to lead a dignified life, introducing state guarantees of labour rights of Kyrgyz citizens and securing the interests of workers, hired workers and the state. The Labour code (2004) was drafted with the direct participation of three parties of the social partnership: Government of the Kyrgyz Republic, Federation of Trade Unions of Kyrgyzstan and the Republic Union of Employers.

Amendments introduced to the Labour code (March 2009) generally aimed at balancing interests of employer and employee, diminishing the severity of regulations of the employer's activity, formalization and legalization of labour relations, freeing employer from non relevant for him obligations, improvement and enlargement of the industry, creating new working posts, increasing of the social partners' role, creating more positive conditions for employers to set up a flexible work time regime³⁵.

In accordance with the Act on "Social Fund" of August 2, 2006 No. 103, the Social Fund of the Kyrgyz Republic is an executive body of the state social insurance system and pension security in the Kyrgyz Republic, functioning on the basis of self-government principles. The tasks of the Social Fund are following:

- working out and executing of the policy in the area of the state social insurance system and pension security;
- securing right of insured persons to state social insurance in line with the Kyrgyz Republic;
- securing the financial stability of the Social Fund.³⁶

³⁴ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 16

³⁵ Information provided by the Kyrgyz Ministry of Labour, Employment and Migration, 2010.

³⁶ Ibid.

The Kyrgyz labour market has not suffered much from the global economic crisis since it is dominated by agricultural sector. The number of non-working population as for 1 April 2010 in comparison to the previous year has decreased by 0.9% and number of the unemployed by 3.3 %. The level of the registered unemployment was 2.8%. In January-April 2009, the number of people who were on unpaid leave has increased (15,128 persons) as well as those working part time (3,989 persons). The economic crisis hit the hardest the population working in the mining industry and production of electric energy, gas and water, where the decrease of salary, comparing to the same period last year, has accounted for 5.6% and 13.2 % respectively³⁷.

Although most of the Kyrgyz labour migrants are low skilled personal working on construction sites and harvesting cotton and tobacco, the drain of educated and experienced people causes a problem for Kyrgyzstan³⁸.

- **Economically active population**
- **Economic activeness of population aged 15 and above, 2008 (thousand persons)³⁹:**

	Total population	Out of total:	
		Male	Female
Economically active population, total	2,379.9	1,356.6	1,023.3
Employed population	2,184.3	1,257.0	927.3
Unemployed population	195.6	99.6	96.0
Economically inactive population	1,260.5	417.4	843.1
Level of economical activeness, %	65.4	76.5	54.8
Level of employment, %	60.0	70.9	49.7
Unemployment level, %	8.2	7.3	9.4

- **Distribution of employed population by age groups, 2008 (%)⁴⁰:**

Years	Total population	Out of total:	
		Male	Female
Employed population, total	100	100	100
15-19	6.6	7.1	5.9
20-24	14.2	14.9	13.3
25-29	15.1	15.7	14.3
30-34	13.3	13.8	12.6
35-39	13.1	12.7	13.5
40-44	12.0	11.4	12.9
45-49	11.3	10.2	12.6
50-54	7.3	6.5	8.4
55-59	4.5	4.7	4.3
60-64	1.2	1.3	1.0
65-70	0.9	1.1	0.6
70 and above	0.5	0.4	0.6

³⁷ Ibid.

³⁸ ICMPD, 2005: Overview of the Migration Systems in the CIS countries (p. 145).

³⁹ National Statistic Committee of the Kyrgyz Republic, Employment and Wages,

http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

⁴⁰ Ibid

- **Distribution of employed population by education level, 2008 (%)⁴¹:**

Level of education	Total population	Out of total:	
		Male	Female
Employed population, total	100	100	100
Higher professional	17.4	14.7	21.2
Incomplete higher professional	2.5	2.5	2.4
Secondary professional	13.1	9.8	17.6
Basic professional	10.0	13.1	5.7
Secondary	48.5	50.0	46.4
Secondary basic	6.2	7.3	4.7
Primary and illiterate	2.4	2.7	1.9

- **Average number of employed persons by types of economic activities⁴²:**

Economic activity	2006		2007		2008	
	Thousand persons	%	Thousand persons	%	Thousand persons	%
Total	2,096.1	100	2,152.7	100	2,184.3	100
Agriculture, hunting and forestry	760.0	36.3	742.1	34.5	742.9	34.0
Fishery	0.2	0.0	0.3	0.0	0.1	0.0
Industry (mining)	11.8	0.6	13.1	0.6	13.3	0.6
Industry (manufacturing)	177.9	8.5	179.8	8.4	178.0	8.1
Energy, gas and water supply	35.6	1.7	38.3	1.8	37.8	1.7
Construction	181.4	8.7	205.3	9.5	221.9	10.2
Trade	308.4	14.7	316.9	14.7	319.4	14.6
Hotels and restaurants	49.0	2.3	58.4	2.7	66.2	3.0
Transport and communication	120.2	5.7	133.3	6.2	133.8	6.1
Financial activities	9.5	0.5	9.7	0.5	12.2	0.6
Real Estate operations	36.5	1.7	45.8	2.1	49.7	2.3
Public administration	101.0	4.8	106.8	5.0	101.7	4.7
Education	152.9	7.3	156.6	7.3	156.1	7.1
Health care and social services	87.0	4.2	86.2	4.0	86.3	3.9
Communal, personal and other services	48.8	2.3	43.0	2.0	49.4	2.3
Household services	15.3	0.7	16.2	0.8	15.4	0.7
Exterritorial organisations	0.5	0.0	1.1	0.0	0.3	0.0

- **Unemployment rate**
- **Unemployment, general level**

⁴¹ Ibid

⁴² Ibid

According to the data of the Ministry of Labour, Employment and Migration the rate of **non-working population** registered with the organs of state employment services as for 1 April, 2010 in comparison to the same date of 2009 has decreased by 0.9 % and the number of **the unemployed** by 3.3%. The registered unemployment rate was 2.8 % in relation to the economically active population. The most tensed situation is in Narynskoj region, where the general and registered level of unemployment rate is 11.1%, in the town Osh the registered level is 8.7%. It is worth mentioning that in Batkenskoy and Chujskoy region, where the level of the general unemployment is much higher than the republican rate 11.1% and 12.7% accordingly, the highest gap with the registered level of unemployment which is 5.1% and 2.4% accordingly⁴³ was observed.

- **Distribution of unemployed population by age groups, 2008⁴⁴:**

Years	Total population		Out of total:			
	Thousand persons	%	Male		Female	
			Thousand Persons	%	Thousand persons	%
Unemployed population, total	195.6	100	99.6	100	96.0	100
15-19	22.2	11.3	12.7	12.7	9.5	9.9
20-29	82.1	42.0	44.1	44.3	38.0	39.6
30-39	45.1	23.1	19.3	19.4	25.8	26.9
40-49	33.6	17.2	16.0	16.1	17.6	18.3
50-59	12.2	6.2	7.3	7.3	4.9	5.1
60 and above	0.4	0.2	0.2	0.2	0.2	0.2

- **Distribution of unemployed population by education level, 2008 (%)⁴⁵:**

Level of education	Total population	Out of total:	
		Male	Female
Unemployed population, total	100	100	100
Higher professional	24.7	8.5	16.1
Incomplete higher professional	13.1	8.9	4.2
Secondary professional	23.8	8.6	15.2
Basic professional	17.8	10.4	7.5
Secondary	95.8	51.1	44.7
Secondary basic	15.9	9.5	6.4
Primary and illiterate	4.5	2.6	1.8

- **Registered unemployment⁴⁶:**

	2005	2006	2007	2008	2009
Number of persons registered at the state employment organs, total (thousand persons)	99.0	104.4	105.5	102.2	97.4
Recognised unemployed (thousand persons)	68.0	73.4	71.3	67.2	61.4
Put of unemployed persons number, receive	10.2	4.5	3.4	1.4	1.4

⁴³ Data of the Ministry of Labour, Employment and Migration, 2010

⁴⁴ National Statistic Committee of the Kyrgyz Republic, Employment and Wages,

http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

⁴⁵ Ibid

⁴⁶ Ibid

unemployment benefit (thousand persons)					
Level of registered unemployment, %	3.0	3.2	3.0	2.9	2.6

- **Level of income**

The **minimal salary** has been set at 500 Soms (app. 10.5 USD) in 2010 in accordance with the “Act on Republican budget for 2010 and forecasts for 2011-2012”. The **average salary** of one employee in March-April 2010 was 6,085 Soms (app. 130 USD) and comparing with the same period last year increased by 12.4 %⁴⁷.

- **Average wages in Kyrgyzstan⁴⁸:**

	2005	2006	2007	2008	2009
In USD	63.7	81.4	106.4	147.1	143.6
In KGS	2,613	3,270	3,970	5,378	6,161

- **Wages by economic activity⁴⁹:**

Total men and women	2005	2006	2007	2008	2009
Total	2,613	3,270	3,970	5,378	6,161
Agriculture, Hunting and Forestry	1,041	1,259	1,788	2,416	3,347
Fishing	1,172	1,852	1,471	2,915	3,957
Mining and Quarrying	2,928	3,964	4,609	5,749	5,856
Manufacturing	4,230	6,211	6,254	7,412	9,546
Electricity, Gas and Water Supply	4,410	5,340	6,315	7,935	8,734
Construction	2,388	2,887	3,613	5,245	6,620
Wholesale and Retail Trade; Repair of Motor Vehicles, Motorcycles and Personal and Household Goods	2,082	2,288	3,142	4,487	6,477
Hotels and Restaurants	3,415	3,244	4,191	4,769	5,793
Transport, Storage and Communications	4,108	5,141	6,497	9,897	9,717
Financial Intermediation	9,555	10,669	10,791	14,864	16,750
Real Estate, Renting and Business Activities	2,981	3,492	4,576	6,326	7,853
Public Administration and Defense; Compulsory Social Security	3,525	3,753	4,469	6,958	8,106
Education	1,622	1,955	2,676	3,424	3,638
Health and Social Work	1,386	1,751	2,541	3,486	3,909
Other Community, Social and Personal Service Activities	1,934	2,243	2,536	3,414	3,566

⁴⁷ Information provided by the Kyrgyz Ministry of Labour, Employment and Migration, 2010

⁴⁸ National Statistic Committee of the Kyrgyz Republic, Employment and Wages, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

⁴⁹ National Statistic Committee of the Kyrgyz Republic, Employment and Wages, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

B4. Human Capital

• Levels of education

According to the statistical collection “Education and Science in the Kyrgyz Republic”, published in 2008 by National Statistical Committee, Kyrgyzstan currently has 2,183 schools, 111 primary vocational schools, 82 institutions of middle-level professional education (technical schools and colleges) and 49 higher education institutions.

The Primary vocational schools during 2002-2006 produced roughly 20 thousand graduates each year with insignificant variations in particular years. In addition, the secondary professional schools produced 8,100 specialists annually during 2002-2008. The higher education institutions output was 181, 165 graduates during 2002-2008. It is interesting to note that while in the primary and secondary vocational education system the output was more or less stable, in higher education there was considerable growth in the number of graduates in 2003/2004 by more than 5,000 persons; in the next 4 years it was a relatively stable number and in 2007/2008 the dynamics have changed again towards a decrease in the number of graduates by 4,361 persons in comparison with the previous year. In the primary vocational school system, the analysis of enrolment and graduates show that female students comprise 33-37 % of the total number of students during 2002-2006.

The basic vocational schools have education programmes which cover 155 professions. But the publicly accessible official statistics on the output of specialists during 2002-2006 is available only for 54 professions which constituted 74% of the total output of primary vocational schools in 2006. The list of 54 professions includes many of the occupations in demand on the domestic labour market, as well as in the CIS, including electro-fitters, electric metal workers, stonemasons, machine operators, assemblers, carpenters, sewers, tailors, etc.⁵⁰

Main education indicators of Kyrgyzstan⁵¹:

	2004/05	2005/06	2006/07	2007/08	2008/09
Enrolment in basic education (number)	977,703	968,922	951,226	938,045	920,978
Gross enrolment in basic education ratio	95.2	96.2	96.3	97.6	98.3
Proportion of girls in basic education	48.7	48.9	49.0	49.0	49.1
Pupil/teacher ratio in primary education	24.7	24.1	24.3	24.5	24.3
Pupil/teacher ratio in secondary education	16.8	16.8	16.6	16.5	16.4
Upper secondary enrollment (persons)	154,231	150,917	147,104	142,016	132,690
Gross upper secondary enrollment	43.7	42.8	41.8	40.5	37.9
Proportion of girls in upper secondary education	52.8	52.9	52.6	53.0	53.2
Number of students enrolled in tertiary education	218,273	231,095	236,929	250,460	243,028
Proportion of female students in tertiary education	55.2	55.6	56.1	56.3	55.7
Public expenditure on education (% of GDP)	4.0	4.2	4.7	5.0	4.8

• Quality of education

The majority of employers surveyed in Russia and Kazakhstan named the poor knowledge of language and of specific technical terminology as a main professional gap of migrant labour force from Central Asia, including Kyrgyzstan. The other shortcomings such as low qualification, lack of practical skills, including in the operation of equipment also have been mentioned, but in comparison with the main

⁵⁰ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 34

⁵¹ UNICEF, TransMONEE 2010 DATABASE, released in May 2010, www.unicef.org/ceecis

weakness (language problem and related to this, problem with technical terminology), other criteria play a much lesser or even a marginal role⁵².

According to the survey on Employment, Unemployment and Labour Migration conducted in 2006, 72% of labour migrants have school education or primary vocational education, 5% finished only the 9th grade of school and 23% have higher or secondary vocational education. In the current survey (2008), 57.6% of migrants said they have school education or primary vocational education, while 29% represent people with higher, or secondary vocational education and 12% are migrants with primary education or incomplete school education. In general, the education profile of labour migrants currently working in the CIS, as well as the profile of potential migrants shows the general trend of a declining quality of Kyrgyzstan's workers supplied to the labour markets of the CIS.⁵³

A separate government body was created in 2007 by presidential decree to govern the system of vocational education given its importance for the labour force development – the State Agency on Vocational Education under the government of the Kyrgyz Republic. In 2008 various stakeholders in vocational education participated in the workshop for public discussion of the Strategic Programme of Vocational Education Development in Kyrgyzstan till 2012⁵⁴.

- **Identified skill shortages by sector, profession and region**

Analysis of the labour market in terms of demand for specific professions or specializations was not conducted across the Kyrgyz Republic. All the conducted surveys of labour market in the area of employment and regulation of labour market indicated the development of economy and its impact on the employment level. Since the independence the issues of distribution of labour force and labour vacancies in terms of professional-qualification groups have not been settled. The existing classifier of professions has rather a formal character and in practice is used only by a small number of legal entities. The National Statistical Committee of the Kyrgyz Republic does not possess the statistical data of the employed persons in terms of their professions i.e. the statistical registry of the existing professions is not conducted. It should be mentioned that 84% of the farming subjects is privately owned with predominance of small and medium enterprises.

There is a demand for labour force in all economic sectors. Nevertheless, in order to determine the qualitative and quantitative characteristics of demand for labour force for a certain period of time a special survey needs to be conducted. The official statistics does not provide sufficient information on the professional-qualification structure of demand and supply on the general labour market. The similar situations were found when analyzing the factor which is characteristic for the level of demand for labour force. The data on the level of employment with regard to the branches and enterprises (large, medium and small) was limited or lacking. Therefore, there is lack of sufficient information on the range and quality rates.⁵⁵ There is a paradoxical situation on the labour market in Kyrgyzstan. On one hand there is an excess of labour resources mainly due to demographic factors and limited capacity of national labour market to absorb all the economically active population; on the other hand, there is a shortage of skilled workers in many sectors of the national economy. The graduates of higher education institutions and vocational schools experience difficulties in finding jobs relevant to their education background, while at the same time employers report about difficulties in filling the existing vacancies in their enterprises and businesses. Such situation is explained by the declining quality of education at all levels (primary, secondary, vocational and higher), and outdated education technologies. These

⁵² Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 9

⁵³ Ibid., p. 21-22

⁵⁴ Ibid. p. 43

⁵⁵ Information provided by the Kyrgyz Ministry of Labour, Employment and Migration, 2010.

problems are linked to the issue of education quality assessment, certification and accreditation in the whole education system.⁵⁶

The Kyrgyz internal labour market lacks specialists and professional labour force (e.g. in construction of new hydroelectric stations). Therefore, Kyrgyzstan is interested in migration and development and runs a Presidential educational reform for specialists supported by the Asian Development Bank (ADB) and some EU MS (e.g. Germany, UK). In addition Kyrgyzstan wants to attract their own labour force working abroad and ensure their voluntary return in order not to fill vacancies with foreign labour force (in this regard the number of Turkish and Chinese workers is growing).⁵⁷

In Kyrgyzstan employers projected increasing demand for occupations related to the energy sector, including hydro energy, mining and tourism industry. It was found that the demands for skilled workers on the domestic labour market and in CIS countries are in many ways are similar. The types of professions which are in demand are mainly related to construction industry, communal service provisions, consumer services, retail, public catering, cloth manufacture (textile) industry. Also technical professions such as welders, automotive repair workers, metal workers, machine operators, electricians are on the top of list of demanded professions. Given that Kyrgyzstan is also experiencing shortage of skilled labourers; this feature means that the national labour market is competing with foreign markets for the same categories of labour force. It is obvious that in this competition Kyrgyzstan is losing qualified workers to the CIS markets due to the wage differentials. Skilled workers in Kyrgyzstan can be offered average salaries in the range of 100-200 USD, while in Kazakhstan and Russia wages are several times higher (even if nationals earn more than migrant workers)⁵⁸.

⁵⁶ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 10

⁵⁷ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

⁵⁸ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 8

C. Analysis of the migration situation in the country

C1. Immigrants

C1.1 Total number of immigrants

National Statistic Committee of the Kyrgyz Republic provides information on migration flows to Kyrgyzstan on annual basis. This information includes long-term migrants, as well as visitors and tourists. According to the Committee, in 2009, Kyrgyzstan had negative migration balance, i.e. more people are leaving from the state than arriving to reside there: 3,829 persons arrive to reside in Kyrgyzstan and 33,380 emigrated from the state. The countries of origin of immigrants arriving to Kyrgyzstan as well as countries of destination for emigrants from Kyrgyzstan are CIS states: the Russian Federation, Kazakhstan, Tajikistan and Uzbekistan.

Number of immigrants to Kyrgyzstan, 2009 (persons)⁵⁹:

Country	Number of immigrants
Total	3,829
CIS countries, total	3,719
Kazakhstan	556
Russian Federation	2,671
Tajikistan	233
Uzbekistan	223
Ukraine	14
Other CIS countries	22
Non-CIS countries, total	113
Germany	14
USA	8
Canada	2
Israel	2
Turkey	18
China	36
Other non-CIS countries	33

One of the immigrant groups are **ethnic Kyrgyz** (person of Kyrgyz origin but being citizen of foreign country or stateless person of Kyrgyz origin) who arrive to their homeland due to different reasons. Among the main reasons are:

- Intention to consolidate the Kyrgyz nation within the historical territory;
- Great significance of ethno-cultural and socio-cultural values and protection of cultural traditions and the language;
- Socio-economic reason – relatively low socio-economic level of living in the country of previous place of residence;
- Lack of sufficient parcels of arable land and limitation of freedom of entrepreneurship, discrimination on the ground of nationality, etc. Migratory flow derived mainly from Tajikistan what was connected with the consequences of the civil war.

⁵⁹ National Statistic Committee of the Kyrgyz Republic, Population, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

According to the data of the research conducted in 2008 there are over 25.000 ethnic Kyrgyz living on the territory of the Republic of Kyrgyzstan. Most of them plough land or work as wage-earners or in the retail trade sector⁶⁰.

In 2009, ethnic Kyrgyz constituted 41.5% from the total number of immigrants (1,590 persons out of 3,829)⁶¹.

C1.2 Type of immigrants

- **Refugees/asylum-seekers**

Currently there are approximately 1000 asylum seekers in Kyrgyzstan.⁶² A reception centre for refugees located in Bishkek, funded by the EU, is run by the Kyrgyz Ministry of Labour, Employment and Migration.⁶³

Recognized refugees in Kyrgyzstan can make use of integration programmes operated by UNHCR. The programmes concern citizenship, employment, education and medical assistance issues. Refugees are provided with all unnecessary conditions for living: accommodation, parcels of arable land, education, medical care and employment opportunities. One of the important results of such approach is assistance in acquiring a Kyrgyz citizenship. Since 2002 over 9 thousand of persons have acquired a Kyrgyz citizenship what according to the High Commissioner for Refugees Mr. Guterres is a unique experience in international practice of solving refugees' problems. Additionally it should be mentioned that currently recognized refugees are privileged in terms of requirements for the Kyrgyz citizenship, because in accordance with the Act on citizenship of the Kyrgyz Republic (point 4 of the second part of art. 13) they are required to reside in the territory of Kyrgyzstan for at least 3 years (for other foreigners the requirement is minimum 5 years). This year and last year 60 refugees benefited from such possibility. Education opportunities for refugees to access secondary education are the same as for Kyrgyz citizens. Medical services for refugees are provided with the assistance of UNHCR. Other rights of refugees such as performing work or business activity, purchasing real estate (and other property), access to legal protection and other rights are provided for by the existing legislation of the Kyrgyz Republic⁶⁴.

- **Number of asylum seekers in Kyrgyzstan⁶⁵:**

	2003	2004	2005	2006	2007	2008	2009
Afghanistan	74	95	112	159	365	472	43
China	5	3	2	10	4	3	
DPR Korea			2	3	3	1	0
India	4			2	0	1	
Iran	5	2	9	15	22	10	1
Iraq	4	1			3	3	0
Kazakhstan		5	1	1	0	10	5
Pakistan		2		2	1	4	5

⁶⁰ Data of the Kyrgyz Ministry of Labour, Employment and Migration, 2010

⁶¹ National Statistic Committee of the Kyrgyz Republic, Population, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

⁶² Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

⁶³ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

⁶⁴ Information provided by the Kyrgyz MLEM, 2010

⁶⁵ UNHCR Statistical Online Population Database, United Nations High Commissioner for Refugees (UNHCR), data extracted: 21/01/2011, www.unhcr.org/statistics/populationdatabase

Russian Federation	96		31	21	6	5	0
Somalia					1	1	
Sri Lanka	5						
Stateless			2		2	0	
Sudan						3	
Syrian Arab Republic	17		17	4	6	0	1
Tajikistan		23		3			1
Turkey			1		1	0	
Turkmenistan		1	3			3	
Uzbekistan			1,061	294	353	358	50
West Bank and Gaza Strip						1	0
Total	210	132	1241	514	767	875	106

- **Number of recognized refugees residing in Kyrgyzstan⁶⁶:**

	2003	2004	2005	2006	2007	2008	2009
Afghanistan	648	258	251	256	277	267	323
China	10	4	6	2	6	2	2
DPR of Korea				2	5	6	7
India		4	0				
Iran (Islamic Republic of)	4	5	0	6	8	8	8
Iraq		4	4	4	5	0	
Syrian Arab Republic		6	0		4	4	4
Tajikistan	4,929	3,472	2,320	0		0	
Turkmenistan				2	2	0	
Uzbekistan			17	94	63	88	79
Total	5,591	3,753	2,598	366	370	375	423

• **Labour migrants:**

There is a quota system for labour migration in Kyrgyzstan. Two types of quotas are established every year: the first quota – numbers of foreign labour migrants (**so called labour quota**) and the second one: numbers of foreign citizens granted permanent residence in Kyrgyzstan (**so called immigration quota**). According to the Government Resolution the Ministry of Labour distributes the quota among the regions. The local public administration submits information to the Ministry on the needs of the local market and also on the basis of analysis from the previous years.

In 2009, labour quota (distributed by sectors of economy and regions) – only for Bishkek city was 3,333 persons and immigration quota (citizens of CIS countries, mainly citizens of Russia or Kazakhstan) was 600. In 2010, labour quota was about 4,350 and immigration quota was 460. Since January 1, 2010, in order to be granted a status of immigrant, which is equivalent to a permanent residence on the territory of Kyrgyzstan, one must reside interruptedly in Kyrgyzstan for 5 years.

In 2009, 857 employers applied for work permits for migrant workers from China, Turkey, Republic of Korea, and Pakistan to work mainly in industry, construction, trade and recently also in services sectors⁶⁷.

- **Structure of labour immigrants population in Kyrgyzstan⁶⁸**

⁶⁶ Ibid

⁶⁷ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010. p. 8

	2005
Total men and women	11,100
Men	5,600
Women	5,500
Employed international migrant population	
Total men and women	4,200
Men	3,300
Women	800
By economic sector	
Agriculture, Hunting and Forestry	300
Manufacturing	700
Construction	500
Wholesale and Retail Trade; Repair of Motor Vehicles, Motorcycles and Personal and Household Goods	600
Other Community, Social and Personal Service Activities	1,900
By occupation	
Legislators, senior officials and managers	300
Professionals	1,000
Technicians and associate professionals	800
Service workers and shop and market sales workers	500
Skilled agricultural and fishery workers	400
Craft and related trade workers	800
By employment status	
Employees	4,200
Own-account workers	1,700
Other	2,100

- **Foreign students**

In 2009/2010 academic year, about 25.000 foreign students were studying in Kyrgyz high education institutions, about 22.000 are coming from the CIS countries. The biggest group of foreign students in Kyrgyzstan consisted of citizens of Uzbekistan (15,329 persons), Kazakhstan (4,314), Turkey (1,200), Tajikistan (1,040), Turkmenistan (880), India (500), and China (300). In average, foreign students pay for their education in Kyrgyzstan about 2,500 – 5,000 thousand USD per year, which count up to 2 million USD together⁶⁹.

As result of uprising in Kyrgyzstan in April 2010 and following events the number of students in the country decreased⁷⁰, but already in November 2010, the Ministry of Education and Science informed that number of foreign students in Kyrgyzstan exceeded 25,000. Young people arrive to study to Kyrgyzstan from 32 countries.⁷¹

⁶⁸ <http://laborsta.ilo.org/STP/guest> > International Labour Migration Statistics > Kyrgyzstan > 2005-2008

⁶⁹ Information portal "Law" ("zakon.kz"), 10.02.2010, "More than 4,000 thousand Kazakh students study in Kyrgyzstan", <http://www.zakon.kz/161403-v-kyrgyzstane-obuchaetsja-bolee-4-tys..html>

⁷⁰ Internet newspaper "Ata Meken" («Ата Мекен»), 23.09.2010, http://atamekenkg.com/index.php?option=com_content&view=article&id=7481:2010-09-23-11-30-55&catid=101:public&Itemid=30

⁷¹ Kazakh News Agency, "The News", 17.11.2010, <http://thenews.kz/2010/11/17/612949.html>

- **Tourists and visitors**

The number of tourist and visitors arriving to Kyrgyzstan increased by almost 7 times between 2005 and 2009 (from 319,303 persons to 2,146,740 persons). In 2009, the majority of tourists and visitors arrive to Kyrgyzstan from Kazakhstan (48.3% from the total number or 1,036,322 persons), Uzbekistan (22.1%, 474,751 persons), and the Russian Federation (7.3%, 157,008 persons).

- **Number of tourists and visitors in Kyrgyzstan, 2005 – 2009⁷²:**

Country	2005	2006	2007	2008	2009
Total, persons	319303	765850	1655833	2435386	2146740
Australia	732	1084	1292	1504	1883
Austria	439	529	675	765	1046
Azerbaijan	492	403	1566	1237	1158
Armenia	266	405	580	508	407
Afghanistan	384	362	634	525	461
Belarus	394	910	1192	938	937
Belgium	448	581	864	775	965
United Kingdom	2974	3265	4519	3261	3827
Russian Federation	32001	83438	118604	193998	157008
Kazakhstan	150904	479119	1125214	1078945	1036322
Germany	9128	9148	9794	10010	9374
China	15747	18681	20201	21921	21879
Korea	3850	4667	6417	4526	4790
Uzbekistan	49376	95091	283396	758423	474751
Turkey	9362	9981	17110	15611	12265
Other countries	42806	58186	63775	342439	419667

- **Family reunification**

No information is available

⁷² National Statistic Committee of the Kyrgyz Republic, Tourism,
http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

C1.3 Irregular immigrants

Statistical data on illegal migration in Kyrgyzstan is collected on a quarterly basis and compiled in a report annually.

The legislation of the Kyrgyz Republic in case of infringing the migration procedures provides for conducting expulsion of foreign citizens from the Kyrgyz Republic on the basis of the court proceedings. In 2005, 164 foreign citizens were expelled on such a basis, in 2006 – 537, in 2007 – 34, in 2008 – 51 and in 2009 – 330 foreigners.

In 2006, 36⁷³ cases of trafficking in human beings were registered; in 2007 – 34, in 2008 – 51 and in 2009 – 60 cases.⁷⁴ The main destination countries of trafficking in persons by cars or trains are Russia, Azerbaijan, Turkey, the United Emirates and countries of Western Europe. The following flight routes are also often used: Bishkek – Dubai, Bishkek – Istanbul and Osh – Shardza.

Main countries of origin of irregular migrants coming to Kyrgyzstan are Iran, Iraq, Pakistan, Bangladesh, Sri Lanka, Chad and India; citizens of these countries transit Kyrgyzstan and the Russian Federation on their direction to Europe or travel to Europe using flights via Yerevan (few cases recently). Migration of Chinese nationals, including irregular movements, has been gaining increasing importance in recent years.⁷⁵ The cooperation with China is based on a cooperation agreement between Kyrgyzstan and China signed in 1992 and its protocol of 2008. Furthermore, two Chinese police liaison officers work at the Embassy of China in Kyrgyzstan.⁷⁶

In 2009 also citizens of Malaysia started to transit Kyrgyzstan by entering the country legally and then changing their identity by using forged Greek or Bulgarian passports. In general, approximately 30% of irregular migrants cross the green border while 70% enter the country legally with visas. After that they either overstay the visa or change their identity by using old Kyrgyz or Eastern-European passports.⁷⁷

In many cases foreign citizens, especially from the CIS region, overstay their visa or change the purpose of the visa, e.g. a foreigner arrives on the basis of tourist visa to his/her friends and later on starts working. In some cases of illegal residence the foreigner is just fined and the visa can be prolonged.⁷⁸

The main routes to enter Kyrgyzstan are through air and car crossing points while air and railway crossing points are mostly used for exit the country. The Manas and Osh airports remain the main entry points used by the criminal smuggler groups when organizing channels of irregular migration.⁷⁹

⁷³ According to the information provided by the Kyrgyz Border Guard Service in June 2010 the number of the victims of THB in 2006 was 58 and 38 in 2005.

⁷⁴ Information provided by the Ministry of the Interior, June 2010.

⁷⁵ Information provided by the Kyrgyz Border Guard Service, June 2010.

⁷⁶ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

⁷⁷ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

⁷⁸ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

⁷⁹ Information provided by the Kyrgyz Border Guard Service, June 2010.

C2. Emigrants

C2.1 Total number of emigrants

The term *emigrant* used in this section refers to “long-term migrant”.

- **Total number of emigrants**

According to the official data from the National Statistic Committee of the Kyrgyz Republic, in 2009, the country had negative migration balance, i.e. more people are leaving from the state than arriving to reside there: 3,829 persons arrive to reside in Kyrgyzstan and 33,380 emigrated from the state. Such tendency is to be observed over the whole period of independency of the Kyrgyz Republic. The emigration from the country reached the top numbers in 1993, when more than 140,000 persons left the state. Afterwards the volumes of emigration significantly decreased and in 1998 constituted only 15,671 persons. However, starting from 1999 emigration was again increasing every year and reached 54,000 in 2007.

The top destination countries for Kyrgyz emigrants traditionally are Russia (88.2% from the total number of emigrants or 29,429 persons left to this country in 2009) and Kazakhstan (9.6% or 3,209 persons). Number of emigrants to the CIS countries constituted in 2009 98.9% (33,032 persons). Among non-CIS countries the main destination countries for Kyrgyz nationals in 2009 were Germany (139 persons), USA (91 persons), and Canada (44 persons). Decrease in number of emigrants to non-CIS countries is mainly justified by the decrease of emigrants to Germany: in 1996 5,507 emigrated to this country, in 2000 – 2,421 and in 2005 – only 790⁸⁰.

- **Emigration flows from Kyrgyzstan, 2008 - 2009⁸¹:**

Country	2006	2007	2008	2009
Total	34,423	54,608	41,287	33,380
To the CIS countries	33,813	54,078	40,877	33,032
Azerbaijan	22	20	11	29
Armenia	2	2	1	0
Belarus	140	93	57	55
Georgia	2	0	2	0
Kazakhstan	5,192	4,243	3,068	3,209
Russian Federation	28,070	49,333	37,472	29,429
Tajikistan	67	77	52	57
Turkmenistan	1	1	1	4
Uzbekistan	185	190	154	192
Ukraine	131	117	59	53
Other CIS countries	1	2	0	4
Non-CIS countries	610	530	410	348
Germany	317	282	153	139
Israel	16	38	24	13
United States	153	128	93	91

⁸⁰ National Statistic Committee of the Kyrgyz Republic,
<http://www.stat.kg/stat.files/din.files/census/5010014%20%20.pdf>

⁸¹ National Statistic Committee of the Kyrgyz Republic,
<http://www.stat.kg/stat.files/din.files/census/5010014%20%20.pdf>

Other non-CIS countries	124	82	140	105
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- **Number of Kyrgyz nationals residing in the EU MS and Norway with valid residence permits (stocks)⁸²:**

	2009	2008
Belgium	1,124	1,006
Bulgaria	18	17
Czech Republic	630	582
Germany	7,851	7,781
Estonia	21	20
Ireland	59	67
Greece	113	99
Spain	216	192
France	385	414
Italy	764	570
Cyprus	60	75
Latvia	32	36
Lithuania	43	43
Hungary	37	52
Malta	3	4
Netherlands	132	150
Austria	181	205
Poland	81	60
Portugal	50	55
Romania	5	3
Slovenia	2	1
Slovakia	25	24
Finland	64	57
Sweden	356	341
Norway	65	78
Total	12,317	11,932

- **Number of the residence permits issued to the Kyrgyz nationals in 2008-2009 in the EU MS and Norway (flows)⁸³:**

	2009	2008
Belgium	218	126
Bulgaria	9	12
Czech Republic	85	98
Denmark	6	7
Germany	333	383
Estonia	4	3
Ireland	5	12

⁸² EUROSTAT Database, data extracted 24.01.2011;

<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

⁸³ EUROSTAT Database, data extracted 24.01.2011;

<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

Greece	5	6
Spain	40	34
France	70	87
Italy	310	226
Cyprus	0	27
Latvia	10	19
Lithuania	21	22
Hungary	10	22
Malta	1	4
Netherlands	21	45
Austria	95	91
Poland	32	34
Portugal	1	6
Romania	2	1
Slovenia	0	0
Slovakia	7	15
Finland	11	23
Sweden	56	62
United Kingdom	279	204
Norway	25	23
Total	1,656	1,592

According to Russian statistics there are about 350 thousands of Kyrgyz legal residents in Russia.⁸⁴

C2.2 Type of emigrants

- **Asylum seekers and refugees from Kyrgyzstan**

The number of asylum seekers from Kyrgyzstan decreased between 2003 and 2009 from 777 persons to 465 persons. The biggest number of applications traditionally is submitted in Sweden: in 2009, Kyrgyz nationals submitted 153 asylum applications in this country which constituted 32.9% from the total number of applications in 2009; 85 applications were submitted in the USA (18.3%), 31 – in Austria (6.7%).

Nevertheless, EUROSTAT preliminary data for 2010 show that in 2010 only in the EU MS, Iceland, Liechtenstein, Norway and Switzerland Kyrgyz nationals submitted 945 asylum applications. The majority of asylum applications were submitted in Sweden (395 applications), Belgium (160 applications), and Austria (100 applications)⁸⁵. Some 300,000 people were internally displaced in June 2010 in Kyrgyzstan and tens of thousands more fled to Uzbekistan. Many people returned to their homes soon after, though thousands remained displaced as their homes had been destroyed or they feared for their safety upon return⁸⁶.

⁸⁴ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

⁸⁵ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

⁸⁶ Internal Displacement Monitoring Centre, IDP News Alert, 10 December 2010, [http://www.internal-displacement.org/8025708F004D31AA/\(httpIDPNewsAlerts\)/5A2317A122C343A5C12577F5003AB391?OpenDocument](http://www.internal-displacement.org/8025708F004D31AA/(httpIDPNewsAlerts)/5A2317A122C343A5C12577F5003AB391?OpenDocument)

- Number of asylum applications submitted by the Kyrgyz nationals, 2003 – 2009⁸⁷:

	2003	2004	2005	2006	2007	2008	2009
Argentina			2	0	0		
Armenia				1			
Australia			5	5	0	0	
Austria	76	81	89	82	57	66	31
Azerbaijan				1			
Belarus			4	1	1		1
Belgium	60	39	40	29	23	14	19
Bulgaria						2	2
Canada	11	9	23	5	5	10	5
Cyprus	1			0	4	2	0
Czech Republic	80	138	35	85	63	36	26
Denmark	1	6	5	1	0	5	0
Ecuador							2
Finland	5	9	13	17	4	2	1
France	97	59	55	32	34	20	20
Georgia						1	
Germany		26	32	10	12	14	18
Greece		1	1	1		2	0
Hungary		1		2			
Iran			5	1	0	2	0
Ireland	8	6	3	0	7	0	
Israel			1				
Italy		2	1	0		3	
Kazakhstan				7	18	20	26
Latvia				1	0	1	0
Liechtenstein			1	4			3
Lithuania	1	1	2			2	
Luxembourg	9	6			1		0
Malta		3					
Netherlands	21	7	33	20	5	1	4
New Zealand	1	3		4			1
Norway	44	26	24	10	12	9	23
Poland	10	19	16	13	20	5	13
Portugal			2				
Republic of Korea				3	0	0	
Republic of Moldova		4		2	0		7
Romania						1	
Russian Federation	3		12	0	5	3	7
Slovakia		9	2	1			
Spain		3	5	1	2	0	0
Sweden	241	104	83	49	37	111	153

⁸⁷ UNHCR Statistical Online Population Database, United Nations High Commissioner for Refugees (UNHCR), data extracted: 24/01/2011, www.unhcr.org/statistics/populationdatabase

Switzerland	20	20	2	4	11	1	6
Turkey	1	5	5	0	3	4	2
Ukraine	4	3	2	17	6	0	0
United Kingdom	30	20	5	10	5	5	10
USA	43	32	25	25	38	39	85
Uzbekistan	10	3					
Total	777	645	533	444	373	381	465

At the end of 2009, more than 2,600 recognised refugees originating from Kyrgyzstan were residing abroad. The biggest population of refugees originating from Kyrgyzstan is residing in Germany (1,358 refugees in 2009, 52% from the total number), in the United States of America (302 refugees or 11.6%), Canada (196 refugees or 7.5%), and Austria (194 refugees or 7.4%).

- **Number of recognized refugees originating from Kyrgyzstan residing abroad⁸⁸:**

	2003	2004	2005	2006	2007	2008	2009
Argentina	3	3	3	3	3	3	3
Australia	16	16	15	17	21	22	22
Austria	20	25	56	87	103	156	194
Belgium	1	20	27	36	21	16	10
Canada	103	202	241	244	203	203	196
Cyprus		3	3	3	3	3	3
Czech Republic			12	17	20	21	30
Ecuador							2
Finland	0	2	8	8	9	9	9
France	25	46	87	110	128	144	159
Germany	2,242	2,275	1,961	868	1,213	1,370	1,358
Iran				1	1	2	2
Ireland	2	9	11	14	16	17	18
Italy		1	1	1	2	3	3
Kazakhstan				3	13	5	14
Latvia							1
Netherlands	14	20	46	55	61	63	60
New Zealand	1	1	4	4	8	8	8
Norway		9	10	12	18	20	24
Republic of Moldova	0		4	4	4	4	4
Russian Federation	64	0	1	0		3	2
South Africa	18	18	18	18	18	18	18
Spain	3	3	3	3	3	3	0
Sweden	32	50	100	102	135	138	146
Switzerland	0	0	2	2	6	13	15
Turkey			4	0			
United Kingdom	4	5	5	6	8	8	9
USA	593	576	500	870	237	265	302
Total	3,141	3,284	3,122	2,488	2,254	2,517	2,612

⁸⁸ UNHCR Statistical Online Population Database, United Nations High Commissioner for Refugees (UNHCR), data extracted: 24/01/2011, www.unhcr.org/statistics/populationdatabase

- **Labour migrants**

According to data of Federal Migration Service of the Russian Federation 177,000 work permits for Kyrgyz citizens in Russia were issued in 2008, and 146,000 work permits – in 2009. According to the general data provided by the Deputy Minister of Labour, Employment and Migration of the Kyrgyz Republic in 2009, the total number of 501,000 migrants has entered/exited the territory of the Russian Federation (in 2008 this figure was 580,000). The drop in numbers registered in 2009 was a result of global economic crisis.⁸⁹

Steady brain drain has negatively affected Kyrgyzstan for the past 15 years. According to some estimates, over 300,000 Kyrgyz labour migrants are in Russia and over 150,000 in Kazakhstan. The labour migration outflows in general are mainly unregulated as the country lacks sound labour migration management policy. There are no appropriate legislative or administrative structures to address the problem. The country also lacks recruitment regulations, and migrants are often exploited as a result of poor legislative instruments that would help prevent human trafficking⁹⁰.

Other experts estimate Kyrgyz labour migrants from 500,000 to over one million. Most official sources cite 600,000 migrants working in Russia, Kazakhstan, Turkey, United States and the Baltic States, which would be 11.7% of Kyrgyzstan's total population. Up to 71% of Kyrgyz migrants to Kazakhstan and Russia are seasonal, leaving each spring and returning home during winter months.

Over 60% of Kyrgyz migrants work illegally, and more than half of all Kyrgyz migrants are forced by their employers to work overtime.

The average age of a labor migrant from Kyrgyzstan is 32 years, and more than half of them have secondary or university education. Ethnic Kyrgyz comprise 79% of all labor migrants from Kyrgyzstan, followed by Uzbeks (9%) and Russians (7%).

The largest sending region is Osh oblast; roughly 35% of all Kyrgyz migrants are from the oblast or Osh city. That is, every fifth Osh resident of working age leaves the country to find work. Jobs are scarce in the region because Osh oblast is much more densely populated than other parts of the country due to high birth rates in the 1980s and 1990s.

Batken and Jalalabad oblasts send 11.7% and 12.9% of their workers, respectively, meaning one of every eight residents from these oblasts becomes a labor migrant. Residents of Chui, Talas and Issyk-Kul oblasts in northern prefer Kazakhstan over Russia.

Kyrgyzstan's deteriorating education system also contributes to labor migration. People born in the 1980s and 1990s tend to have little formal education and many are unable to speak or read neither in Kyrgyz nor Russian. Urban areas are saturated with private universities teaching social sciences rather than applied subjects. Over 200,000 students are enrolled in universities studying economics, law and politics, while only 11,000 students are enrolled in technical departments. Each year thousands of new university graduates are unable to find jobs locally. At the same time the country severely lacks engineers, architects, and other members of the building trade⁹¹.

⁸⁹ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

⁹⁰ IOM, Migration Initiatives, Appeal 2009,

<http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/activities/countries/mi/kyrgyzstan.pdf>

⁹¹ Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, "Labour Migration in Central Asia. Implications of the Global Economical Crisis", Silk Route Paper, May, 2009,

<http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

According to the survey on Employment, Unemployment and Labour Migration conducted in 2006 by National Statistics Committee of the Kyrgyz Republic jointly with the State Committee on Migration and Employment of the Kyrgyz Republic, migrants from Kyrgyzstan work in construction (46%), commercial (shuttle) trade (36%), agriculture (6%), and in various industries and services (3 %). Similarly as per the study the most common segments or sectors where migrants from Kyrgyzstan work are construction and consumer/retail services (which include hair dressers, dry cleaner's, repair of domestic machines and appliances, cloth & shoes repair, repair of personal products, laundry services and the like)⁹².

According to the EUROSTAT statistics, in 2009, there were 1,092 Kyrgyz nationals legally working in the EU MS and Norway. The biggest group of Kyrgyz labour migrants is employed in Italy (451 persons or 41.2% from the total number), followed by Germany (241 persons or 22.1%), and the Czech Republic (173 persons or 15.8%).

- **Number of Kyrgyz nationals in possession on residence permit in the EU MS and Norway issued on the occupation ground, 2008 – 2009 (stocks)**⁹³:

	2009	2008
Bulgaria	1	1
Czech Republic	173	164
Germany	241	303
Estonia	1	1
Ireland	8	15
Greece	18	18
Spain	57	55
France	25	21
Italy	451	185
Cyprus	22	29
Latvia	2	2
Lithuania	7	9
Hungary	5	6
Malta	2	3
Netherlands	5	6
Austria	37	0
Portugal	5	13
Slovenia	1	0
Slovakia	5	4
Finland	14	13
Sweden	6	3
Norway	6	3
Total	1,092	854

- **Number of Kyrgyz nationals issued the first residence permit in the EU MS and Norway on the occupation ground, 2008 – 2009 (flows)**⁹⁴:

⁹² International Labour Organisation, "Labour Migration and Productive Utilisation of Human Resources", Bishkek, 2009, <http://www.ilo.org/public/english/region/eurpro/moscow/info/publ/kri19oc09.pdf>

⁹³ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

	2009	2008
Belgium	6	1
Bulgaria	0	2
Czech Republic	16	42
Germany	148	206
Ireland	0	2
Spain	3	8
France	1	2
Italy	260	134
Cyprus	0	8
Latvia	2	0
Lithuania	5	14
Hungary	0	3
Malta	0	1
Netherlands	1	2
Austria	45	71
Poland	7	9
Portugal	0	1
Slovakia	1	3
Finland	6	7
Sweden	2	1
United Kingdom	11	14
Norway	4	3
Total	518	534

- **Students**

State institutions of Kyrgyzstan do not provide official statistic on number of students studying abroad. According to the Ministry of Education and Science of the Russian Federation, in 2005-2006 academic year, 829 students from Kyrgyzstan were studying in Russia⁹⁵. Statistic received from the EUROSTAT data base shows that in 2009, 875 Kyrgyz students were studying at the territory of the EU MS and Norway. The biggest group of the Kyrgyz students is registered in Germany (544 persons or 62.2%) and France (70 persons or 8%).

- **Number of Kyrgyz nationals residing in the EU MS and Norway on the ground of education (stocks)⁹⁶:**

	2009	2008
Bulgaria	6	4
Czech Republic	50	45
Germany	544	539
Estonia	1	1

⁹⁴ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;

<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

⁹⁵ Ministry of Education and Science of the Russian Federation, Russian education for foreigners, statistic data,

<http://russia.edu.ru/information/analit/statis/chislen/1721/>

⁹⁶ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;

<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

Ireland	10	10
Greece	9	6
Spain	22	20
France	70	95
Italy	11	20
Cyprus	10	9
Latvia	7	12
Lithuania	7	4
Hungary	13	14
Malta	0	1
Netherlands	0	10
Austria	74	0
Romania	1	1
Slovakia	2	6
Finland	5	8
Sweden	21	28
Norway	12	8
Total	875	841

- Number of Kyrgyz nationals issued first residence permit on the ground of education in the EU MS and Norway (flows)⁹⁷:

	2009	2009
Belgium	2	11
Bulgaria	7	3
Czech Republic	22	14
Denmark	6	5
Germany	49	73
Estonia	1	0
Ireland	1	1
Greece	3	3
Spain	15	8
France	30	40
Italy	6	3
Cyprus	0	7
Latvia	6	11
Lithuania	10	5
Hungary	9	16
Malta	0	1
Netherlands	8	6
Austria	7	11
Poland	16	12
Slovakia	1	3
Finland	0	6

⁹⁷ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

Sweden	7	16
United Kingdom	165	131
Norway	16	12
Total	387	398

- **Tourists and visitors**

No information is available

- **Family reunification**

According to the EUROSTAT statistics, in 2009, 5,155 Kyrgyz nationals resided in the EU MS and Norway on the ground of family reunification, with majority of them residing in Germany (4,124 persons or 80% from the total number). Additionally, in 2009 the first residence permit on the family reunification ground in the EU MS and Norway was issued to 302 Kyrgyz nations (in 2008 – 346).

- **Number of Kyrgyz nationals residing in the EU MS and Norway on the ground of family reunification (stocks)⁹⁸:**

	2009	2008
Bulgaria	4	7
Czech Republic	152	129
Germany	4,124	3,748
Estonia	9	7
Ireland	7	8
Greece	81	74
Spain	73	62
France	157	150
Italy	235	247
Cyprus	1	0
Latvia	20	18
Lithuania	9	9
Hungary	2	0
Netherlands	55	61
Austria	36	0
Portugal	2	4
Romania	4	2
Slovakia	9	9
Finland	29	27
Sweden	115	105
Norway	31	54
Total	5,155	4,721

- **Number of Kyrgyz nationals issued first residence permit on the ground of family reunification in the EU MS and Norway (flows)⁹⁹:**

⁹⁸ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

⁹⁹ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

	2009	2008
Belgium	21	18
Bulgaria	2	7
Czech Republic	27	21
Denmark	0	2
Germany	105	101
Estonia	3	3
Ireland	1	3
Greece	2	3
Spain	16	8
France	20	16
Italy	2	27
Latvia	0	4
Lithuania	6	3
Hungary	0	1
Malta	0	2
Netherlands	9	13
Austria	3	9
Poland	7	12
Portugal	1	3
Romania	2	1
Slovakia	1	7
Finland	4	6
Sweden	27	35
United Kingdom	39	35
Norway	4	6
Total	302	346

C2.3 Irregular emigrants

Kyrgyz diplomatic representations abroad are responsible for registration of Kyrgyz citizens. As many migrants stay abroad illegally actual statistical numbers of Kyrgyz citizens abroad are unknown. Kyrgyz authorities work with statistics provided by migration authorities of host countries.

Over 60% of Kyrgyz labour migrants work illegally, i.e. without registration and/or work permit, and more than half of all Kyrgyz migrants are forced by their employers to work overtime¹⁰⁰. The compilation of experts estimations on the volumes of labour migration from Kyrgyzstan indicates the number of about 600,000 Kyrgyz nationals working abroad, that means that about 360,000 of migrants are presented or working abroad illegally. As the main vector of Kyrgyz labour migration is directed to Russian and Kazakhstan, it is obvious that the majority of irregular migrants are concentrated in these

¹⁰⁰ Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, “Labour Migration in Central Asia. Implications of the Global Economical Crisis”, Silk Route Paper, May, 2009, <http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

two countries. This data could be justified also by the Russian and Kazakh mass media information about apprehensions of Kyrgyz migrants in these countries¹⁰¹.

Situation with irregular migration from Kyrgyzstan in the EU MS is stable, which proves the assumption that majority of irregular migrants from Kyrgyzstan are directed to other CIS countries, mainly to the Russian Federation and Kazakhstan. In 2009, 330 citizens of Kyrgyzstan were found illegally presented at the territory of the EU MS (in 2008 – 275 persons); 300 Kyrgyz nationals were ordered to leave the territory of the EU MS (in 2008 – 295 persons), and 175 Kyrgyz nations were forcibly returned to Kyrgyzstan (in 2008 – 190).

- **Number of Kyrgyz nationals found illegally presented at the territory of the EU MS and Norway¹⁰²:**

	2009	2008
Belgium	5	20
Czech Republic	50	35
Germany	35	55
France	10	25
Italy	15	10
Cyprus	0	5
Latvia	5	0
Lithuania	40	35
Hungary	0	5
Austria	10	45
Poland	0	10
Finland	0	5
Sweden	140	0
United Kingdom	20	20
Norway	0	5
Total	330	275

- **Number of Kyrgyz nationals ordered to leave from the territory of the EU MS¹⁰³:**

	2009	2008
Belgium	30	80
Czech Republic	40	35
Germany	10	15
France	25	30
Italy	15	10
Latvia	5	0
Lithuania	55	35
Netherlands	10	10

¹⁰¹ Russian Information Agency “New Region”: “50 irregular migrants from Kyrgyzstan apprehended in the middle of Moscow”, <http://www.nr2.ru/moskow/159269.html>; TV Channel “Mir”: “More than thousand irregular migrants apprehended in Almaty”, <http://mir24.tv/news/incident/3197>

¹⁰² EUROSTAT Database, data extracted 25.01.2011, rounded numbers; <http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

¹⁰³ EUROSTAT Database, data extracted 25.01.2011, rounded numbers; <http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

Austria	25	10
Poland	10	10
Finland	5	0
Sweden	45	40
United Kingdom	20	20
Total	300	295

- Number of Kyrgyz nationals deported from the territory of the EU MS and Norway¹⁰⁴:

	2009	2008
Belgium	0	10
Czech Republic	5	5
Germany	20	15
France	5	5
Latvia	10	0
Lithuania	35	30
Netherlands	0	5
Austria	20	45
Poland	10	10
Sweden	40	35
United Kingdom	30	15
Norway	0	15
Total	175	190

¹⁰⁴ EUROSTAT Database, data extracted 25.01.2011, rounded numbers;
<http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>

C3. Diasporas abroad

The largest, respected and well settled diaspora of Kyrgyz citizens is established in Russia.

Currently, in the Russian Federation there are 37 officially registered organizations with different forms of associating Kyrgyz citizens (humanitarian funds, social organizations, etc.).

According to the information of the Kyrgyz Ministry of Foreign Affairs, there are 7 registered organizations in Kazakhstan, in Turkey – 1, in Ukraine -1, in Tajikistan – 2, in the United Arab Emirates – 1, in the United States – 4, in Germany – 3, in Great Britain -1, in Belgium -1 and in France – 3¹⁰⁵.

¹⁰⁵ Information provided by the Kyrgyz MLEM, 2010

C4. Remittances of nationals living abroad

Kyrgyzstan ranked fourth in the world according to the proportion of remittances to GDP. In 2007 remittances comprised 27% of GDP or 322 million USD. The biggest part of remittances is sent to Kyrgyzstan from Russia and Kazakhstan. Within Eurasia, Russia, Ukraine and Kazakhstan are the largest migrant recipients. During 2000-2007 Russia hosted on average 12 million migrants or 8-9% of its total population. Kazakhstan, in turn, had 2.5-3 million immigrants during the same period, which comprised 16-19% of its population.

Kyrgyzstan's economy quickly became dependent on remittances. In 2001 remittances comprised only 1.9% of GDP, but by 2005 the proportion had increased to 13.6%. Together the shadow economy and remittances accounted for 50-60% of GDP in 2008. At the same time foreign direct investment hovered at only 3.7% during roughly the same period¹⁰⁶.

The State Committee for Migration and Employment (SCME) signed an agreement with the Russian bank "Unistream" on free transfers of remittances for labour migrants from Kyrgyzstan.¹⁰⁷

Remittances of Kyrgyz labour migrants 2007 – 2009¹⁰⁸

2007	2008	2009
600 milion USD	1 billion 200 milion USD	980 milion USD

- **Share of households depending on remittances**

53% of the households in Kyrgyzstan stated remittances from migrant family members as source of revenue. This number represents 64% of the share in total of household's revenues in Kyrgyzstan.¹⁰⁹

Osh oblast		Jalal-Abad oblast		Batken oblast	
% of households	Share in total revenue (%)	% of households	Share in total revenue (%)	% of households	Share in total revenue (%)
32	72	57	61	64	64

According to the table above, 57% of the households in the Jalal-Abad oblast and 64% of the households in the Batken oblast depend on remittances. In comparison only 32% of the households in the Osh oblast consider remittances as their main source of revenue. However, this number represents 72% of the share in total of household's revenues.¹¹⁰

According to the Asian Development Bank (ADB), over 16% of households in Kyrgyzstan received remittances in 2006. The average annual remittance income was \$1,331 per household, while average domestic earnings are about \$400 per month. Most remittances in Kyrgyzstan were spent on consumer goods. According to IOM data, only 10% of remittances are spent on healthcare and education. The rest goes to everyday needs. A small group of labor migrants from neighboring states can earn the same or

¹⁰⁶ Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, "Labour Migration in Central Asia. Implications of the Global Economical Crisis", Silk Route Paper, May, 2009, <http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

¹⁰⁷ Questionnaire, Building Migration Partnerships, Workshop II – Legal Migration with a special focus on Labour Migration, Integration, Migration and Development, 14-15 September 2009, Bratislava.

¹⁰⁸ Data of the Kyrgyz MLEM

¹⁰⁹ OSCE, 2009: Impact of the Global Financial Crisis on Labour Migration from Kyrgyzstan to Russia. Qualitative overview and quantitative survey. (http://www.osce.org/documents/cib/2009/11/41641_en.pdf).

¹¹⁰ OSCE, 2009: Impact of the Global Financial Crisis on Labour Migration from Kyrgyzstan to Russia. Qualitative overview and quantitative survey. (http://www.osce.org/documents/cib/2009/11/41641_en.pdf).

even higher wages than Kyrgyz migrants to Russia or Kazakhstan. For instance, Uzbek migrants working in house repairs in Bishkek might earn up to \$1,000 a month¹¹¹.

¹¹¹ Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, “Labour Migration in Central Asia. Implications of the Global Economical Crisis”, Silk Route Paper, May, 2009, <http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

D. Analysis of the factors driving migration in the country

D1. Main characteristics of current migration trends

Labour migration

During the last decade Kyrgyzstan became a country of origin of labour migration to the CIS countries, and the third largest Central Asian supplier of labour migrants to Russia (after Uzbekistan and Tajikistan). Russia and Kazakhstan are the main destination countries for Kyrgyz labour migrants. The main Kyrgyz community in Russia settled in Yekaterinburg and Moscow. The most attractive for labour migrants from Kyrgyzstan are: Yekaterinburg, Novosibirsk, Voronez, Lipetsk and Tatarstan. Among other preferred destinations among the CIS states migrants most frequently named Astana (Kazakhstan), and Yakutiya (Russia). Migrants in Yekaterinburg are largely engaged in the trade of Chinese products, while in Moscow Kyrgyz migrants often work on construction sites, in communal services and shopping centres as street or shop salespersons. A smaller proportion of Kyrgyzstan migrants work in agriculture and commercial activities, mainly in Kazakhstan.

The officially recognised figures of labour migration outflow from Kyrgyzstan is estimated at 340,000 people, but some estimations give figures as high as 500,000 or even 1 million. Out of 340,000 migrants, according to official data, about 300,000 people work in Russia. Majority of labour migrants come from the southern parts of the country. Absence of job opportunities, the weak economy and poverty force people to migrate in search of better fortune. External migration is likely to continue in the near future. Many labour migrants strive to get Russian or Kazakhstan's citizenship. It is estimated that 20-30% of labour migration goes through organized channels (recruitment agencies or the state Centre), while 70-80% of labour migrants do not use formal intermediaries. A large proportion of migrants works irregularly (without registration or work permits). Demographic characteristics of labour migrants can vary depending on the destination country, region and specific location. The majority of labour migrants from Kyrgyzstan are people in the demographic group of 20-35 years old. Kyrgyz migrants are often employed in the informal sector, characterized by wages much lower than for the citizens, and difficult conditions and minimum rights.¹¹²

The migration trends have not changed for the last 5 years. Regardless of the global economic crisis the massive return of the Kyrgyz emigrants to their homeland has not been observed. As it used to be earlier the key migration partners remain Russia and Kazakhstan. It's worth mentioning that in 2007 an agreement with the Republic of Korea on signing the Memorandum between authorized bodies responsible for migration issues was concluded. Over 600 Kyrgyz citizens have received the opportunity to be employed in the enterprises in the Republic of Korea within the Memorandum. It should be added that signing the intergovernmental agreement in the area of organized recruitment of labour force with Russia was envisaged.¹¹³

Internally displaced persons

Events in June 2010 in the southern cities of Osh and Jalalabad and nearby areas affected around half a million people. Close to 2,000 houses were damaged, and over 1,700 completely destroyed. Some

¹¹² Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 17

¹¹³ Information provided by the Kyrgyz MLEM, 2010

400,000 people were displaced, including the 75,000 returnees with many losing their personal documents in the process, creating subsequent difficulties for them in resuming a normal life¹¹⁴.

At the beginning of winter 2010, some 2,000 displaced families in Kyrgyzstan have moved into newly built “transitional” homes built on the foundations of their destroyed houses. However, despite this and other assistance, many IDPs still face significant challenges, particularly with respect to documentation, livelihoods and accessing services, as well as heating their homes during the winter and sending their children to school in warm clothing¹¹⁵.

Immigration

There is a quota system for labour migration in Kyrgyzstan. Two types of quotas are established every year: the first quota – numbers of foreign labour migrants (**so called labour quota**) and the second one: numbers of foreign citizens granted permanent residence in Kyrgyzstan (**so called immigration quota**). In 2009, labour quota (distributed by sectors of economy and regions) – only for Bishkek city was 3,333 persons and immigration quota (citizens of CIS countries, mainly citizens of Russia or Kazakhstan) was 600. In 2010, labour quota was about 4,350 and immigration quota was 460. Since January 1, 2010, in order to be granted a status of immigrant, which is equivalent to a permanent residence on the territory of Kyrgyzstan, one must reside interruptedly in Kyrgyzstan for 5 years.

In 2009, 857 employers applied for work permits for migrant workers from China, Turkey, Republic of Korea, and Pakistan to work mainly in industry, construction, trade and recently also in services sectors¹¹⁶.

Repatriation of ethnic Kyrgyz (kajrylmans)

According to the data of the research conducted **in 2008 there are over 25.000 ethnic Kyrgyz** living on the territory of the Republic of Kyrgyzstan. Most of them plough land or work as wage-earners or in the retail trade sector¹¹⁷.

In 2009, ethnic Kyrgyz constituted 41.5% from the total number of immigrants (1,590 persons out of 3,829)¹¹⁸.

Irregular transit migration

Main countries of origin of irregular migrants coming to Kyrgyzstan are Iran, Iraq, Pakistan, Bangladesh, Sri Lanka, Chad and India; citizens of these countries transit Kyrgyzstan and the Russian Federation on their direction to Europe or travel to Europe using flights via Yerevan (few cases recently). Migration of Chinese nationals, including irregular movements, has been gaining increasing importance in recent years.¹¹⁹ The cooperation with China is based on a cooperation agreement between Kyrgyzstan and

¹¹⁴ UNHCR, “Four months on, UNHCR sees progress in Southern Kyrgyzstan”,

<http://www.unhcr.org/4caee6389.html>

¹¹⁵ Internal Displacement Monitoring Centre, IDP News Alert, 10 December 2010, [http://www.internal-displacement.org/8025708F004D31AA/\(httpIDPNewsAlerts\)/5A2317A122C343A5C12577F5003AB391?OpenDocument](http://www.internal-displacement.org/8025708F004D31AA/(httpIDPNewsAlerts)/5A2317A122C343A5C12577F5003AB391?OpenDocument)

¹¹⁶ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010. p. 8

¹¹⁷ Data of the Kyrgyz Ministry of Labour, Employment and Migration, 2010

¹¹⁸ National Statistic Committee of the Kyrgyz Republic, Population,

http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

¹¹⁹ Information provided by the Kyrgyz Border Guard Service, June 2010.

China signed in 1992 and its protocol of 2008. Furthermore, two Chinese police liaison officers work at the Embassy of China in Kyrgyzstan.¹²⁰

D2. Identifying the key push and pull factors of migration

The basic **push factors** for increasing numbers of migratory movements are: high rate of unemployment, in particular in the countryside and small cities, lack of proper infrastructure, low level of medical and education services and insufficient social protection. Therefore, population, especially at the working age, decides to leave their place of residence and move to more developed regions or abroad.

Shortages in the Kyrgyzstan's education system also contribute to labor migration. Over 200,000 students are enrolled in universities studying economics, law and politics, while only 11,000 students are enrolled in technical departments. Each year thousands of new university graduates are unable to find jobs locally. At the same time the country severely lacks engineers, architects, and other members of the building trade.

Differences in wages and availability of the working places are the most important **pull factors** for citizens of Kyrgyzstan in the Russian Federation and Kazakhstan. These two countries are the most viable economies of the former Soviet Union and there is no visa regime between these countries. Knowledge of Russian language and familiarity of the cultural space due to common history is also an important factor. Another pull factor is a facilitated regime of acquiring citizenship of the Russian Federation and this way granting the same rights as Russian citizens. In last ten years 200 thousands Kyrgyz nationals acquired Russian citizenship.

A bilateral agreement between Kyrgyzstan and Russia on simplified procedure of acquiring citizenship was concluded. On the basis of the agreement Kyrgyz citizens can receive Russian citizenship in 3-4 months from the date of application regardless the length of stay. Thus, Kyrgyz citizenship may also be attractive for foreigners as a way to obtain the Russian citizenship. Beside this a quadrilateral agreement on simplified procedure for acquiring citizenship (procedure takes 3-4 months) among Russia, Kazakhstan, Kyrgyzstan and Belarus is in place. According to Kyrgyz Constitution double citizenship is possible if there is an international agreement or if the legislation of the second country provides for it. It is beneficial for Kyrgyz labour migrants to acquire Russian citizenship and have the same rights and protection as Russian nationals. The Kyrgyz side asked the Russian authorities to confiscate Kyrgyz passports in case of acquiring the Russian citizenship but the Russian counterpart claims that the passports are the ownership of the Republic of Kyrgyzstan. Russia also points on the fact that Kyrgyz citizens withhold the Kyrgyz passports from Russian authorities. Taking into account that Russia does not force Kyrgyz citizens to drop their original citizenship, these persons de facto hold dual citizenship although de jure there is no international agreement with Russia providing for this situation.¹²¹

According to the research conducted by the International Labour Migration, the main reasons for labour migrants to leave Kyrgyzstan and search for employment in the Russian Federation were the following: the level of wages is higher in the destination countries (60%), their family was in the difficult financial situation (38.2%), there is no possibility to find a job in their city or village (13.3%), and there is no job according to profession (8.5%)¹²².

D3. Possible future trends in migration

¹²⁰ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

¹²¹ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

¹²² International Labour Organisation, "Labour Migration and Productive Utilisation of Human Resources", Bishkek, 2009, <http://www.ilo.org/public/english/region/eurpro/moscow/info/publ/kri19oc09.pdf>

Economic situation in Kyrgyzstan, generating high unemployment and lack of opportunities mainly in rural regions, has the main impact on outward migration; therefore, the future migration trends will necessarily reflect this constitutive element. General political stability and security situation in the country will also have a considerable impact on migration flows – both inward and outward. Taking into account current situation and recent political and economic development it seems likely that outward migration will not decrease, and countries of destination for labour migrants will not change.

Additionally, political stability ensuring effective state administration apparatus including capable law-enforcement authorities are inevitable prerequisites for effective combat against illegal migration. Taking into account the current situation resulting 2010 events it is difficult to assess the future developments in the field of illegal migration in Kyrgyzstan. However, its decrease in the near future seems to be unlikely.

E. Country specific Module, following the issue of special interest

Labour migration

As a high number of Kyrgyz citizens works abroad, mainly in Russia and Kazakhstan, providing assistance and protection of Kyrgyz labour migrants and safeguarding their adequate rights and working conditions is an issue of key importance for Kyrgyzstan. Due to lack of job opportunities at home, many Kyrgyz citizens decide to go abroad on their own, without proper information on the destination country, requirements and not knowing where they will be working. Many Kyrgyz citizens originally go to Russia to visit their acquaintances and then decide to start working thus becoming irregular labour migrants (without proper registration and/or work permit). This results in the situation that they often work without labour contract, social and medical protection.

According to the Russian legislation foreigners are obliged to register with the relevant authorities within three working days otherwise they are considered illegal migrants subjected to fine (about 4 thousand Rubles) and deportation including 5 years of entry ban. In practice, when they pay a fine they are allowed to remain. Majority of Kyrgyz labour migrants working in Russia is not much qualified and works under very difficult working conditions. Although Kyrgyz labour migrants working in Russia have a reputation of law abiding and hard working people, they have problems with xenophobic extremists and skinheads (cases of ritual killings). Kyrgyz workers also complain about rude and illegitimate actions of Russian law enforcement authorities.

It is estimated that at least about 300 thousand Kyrgyz nationals work abroad. The Centre for Employment of the Kyrgyz citizens abroad and the authorized employment agencies cover just a small number (10-12 thousand of Kyrgyz citizens per year are directed by the Centre). Majority of the Kyrgyz organize their work abroad on their own. Therefore, The Centre is conducting an information campaign to instruct people who decide to go to work abroad individually. In 2009, three thousand Kyrgyz citizens were directed to work abroad. The potential clients of the Centre may be, in contrary to the requirements of the territorial units and the previous State Committee, all Kyrgyz citizens regardless their place of residence. The main partners of the Centre are Russia, Kazakhstan and the Republic of Korea.

The Centre was established in December 2009 as a result of the presidential reform of administration. It is subordinated to the Ministry of Labour, Employment and Migration that took over responsibilities of the former State Committee for Migration and Employment. Prior to the reform some tasks of the Centre were performed by the Information and Consultative Centre in Bishkek (there were also regional offices of the Centre as well as that of the State Committee for Migration and Employment).

In 2007, an agreement on mutual understanding between Kyrgyzstan and **Korea** was signed, which has been implemented since November 2007. On the basis of the above agreement 617 Kyrgyz citizens have been working in the Republic of Korea in medium and small enterprises. The salary ranges from 800 to 1,500 USD per month.

The procedure of employment of the Kyrgyz citizens abroad may look differently depending on the destination country or the region. The procedure of employment of Kyrgyz citizens **in Russia** is simplified due to the same language (Russian) and number of agreement signed with the Russian Federation, e.g. on registration or facilitation of acquiring citizenship. On 15 January 2007, a simplified procedure on registration as well as on work permit was introduced in Russia.

Vast majority of Kyrgyz labour migrants work in Russia (90%). Therefore, a representative of the Kyrgyz Ministry of Labour, Employment and Migration has been appointed there as well as 38 field representatives being responsible for identifying vacancies. Every year, a list of vacancies for foreigners on the territory of Russia is prepared.

There is no agreement with Russia on coordination of social security schemes. Many Kyrgyz nationals when going to work abroad buy insurance for the time of travel and first days of stay (it costs from 500 to 1000 Soms). Their employer or employment agency is obliged to provide them with medical insurance for the time of work in destination country. Medical insurance in Korea is obligatory¹²³.

Internally displaced persons

Events in June 2010 in the southern cities of Osh and Jalalabad and nearby areas affected around half a million people. Close to 2,000 houses were damaged, and over 1,700 completely destroyed. Some 400,000 people were displaced, including the 75,000 returnees with many losing their personal documents in the process, creating subsequent difficulties for them in resuming a normal life.

UNHCR, together with ACTED, the Danish Refugee Council and Save the Children has been building 1,335 transitional emergency shelters, while ICRC has been building a further 370. As of October 2010, 1,340 foundations have been laid and 841 shelters have had their walls finished or are already covered by roofs. Over a hundred families were expected to move into homes built with UNHCR assistance. The worst affected neighborhoods in Osh and Jalalabad appear revitalized with inhabitants constructing transitional shelters on the foundations of their destroyed homes¹²⁴.

At the beginning of winter 2010, some 2,000 displaced families in Kyrgyzstan have moved into newly built “transitional” homes built on the foundations of their destroyed houses. However, despite this and other assistance, many IDPs still face significant challenges, particularly with respect to documentation, livelihoods and accessing services, as well as heating their homes during the winter and sending their children to school in warm clothing.

The humanitarian community in Kyrgyzstan issued an extended and revised appeal for over 92 million USD in late November 2010, highlighting continuing humanitarian needs in areas such as protection, food security and agriculture, education, health and water and sanitation. The appeal also points to the risk of further conflict due to unresolved tensions and ethnic divisions¹²⁵.

¹²³ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010, p. 6-7.

¹²⁴ UNHCR, “Four months on, UNHCR sees progress in Southern Kyrgyzstan”, <http://www.unhcr.org/4caee6389.html>

¹²⁵ Internal Displacement Monitoring Centre, IDP News Alert, 10 December 2010, [http://www.internal-displacement.org/8025708F004D31AA/\(httpIDPNewsAlerts\)/5A2317A122C343A5C12577F5003AB391?OpenDocument](http://www.internal-displacement.org/8025708F004D31AA/(httpIDPNewsAlerts)/5A2317A122C343A5C12577F5003AB391?OpenDocument)

F. Migration policies and programmes and their effectiveness in managing the migration and development challenges

F1. Overview of the national institutional and policy framework governing migration

Migration issues are treated as priority by the Kyrgyz Government. The establishment of the Ministry of Labour, Employment and Migration on the basis of the State Committee of Employment and Migration can serve as the best evidence as well as a comprehensive legal-normative base in the area of migration.

The government of Kyrgyz Republic put an effort to facilitate the return ethnic Kyrgyz living abroad back to Kyrgyzstan. This policy was resulted in the State Programme called “**Kaiyrylman**” providing assistance to the ethnic Kyrgyz returning to their historical homeland in the period 2006-2008 (adopted by the KR Government Resolution from 19 October 2006, №737). About 90% of the returning Kyrgyz were granted Kyrgyz citizenship on the basis of a facilitated procedure provided for by the Regulation on “**Facilitated procedure of acquiring citizenship of the Kyrgyz Republic for citizens of the Republic of Tajikistan**” (approved by the Decision of PKR of 03.04.2006, No. 220) and the Regulation on “**Procedure of examination of applications for citizenship of the Kyrgyz Republic**” of 25.10.2007, No. 473.¹²⁶

The State **Programme on regulation of migration processes for years 2008-2011** deserves a special attention. It determines the main migration activities and includes all state bodies responsible for migration issues. Currently, the Ministry is working out a new national programme “**Dignified work**” which will be covering labour and migration issues and also internal and external employment of the Kyrgyz population. Almost all state bodies of the Kyrgyz Republic will be involved in this programme.¹²⁷

¹²⁶ Information provided by the Kyrgyz Ministry of Labour, Employment and Migration, 2010.

¹²⁷ Ibid.

F1.1 An overview of recent migration policy developments

Until 2010 a program aimed at management of migration has been in place. The program has been redesigned and from 2010 will be more focused on the development of regions (oblasts) to support rural areas in development of small and medium-sized enterprises as well as support the agricultural sector and opening of "social jobs". The program should also identify the most serious problems in the area of employment.

In order to strengthen efforts for fighting trafficking in human beings and securing implementation of the Act "On prevention and fight against trafficking in human beings" the Kyrgyz Government adopted a Decision of 13.09.2008 "On approval of The Action Plan on fighting trafficking in human beings in Kyrgyz Republic for years 2008-2011". The Action Plan envisages actions related to the improvement of the legal base for migration, prevention of trafficking in human beings, smuggling of human beings and providing social protection and assistance for victims of trafficking in human beings.

F1.2 An overview of key domestic legislation

Fundamental legal acts of the Kyrgyz Republic related to migration include:

- Act on External Migration (July 17, 2000);
- Act on External Labour Migration (January 13, 2006) regulating conditions of access of foreigners or stateless persons to the Kyrgyz labour market;
- Act on Internal Migration (October 16, 2002);
- Government Regulation on Invitation of Foreign Labour No 639/2006 regulating procedure of performing labour activity by foreign citizens or stateless persons;
- Act on Refugees (March 25, 2002);
 - Act on legal status of foreign citizens in the Kyrgyz Republic (December 14, 1993);
 - Code of Administrative Liability of the Kyrgyz Republic (1998);
 - Act on prevention and fight against trafficking in human beings (March 17, 2005);
 - Criminal Code (Art. 124) addressing trafficking in human beings.

In 2009 legislative activities related to three legal acts tackling migration were undertaken. Members of Parliament drafted an amendment to the Law on External Migration. Eventually the amendment was not adopted. In cooperation with OSCE a special working group drafted amendments to anti-trafficking legislation introducing more severe punishments for perpetrators. The bill is still pending. A new act on protection of refugees was drafted by State Committee for Migration and Employment. Later on the bill was rejected by the Parliament and is under review by the Ministry of Labour, Employment and Migration.

F1.3 A brief description of key institutional actors involved in migration management and diaspora

Ministry of Labour, Employment and Migration

The Ministry of Labour, Employment and Migration was established on 17 November 2009 that took over responsibilities of former State Committee for Migration and Employment (established in 2005), is the main state institution responsible for policy-making and inter-institutional coordination in the field of migration. The former State Committee for Migration and Employment emerged from two structures – Department of the migration services (previously within the Ministry of Foreign Affairs) and Department of the Employment (previously within the Ministry of Labour and Social Protection)¹²⁸.

Main responsibilities of the Ministry of Labour, Employment and Migration include labour policy, labour protection policy, legal aspects of salaries, child protection, migration (including trafficking in human beings) and refugee protection. There was a subdivision on trafficking in human beings set up within the State Committee for Migration and Employment, now there is no an adequate unit within the Ministry but some employees within the Department of Regulation of Migration Process were appointed to deal with this subject.

The Ministry is dealing with the following groups of immigrants and internal migrants:

- 1) Foreign citizens seeking employment in Kyrgyzstan
- 2) Ethnic Kyrgyz population returning to Kyrgyzstan from abroad
- 3) Internal migrants – dwellers from remote areas seeking employment in Bishkek and surrounding regions
- 4) Refugees seeking asylum in Kyrgyzstan

- Centre for Employment of the Kyrgyz citizens abroad (subordinated to the Ministry)

The Centre for Employment of the Kyrgyz citizens abroad was established in December 2009 as a result of the presidential reform of administration. Prior to the reform some tasks of the Centre were performed by the Information and Consultative Centre in Bishkek (there were also regional offices of the Centre as well as that of the State Committee for Migration and Employment). Main competences of the Centre for Employment of the Kyrgyz citizens abroad include establishment of framework conditions for Kyrgyz citizens to work abroad, protection of their rights abroad, issuance of permissions entitling employment agencies to direct people to work abroad (there are only 15 private agencies entitled to send people to work abroad), paying out compensation fees for transportation of people who died abroad during labour activities.

- The Bishkek municipal government of the Ministry of Labour, Employment and Migration

The Bishkek municipal government is reporting both to the Ministry of Labour, Employment and Migration and the Bishkek Mayor's Office. The structure is the following: Migration Regulation Department and four regional units, Employment Department and Human Resources Department. Among the Bishkek municipal government's responsibilities are: implementation of the state policy in the area of migration in the Bishkek city, assisting in integration of ethnic Kyrgyz from Tajikistan,

¹²⁸ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 25

Afghanistan, China, Uzbekistan, close cooperation with the Ministry of Interior on trafficking in human beings, and consultative work in relation to potential labour migrants¹²⁹.

Ministry of Foreign Affairs

Beside the Ministry of Labour, Employment and Migration the Ministry of Foreign Affairs (MFA) plays an important role in field of migration in Kyrgyzstan. The MFA is responsible for visa policy as well for issuing all types of visas. Regulations on visa issues are laid down by an inter-ministerial instruction for issuance of visas providing for cooperation between relevant bodies of state administration. The instruction is issued by the MFA.

As many Kyrgyz citizens work abroad, mainly in Russia and Kazakhstan, the Ministry of Foreign Affairs ensures providing protection and assistance to them and is also involved in negotiations on safeguarding adequate rights and working conditions of Kyrgyz labour migrants abroad.

Communication with diasporas of Kyrgyz citizens abroad is a task of the MFA. It provides support to cultural centres and events organised by diasporas.

Ministry of Internal Affairs

The Ministry of Internal Affairs is in charge of returns/deportation of illegal migrants. The Ministry cooperates on a regular basis with the Border Guard and Ministry of Labour, Employment and Migration (MLEM), in particular in combating illegal migration. Every year an action called “Illegal” is conducted in cooperation with the MLEM and Border Guard under the Coordinating Council of the Heads of Migration Services within the CSTO. The action - as a part of synergic activities conducted by border guard services, migration police, and passport-visa services – is an example of a six years lasting joint effort focused on tracing its channels and combating illegal migration of third-country nationals¹³⁰. Together with the State National Security Service the Ministry of Internal Affairs is responsible for implementation of control mechanisms in the field of residency and work permits.

One of the main international partners with regard to migration issues is **International Organisation for Migration (IOM)**. Cooperation also exists with the **Red Cross**, the **Soros Foundation**, the **Agency for Technical Cooperation and Development (ACTED)** and others.¹³¹ **OSCE** has been an important cooperation partner by providing expertise and consultancy in the area of migration, recently particularly focused on trafficking in human beings.¹³²

¹²⁹ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010, p. 8

¹³⁰ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010, p. 4.

¹³¹ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

¹³² Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

F2. An analysis of policy coherence issues

Compared to neighboring states, Kyrgyzstan's more liberal political climate facilitates debates among parliamentarians and government structures, who hold two contradictory opinions on the subject. The first group sees labor migration as a national loss and appeals to Kyrgyz migrants to return from Russia and Kazakhstan and take local jobs, despite the country's high unemployment rate. The second group argues that the government must do everything possible to forestall the return of migrants, as an influx of jobseekers would destabilize the local social, political and economic situation.

The two groups operate with different definitions of labor migration, reflecting the Kyrgyz government's inability to adopt a parsimonious definition of the term. At the regional level the definition of a labor migrant varies even further, leading to constant misunderstanding. The definitions vary depending on the length of a migrant's stay abroad and his/her occupation and legal status¹³³.

The Country **Development Strategy (CDS) for 2007-2010** was adopted by the government of Kyrgyzstan in 2007. It is a main conceptual document, reflecting the medium-term outlook of the Kyrgyz Republic, determining basic development directions and activity of the country for 2007-2010. The document was adopted in the context of the completion of the National Poverty Reduction Strategy for 2003-2005. The Country Development Strategy for 2007-2010 identified the main sectors of the national economy as a priority for country development. These include: agriculture, mining and metallurgic industry, fuel and energy complexes, light industry, services, transport and communication and tourism. These are those sectors where the largest number of jobs is expected to be created according to the government of Kyrgyzstan¹³⁴.

F3. Regional and International Cooperation

Main international treaties and agreements in the field of human rights and migration of the Kyrgyz Republic¹³⁵:

Name of the document	Accession	Entered into force
CAT-Convention Against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment	05/10/1997	05/09/1997
CAT-OP-Optional Protocol to the Convention Against Torture and Cruel Inhuman or Degrading Treatment or Punishment	29/01/2009	29/12/2008
CCPR-International Covenant on Civil and Political Rights	07/01/1995	07/10/1994
CCPR-OP1-Optional Protocol to the International Covenant on Civil and Political Rights	07/01/1995	07/10/1994
CCPR-OP2-DP-Second Optional Protocol to the International Covenant on Civil and Political Rights	06/03/2011	06/12/2010
CEDAW-Convention on the Elimination of All Forms of Discrimination against Women	12/03/1997	10/02/1997
CEDAW-OP-Optional Protocol to the Convention on the Elimination	22/10/2002	22/07/2002

¹³³ Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, "Labour Migration in Central Asia. Implications of the Global Economical Crisis", Silk Route Paper, May, 2009,

<http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

¹³⁴ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 27

¹³⁵ <http://www.unhcr.ch/tbs/doc.nsf/newhvstatusbycountry?OpenView&Start=1&Count=250&Expand=93#93>

of All Forms of Discrimination against Women		
CERD-International Convention on the Elimination of All Forms of Racial Discrimination	05/10/1997	05/09/1997
CESCR-International Covenant on Economic, Social and Cultural Rights	07/10/1994	07/10/1994
CMW-International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	01/01/2004	29/09/2003
CRC-Convention on the Rights of the Child	06/11/1994	07/10/1994
CRC-OP-AC-Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict	13/09/2003	13/08/2003
CRC-OP-SC-Optional Protocol to the Convention on the Rights of the Child on the sale of children child prostitution and child pornography	12/03/2003	12/02/2003

Regional treaties and agreements

As an integral part of its agenda in the sphere of international cooperation the Ministry is a member of a number of international working platforms dealing with migration issues. The Ministry is active in relevant migration-dedicated bodies of the Commonwealth of Independent States (CIS), the Eurasian Economic Community (EURASEC) and Collective Security Treaty Organisation (CSTO). As the above mentioned organisations are considered the most important instruments of regional cooperation in the field of labour migration (mainly CIS and EURASEC) and combating illegal migration (mainly CSTO) in some of the bodies Kyrgyzstan is represented by the Deputy Minister of Labour.

Regional agreements signed (or under negotiations) by Kyrgyzstan:

- Agreement on Cooperation in Labour Migration and Social Protection of Migrant Workers (15 April 1994) signed by all CIS Member States. This agreement is guided by ILO standards and contains the provisions on mutual recognition of diplomas, other job evaluation documents and work records, rules of employment in the destination country, elimination of double taxation, equal treatment between migrant workers and nationals in respect of social security, social insurance and medical care and transfer of earnings and savings¹³⁶
- Agreement on Cooperation in usage of Common Tariff and Qualification Reference Book for working professions and Qualification reference book for civil servants signed in January 1999 in Saratov by several CIS countries (Armenia, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova and Tajikistan)¹³⁷
- Agreement on cooperation of the CIS countries in fighting illegal migration signed in 1998 (ratified in August 2003).¹³⁸

Bilateral agreements

Russian Federation and The Republic of Kazakhstan, as the main destination countries of Kyrgyz migrant workers are considered as principal partners in bilateral cooperation in the area of migration.

Concluded bilateral agreements:

¹³⁶ Labour migration and productive utilisation of human resources –Kyrgyz Republic, ILO, 2009, p. 52

¹³⁷ Ibid., p. 52

¹³⁸ Information provided by the Kyrgyz Border Guard Service, June 2010.

- December 2009 - intergovernmental agreement on organised recruitment of labour migrants was drafted between Kyrgyzstan and Russia. The agreement text is expected to be finalised in third or fourth quarter of 2010;
- Intergovernmental agreement between Kyrgyzstan and Kazakhstan defining a legal status of Kyrgyz labour migrants in Kazakhstan. The agreement has already been ratified in Kyrgyzstan and is pending the ratification in Kazakhstan in order to enter into force;
- In December 2009 at the 4th meeting of the working group (within EURASEC) an intergovernmental agreement on organised recruitment of labour migrants” was drafted between Kyrgyzstan and Russia. The agreement text is currently under editing process expected to be finalised in third or fourth quarter of 2010;

The Republic of Korea (hereinafter Korea) is also considered to be an important partner for Kyrgyzstan as many Kyrgyz labour migrants work there. A special memorandum on migration was signed between Kyrgyzstan and Korea in 2007 and discussions on its prolongation are ongoing. A special representative of Kyrgyzstan for migration issues was deployed in Korea.¹³⁹

A cooperation agreement in the field of migration between Kyrgyzstan and China was signed in 1992 and upheld by a protocol in 2008.¹⁴⁰

In the area of combating trafficking in human beings the Ministry closely cooperates with International Organisation for Migration (IOM) as well as with the Organisation for Security and Cooperation in Europe (OSCE).

Kyrgyzstan is member state of the Commonwealth of Independent States (CIS), the Eurasian Economic Community (EurAsEC) and other organisations. Furthermore, it is co-chair of the EurAsEC Council on Migration as well as the Council of Heads of the CIS Migration Services. Kyrgyzstan is promoting the establishment of a free movement regime with selected countries, similar to the one that was used during USSR times.¹⁴¹

F4. Overall assessment of the migration policy context

As a considerable part of Kyrgyz labour force is active abroad, ensuring adequate legal status and working conditions of Kyrgyz labour migrants is an integral part of active government policy in the area of migration. This is addressed both by bilateral cooperation as well as within regional initiatives and frameworks.

Compared to neighboring states, Kyrgyzstan’s more liberal political climate facilitates debates among parliamentarians and government structures, who hold two contradictory opinions on the subject. The first group sees labor migration as a national loss and appeals to Kyrgyz migrants to return from Russia and Kazakhstan and take local jobs, despite the country’s high unemployment rate. The second group argues that the government must do everything possible to forestall the return of migrants, as an influx of jobseekers would destabilize the local social, political and economic situation.

The two groups operate with different definitions of labor migration, reflecting the Kyrgyz government’s inability to adopt a parsimonious definition of the term. At the regional level the definition of a labor

¹³⁹ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010.

¹⁴⁰ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

¹⁴¹ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

migrant varies even further, leading to constant misunderstanding. The definitions vary depending on the length of a migrant's stay abroad and his/her occupation and legal status¹⁴².

¹⁴² Central Asia – Caucasus Institute, Silk Route Studies Programme; Erica Marat, “Labour Migration in Central Asia. Implications of the Global Economical Crisis”, Silk Route Paper, May, 2009, <http://www.silkroadstudies.org/new/docs/silkroadpapers/0905migration.pdf>

G. Evaluating the impacts of migration and migration policy on the socio-economic development

G1. Impacts of migration on the socio-economic development of the country of origin

Complex economic situation and a lack of adequate infrastructure generating high unemployment, particularly in certain regions, lead to migration movements both within Kyrgyzstan itself – from rural and remote areas to the urban ones – and for abroad. This phenomenon negatively affects the availability of professional workforce as well as the demographic structure of Kyrgyz society including aging and depopulation of certain regions.

At the same time, taking into account the inflow of remittances generated by Kyrgyz citizens accounting for a substantial share of GDP, the considerable impact of Kyrgyz labour migrants' economic activity abroad should be seen as an important instrument to be used for improvement of the situation of national economy as well as addressing certain issues within the Kyrgyz labour market.

G2. The socio-economic development effects of migration policies and other forms of interventions targeting migration

Government initiatives to address the issue of Kyrgyz labour migrants abroad by ensuring their legal status including social security and health insurance, and facilitation of return and integration of ethnic Kyrgyz living abroad aimed at generating a positive impact national economic situation has to be acknowledged.

H. Conclusions

H1. Main findings on current migration trends

Labour migration

During the last decade Kyrgyzstan became a country of origin of labour migration to the CIS countries, and the third largest Central Asian supplier of labour migrants to Russia (after Uzbekistan and Tajikistan). Russia and Kazakhstan are the main destination countries for Kyrgyz labour migrants.

The main Kyrgyz community in Russia settled in Yekaterinburg and Moscow. The most attractive for labour migrants from Kyrgyzstan are: Yekaterinburg, Novosibirsk, Voronez, Lipetsk and Tatarstan. Among other preferred destinations among the CIS states migrants most frequently named Astana (Kazakhstan), and Yakutiya (Russia). Migrants in Yekaterinburg are largely engaged in the trade of Chinese products, while in Moscow Kyrgyz migrants often work on construction sites, in communal services and shopping centres as street or shop salespersons. A smaller proportion of Kyrgyzstan migrants work in agriculture and commercial activities, mainly in Kazakhstan.

The officially recognised figures of labour migration outflow from Kyrgyzstan is estimated at 340,000 people, but some estimations give figures as high as 500,000 or even 1 million. Out of 340,000 migrants, according to official data, about 300,000 people work in Russia.

Majority of labour migrants come from the southern parts of the country. Absence of job opportunities, the weak economy and poverty force people to migrate in search of better fortune. External migration is likely to continue in the near future. Many labour migrants strive to get Russian or Kazakhstan's citizenship. It is estimated that 20-30% of labour migration goes through organized channels (recruitment agencies or the state Centre), while 70-80% of labour migrants do not use formal intermediaries. A large proportion of migrants works irregularly (without registration or work permits).

Internally displaced persons

Events in June 2010 in the southern cities of Osh and Jalalabad and nearby areas affected around half a million people. Close to 2,000 houses were damaged, and over 1,700 completely destroyed. Some 400,000 people were displaced, including the 75,000 returnees with many losing their personal documents in the process, creating subsequent difficulties for them in resuming a normal life¹⁴³.

Immigration

There is a quota system for labour migration in Kyrgyzstan. Two types of quotas are established every year: the first quota – numbers of foreign labour migrants (**so called labour quota**) and the second one: numbers of foreign citizens granted permanent residence in Kyrgyzstan (**so called immigration quota**). In 2009, labour quota (distributed by sectors of economy and regions) – only for Bishkek city was 3,333 persons and immigration quota (citizens of CIS countries, mainly citizens of Russia or Kazakhstan) was 600. In 2010, labour quota was about 4,350 and immigration quota was 460. Since January 1, 2010, in order to be granted a status of immigrant, which is equivalent to a permanent residence on the territory of Kyrgyzstan, one must reside interruptedly in Kyrgyzstan for 5 years.

¹⁴³ UNHCR, "Four months on, UNHCR sees progress in Southern Kyrgyzstan", <http://www.unhcr.org/4caee6389.html>

In 2009, 857 employers applied for work permits for migrant workers from China, Turkey, Republic of Korea, and Pakistan to work mainly in industry, construction, trade and recently also in services sectors¹⁴⁴.

Repatriation of ethnic Kyrgyz (kajrylmans)

According to the data of the research conducted in 2008 there are over 25.000 ethnic Kyrgyz living on the territory of the Republic of Kyrgyzstan. Most of them plough land or work as wage-earners or in the retail trade sector¹⁴⁵.

In 2009, ethnic Kyrgyz constituted 41.5% from the total number of immigrants (1,590 persons out of 3,829)¹⁴⁶.

Irregular transit migration

Main countries of origin of irregular migrants coming to Kyrgyzstan are Iran, Iraq, Pakistan, Bangladesh, Sri Lanka, Chad and India; citizens of these countries transit Kyrgyzstan and the Russian Federation on their direction to Europe or travel to Europe using flights via Yerevan (few cases recently). Migration of Chinese nationals, including irregular movements, has been gaining increasing importance in recent years.¹⁴⁷ The cooperation with China is based on a cooperation agreement between Kyrgyzstan and China signed in 1992 and its protocol of 2008. Furthermore, two Chinese police liaison officers work at the Embassy of China in Kyrgyzstan.¹⁴⁸

H2. Improvement of migration statistics

Existing data gaps and problems encountered in data collection

- Lack of data on Kyrgyz diaspora abroad (long term migrants);
- Lack of data on irregular migration;
- Inconsistence of data provided by the state institutions involved in the migration processes and National Statistic Committee

Recommended actions/strategies to improve migration data

- An improved strategy on collecting migration data oriented not only on labour migration, but on all aspects of migration including immigration, emigration in general and asylum is needed. Comprehensive material, updated annually, could be of a great value to the further development of migration management policies;
- The relevant statistical data on irregular migration including data on apprehensions of irregular migrants, data on deportations, etc. should be not only collected but also effectively exchange among relevant authorities;
- The Republic of Kyrgyzstan actively cooperates with Kyrgyz diaspora; nevertheless, accurate and comprehensive data on diaspora is not publically accessible.

¹⁴⁴ Expert Building Migration Partnerships mission to Kyrgyzstan, 5-8 April 2010. p. 8

¹⁴⁵ Data of the Kyrgyz Ministry of Labour, Employment and Migration, 2010

¹⁴⁶ National Statistic Committee of the Kyrgyz Republic, Population, http://212.42.101.124:1041/stat1.kg/index.php?option=com_content&task=view&id=24&Itemid=101

¹⁴⁷ Information provided by the Kyrgyz Border Guard Service, June 2010.

¹⁴⁸ Introductory Building Migration Partnerships mission to Kyrgyzstan, 13-15 August 2009.

H3. Recommendations regarding migration management

As indicated by Kyrgyz government bodies a number of measures are needed to be adopted in order to make the migration management, namely the field of illegal migration, more effective and comprehensive. Proper legislative framework and elaborated policy addressing all main issues of illegal migration should be developed. Effective border control policy and mechanisms including introduction of comprehensive registration of entries and exits of the Kyrgyz citizens, foreign citizens and stateless persons can also contribute to the sound migration management as well. Improved inter-institutional cooperation of all national actors involved is also desirable. Elimination of deficiencies in the international cooperation, mainly with neighbouring countries and wider within the CIS region, would enhance effectiveness of prevention of illegal migration. Better involvement and cooperation with relevant international NGOs will contribute to the improvement of migration management as well. Adequate infrastructure for detention of illegal migrants needs to be developed.

ANNEXES

I - SOURCES and VARIABLES used for data collection

Internationally acknowledged institutions and agencies such as United Nations and World Bank were used as a source of economic and demographic data. Some data we provided by Kyrgyz government authorities such as Ministry of Labour, Employment and Migration, Ministry of Internal Affairs and Kyrgyz Border Guard.

II - STATISTICAL ANNEX for additional tables and figures

III - Overview INTERNAL MIGRATION

Traditionally, there are three vectors of internal migration connected with the issue of land division:

- from southern provinces to Chui and Issyk-Kul provinces,
- from rural areas in the north to Bishkek,
- from rural areas in the south to Osh and Jalalabad.

Apparently, one of the causes of internal migration is ineffective land policy. Land reforms failed to promote the efficiency of land use and land security, as well as the development of regional economy, agriculture in particular.

When carrying out the land policy, the Government did not consider possible cooperation in the area of production and processing of agricultural products, with no in-depth legal, economic, and environmental analysis of the reforms on land distribution.

This trend may entail considerable depopulation of various regions in Kyrgyzstan, which, in turn, will lead to imbalanced development and failure of economic policies and decentralization reforms.

On the other hand, internal migration in Kyrgyzstan which became intense in 2005 and is still going on, promotes regional conflation. This can mean a new step on the way to developing national identity.

This situation stimulates ethnic awareness of each other, and despite the menace of conflicts, it can have a positive impact on public consolidation.

Internal migration trends in the country were also affected by the April and June events in 2010 in Kyrgyzstan. Thousands of people became internally displaced or left the country. Although many of them have for different reasons returned later to their places of permanent residence and state as well as international assistance is available for the IDPs, it is still too early to make conclusions how the Kyrgyz uprising in 2010 will influence the internal migration and as a result demographic, social and economic situation in future.

IV - REFERENCES