



# A REPORT ON KYRGYZSTAN'S PROGRESS ON SUSTAINABLE DEVELOPMENT GOALS

A Review of Mainstreaming, Acceleration and Policy  
Support for Achieving Progress on Sustainable  
Development Goals



Report of the UN Interagency MAPS Mission Team

For Submission to the Government of Kyrgyzstan

2 January 2019

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## **Foreword by the United Nations Resident Coordinator in the Kyrgyz Republic**

This report represents the combined contribution from many specialists across the United Nations (UN) family to address the global 2030 Agenda and the associated Sustainable Development Goals (SDGs) in the context of Kyrgyzstan's current development path. It has benefited from several studies undertaken in the lead up and following the MAPS week in Bishkek on 25 -30 June 2018. The report also benefited greatly from the open and fruitful discussions held with Government Ministers, technical specialists and representatives from the private sector and civil society.

Initially, much attention was given to the alignment of Kyrgyzstan's draft national development strategies, the National Development Strategy of the Kyrgyz Republic 2018-2040 as well as to the Government's Programme "Unity, Trust, Creation" 2018-2022 to the SDGs. Subsequently, as per the request of the President's office, UN MAPS team provided more specific recommendations to the National Development Strategy of the Kyrgyz Republic 2018-2040 on the identified gaps. These development plans now represent a foundation for taking sustainable development forward as highlighted in the report. The contents which follow should be seen as a continuation of the UN system engagement supporting the ambition of Kyrgyzstan's development plans.

Within this report the focus is towards identifying key policy areas where support could result in accelerated progress towards achieving these ambitions as well as responding to the global ambition of the SDGs. The focus of these efforts is on priorities achieving balanced sustainable development and the key drivers and some of the known bottlenecks that will need to be addressed. The report also highlights some areas that will facilitate implementation including an emphasis on financing, monitoring and evaluation, trade and the role of stakeholders.

Promoting such a broad base of growth and development requires a concerted effort on a number of public policy issues and sector reforms which have been outlined in the following. While the report provides a broad strategy for fostering sustainable development, it represents the beginning of further efforts. Along with the UN system, development partners have an important support role to play and I will continue to reach out to them to seek their support to work collaboratively towards sustainable development and the achievement of the SDGs in Kyrgyzstan in the years ahead.

Mr Ozonnia Ojielo

Resident Coordinator of the United Nations system in the Kyrgyz Republic

## 1 Introduction

Following the progress made under the Millennium Development Goals (MDGs), 193 UN Member States, including Kyrgyzstan, endorsed the 2030 Agenda for Sustainable Development (2030 Agenda). The 2030 Agenda embraces three key principles that differentiate it from the MDGs era:

- Universality: the SDGs are applicable to all countries, allowing for nationally adapted and differentiated approaches for implementing an agenda seen as not only a national responsibility, but also a regional and global one.
- Integrated approach: The new agenda cannot be effectively implemented if the SDGs are pursued on a goal-to-goal basis. Rather, integrated policies are needed that recognize the synergies and trade-offs among them and ensure accountability and policy coherence through cross-sectoral collaboration.
- Leaving no one behind: Various SDGs—e.g., those featuring zero targets like eradicating extreme poverty or hunger — aim at full achievement to reach the ‘last mile’ through an outcomes-based approach, normative frameworks, and the systematic use of disaggregated data.

The 2030 Agenda represents a transformative set of commitments which are designed to be country owned and country-led in their implementation.

### The MAPS Approach and Methodology

The MAPS mission team had the following objectives:

- Apply a consistently integrated focus on all three interrelated dimensions of sustainable development including social, economic, and environmental sectors across all the SDGs;
- Understand the coordination and institutional/sectoral leadership within the government, and between the government, line ministries, the parliament, independent institutions, the civil society and private sector, assess the viability of SDGs coordination and implementation roles and propose their optimization/improvement;
- Ensure a consistent emphasis on the commitment to leave no one behind and provide recommendations for gender equality and closing gaps in social inclusion of excluded population groups;
- Apply a multi-stakeholder approach and provide guidance tailored to specific country conditions and needs, aligned with local priorities;
- Provide recommendations on how financing promotes SDGs achievement, improving national and sectoral monitoring and evaluation (M&E) platforms, addressing the bottlenecks of individual SDGs, identifying acceleration strategies across groups of SDGs;
- Propose actions on more effective and efficient partnerships with civil society, local academia, think-tanks and organizations of excluded population groups to support the research and assessment of policy options.

### **Methodological Note: Unpacking MAPS**

The role of the United Nations Development System (UNDS) to support implementation of these commitments is framed by the **Mainstreaming, Acceleration and Policy Support (MAPS)** common approach. MAPS is an UN system-wide undertaking, which represents a crucial opportunity to mobilize

and leverage expertise and comparative advantage of the UN system to contribute to human-centered and rights-based sustainable development. The following report presents the findings and research from a high-level inter-agency UN mission to Kyrgyzstan in June 2018 (see Annex 3 for MAPS mission team).

To support the findings presented in this report the following methods were applied to address the various perspectives of the MAPS approach:

**Pre-mission** included the following:

1. Rapid Integrated Assessment (RIA) of the policy context and SDGs targets mainstreamed in selected national development documents
2. SDG dashboard was prepared based on available data<sup>1</sup> and use of global targets and indicators
3. Expert analysis – each expert prepared a 2-3 page analysis of the relevant issues related to their area of expertise

**During the mission** this included the following:

1. Multi-stakeholder consultations based on a set of questions aimed to identify sustainable development opportunities and constraints
2. Expert interviews were conducted with a range of stakeholders as well as debriefing with all government agencies
3. Identification of key areas of potential SDGs acceleration

**Post-mission** included the following:

1. SDGs diagnostics using the dashboard and available data to highlight key policy support areas under each of the SDGs
2. Integrated model platform (International Futures) to provide evidence on possible results of acceleration identified during the mission
3. Expert inputs into SDGs report

This report is comprised of the following sections:

Section 2 briefly examines the policy and institutional issues that provide the foundations for sustainable development. It looks at how national development strategies are shaping the future development path of Kyrgyzstan. However, previous support provided by the MAPS team has influence national development policies.

Section 3 examines areas of acceleration to advance the SDGs and relies on a predictive modeling method to determine the potential scale of possible changes across a range of the SDGs

Section 4 is an overview of key policy areas using the aggregation around people, planet. Prosperity and governance (peace) using a detailed SDGs diagnostics system is included in Annex 1

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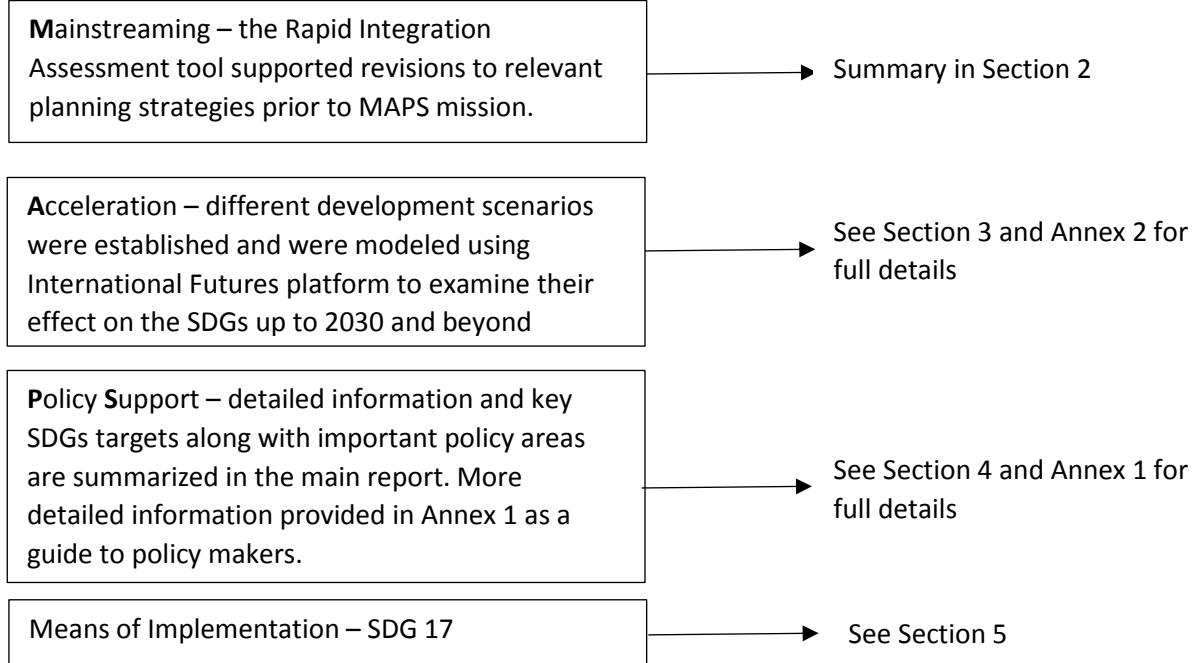
<sup>1</sup> The SDG data from the UN Statistical Division's global database <https://unstats.un.org/sdgs/indicators/database/> were used. The global database is compiled on the basis of the data provided by the custodian agencies, which, in turn, are obtained by processing data provided by countries. As far as possible, these global data were supplemented with national data.

Section 5 takes SDG 17 as the key means of implementation and looks into financing, trade, systemic issues, capacity building, information and communication technology (ICT) and digitilisation and data and monitoring the SDGs.

Section 6 provides conclusions and prioritizes some foundational perspectives which need to be considered for promoting an integrated development approach towards 2030.

### How to Read this MAPS Report

The main report is an overview of the main direction to support SDGs achievements in Kyrgyzstan. Given the breadth of the 2030 Agenda, it is accompanied by two annexes, which provide more details on policy areas under each SDG (Annex 1) and acceleration scenarios (Annex 2).



### The MAPS Mission Team

The MAPS team was represented by the following experts and support from their agencies is deeply appreciated. These experts were also working on behalf of a broader network of Issue Based Coalitions which have been established by the UN Development Group at the regional level.

Name	UN Agency – Policy Area
1. Ms Sheena Bell	UNICEF – Education
2. Mr Keigo Obara	FAO - Food security
3. Mr Andrey Poshtaruk	UNFPA – Youth/HIV
4. Mr Robert Bernardo	UNDP – Governance
5. Ms Monika Kosinska	WHO – Health

6. Ms Jasmina Papa	ILO – Employment and Social Protection
7. Ms Rada Noeva	UNICEF – Data and Monitoring
8. Ms Elena Danilova-Cross	UNDP - SDG Mainstreaming and acceleration
9. Ms Nara Luvsan	UNEP – Environment and Climate Change
10. Ms Bharati Sadasivam	UNDP – Gender Issues
11. Mr George Bouma	UNDP - Mission Lead

## 2 Policy Setting for the 2030 Agenda

In adopting the 2030 Agenda for Sustainable Development in 2015, UN Member States recognised that economic growth and industrialisation go hand in hand with combatting poverty and improving health, education, social protection, a healthy environment and community resilience to climate change. Sustainable development challenges are both broad and complex and take hold over different time scales.

The UN global campaign, “The World We Want” identified Kyrgyzstan as one of the countries for participatory national consultations. A two-phased process commenced in 2013 under leadership of the Ministry of Economy and UNCT and engaged with more than 10,000 representatives of the Government, CSOs, private sector, and media. The focus also was on those population groups whose voices were not always heard - such as ethnic minorities, people with disabilities, people living with HIV/AIDS, youth, children, older persons, unemployed, labor migrants, and women heading households. Contributors to national consultations were of the view that the core issues of future development should encompass *economic growth and employment and public administration* as top priority areas.

In the last decade, the Kyrgyz government has introduced numerous reforms. Among the major legislative and policy reforms are the adoption of the new Constitution (2010) effecting the shift to a parliamentary democracy, the strengthening of civil service system, the introduction of e-governance as an important modernizing tool for public sector management, integrating subsidiarity and empowered structures towards more effective local self-governance including clearer delineation of competencies for local government authorities, improvements in public finance management, judicial reforms, and the enactment of laws of gender equality and domestic violence, among others.

### Current National Development Planning

Two important strategic planning processes begun in 2017 have shaped the country’s development vision: the National Sustainable Development Strategy of the Kyrgyz Republic for 2018-2040 “*Taza Koom – Zhany Door*” (“Transparent Society – New Epoch”), launched by the Office of the President, followed by wide national consultations. The National Development Programme for 2018-2022, “Unity, Trust, Creation” serves as a medium-term implementation programme for the 2040 Strategy. Kyrgyzstan also became first country in Central Asia to join the Open Government Partnership in November 2017.

Since the MAPS process began, the Government of Kyrgyzstan has finalized:

- National Development Strategy of the Kyrgyz Republic 2018-2040, endorsed in November 2018
- Government’s Programme “Unity, Trust, Creation” 2018-2022, endorsed in April 2018
- “Digital Kyrgyzstan 2019 - 2023” strategy, endorsed by the Security Council in December 2018

The National Development Strategy 2040 sets forth four strategic areas:

1. Human Development: recognizing the importance of access to and engagement in society through equal access to health, education, decent work, culture, science and civil integration.
2. Economic Well-being and Promoting Business and Finance: recognizing the importance of developing a competitive economy, making the most of human capital and formal labor markets, improving investment potential and regional development with quality infrastructure. It also seeks to develop key sectors of the economy such as the agro-industrial complex, light industry and sustainable tourism. Ensuring environmental sustainability and adaptation to climate change will underpin long-term growth of the economy.
3. Public administration: ensuring a strong and stable public administration through a balanced system of state power, fair judicial system, development of local self-governance, strengthening national and regional security, economic and diplomatic integration and promotion of a digital economy.
4. Transformation of the development system: reforming management of development system by review of all previous development policies prior to the National Development Strategy 2040, strengthening the capacity for coordination in development through reorganizing the National Council for Sustainable Development and improved capacities and use of technologies as well as monitoring and evaluation.

The ambitious medium-term development agenda (“Unity, Trust, Creation”, 2018-2022) is anchored on advancing broad-based economic development, improving public administration through more effective public services, development of strategic sectors of the economy (agro-industries, tourism, small-scale industries, energy, infrastructure, mining and water), promoting sustainable human development, and advancing access to justice, with gender, environment, and technological advancement as cross-cutting approaches.

The National Strategy for Gender Equality 2020 addresses women’s economic empowerment and development, education for women and girls, access to justice and women’s political empowerment. The Kyrgyz Government was the first in Central Asia to adopt a National Action Plan (NAP) in 2013 to implement the UN Security Council Resolution 1325 on Women, Peace and Security, with subsequent NAPs implemented with assistance from the UN. The Law on Social and Legal Protection against Domestic Violence was amended in 2016, and amendments made to the criminal code to strengthen enforcement of punishments for bride kidnapping.

The Government has declared 2018 as the year of regional development and outlined a regional development strategy to accompany the national medium-term plan. Through these processes the Kyrgyz Government has demonstrated its full commitment to the implementation of the SDGs. However, it is strongly **recommended that national SDG indicators should be included into** the National Development Strategy of the Kyrgyz Republic for 2018-2040 and the National Development Programme for 2018-2022, “Unity, Trust, Creation”. This would allow for a continuous process of monitoring and evaluation of the development planning cycle. Further development of the SDGs into sub-national (regional) development plans should also be considered.

Previous support from the UN system helped to shape the 2040 National Development Strategy to integrate the SDGs more fully. The timing of the MAPS mission coincided with assessing the above draft national development strategies to determine their alignment to the SDGs. This resulted in a constructive dialogue with the Office of President and the MAPS team provided strategic advice which strengthened the following policy areas:

- Food security and agriculture;
- Education

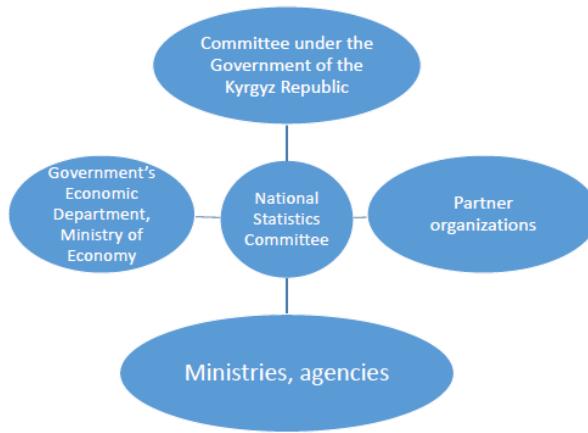
- Health
- Gender equality and women's empowerment
- Social protection
- Governance as a cross-cutting issue

## 2.1 Institutional Coordination for the SDGs

A coordination committee on SDGs Adaptation, Implementation and Monitoring established in 2016 operates under direct supervision of the Prime Minister of the Kyrgyz Republic. It includes representatives of legislative authorities, ministries and government agencies, international and non-governmental organizations. The Government's Economy and Investment Department serves as its secretariat.

Overall, the implementation of the 2030 Agenda in Kyrgyzstan is elevated to the highest level of government within the National Sustainable Development Council chaired by the President. The Coordination Committee for the Achievement of the SDGs, comprised of representatives from Parliament, government offices, line ministries, development partners and the National Statistical Committee (NSC) is responsible for implementation. As part of the work of this coordination body, the NSC is mandated to lead and oversee SDGs-related data and evidence-generation efforts.

Going forward, it will be important for the relevant government working groups to support the integration of SDGs into their work and establishing a reporting mechanism to the NSDC on progress on addressing relevant SDGs.



*Figure 1 Institutional arrangements for SDGs in Kyrgyzstan*

The Statistical Law adopted by the Parliament of the Kyrgyz Republic in February 2007 and amended in 2009 and 2013 plays a fundamental role in tracking the SDGs. However, a new and modernized law is currently under development, is expected to define for the first-time concepts of Official Statistics and provide a clear definition of the National Statistical System. The law is expected to address the use of administrative data, the issues of dissemination of official statistics, and others. It will serve as a critical contribution towards strengthening the mandate of the NSC to lead and oversee SDGs data and evidence-generation efforts, including its role in the collection, production and dissemination of sectoral data.

Kyrgyzstan's [National Strategy for the Development of Statistics](#) (2015-2019) aims to improve the national statistical system through a focus on the following components: 1) legislative framework, 2) organization

of statistics, 3) implementation of advanced information and communication technologies for the integration of processes statistical production, 4) improving the quality of output data and usability of data, and 5) strengthening its human resources capacity. Section 2 of the 2018-2022 medium-term Programme includes an item entitled “Development and adaptation of SDG indicators”, serving as the basis for committing the NSC to undertaking concrete steps in this area. Subsequent steps have been put in place to establish more detailed links between the activities listed in the Programme and the activities required for the implementation of the national SDGs monitoring and reporting framework.

## 2.2 Institutional capacities

Kyrgyzstan continues to grapple with persistent governance and rule of law challenges (see Figure 2). While regulatory quality, political stability and control of corruption appear to be improving in the last two years, the political economy situation of the country presents risks to the sustainability of governance reforms. The country's social contract between the state and citizens has been challenged during the two revolutions (2005 and 2010) however, the last two peaceful transitions of presidential power highlight a relatively stabilized situation.

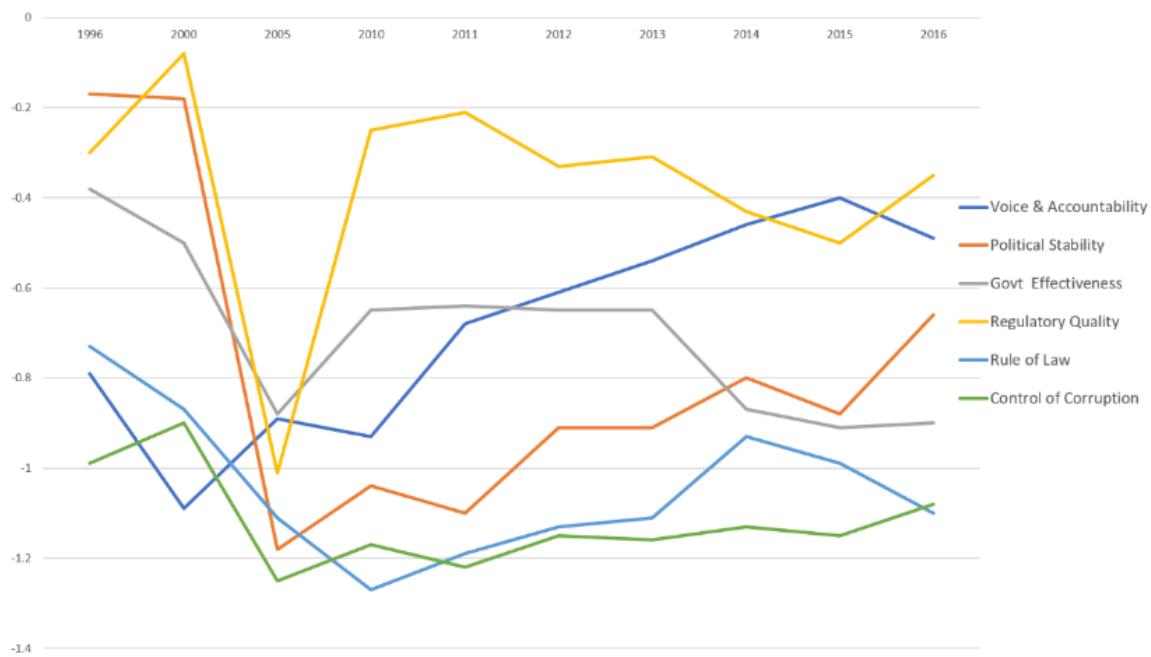


Figure 2. Trend in Kyrgyzstan's World Governance Indicators (WGI), 1996-2016. (World Bank)

A policy cycle and bottleneck analysis indicate that governance and peacebuilding in Kyrgyzstan is challenged along **three major fronts** (Figure 3).

1. Integration and monitoring of short- and medium-term budgetary frameworks in national policy and legislative frameworks is lacking, causing short-term and ad hoc approaches to policy financing and implementation. Centralized approaches constrain the effectiveness and efficiency of the bureaucracy, amidst shifting development priorities as well as perceived ambiguities on the role of, and the influence of, the Parliament and parliamentarians in executive decisions.
2. New legislations and policies are not matched by public sector capacity, and effective implementation affect achievement of policy objectives. Public administration is constrained by high leadership

turnover in executive positions, the civil service continues to face high risks of politicization and is characterized by fragmentation in structure and salary scale, absence of effective performance management system, and weaknesses in ensuring inclusive, competency-based recruitment and talent management system. These constraints also exist at the local level, where local self-government bodies consistently face issues of inadequate human resources, funding, technical competencies, and coordination, thus contributing directly to poor delivery of public services.

- The absence of a strong *culture of downward accountability* – critical to driving norms, standards and behavior for well-performing democratic institutions, reinforces institutional inefficiencies, promotes traditional, centrally-driven hierarchies, and dis-incentivizes innovation and good performance given weak rewards systems. Low legal and rights awareness among the population, nascent and/or under-resourced independent institutions, and weak results-oriented performance measurement, further underpin this culture.

These three challenges reinforce persistent development deficits and act as a bottleneck to promoting sustainable development and achieving the SDGs. This is important as emphasis on reducing the risks of conflict and violence is highly relevant in Kyrgyzstan's context.

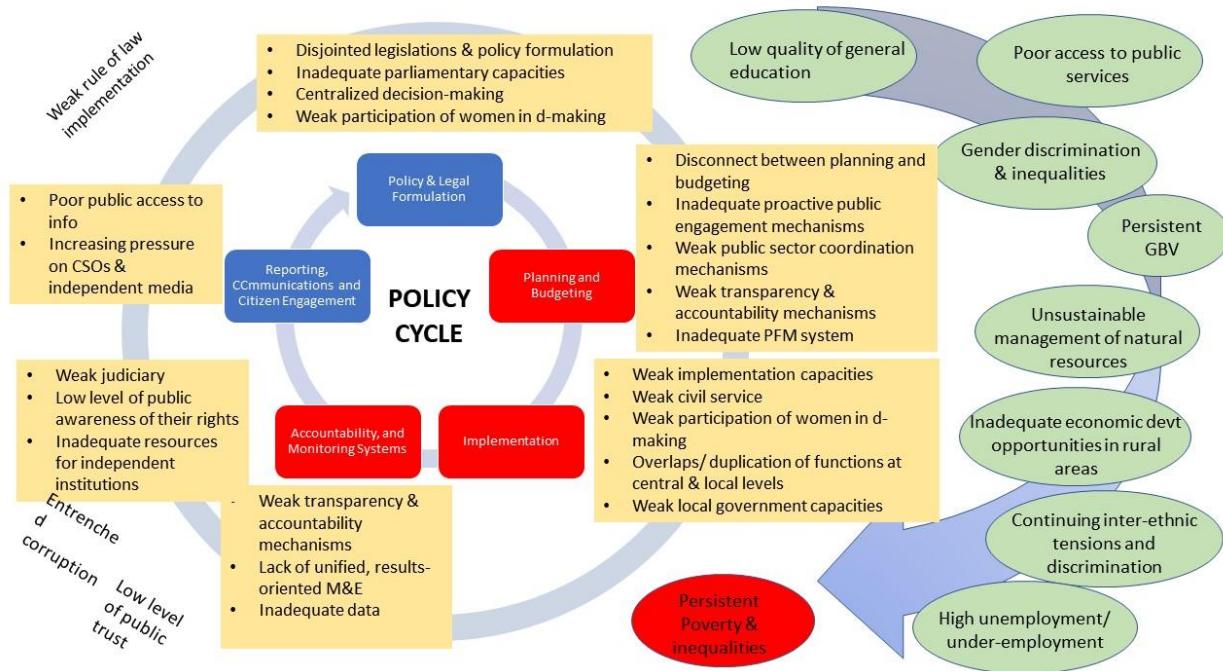


Figure 3. Analysis of development challenges in Kyrgyzstan from a governance and policy perspective.

## 2.3 Gender equality policies and mainstreaming

Kyrgyzstan may be considered as having progressive gender equality legislation and policies. However, clear implementation mechanisms for gender equality laws are lacking, and the national strategy on gender equality is under-financed. Additionally, legal frameworks do not recognize the intersectionality of such measures – see, e.g., the lack of anti-discrimination laws and adequate protection of the

fundamental rights of LGBTI individuals (p.32).<sup>2</sup> Resource and capacity constraints impede the country's gender machinery<sup>3</sup> from fulfilling its mandate in public policy setting and implementation.

**Overall**, gender equality and women's empowerment were weak in Kyrgyzstan's Strategy 2040 and efforts to strengthen them were provided by the UN MAPS team. The "gender aspect of development" is identified as a cross-cutting issue in the strategy's medium-term development programme (2018-2022). Its goals are to ensure gender parity in decision-making, reduce the basis for gender-based discrimination and expand opportunities in all areas of human development, including equal rights to work, and equal access to social and economic benefits, public infrastructure and security and justice infrastructure.<sup>[1]</sup> Aligning these objectives to the SDGs targets is the first step to ensuring that gender equality is intrinsic to the vision of the Strategy 2040, and that gender equality targets are set for all the SDGs. The country's ranking in the global UNDP Gender Inequality Index dropped to 90<sup>th</sup> in 2015 – a substantial fall from its position at 67<sup>th</sup> in 2014, underlining the need to substantially accelerate efforts to address social and structural factors contributing to gender inequalities.<sup>[2]</sup>

### 3 SDG Acceleration

SDGs accelerators are pivotal policies under the control of government that help reach several or all SDGs earlier or with lower risk through various possible channels, notably by:

- creating preconditions for SDGs progress;
- easing bottlenecks or blockages;
- helping reach critical mass of supporting reforms to generate tipping points;
- helping contain or manage key "de-railing" risks;
- setting in motion positive dynamics through feedback loops.

Most accelerators act through more than one of these channels. They also tend to have escalating impact as interactions among various SDGs take off over time. In that sense, accelerators are best viewed as the "first levers to pull" in the complex machinery of human development—i.e., providing insights into optimal sequencing—rather than policy measures that are in some sense more important than others; or measures that single-handedly offer to resolve all development challenges. In this report accelerators are chosen as a 'package of policy interventions' or cluster of issues to address under each theme.

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<sup>2</sup> EuroPlus Consulting & Management. "Gender Study for Central Asia: Kyrgyzstan Final Report". 2018. p.32.

<sup>3</sup> Existing gender mechanisms and institutions in the country are The Committee on Social Policy of the National Parliament; the National Council on Gender and Development chaired by the Vice Prime Minister consisting of ministers, deputy ministers and competent representatives of the Government; the Department of Gender Policy of the Ministry of Labour and Social Development.

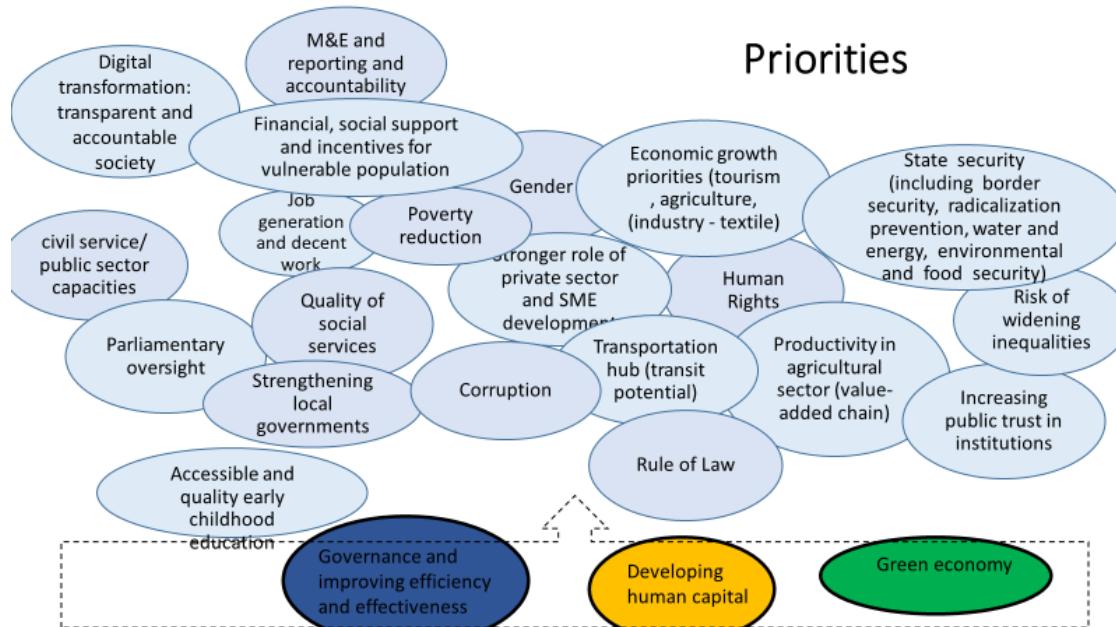
[1] The Development Programme of the Kyrgyz Republic (2018-2022); Unity. Trust. Creation, p.48. The Development Programme in turn is in line with the National Strategy for the Achievement of Gender Equality by 2020 (adopted in 2012), which emphasizes the following development priorities: economic empowerment of women in the economy; education for girls and women; access to justice and political equality. [National and international obligations of the Kyrgyz Republic in Achieving Gender Equality](#)

[2] The [Gender Inequality Index \(GII\)](#) reflects the combined loss to women's achievements in reproductive health, empowerment and labour market participation due to gender inequalities. Higher GII values (range: 0 to 1) indicate higher inequalities and higher loss to human development.

### 3.1 Multi-stakeholder Consultations

During the MAPS mission one of the methods used to determine opportunities for accelerated SDGs policy responses was through multi-stakeholder consultations. Workshops were held which followed a format seeking feedback on three sets of questions:

1. What is the vision for development in Kyrgyzstan and define the main parameters?
2. What are the challenges to achieving this vision and describe the main bottlenecks?
3. What are the priorities that need to be addressed to support progress on the vision and the challenges?



*Figure 4. Summarized set of priorities feeding into three main accelerator areas*

The outcomes of these consultations provided the MAPS team with a basis to determine a set of interventions under each area. The range of interventions were based on the ability to model certain development scenarios using an integrated model to identify potential SDG outcomes that may result from certain public policy choices. In this case, the International Futures platform<sup>4</sup> was used to look at certain development outcomes. International Futures is a large-scale, long-term, integrated global modeling system.<sup>5</sup> Its broad purpose is to serve as a thinking tool for the analysis of long-term country-

<sup>4</sup> International Futures is a long-term modeling system consisting of multiple interlinked submodules each representing different dimensions of development. The model is developed and maintained by the Pardee Center at the University of Denver. For more information see <http://pardee.du.edu/>. Full details of the model and analysis is contained in Annex 2.

On a general level, the model is a large integrated system of many hundreds of relationships grouped into 12 major submodules. You might want to direct their attention to the model documentation - <https://www.du.edu/ifs/help/understand/index.html>

<sup>5</sup> IFs is a hybrid system, and does not fall neatly into econometric, systems dynamics, or any other single model category. It is a structure-based, agent-class driven, dynamic modeling system. Households, governments and firms are major agent-classes. The system draws upon standard approaches to modeling specific issue areas whenever possible, extending those as useful and integrating them across issue areas. Among the important reasons for a hybrid approach is that it allows the combination of close attention to stocks and flows (and differentiation among them, as in systems dynamics) and to data and estimation of relationships. IFs further combines these traditions with a heavy use of algorithmic or rule-based elements and even, when it comes to equilibration, with some elements of control theory. Maintenance of accounting structures is very important in the overall system, including the use of them to track aging populations (cohort component structure), financial flows among agent classes (social accounting), energy resources and production/demand, land use, and carbon stocks and flows. The overall system runs recursively with single-year time steps and forecast horizons to 2100.

specific, regional, and global futures across multiple issue areas. Those interacting issue areas include population, economics, education, health, energy, agriculture, infrastructure, the environment, and sociopolitical systems. Three SDGs acceleration scenarios are described herein.

### 3.2 Scenario 1: Human Development

This scenario is based on a number of interventions that address improving Kyrgyzstan's human development ranking by interventions across SDGs targets predominantly in the education and health area (see Table 1).

#### Health

Several interventions are undertaken and will directly increase life expectancy and reduce Disability-Adjusted Life Year (DALY).

- Four Non-communicable diseases (NCD) areas were targeted; reducing by 40% the death rates from cardio-vascular disease, cancer, chronic respiratory disease and diabetes relative to the 2030 baseline value by 2030.
- As alluded to above, the adult stunting rate is currently estimated too low in IFs. To reduce it as much as possible in the model forecast, malnutrition among children under 5 is eliminated in the model by 2030.
- The mortality rate for children under 5 is also reduced by about 50% relative to the 2030 baseline value by 2030.

#### Education

Interventions are undertaken to

- Achieve universal rates for primary and secondary level of education by 2030 while keeping gender parities at all levels.

*Table 1. Scenario 1 – Human Development Scenario; Indicators and Results*

Variable	Baseline		Scenario 2030
	2018	2030	
<b>Education</b>			
<i>Educational attainment (average years of education), adult population</i>	10.91	10.67	11.12
<b>Health</b>			
<b>Life expectancy</b>	<b>71.09</b>	<b>72.31</b>	<b>76.61</b>
Infant mortality (per 1,000 live births)	17.48	14.96	7.51
Malnourished children (% of children)	3.33	2.90	0.03
Cardiovascular, (deaths per 1,000)	3.16	3.46	2.31
<i>DALY (mio. years)</i>	<i>0.38</i>	<i>0.49</i>	<i>0.31</i>
Cancer (deaths per 1,000)	0.67	0.76	0.47
<i>DALY (mio. years)</i>	<i>0.12</i>	<i>0.15</i>	<i>0.09</i>

Variable	Baseline		Scenario
	2018	2030	2030
Diabetes, (deaths per 1,000)	0.05	0.06	0.04
DALY (mio. years)	0.02	0.02	0.01
Respiratory, (deaths per 1,000)	0.29	0.34	0.23
DALY (mio. years)	0.05	0.07	0.04
<b>DALY (mio. Years), total</b>	<b>1.62</b>	<b>1.78</b>	<b>1.41</b>

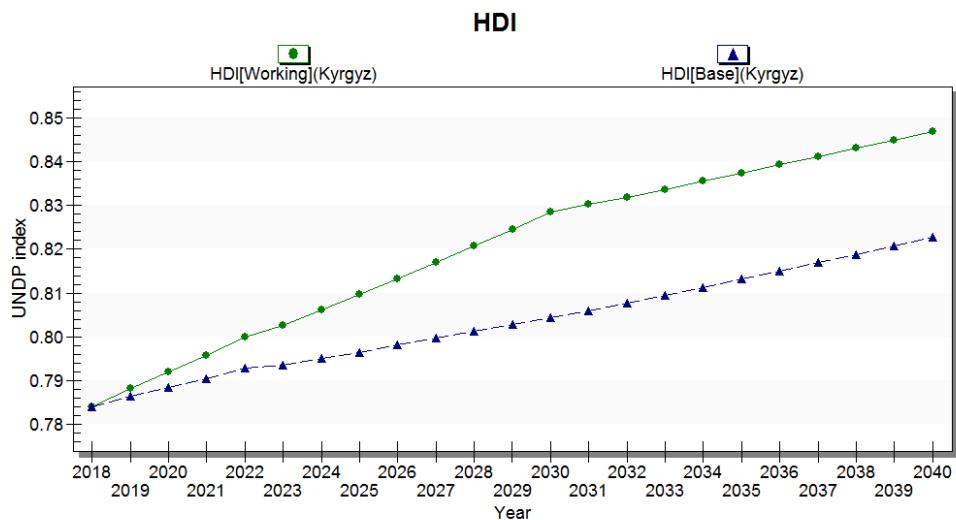


Figure 5: Human Development Index – baseline (blue) vs intervention (green) scenario, 2018-2040

Results to advance human development show it is a long-term development priority to support long-term sustainable economic growth, stability and security in the future. The economic benefits of this scenario will continue to accrue long into the future.

### 3.3 Scenario 2: Governance

Under this scenario, a number of interventions under the governance module are undertaken to improve the quality and inclusiveness of governance. The interventions are aligned with the so-called ‘new citizen compact’ with a focus on responsive and accountable institutions and stable democracy with access to rule of law and human rights.

Within the International Futures model five key governance indicators are used: civic and political freedom (inclusiveness); economic freedom (quality); regulatory quality (quality); and corruption (quality); effectiveness (quality). The performance of Kyrgyzstan relative to Georgia is used as the main benchmark for the governance interventions undertaken. Both countries started from a similar ranking in terms of Gross Domestic Product (GDP) in the late nineties, yet Georgia has proven with a series of reforms

it has grown to reach UMIC status and is therefore relevant country to benchmark against governance indicators.

Table 3 below shows the baseline values for Kyrgyzstan and Georgia for 2018 and 2030. The last column shows KGZ's performance on the indicators by 2030 after the interventions. As evident all KGZ's 2030 indicators have risen to the GE 2018 level/score.

*Table 3: Scenario 2 – Governance Indicators and Results*

<b>Variable</b> (Higher is better )	<b>Baseline</b>		<b>Georgia (benchm.)</b>		<b>Scenario</b>
	<b>2018</b>	<b>2030</b>	<b>2018</b>	<b>2030</b>	<b>2030</b>
Effectiveness (WB Index, 0-5)	1.74	1.93	3.05	3.33	3.06
Corruption (TI index, 0-10)	2.23	2.60	4.22	4.87	4.22
Regulatory quality (WB index, 0-5)	2.14	2.31	3.47	3.67	3.47
Economic freedom (Fraser Institute index, 1-10)	6.92	7.01	8.07	8.33	8.07
Civil & political freedom (freedom house index, 2-14)	6.02	6.02	10.17	11.11	10.17

### 3.4 Scenario 3: Economy

This scenario looks at the alternative development pathway for Kyrgyzstan from a number of key interventions related to the country's priorities within: agriculture & food security, business environment, exports and the energy sector. In the model the proposed areas for intervention include the following:

#### Agriculture and food security

- Under this area the emphasis is to raise crop yield by 46% relative to the 2030 baseline by 2030 and reduces the production loss as % of total production by 5.1% below the 2030 baseline value by 2030.

Consequently, total agricultural production rises by 39% over the 2030 base value by 2030, and where Kyrgyzstan under the baseline is set to become a net agricultural exporter by around mid-decade 2040-2050 but this will happen by mid-2020-s in the model.

#### Business environment and manufacturing exports

- Following from the governance intervention it is proposed that Kyrgyzstan current score relative to Georgia on the 'business regulation index' by 2030. This is a significant improvement over the 2030 baseline value which otherwise is forecasted to deteriorate (rise).

The intervention will move Kyrgyzstan up the ranks by 19 places; from number 36 in 2018 to number 17 by 2030.

- As a representation of higher regional trade integration and manufacturing capacity the interventions raise manufacturing exports by 28% above the 2030 base value by 2030 and going forward.

#### Energy production and electricity generation

- One intervention reduces the significant electricity production loss as % of total production by 9.5% points below the 2030 baseline value by 2030.

For this analysis a simple intervention is made to reduce the speed of reductions in the forecasted renewable energy (RE) (incl. hydro) share of energy production.

- This is done through exogenously increasing the available hydro resources and reserves which will increase RE (incl. hydro) production – but not increase its share in total energy production – over the baseline forecast; by 2030 RE's share of total energy production will be 26% instead of 17% under the baseline. The main benefits in the model will materialize through lower emissions and higher net energy exports.

*Table 3: Scenario 3 – Economy Indicators and Results*

Variable	Baseline		Scenario	Change
	2018	2030	2018	2030
<b>Agriculture</b>				
Agricultural output, total (mio met tons)	<b>6.79</b>	<b>7.88</b>	<b>10.91</b>	<b>38.5%</b>
Crop yield (tons/hectar)	4.02	4.56	6.65	45.8%
Agricultural production losses, crops, (% of total)	9.93	9.7	4.60	-5.1% points
<b>Energy and electricity</b>				
RE (incl. hydro) share in total energy production	49.47	17.45	26.14	15.6% points
Transmission and distribution loss (% of production)	23.92	18.88	9.41	9.47% points
<b>Business environment and manufacturing</b>				
Manufacturing exports (bio \$2011)	1.482	1.961	2.52	28.3%
Government business regulation index (lower is better)	4.45	4.60	4.15	-9.8%

### 3.5 Discussion

Given the interconnectedness of the SDGs where there are many synergies as well as trade-offs and it becomes a challenging proposition to be definitive on what interventions should be prioritized over another one. These issues of course are influenced by important factors such as funding availability and other political economy choices. In addition, without significant data such complex policy choices can be difficult to understand.

*Table 4: Key outcome variables – Scenario 1, 2, 3 and All (stronger colour = larger impact)*

Outcome variable	Current	A. Reference 2030	HC	Gov	Eco	B. All	Change (B-A)
GDP (bio.USD, 2011\$)	8.24	12.87	13.03	13.81	13.85	14.91	2.0

Outcome variable	Current	A. Reference 2030	HC	Gov	Eco	B. All	Change (B-A)
GDP per capita (Ths.USD, 2011\$)	1,342	1,826	1,838	1,960	1,966	2,106	280
Human Development Index	0.784	0.804	0.829	0.807	0.807	0.834	0.04
Life expectancy (years)	71.09	72.31	76.61	72.34	72.35	76.67	4.4
Educational attainment (mean years, 15+ age group)	10.91	10.67	11.12	10.7	10.73	11.18	0.5
Poverty headcount (% of pop below \$1.90)	3.4	3.1	3.1	2.7	1.4	1.3	-1.9
Poverty headcount (% of pop below \$3.20)	21.9	18.1	18.0	16.2	11.1	10.6	-7.5
Informal economy (% of GDP)	15.09	13.51	13.17	11.10	12.55	10.16	-3.4
Informal labor share (% of total)	25.92	20.23	18.48	19.96	15.58	15.58	-4.7

However, what these scenarios show are that implementing different policy choices leads to different results and over different temporal scales. Looking at the individual scenarios, the economic scenario has the largest impact on GDP and GDP per capita. It also has the largest impacts on poverty reductions and reductions in the informal labor share, partially because of improving business regulations, but also due to the high output growth implemented in both agriculture and manufacturing exports.

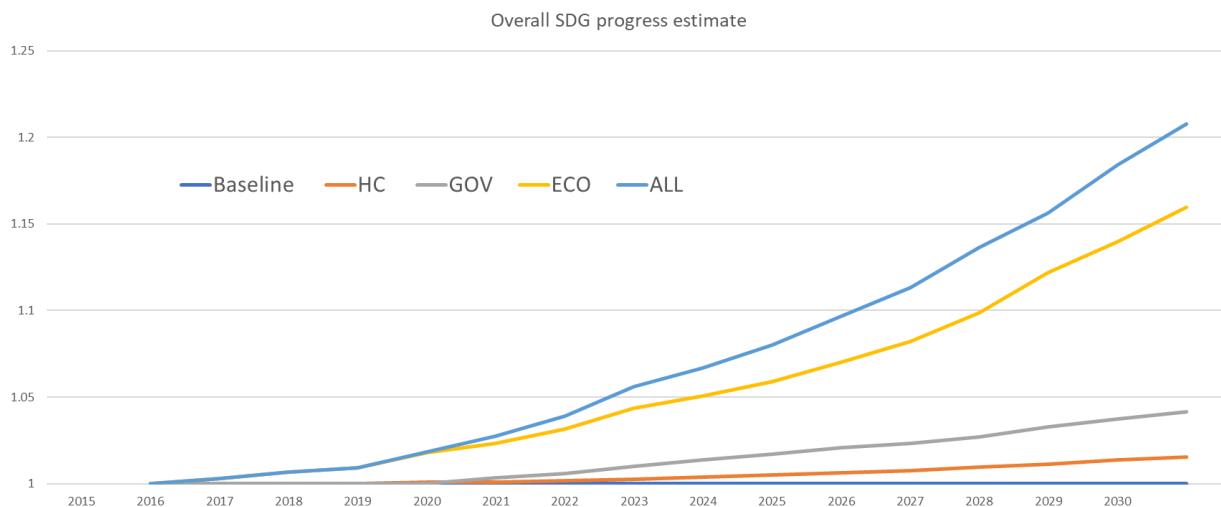


Figure 6. Estimated trajectory for each scenario based against data for 10 indicators (see section 7 for details)

Life expectancy and Human Development Index (HDI) improve the most under the human capital scenario, and mostly as a consequence of the large “brute force” interventions to reduce NCDs and women’s health burden<sup>6</sup>, but also from raising educational attainment. The human capital scenario has the smallest impact on GDP measures and this is because the economic benefits of human capital investments will first begin to significantly pick up later, as also evident from looking at the rise in educational attainment of the population of only 0.5 years by 2030 (All scenario) due to stocks and flows.

The governance scenario has relatively high economic impacts and also reduces the informal economy significantly, the latter mostly as a consequence of the implemented reductions in corruption.<sup>7</sup> The scenario also has a fairly high impact on GDP and GDP per capita. There are two main overall reasons why the governance scenario generates strong returns to growth and productivity. First, governance issues represent strong roadblocks towards a more inclusive and sustainable future. Secondly, improvements in governance measures such as corruption, transparency, accountability and a leveling of the economic playing field can translate more immediately to impacts on growth than interventions explored under the human capital scenario which take more time to “mature”.

What is most important from this analysis is the ‘All scenario’ includes all interventions under the three scenarios and illustrates the importance of an integrated policy approach.

## 4 Key Policy Areas and Trends

Indicators are the backbone of monitoring progress towards the SDGs at the local, national, regional, and global levels. A sound indicator framework will turn the SDGs and their targets into a management tool to help develop implementation strategies and allocate resources accordingly. Additionally, having a report card to measure progress towards sustainable development helps ensure the accountability of all stakeholders for achieving the SDGs.

While global indicators offer an international yardstick for internationally agreed development agenda, the set is insufficient for monitoring the situation in a country, as they prioritize international comparability at the expense of local adequacy and aims at covering all targets at the expense of partial (or simply available) indicators<sup>8</sup>. In addition, just in a few instances Global indicators put forward specific targets to be achieved, and even in these cases targets are not country sensitive. Domestication/localization of the SDGs requires setting up an M&E system, ideally through inclusion of SDGs-related indicators into domestic strategic planning systems. A starting point in this process is using

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<sup>6</sup> Though national average is improving at 32/100,000, it is nearly twice that in Jalalabad and more than twice in Osh <http://www.stat.kg/en/opendata/category/142/>

<sup>7</sup> The size of the informal economy matters a lot for Multifactor Productivity (MFP) and thus economic growth. A number of variables in the model drives the size of the informal economy; corruption, business regulation and education impact the informal economy's GDP share. Education, business regulation and government transfers impact the informal employment share which then again indirectly impact the informal economy's share of GDP.

<sup>8</sup> This is explicitly recognized in the report of IAEG “Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators” (<https://unstats.un.org/unsd/statcom/47th-session/documents/2016-2-IAEG-SDGs-E.pdf>): 22. [...] The members also recognized that, in several cases, not all the multiple aspects of the targets are addressed by the indicators and that, in the long term, efforts will need to be made by the statistical community to identify indicators to complement the existing ones.23. The Expert Group also considered the relationship between the global indicators and the indicators for regional, national and subnational and thematic monitoring. It is expected that the global indicators will form the core of all other sets of indicators, especially considering that the discussions on the global indicators took into account some of the experience with regional, national and subnational and thematic monitoring. However, additional and in some cases different indicators might be used for regional, national and subnational levels of monitoring. These indicators will be developed by Member States. Indicators for thematic monitoring are already being developed in a number of areas.

the global set of SDGs indicators, developed by the Inter-Agency and Expert Group on SDG Indicators (IAEG-SDGs) and agreed to, as a practical starting point<sup>9</sup>. Putting these indicators into an SDG Dashboard makes a step towards country-wide adequate system through:

1. identifying “official” international indicators<sup>10</sup> available for country<sup>11</sup>;
2. identifying targets without indicators; and
3. providing quick review of available country data for targets.

The results from the SDG dashboard show progress against available data and indicators. A more detailed review of progress on SDGs is provided in Annex 1. However, the above shows results based on the available data and global targets. It shows there are many data gaps (grey bars) and many indicators currently lack suitable methodology or metadata.

A **Tier I** “indicator is conceptually clear, has an internationally established methodology and standards are available, and data are regularly produced by countries for at least 50% of countries and of the population in every region where the indicator is relevant”. By contrast, a **Tier II** indicator “is conceptually clear, has an internationally established methodology and standards are available, but data are not regularly produced by countries”; while for a **Tier III indicator** “no internationally established methodology or standards are yet available for the indicator, but methodology/ standards are being (or will be) developed or tested”. As of 11 May 2018: The updated tier classification contains 93 Tier I indicators, 72 Tier II indicators and 62 Tier III indicators. In addition to these, there are 5 indicators that have multiple tiers (different components of the indicator are classified into different tiers). Kyrgyzstan has developed its own set of SDG indicators and the next step would be to develop a nationally owned M&E system with a monitoring tool such as an SDG dashboard. Further detail is included in Section 6.4 on data and M&E.

To support initial analysis of the situation with respect to the SDGs progress in Kyrgyzstan, UNDP supported the development of dashboard that combines “official” international indicators and country indicators from several datasets. Each indicator is classified into one of four categories, using threshold:

- **Green**—target for 2030 achieved
- **Yellow**—target 2030 yet to be achieved, but intermediate target is achieved
- **Red**—intermediate target is not achieved.
- **Grey**—no indicator available for a target, or judgement is impossible

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<sup>9</sup> See list of indicators here <http://unstats.un.org/sdgs/indicators/indicators-list/>

<sup>10</sup> The underlying assumption is that “official” international indicators collected and published by international organizations are based on country report, therefore availability of such indicator is a good proxy of country capacity to produce it. This assumption could be wrong. First, some indicators could be produced using other than national sources, for instance using mirror data. Second, some indicators could be not standardized, therefore available through country statistical system, but not through international databases.

<sup>11</sup> Reliance on the “official” international indicators means SDG Dashboard face implementation issues in countries with weak statistical systems.

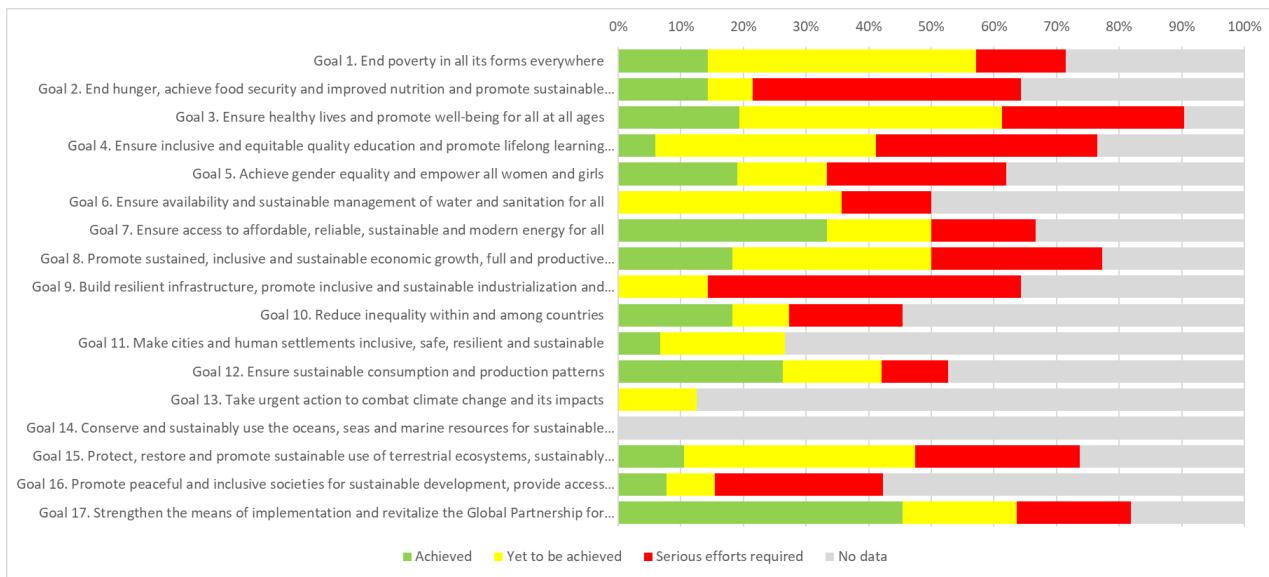


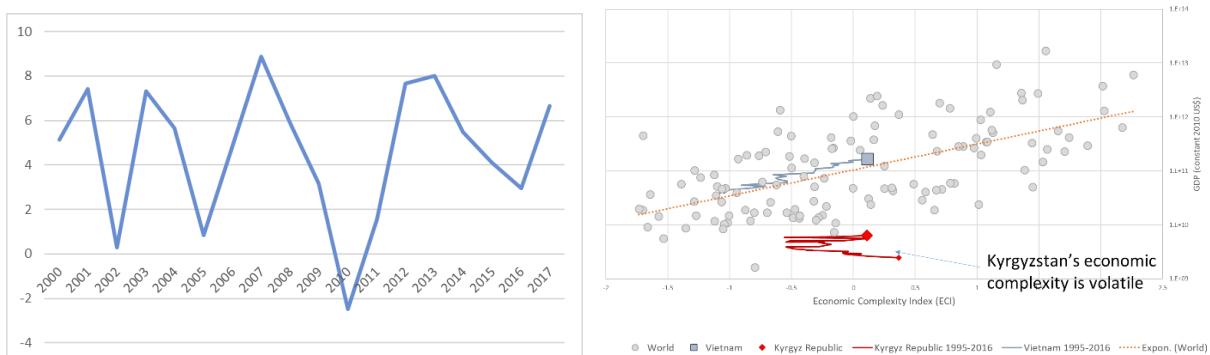
Figure 7: SDG Dashboard Kyrgyzstan

#### 4.1 SDG Progress and Trends – Addressing Policy Issues

Based on the results of the SDG dashboard and available data an analysis of progress against the SDG indicators was undertaken. The following summarizes the major issues related to the SDGs progress under the “Five Ps”; prosperity, peace, people, planet and partnerships. Although, the latter issue on SDG 17 (partnerships) is discussed in section 6.

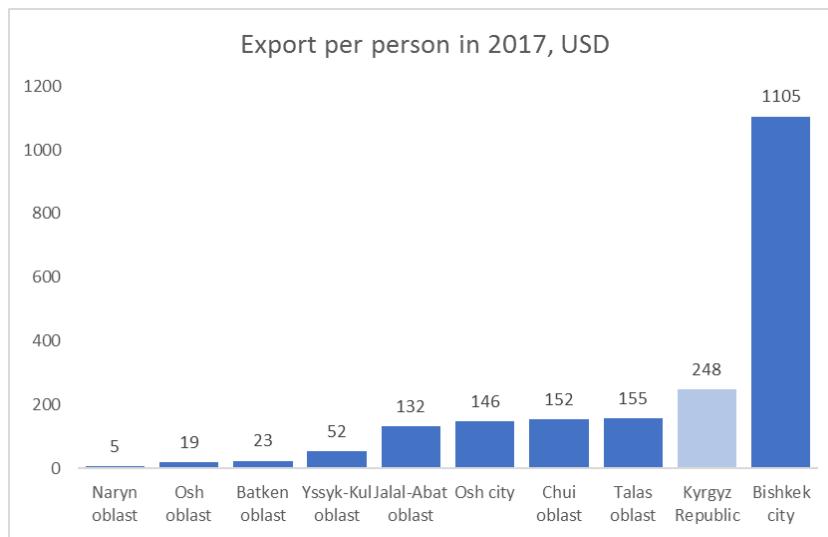
##### 4.1.1 Prosperity

This set of SDGs remains the foundation for a prosperous society and addressing inequalities, industry, innovation, sustainable communities, economic growth and alike. While there are no headline indicators for this set of SDGs, gross national income (GNI) provides some usefulness for descriptive purposes. In the case of Kyrgyzstan, GNI per capita has been increasing from USD 1,500 per capita in 2000 to USD 3,600 per capita by 2017 which translates into greater welfare for the population. The World Bank proposes that, while GNI per capita does not completely summarize a country’s level of development or measure welfare, it has proved to be a useful and easily available indicator that is closely correlated with other, non-monetary measures of the quality of life.



*Figures 8 and 9. Kyrgyzstan's GNI annual growth (%) (left) and economic complexity index score over time (right)* Source: WDI

However, growth in GNI has been more volatile or cyclical reflecting both its economic openness and exposure to global and regional conditions (Figure 8). However, Kyrgyzstan's economic volatility (and vulnerability) is reflected in its productive capacities or put into other words reflected in the economic complexity of the economy.<sup>12</sup> The economic complexity is representative of a country's diversity in export products and therefore its productive capacities. Figure 9 shows significant variation over time which highlights that more emphasis is needed to develop the economy make it more diverse and strengthen the productive base going forward.



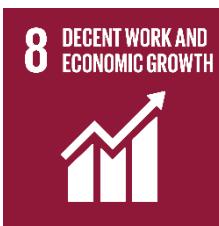
*Figure 10. Export per person by region 2017*

This volatility shows that as GDP growth and incentives for expanding the product base and for regional development in Kyrgyzstan is needed (Figure 10). Currently, Bishkek city remains the main generator of exports and key sectors for growth need to be identified and supported in regional development. The potential for greater prosperity and drawing from the analysis of available data (see Annex 1) shows several policy objectives need to be addressed. These are summarized as follows:



**SDG 7:** while energy access targets are likely to be met, significant reforms to the energy sector both from a financial perspective and efficiency and modernizing perspective are needed. Modernising the energy sector and creating the investment opportunities for renewable energy and clean and efficient energy services for the population should be prioritised.

<sup>12</sup> The economic complexity index is developed by Center for International Development, Harvard University



**SDG 8:** significant emphasis on labor market reforms, employment services, increasing women's labor force participation and addressing youth unemployment. This needs to be accompanied by provision of accessible and affordable care services to redistribute women's burden of unpaid work, quality education and skills training for men and women, and economic diversification.

In order to provide decent work for vulnerable and old-aged population, it is needed to implement a system of social contracts with recipients of state benefits that have a labor potential. The set of employment promotion measures, agreed with the local self-government bodies, vocational education, will help to influence poverty reduction more effectively.



**SDG 9:** Innovation and infrastructure remain crucial drivers of economic growth and development. Critical policy areas will be to promote the development of a greater share of industry in the economy. The private sector in the Kyrgyz Republic remains the main driver of economic growth. But its share of gross domestic product (GDP) has remained stagnant. Supporting efforts to the digital agenda provide opportunities for new industries to develop. Implementing an ICT and digitalization strategy for Kyrgyzstan will help to boost innovation and expand the productive capacities. This is discussed in Section 6.5.



**SDG 10:** an absence of national priority on the issues of income inequality, and a lack of inclusive growth have undermined progress in poverty reduction and sustained income inequality. One of the possible short-term and feasible solutions for Kyrgyzstan could be reform of the social assistance system. Improvement of the targeting mechanisms of social benefits and focus on population groups at the bottom quintile of income distribution, with attention to minorities, people living with disabilities, women-headed households, can increase the accumulated share of income for the poorest. Regional gender inclusive development approaches are needed to reduce existing disparities.

Equal opportunities for every citizen can be ensured by expanding the practice of productive measures of social support in the form of participation of the poor in public works and access to training and improvement of skills, knowledge and technologies in the management of agricultural and other types of production.



**SDG 11:** only a third of the population live in urban areas but there is evidence that rural-urban migration will increase in the future. To ensure the targeted universal access to safe and inclusive public spaces a public-oriented approach should be taken in maintaining people-centered urbanization with access to essential infrastructure and quality services, as well as safe, secure and inclusive streets, roads, residential areas etc. There are no basic support services for crime victims. Only very few victims of sexual incidents receive any special support apart from some shelter homes for women<sup>13</sup>. There is a need for comprehensive strategic policy and programmes to define inclusive paths to urban growth and resilience.

<sup>13</sup> International Public Safety Survey in Kyrgyzstan 2015 (based on ICVS) <https://www.reforma.kg/post/international-public-safety-survey-kyrgyzstan-2015-based-icvs/>

#### 4.1.2 People

These SDGs encompass essential elements of human well-being and capabilities, underpinning human development. Kyrgyzstan has made significant advances in these vital areas but must address several key challenges to accelerate progress. The country's remittance economy, with its health, gender and social ramifications, makes this set of goals especially critical.

Economic growth has had uneven benefits, with one-third of the population living below the national poverty line. Real GDP growth rates for the population in the bottom part of income distribution are significantly lower than for the middle part. Recently, migration abroad to search for jobs in CIS countries has become a feature of Kyrgyzstan's economy. Some of this is likely to be caused by the prevalence of poverty and the small size of farms and limited access to agricultural inputs exacerbating difficult rural livelihoods. Policies that allow for safe, orderly and regular migration and for citizens to find opportunities abroad and allowing foreigners to benefit from the opportunities available in the country should be fostered.

The country has a range of social protection and social insurance schemes whose cost exceeds 10 per cent of GDP but benefits about 1 in 5 of the population. Only 0.2% of GDP is directed at social assistance programs. Poverty-targeted benefit for families suffers from limited coverage, targeting errors and negligible impact on poverty.

Under-nourishment has dropped significantly, however disparities in economic access to food remain an issue. One-fourth of the population or 1.6 million people are living below the national poverty line (less than USD 1.3 per day) with significant regional disparities and high dependence on instable incomes from remittances. The poorest (1<sup>st</sup> income quintile) spend about 60 percent of their budget on food, compared to 31 percent of the rest of the Kyrgyz population,<sup>14</sup> compromising their other basic non-food and services needs such as education and healthcare.

Stunting levels are 12.9% nation-wide (which is within the 'low' level according to WHO classification), however, in some provinces the levels are close to 'medium' level (19% in Jalalabad).<sup>15</sup> Obesity is a growing concern, rising by four percent over the last decade. Rising incomes also raise the consumption of meat, dairy and sugar products which are imported at costs much higher than their export value.

Kyrgyzstan has the highest maternal mortality in Eastern Europe and Central Asia region which is "unfinished agenda" from the MDGs era. Access to quality family planning services including contraceptives is a big concern in the country. There is a need to further strengthen quality of maternal health and family planning services including access to contraceptives with adequate allocation of state funds for procurement of contraceptives.

The provision and access to quality health services is also variable meaning many sections of the population would be unable to benefit from health care services which in turn drags on society and the economy. Only 42% of young people, among those with access, have quality healthcare. Stigma and discrimination, especially among adolescents attending schools and key populations, jeopardizes access to quality medical services. HIV transmission is a growing concern, with a steady increase in new HIV infections transmitted sexually among key populations (sex workers, MSM, PWID). Non-communicable

<sup>14</sup> Poverty and Food Security Bulletin of the Kyrgyz Republic, IV quarter, 2017; National Statistics Committee

<sup>15</sup> NSC of the Kyrgyz Republic, United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) 2014. Multiple indicator cluster survey (MICS). See: <http://www.stat.kg/media/files/f63800c3-bd0a-420a-b2cf-3fee64e617c3.pdf>

diseases including cardiovascular disease are a concern, related to foods, diets and nutritional status, are a concern, as is high-iron deficiency anemia among women (35%)<sup>16</sup>.

Improving the quality of education (learning outcomes and skills development) is the most important priority for education in Kyrgyzstan. International and national sample-based assessments point to very low achievement and performance in all grades tested (2, 4, 8 and at age 15 (PISA)). Currently there is no nationally representative learning assessment conducted at any grade in the country. Therefore, strengthening national assessment capacity to conduct, analyze and use data for policy decisions – especially in assessment of a new competency-based curriculum is needed.

Women's political participation is guaranteed by a 30 percent electoral quota but remains low especially in local bodies and rural areas. Women's higher share of unpaid work is a key barrier to their labour force participation. Domestic violence is a pressing concern, with less than half of registered cases going to court. Harmful practices such as early and forced marriages affect 12 percent of the population despite government and civil society efforts to curb them.

These factors call for focused actions on the following priorities in each of the five goals:



**SDG 1:** Higher investment is needed in agriculture as a strategic driver for rural household wellbeing, especially given the potential risks to agricultural income and employment in a scenario of climate-related shocks such as drought and flood. This is key to efforts to raise the proportion of the extremely poor above the poverty line. Scaling up social protection systems as per National Development Strategy 2040 and measures for all, including floors, to cover the poor and the vulnerable is critical to poverty-reduction strategies.

A specific attention should be given to the smallholders, whereas the current policy trust is controversially oriented on the big farmers. The absence of support towards smallholders creates certain concerns regarding equality and fairness for a marginalized majority of smallholder farmers across the country.



**SDG 2:** Improving nutrition status has a multi-sectoral nature, so ensuring access to basic health services including management of childhood illnesses and nutrition-specific interventions, ensuring access at household level to clean water and sanitation, improving knowledge and practices around nutrition, hygiene, health-seeking behaviors, infant and young child feeding, maternal nutrition are essential. The increasing commitment of government to nutrition through the establishment of the Food Security and Nutrition Committee/Secretariat, run by the Government, is very encouraging, which should be further built on and strengthened.

There is no long-term, sustainable resource mobilization strategy on nutrition in the country at national and sub-national level, to finance in-country policies and plans, and bridge financial gaps. Government and donors should have a sustainable and coordinated approach to financing national nutrition plans. Reporting of nutrition sensitive and specific interventions, disaggregated by sector, and financial sources, including off-budget should be in place.

Coordinated measures to double the agricultural incomes of small-scale food producers while increasing the productivity, sustainability and resilience of food production systems are key to national goals to end malnutrition and ensure food security. Agricultural systems and coverage will need to address the

<sup>16</sup> Demographic and Health Survey, 2012

challenges of reaching the poorest, women, family farmers, pastoralists and fishers, ensuring land tenure and providing services, markets and opportunities for value addition and non-farm employment.



**SDG 3:** While all the 13 targets included in SDG 3 are important to achieve, perhaps one the most pressing is SDG Target 3.8: Achieve universal health coverage (UHC), including financial risk protection, access to quality essential health care services, and access to safe, effective, quality, and affordable essential medicines and vaccines for all. This target is a transversal target across SDG 3 and other health goals cannot be achieved without achieving this target. Target 3.8 covers many health sector issues, the solution of which will lead to a significant improvement in health indicators and public satisfaction with health services. Without a strong system of primary health care, it is impossible to provide UHC. In Kyrgyzstan, there is limited access to quality primary health care services and laboratory diagnostic services, especially in rural and remote areas, a poor material and technical base, inadequate coverage of population with services for diseases subject to control at the primary level, and most importantly, NCDs. Primary health care is poorly focused on prevention activities - primary, secondary prevention. Rehabilitation services are outdated, particularly to children. Rehabilitation - and insufficient attention is paid to the key determinants of health. It is very important for Kyrgyzstan to further reduce maternal mortality, ensure universal access to sexual and reproductive health services and achieve important targets. Given the key role of specific international legal commitments in the health field to human development (SDG target 3a in relation to tobacco) and human security (SDG target 3d related to the International Health Regulations) these are a critical components of health, security and peace.



**SDG 4:** The key priority is to improve the quality of education to ensure children and youth have the knowledge and skills relevant to sustainable development, human rights, global citizenship and decent work (SDG 4.1; 4.4;4.7 and 4.c). This requires strengthening the education sector's management capacity – including learning assessment, education policy and strategic planning, budgeting, and monitoring and evaluation. Moreover, increasing education financing and improving national pre-service teacher training systems are crucial to shift towards the full implementation of a competency-based curriculum that will enable children to master 21<sup>st</sup> century skills. Developing a National Qualifications Framework is necessary to ensure clear learning pathways between different education levels and acquiring key competencies and skills at each education level. To leave no one behind, guaranteeing inclusive pre-primary, primary, and secondary education to marginalized populations is essential – as is improving its quality. A building block of quality, inclusive education is also safe and physically accessible school infrastructure, important in a country with frequent natural disasters and low levels of enrollment by children with disabilities.

While Kyrgyzstan has officially adopted a competency-based curriculum, major gaps remain in the alignment between curricula, assessment and teaching practices. In line with SDG 4.7 and 4.c, a highly trained, effective and motivated teacher workforce will be needed which can implement these approaches, which include knowledge and skills relevant to sustainable development, human rights, global citizenship and decent work. Given the country's intended digital transformation, the development of strategies on ICT education and Open Education Resources, ICT skills in children and youth (as well as teachers and trainers in vocational education) are also crucial to realizing the 2040 strategy's goal of widespread use of technologies.

School attendance, coverage of pre-primary education remains low, and represents a significant concern, though considerable progress in terms of offer and quality has been achieved through sustained efforts by governments and partners. Access to compulsory education is high – with the notable exception of

children with disabilities. Pockets of exclusion from compulsory also exist in rural areas, as well as new settlements around Bishkek. Access to upper secondary, which is not compulsory, is lower than for basic education, and reveals gender, wealth, and location disparities – as well as by speakers of Uzbek and other minority languages. About one third of 15-24-year-old youth are not in education, employment or training (NEET) nationally, especially outside Bishkek. Expanding equitable access to quality technical, vocational and tertiary education, in addition to university, especially for marginalized youth remains a priority.



**SDG 5:** Gender equality is essential to achieve all the SDGs. The focus areas in Goal 5 targets are urgent priorities in Kyrgyzstan. Increasing access to justice for survivors of all forms of gender-based violence (GBV), eliminating early and forced marriage, strengthening multisectoral coordination and response to GBV and essential services for survivors of violence as well as women's political participation in Parliament and Government at all levels are key priorities. Public provision of care services, linked to social protection schemes overall and especially in areas where migration has left women with high care and work burdens, is an accelerator for gender equality: it can improve early child development and family wellbeing, foster women's human potential and open decent work opportunities for women and men. Ensuring access to quality of family planning services including adequate access to contraceptives is a key to empowering women and enabling them to exercise their rights.

Women's political participation is guaranteed by a 30 percent electoral quota at the national level but remains low especially in local keneshes (councils). Women's higher share of unpaid work is a key barrier to their labour force participation. Domestic, gender-based and sexual violence is a pressing concern, with less than half of registered cases going to court. Harmful practices such as early and forced marriages affect 12 percent of the population despite government and civil society efforts to curb them.

#### 4.1.3 Planet

This set of SDGs represent the foundations of countries natural wealth and environmental resources. Based on the export base there is significant pressure on environment from a primary reliance on natural resources in economic development. Commodity price shocks in turn make the Kyrgyz economy vulnerable to this volatility. While still a lower middle income country, in Kyrgyzstan the material footprint per capita is relatively low by comparison to more developed economies. However, it is increasing in total amounts and large rural populations also have high reliance on biomass (Figure 11 and 12). Therefore, decisions on technology and improving economic efficiencies and consumption patterns will be needed going forward.

Apart from maybe SDG 6, the least amount of data exists to monitor progress on these SDGs or to better understand the interactions with other SDGs. To ensure that evidenced based policy making on sustainable development and the inherent trade-offs that exist with the environment related SDGs it is necessary to improve data availability in these SDG targets and indicators. The main results of progress against these SDGs is provided here:



**SDG 6:** Primary statistics for access to water and sanitation are above global targets yet sections of the population are being left behind when it comes to access to water and sanitation. Furthermore, the water infrastructure is aging, and water quality is likely to be adding to health issues. Competition between competing water uses and outdated irrigation systems require better policy and governance for climate adaptation in the face of climate change and quality water supply.

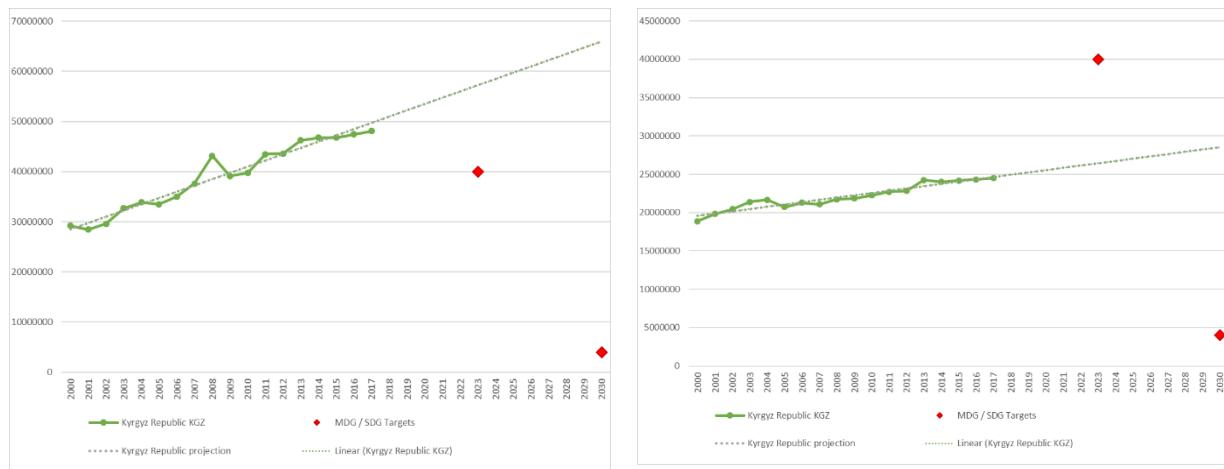
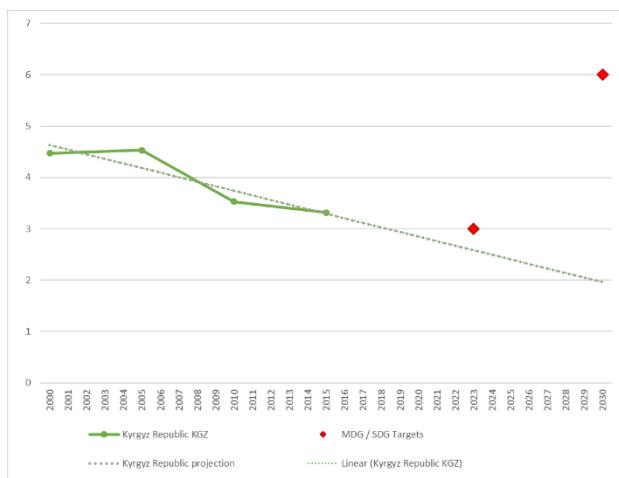


Figure 11 and 12. Total material footprint (left) and material footprint biomass (right) - tonnes



**SDG 12:** Overall material consumption is relatively low due to the underdeveloped nature of the economy. The main pressures occur around inefficient energy systems and high levels of biomass use in rural areas. Emphasis on integrating sustainable consumption and production practices in agriculture, mining and natural resources sector needs to be considered through improving the use of data and systems of national accounts.

**SDG 13:** Kyrgyzstan remains vulnerable to climate change and related natural disasters (see section below and Annex 1) and increasing resilience needs to figure more strongly in development. While greenhouse gas emissions are relatively low the potential to meet the global climate change commitments and foster low carbon growth are possible and avoiding the increasing reliance on fossil fuels remains a key policy challenge.

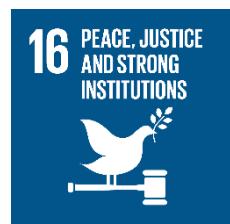


**SDG 15:** Unsustainable use of natural resources continues to be a factor in the economy of Kyrgyzstan. The water-energy nexus presents threats to food security and agricultural production and natural disasters. As the impacts of climate change on environment become more prevalent the subsequent impacts on poverty, health, and energy issues will also grow. Moreover, deforestation is becoming of a growing concern showing a declining trend of forest

cover<sup>17</sup> as percentage of land area (see Figure 13). At the same time, the country conducts significant reforestation activities covering 46.6 thousand hectares in 2013-2017<sup>18</sup>.

Figure 13. Forest cover as proportion to total land area (%)

#### 4.1.4 Governance and Peace



Addressing SDG 16 and governance generally is a cross-cutting and underlying catalyst for the achievement of all other SDGs. Governance (form) should follow policy priorities (function) and not the other way around. To facilitate needed improvement in the governance systems the following broad ranging recommendations apply.

- **Institute effective accountability systems and culture** - While reforms to enhance accountability in public services have been initiated with some successes, instituting a culture of accountability at all levels needs further targeted support. In particular, accelerating the SDGs will entail targeted approaches for specific stakeholders, particularly the following:
  - **Parliament:** The Parliament and local *keneshes*, as part of their budget approval and oversight functions, will also benefit from deeper understanding and introduction of equal gender representation, gender-responsive, performance-based budgeting system which integrate the SDGs targets and indicators, as part of national and local development planning.
  - **Government:** Critical measures recommended to foster a *culture* of accountability in the public sector includes:
    - i. support implementation of the judicial reform and applicable laws (2018)<sup>19</sup> providing for an independent judiciary system and justice safeguards against human rights violations;
    - ii. support implementation of law on right to information (2006);
    - iii. introducing results-oriented planning, budgeting, monitoring and evaluation systems;
    - iv. enhancing institutional and human resource performance appraisal systems with clear incentives and accountability frameworks;
    - v. scaling up successful sector-wide approaches to allow integrated approaches to local and regional development;
    - vi. implement strategic approach to anti-corruption based on the government's Security Council Resolution (Feb 2018);
    - vii. support implementation of the judicial reform and applicable laws (2018)<sup>20</sup> providing for an independent judiciary system and justice safeguards against human rights violations;
    - viii. introduce targeted mechanisms to strengthen social cohesion;
    - ix. establish an overall architecture at national level for peace and social cohesion;

<sup>17</sup> According to FAO internationally comparable data, forests accounted for 3.3% of the land area in 2015 (excluding other wooded land). According to the data of the National Statistics Committee of the Kyrgyz Republic, according to the results of the national forest inventory in 2013, the forest cover was 5.6%.

<sup>18</sup> Including 4.2 thousand hectares in the Batken region, 19.7 th. ha in the Jalal-Abad region, 5.7 th. ha in the Issyk-Kul region, 3.8 th. ha in the Naryn region, 10.1 th. ha in the Osh region, 0.7 th. ha in Talas oblast, 2.3 th. ha in Chui oblast, and 0.1 th. ha in Bishkek city.

<sup>19</sup> Presidential Decree No.124 "On measures taken to support implementation of the judicial reform", 22 May 2018

<sup>20</sup> Presidential Decree No.124 "On measures taken to support implementation of the judicial reform", 22 May 2018

- x. introduce measures to reduce risks of radicalization and violent extremism particularly among young people and women.

The policy frameworks supporting these recommendations already exist to some extent – it is a matter of identifying, delegating and empowering the most relevant government institutions to lead these processes and develop broad partnerships with government, civil society, private sector, and development agencies. Targeted dialogues for drafting action plans for these recommendations should be convened by the government in the near term.

- ***Local Governments.*** The President has also announced the introduction of territorial administration reforms in the country – to improve the local administration system and provide a more targeted approach to inclusive regional development. Support to local government reforms should include:
  - i. Targeted studies to support the territorial administration reform.
  - ii. Facilitate policy and legislative discourses for enhanced functional and fiscal decentralization according to subsidiarity principles, as part of the territorial reform.
  - iii. Support the structural review of select local self-government units (e.g., Bishkek) and regional development agencies to promote mutually reinforcing competencies and targeted initiatives for local development, public services, and sustainable urbanization, especially for vulnerable groups.
- ***Judiciary.*** On-going justice sector reform programmes continue to address prevalent weak capacity and corruption in the justice sector<sup>21</sup>. It will be extremely important to increase people's trust to the judicial system by way of creating independent courts, modern forensic service, securing citizen's rights in a fair, transparent and effective manner, and to ensure broad participation of the civil society at all stages of the reform.
- ***Civil society/civic engagement:*** It is recommended to establish and/or scale up civil society/civic platforms to advance evidence-based advocacy, policy reforms, reporting, and citizen oversight. Also support the development of online tools and social media platforms to generate discussions and feedback on governance issues.
- ***Introduce value-driven effectiveness and efficiency measures.*** Overcoming the current prevalent *institution-centered* and *supply-driven* culture requires introducing a unified, transformative approach to governance at all levels that is anchored on value-driven services, 'customer' orientation, streamlined services, cost efficiencies, and effective use of emerging technologies.
- ***Human rights mechanisms:*** Strengthening the institutional frameworks, structure and capacities of human rights mechanisms need further support. These will include ensuring the effective functioning of the Coordination Council for Human Rights under the government; the updating, inclusive consultation and full implementation of the National Human Rights Action Plan; supporting the Institute of the Ombudsman (particularly its Gender Equality unit) to ensure full compliance with the Paris Principles. It is also recommended to ensure that all efforts and priorities set in the 2040 Strategy be guided by the human rights commitments of Kyrgyzstan and are aligned with international human rights standards<sup>22</sup>.

With these issues in mind, it is recommended to introduce new public management to transform the governance approach and civil service culture in the country. As applied in many governments across the

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<sup>21</sup> It is recommended that further support be provided to strengthen the independence of judicial bodies from political influences, enhance judicial training through modernization of the Judicial Training Center, further review of case management including updating of the Case Information Management System and training of court staff, and modernization and reform of law schools to ensure compliance with international standards.

<sup>22</sup> Further references for consideration would be the human rights recommendations to Kyrgyzstan available at <https://uhri.ohchr.org/en/>.

world, this approach's strength is in anchoring the public sector to the fundamental (self-derived) values, mandate and context of the organization, and the "business-like" strategy that new public management espouses public sector institutions and public officials, thus promoting effectiveness and efficiency in public systems. Introducing new public management however, will entail a phased approach that will involve civil service training institutions, as well as the Academy of Public Administration in the country.

## 4.2 Trends and Interruptions

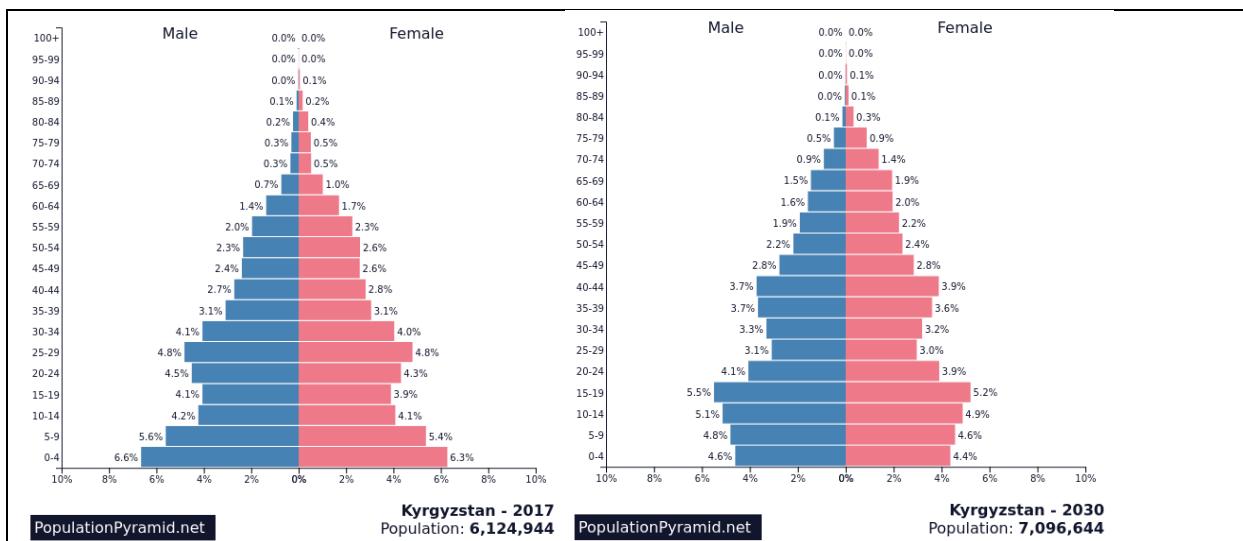
While the future is impossible to predict, as the 2008 global economic and financial crisis and many disasters in the MDGs era acutely illustrate, there are trends in areas that are either reflected directly in the SDGs or are so important that they are likely to condition the prospects for achieving the SDGs. These six "mega-trends" relate to poverty and inequalities, demography, environmental degradation and climate change, shocks and crises, development cooperation and financing for development, and technological innovation. There are two specific trends in the context of Kyrgyzstan that are worthy of some additional attention. These include demographic trends and climate change impacts on development.

### Box 2: Demographic Trends

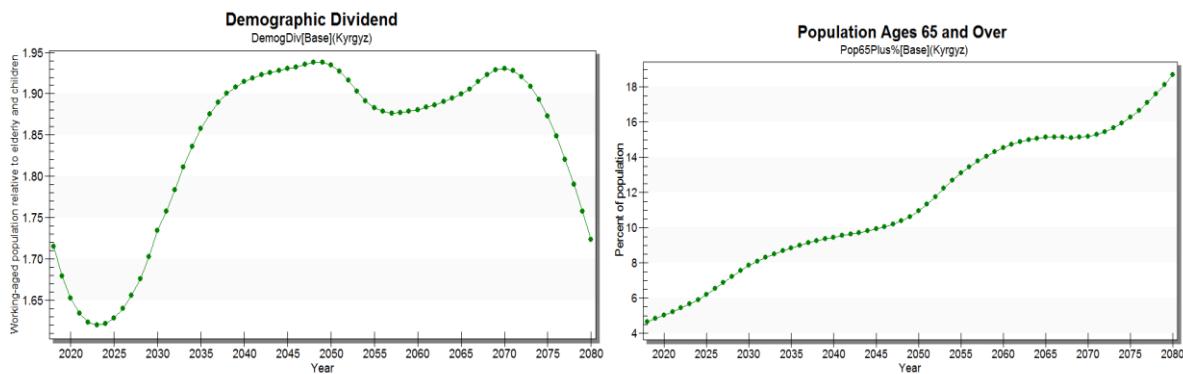
Kyrgyzstan today is a relatively young country, but with a quickly and steadily aging population; the population share of 65+ year old is almost set to double and reach 9% of the population by 2035. The present demographic situation in Kyrgyzstan is characterized by a decline in the natural reproduction of the population mainly because of a declining birth rate but partially due to occasional declines because of labor migration. Urban population is 34% and there are 31 cities at different levels. About 60% of the urban population lives in two cities - Bishkek (the capital) and Osh. It is estimated that Kyrgyzstan's annual population growth rate remains around 1%.<sup>23</sup>

A full third of Kyrgyzstan's population is under the age of 15 and has a demographic dividend providing opportunities for labor market expansion if development policies can harness the potential growth in key economic sectors. Taking advantage of this relatively high demographic dividend that the country will have for many years to come and prepare for the aging society will require significant investments in human capital today and going ahead. Higher growth and productivity of the labor force is needed to support the growing number of older people as they exit the workforce. Investments in youth, particularly in health and in education foster opportunities for developing a skilled and healthy labor force. Healthy people are more productive, they bring more resources and income to their families and, as a result, higher levels of economic growth for the country.

<sup>23</sup> <https://www.indexmundi.com/g/g.aspx?c=kg&v=24>



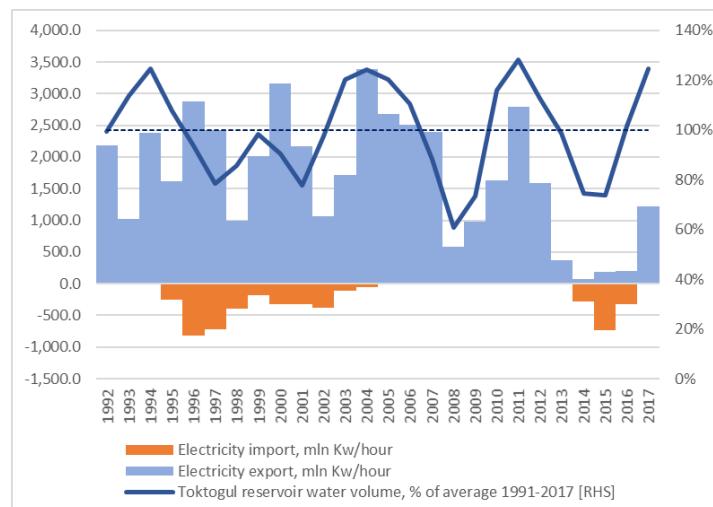
The current demographic dividend, provides on the one hand opportunities for labor migration and remittances flowing back to households but on the other it could reduce the labor market supply and the potential benefits from this dividend. Balancing this issue will be an important part of future development. Urban development as centres for economic exchange and technological innovation will need to be supported with progressive policies by the national and oblast authorities.



### Box 3: Climate Change

Kyrgyzstan is highly vulnerable to the negative impacts of climate change. Average annual temperatures have been increasing with the highest increase registered over the past two decades (1991-2010) at  $0.07^{\circ}\text{C}/\text{year}$ . In the past 20 years the average annual precipitation started to decrease. Water resources and agriculture are indicated as the most vulnerable sectors. The Nationally Determined Contribution of the Kyrgyz Republic estimates expected annual economic losses in absence of adaptation actions in the water sector at USD 718 million (highest across sectors) and in the agriculture sector at USD 70 million. Rural households are becoming increasingly vulnerable to climate-induced water stresses resulting in crop failures, loss of incomes and assets.

The Second National Communication to the UNFCCC highlighted climate change impact on the reduction of runoff of small rivers, which are fed from glaciers. The active glaciers melting is observed. Kyrgyzstan is an upstream country, which is using water to generate electricity, both for internal consumption and for export. Climate change will significantly affect water flows, and electricity generation capacities and export revenues. Especially in 2007-2009, and 2013-2016, low water level in Toktogul water reservoir undermined electricity export and caused necessity of electricity import (see Figure below). The water-energy nexus has transboundary consequences for Kyrgyzstan, as downstream countries (Kazakhstan, Uzbekistan) need water for agriculture, while upstream Kyrgyzstan and Tajikistan rely on water for energy production. The Interstate Commission on Water Coordination (<http://www.icwc-ral.uz/>) plays a formal role in water use decisions in Central Asia.



Climate change also causes an increased frequency of hydrological disasters that destroy irrigation infrastructure, aggravate soil erosion and increase vulnerability of local livelihoods. Over the past two decades (1990-2010) frequency of all hydrometeorological disasters typical for Kyrgyzstan has been increasing including avalanches, mudflows and floods, landslides, glacial lake outburst floods, heavy rains and snowfalls, winds and hailstorms. The frequency of mudflows and floods has been growing at the highest rates. Mudflows have also been causing the highest economic losses. Three southern regions (Batken, Jalal-Abad, Osh) have been the most vulnerable to hydrometeorological disasters in terms of both the frequency and the associated losses. Under the most likely climate change scenario for Kyrgyzstan, the occurrence of mudflows, floods and glacial lake outburst floods will increase markedly, especially in the southern oblasts of the country.

## 5 Means of Implementation – SDG 17



Building on the Addis Ababa Action Agreement, Goal 17 lies at the heart of the 2030 Agenda. It is about getting things done. Consequently, it is a cross-cutting Goal that straddles all of the other 16 Goals. It emphasizes the partnerships that will be required between governments, the private sector, civil society and other actors to implement a successful sustainable development agenda and underpins linkages between people, planet, prosperity and peace at the global, regional, national and local levels.

## 5.1 Financing SDGs

Strengthening the means of implementation will require resources and funding. Targets from 17.1 to 17.5 deal with the financing aspect of the 2030 Agenda. At the global level these targets are most relevant for least developed countries but also for low middle-income countries such as Kyrgyzstan to improve, domestic, international and additional resource mobilization.

Strengthening domestic resource mobilization is at the core of governments' activities to help pay for essential services that support sustainable development. According to the World Bank, there have been solid gains in revenue collection in recent years. Recent changes to tax policy include increasing sales tax rates and excises on selected goods and services; shifting from import duties based on weight, to duties based on value for some goods while increasing the duty per kilogram for others; and tax administration improvements. These measures have helped improve revenue collection.<sup>24</sup> Estimated total revenues have increased to 36% of GDP in 2016 (est. 2.05 bill USD).<sup>25</sup> However, there remain several constraints to financing sustainable development in Kyrgyzstan. These have been well documented and include:

- The Kumtor mine which is responsible for above 10 percent of GDP and the current plans to close the mine will have significant impact on Government revenue.
- From assessing SDG 7 on energy (annex 1), the sector acts as a fiscal burden on the state budget consuming an estimated 20% of GDP annually, is an opportunity cost to other social sectors.
- The high level of remittances, while reducing household poverty and contributing to SDG 1, drives consumption and not investment and potentially reduces economic potential – not to mention the drain on the labor force and associated social issues such as the care of children, greater shares of unpaid work burden borne by women and the elderly.
- Wage bill levels for the public sector in the Kyrgyz Republic are high compared to the majority of ECA countries, constituting almost one third of government expenditures or 8.7% of GDP<sup>26</sup>. Thus, constraining further investments and expenditures in other sectors. As noted previously, the need for governance improvements will accelerate SDGs achievements.

Reforms and public policy responses are needed to overcome these issues. For example, inadequacies in the public financial management system needs serious attention to address transparency, corruption risks, inclusion, and efficiency issues. This becomes more imperative given Kyrgyzstan's middle income country status; while revenue collection has increased significantly in the last five years, the country has continued to remain highly dependent on foreign aid and foreign debt. Without a doubt, improving efficiency and effectiveness of public financial management will see value gains for achieving the SDGs in Kyrgyzstan.

Moving to Official Development Assistance (ODA), there is significant support to economic infrastructure and services in Kyrgyzstan with 44.5% of ODA supporting stability in the macro-economic and fiscal frameworks.<sup>27</sup> Currently ODA remains relatively stable and has fluctuated between 9% - 12% GNI in the past 7 years and approximately USD 515 million (2015 constant) net ODA was received in 2016.<sup>28</sup> This remains an important contributor to achieving the SDGs, given 41% is directed towards education (9%), health (4%) and other social services and infrastructure (28%).

<sup>24</sup> World Bank. 2014. Kyrgyz Republic - Public expenditure review policy notes: strategic setting (English). Public Expenditure Review (PER). Washington, DC ; World Bank

<sup>25</sup> [https://www.quandl.com/data/ODA/KGZ\\_GGR\\_NGDP-Kyrgyz-Republic-General-Government-Revenue-of-GDP](https://www.quandl.com/data/ODA/KGZ_GGR_NGDP-Kyrgyz-Republic-General-Government-Revenue-of-GDP)

<sup>26</sup> World Bank 2014

<sup>27</sup> [https://public.tableau.com/views/OECDDACAdataglancebyrecipient\\_new/Recipients?:embed=y&:display\\_count=yes&:showTababs=y&:toolbar=no?&:showVizHome=no](https://public.tableau.com/views/OECDDACAdataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTababs=y&:toolbar=no?&:showVizHome=no)

<sup>28</sup> World Development Indicators

While trying to leverage additional financing through private sector is considered an important area, consultations with private sector during the MAPS mission highlighted there are many regulatory and governance issues for the private sector and CSR is relatively nascent.

Two further funding sources for financing sustainable development are mentioned in the SDGs. SDG target 16.4 calls on UN Member States to “significantly reduce illicit financial . . . flows, [and] strengthen the recovery and return of stolen assets”; indicator 16.4.1 calls for monitoring of the “total value of inward and outward illicit financial flows”. There is no available data to identify the amounts of these funds for Kyrgyzstan.

SDG target 12.c calls on Member States to “rationalize inefficient fossil-fuel subsidies that encourage wasteful consumption by removing market distortions . . . including by restructuring taxation and phasing out those harmful subsidies, where they exist”; indicator 12.c.1 calls for the monitoring of “fossil-fuel subsidies per unit of GDP (production and consumption)”. Budget funds freed up by reductions in these subsidies can then be redeployed to finance sustainable development in other areas. Kyrgyzstan’s fossil fuel subsidies are estimated at around 17.4% GDP based on 2013, 2015 estimates (See Figure 14) and these remain some of the highest in the region.

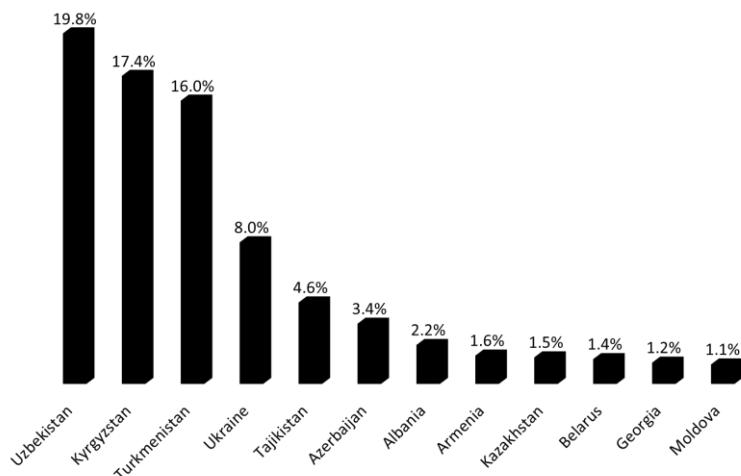


Figure 14. Fossil fuel subsidies (Source: UNDP calculations based on IMF data)

## 5.2 Trade

The Kyrgyz productive sector is heavily reliant on unprocessed agricultural products and suffers from high competition and increasing quality standards and norms. The increase in the food industry exports in 2017 was driven by better market access because of accession to the Eurasian Economic Union and better compliance to quality standards. The biggest increase in exports were to China, Russia and Uzbekistan.<sup>29</sup> Limited export diversification leaves the country vulnerable to external shocks, especially considering the limited numbers of export partners. Kyrgyzstan remains heavily reliant on precious metals and mineral products, with the mining sector creating less than 1% of employment in the country.<sup>30</sup> As discussed above, economic complexity and diversification are important issues especially considering the high reliance on remittances and the potential danger of Dutch disease.<sup>31</sup> Most of the employment is created within the agricultural sector, despite low productivity. Increased diversification and focus on productive

<sup>29</sup> World Bank (2017), Economic Update

<sup>30</sup> Calculated from stat.kg, table 1.07.00.02 Employed populations by type of economic activity (In accordance with NACE, rev. 3)

<sup>31</sup> The Economic Complexity Index ranks Kyrgyzstan as 64 out of 131 nations in 2016 - Observatory of Economic Complexity (2018) Economic Complexity Ranking

capacities is vital to ensure that the gains in terms of sustainable development are maintained and extended.

Diversification both in the productive base, as well as in export markets will be key to ensure continued economic growth. Given the aspirations to promote digitalization and the proposed 'Taza Koom' policy by the Government it will be important for the private sector and trade actors to tap into the emerging technologies and digital approaches.

Trade intelligence is an important tool to ensure opportunities are captured to support a sustainable future. Increased use of big data, product space mapping as well as analysis of mega trends are important for policy making but also to support the private sector for product development and market identification. The identification of new economic sectors and niche investment areas have to be driven by both the Government and the private sector to ensure the use of evidence-based data to make informed and well calculated investment decisions.

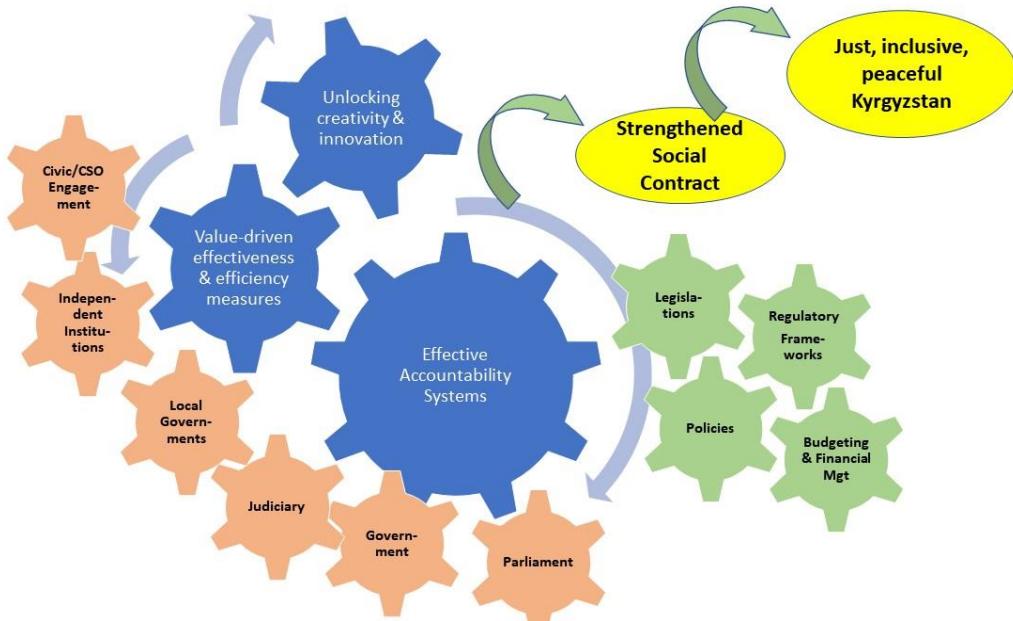
A second area where trade and market intelligence play a major role for Kyrgyzstan, is the identification and adoption of future proofed technologies in production. Access to both the data and information can ensure producers are able to compete on the global level. To ensure better integration in global value chains, particular emphasis needs to be made on integrating technology. Moving from linear pathways (i.e production centred on integrating into value chains), global shifts towards circular pathways represent new economic opportunities (i.e focusing on product value and connectivity) - opportunities which very few of the Central Asian countries are currently considering. Platform-based value chains are increasing and are likely to dramatically change the trade landscape.

Circular pathways will present an opportunity to increase efficiency in production by extracting the maximum value from production, for as long as possible while at the same time limiting depletion of inputs. The circular approach focuses on sustainability, regeneration and efficiency from both an economic and environmental perspective. In its true sense it is about maximising efficiency. Platform based approaches center around linking customers to platform shifting away from the brick and mortar store and allowing for transnational brand loyalty. The most successful platforms normally center around lifestyle choices and engage customers into ecosystems increasing brand loyalty.

Sustainability of the new economic sectors needs to center around decent employment creation and environmental sustainability. Where the focus within employment creation needs to be around jobs that allow for upward mobility including for marginalized communities, especially women. Focus on products that compete on price (low skill manufactured goods, and primary commodities) and quantity solely are likely to have a less positive impact on sustainable development in the long-term, especially considering the fragmentation of the productive base in Kyrgyzstan making competition on price and quantity difficult.

### **5.3 Addressing Systemic Issues and Capacity Building**

Addressing development challenges in Kyrgyzstan entails going beyond technocratic measures to focus on enhancing and inculcating a public service mind-shift and culture anchored in good governance principles of transparency, participation and inclusion, accountability and rule of law, non-discrimination and gender equality. The theory of change to accelerate governance and peacebuilding in the country posits that by instituting effective accountability systems at all levels, introducing value-driven effectiveness and efficiency measures, and unlocking creativity and innovation within the public sector, there will be a deepening of social contract which will contribute to sustainable, long lasting peace in the country (see Figure 15). These need to shift to accelerate public sector transformation, enhance responsiveness to emerging needs and demands by the public, and reinforce inclusive and responsive governance principles at all levels, across institutions (see details in section 5.1.4 above).



*Figure 15. Shifting the governance gears in Kyrgyzstan*

**Unlocking creativity and innovation.** The approaches noted above are further expected to develop a culture of creativity and innovation that can further catalyze doing “*business unusual*” in the public sector and enhance governance systems in the country in general. The government – in partnership with development institutions in the country - may further facilitate such creativity and innovation by introducing incentives and rewards (e.g., for public sector institutions, local governments, civil society organizations, etc.) that were able to design, introduce and implement innovative approaches to solve persistent challenges, or have achieved significant results through cost-efficient measures. Based on experiences in other countries with similar reward systems, the public recognition of these initiatives could spur further innovations or scaled-up approaches that would benefit the public in the long run. Further, the rather emergent use of technologies and digital tools (e.g., e-services) need further re-thinking and scaling up to influence potential broader e-governance practices.

#### 5.4 SDGs Data/Monitoring and Evaluation

Strengthening national capacity to generate reliable comparable development statistics is in-and-of- itself part of the 2030 Agenda. *Transforming Our World: The 2030 Agenda for Sustainable Development* recognized that official statistics will play a key role in providing evidence for the follow-up and review of the SDGs and the related targets. Two SDGs targets focus specifically on improving official statistics; namely:

- **Target 17.18:** “By 2020, enhance capacity building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.”
- **Target 17.19:** “By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries.”

Overall, while Kyrgyzstan has relatively good data availability, recency of the data on some indicators, as well as disaggregation remain a challenge. Additional efforts are needed to meet the standards on measuring “leave no one behind” and to monitor equity gaps by wealth quintile, by household migration and displacement status, ethnicity, by more granular age-group categories, people with disabilities, and collection and use of sector-wide data disaggregated by sex and age. Attention is needed to ensure marginalized or ‘hidden’ groups are picked up by the statistical system, especially people living with disabilities, out of school children and populations on the move.

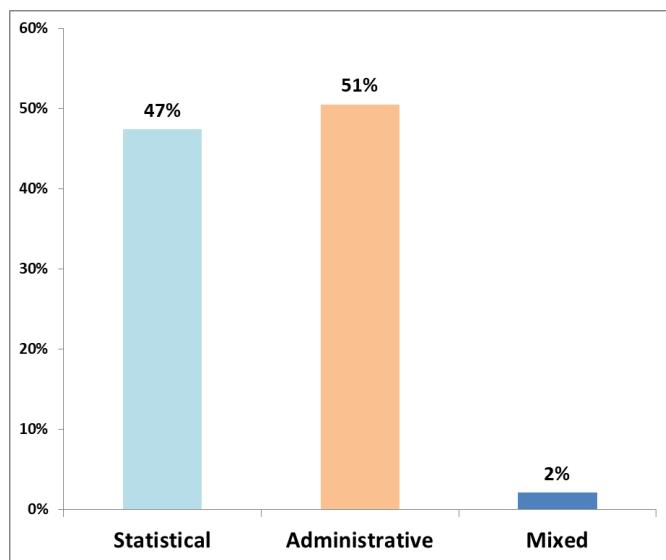
In terms of statistical and nationally representative data, Kyrgyzstan relies on censuses and household surveys. The government has several significant initiatives underway expected to improve the quality and availability of data on the SDGs. One is the new Population and Housing Census coming up in 2020 (latest census was conducted in 2009). It will be important to ensure it contains modules on ethnicity, migration status and disability in line with the SDGs call for disaggregation.

In addition, Kyrgyzstan is currently completing a new round of multiple indicator cluster survey (MICS), which is expected to provide for the first-time critical data on issues such as children with disabilities. An Agricultural Census is also currently underway, as well as several other surveys, such as the Integrated Household Budget and Labor Force survey have been recently completed.

Administrative data sources will increasingly represent another key source of data on the SDGs. In Kyrgyzstan, administrative data sources are represented by regular reports of various line ministries and other agencies to NSC, their ad hoc publications and including web-published documents containing data which are collected by, or on behalf of, national and local governmental authorities for administrative purposes in conformity with the relevant legislation and administrative regulations. Examples of such reports are annual reports by the Ministry of Agriculture, Ministry of Culture, Information and Tourism, Ministry of Education and Science, Ministry of Finance, Ministry of Health, Ministry of Labour and Social Development, State Committee on Information Technology and Communication, State Committee on Industry, Energy and Natural Resources.

A useful compendium of administrative data can be found in the [Transmonee](#) database. While the latest data included is from 2015, it contains an extensive range of topics, from demographics to health, education, and crime and economic indicators. The table below provides an overview of the data sources feeding into the compilation of the SDG indicators within the current statistical capacity of Kyrgyzstan prepared as part of UNSD’s supported SDG readiness assessment project.

In terms of internal data flows, Kyrgyzstan has a centralized system where data exchange primarily takes



the form of the NSC sharing indicators and other statistical data with the responsible line ministries and agencies. Most of data exchange takes place on written request. Response is normally on paper, with a signature and seal, giving it an official status. Excel spreadsheets sometimes accompany the response to provide the data in an electronic format in addition to paper. NSC staff is in touch with responsible units of these ministries and agencies and conducts cross-checking of data received by means of mandatory statistical reporting and extracts data which are provided only by these administrative sources.

*Figure 16. Prevailing data sources of the indicators within current statistical capacity*

The government of Kyrgyzstan has taken several significant steps in moving ahead with planning for and setting up its national SDG monitoring system, which the MAPS mission was able to confirm and commends. Firstly, Kyrgyzstan has played an active role in the development of the global SDG indicators framework. Members of its NSC served as chairs of the IAEG and has been actively engaged and fully committed to meeting the reporting requirements and setting mechanisms in place to facilitate their implementation.

Secondly, Kyrgyzstan has undertaken an assessment of its statistical capacity and system's readiness to compile and report on the global SDG indicators. The assessment, which was completed in 2017 with support from UNSD, concluded that Kyrgyzstan had an immediate readiness to report on 96 indicators or 48% of the global applicable SDG indicators. This capacity was ranked strongest Goal 17 (Means of implementation and global partnership), Goal 3 (Health), and Goal 9 (Resilient infrastructure and sustainable industrialization). This capacity was ranked lowest for Goal 8 (Inclusive and sustainable economic growth), Goal 6 (Sustainable management of water and sanitation for all) and Goal 12 (Sustainable consumption and production patterns).

A joint “UNSD-DFID Project on SDGs Monitoring: Assessment of the statistical capacity of Kyrgyz Republic provide guidance on the availability of the SDG global indicators” and main results are shown in Table 5.

*Table 5. Main results of the assessment of Kyrgyzstan’s statistical capacity to compile and report on global SDG indicators.*

Groups of the SDG indicators	Number of indicators	% of applicable indicators
All unique SDG indicators	232	
Not applicable	30	
Applicable	202	100%
<b>Currently available</b>	<b>34</b>	<b>17%</b>

<b>Easily feasible</b>	<b>62</b>	<b>31%</b>
Feasible with a strong effort	<b>80</b>	<b>40%</b>
Not feasible even with a strong effort	<b>26</b>	<b>13%</b>
<i>Pending</i>	<b>0</b>	<b>0%</b>
<b>Current statistical capacity (sum of currently available and easily feasible indicators)</b>	<b>96</b>	<b>48%</b>

Thirdly, building on these preparatory measures, the NSC has also played a central role in developing Kyrgyzstan's national SDG indicator framework. In late 2017, it led a series of consultations with line ministries and other governmental agencies to prepare the basis for the localization of the global indicators and draft a national indicator framework. The framework is used as a tool for storing metadata and contains the following dimensions:

- Global and national targets
- Global and national indicators;
- Assessment of the availability of global indicators;
- Additional national indicators under specific goals;
- Data source;
- Responsible agency for data collection
- Responsible agency for policy implementation
- Need for further methodological support and capacity development

It is critical to ensure that the framework and relevant indicators are built into and routinely monitored through the national development planning processes.

#### Key challenges:

#### **Accountability for monitoring and reporting, capacities and coordination**

While the NSC is the mandated agency in charge of monitoring and reporting on the SDGs, further efforts are required to strengthen the effectiveness of the internal data flow processes and inter-sectoral mechanisms to harmonize and aggregate statistics across vulnerable groups from the census, surveys and administrative record. Standardizing and increasing the effectiveness of the existing sectoral information management systems would be a critical step in that regard.

#### **Disaggregation**

The national data system lacks disaggregated data. Furthermore, where data is available, it is not organised in a user-friendly format which would make it useful and relevant for decision-makers. Marginalized or 'hidden' population groups are currently not included in the system. Relevant data is not systematically collected, analysed or published. This lack of granularity in the availability of data hinders the development of effective and well targeted government programmes that can tackle multi-dimensional disparities affecting vulnerable groups and makes challenging monitoring of progress against the SDGs. It is imperative to institute a gender-responsive monitoring and evaluation system for all the SDGs, and to integrate human rights and gender equality in monitoring and evaluation exercises, and promote sex-disaggregated analysis, data, and reporting as part of the effort to leave no one behind.

#### **Data exchange and dissemination**

Kyrgyzstan's national systems for data exchange and online dissemination remain an area requiring further investment, strengthening and integration. Currently most data exchange is taking place on paper. This needs to be linked to NSC' ongoing plans for development and roll-out of a national platform for reporting. Greater investment also needed for the establishment of a national SDG data sharing platform, including data collection/submission portals that allow different data providers in the country to submit/post data; indicator production databases and dissemination portals where users and policy-makers can find tables, documents and publications.

## 5.5 Information and Technology

The “*Taza Koom*” initiative (Digital Transformation Program), aims to bring Kyrgyzstan from extractive to knowledge-intensive economy by 2040<sup>32</sup>, the goal of which is to improve people’s lives through the power of technology, digital infrastructure and data. At the end of 2017, Kyrgyzstan also became the first Central Asian country to join the community of the Open Government Partnership (OGP), whose underlying values are: access to information, civic participation, public accountability, and technology and innovation for transparency and accountability.

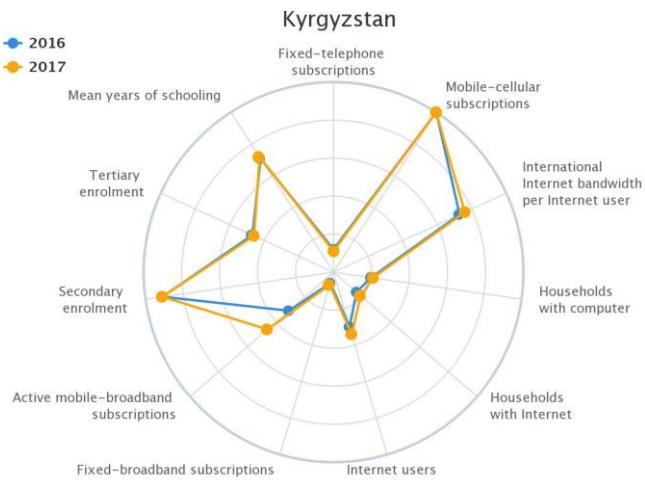
Similar to other parts of Central Asia, Kyrgyzstan has high mobile penetration (131.4 per 100 inhabitant) and majority of the country has 3G coverage. However, broadband and internet use are still at low levels (See Figure 17). Kyrgyzstan has been steadily investing in its online services, with a notable investment in 2016 – and it registers about 1500 visitors on its e-government portals for each 100,000 internet users in the country. Majority of the content available to people in Kyrgyzstan is in either Russian or English language, deepening the digital divide for particularly excluded groups – including rural women. Looking at the signals on knowledge creation for digital economies – such as code repositories like GitHub and developer community platforms (i.e. StackOverflow), despite its large population size, Central Asia has the lowest number of contributions.

Turning to the opportunities of the digital economies, 40% of the supply of labor in Central Asia on gig platforms is for translation services, which is low value and automation-prone type of work. According to UNESCO, Kyrgyzstan spends approximately 0.1% of its GDP on research and development, compared to 0.2% in Uzbekistan and Kazakhstan. Around 80% of that funding goes into government performance, whereas 20% into academia and private sector. Amongst researchers, there is a 52-48% male-female ratio.<sup>33</sup> That said, the Kyrgyz ICT sector and ecosystem is expanding, demonstrated through an increase in the number of IT companies, tech oriented start-ups and youth immersion in programming. To illustrate, the High Tech Park bolstered its revenue from USD 1 million to USD3 .5 million in 3 years and increased the number of inhabitants from 3 residents to 27 residents with 251 employees.

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<sup>32</sup> The new programme Digital Transformation Kyrgyzstan 2019-23 was endorsed by Security Council in December 2018.

<sup>33</sup> <http://uis.unesco.org/apps/visualisations/research-and-development-spending/>

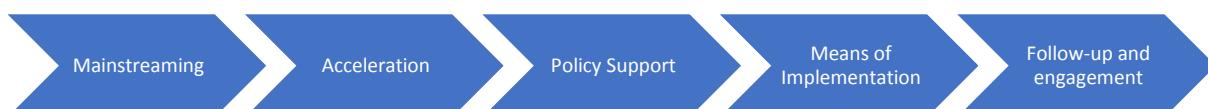


*Figure 17. ICT usage in Kyrgyzstan*

*Digital Kyrgyzstan* is a step in the right direction towards digital transformation, however it needs to be underpinned by significant investment, including from the private sector, to prepare the society and economy for the digital age, including in the development of knowledge and innovation, improvement of digital capabilities across society, provision of digital services & adequate investments in science.

## 6 Conclusions and Recommendations

The emphasis of this report has been to support the nationalising of the SDGs and linking the framework of the SDGs to fostering more comprehensive policy approaches to sustainable development in Kyrgyzstan. This has been achieved by developing a sequential approach to contextualizing and adapting the SDGs to Kyrgyzstan. The use of the IFs model as decision support tool is supporting identification of possible priorities and areas of intervention that can accelerate progress. The areas of policy support are listed in the SDGs diagnostic contained in Annex 1 and can be used as a resource to define the types of policy interventions leading to progress. However, this report should not be considered an end-point and further engagement should be undertaken.



The MAPS exercise to date has had a positive influence on the planning cycle in Kyrgyzstan when the MAPS mission was requested to provide an ‘executive summary’ of key areas that could be strengthened in the Vision 2040 document. This included strengthening references to SDG 2 (Zero Hunger); SDG 3 (Good Health and Wellbeing); SDG 4 (Quality Education); SDG 5 (Gender Equality); SDG (No Poverty) and 10 (Reduced Inequalities); SDG 16 (Peace, Justice and Strong Institutions). Therefore, the Government and specifically the Office of the President have sought to align national development with the SDGs. The following will identify further steps that can be undertaken to further support these initial efforts.



*Figure 18: An integrated approach to sustainable development in Kyrgyzstan*

The SDGs rest on developing an integrated approach to help focus engagement on a complex and broad set of challenges they present. This report recommends three pillars on which to prioritize Kyrgyzstan's sustainable development agenda (Figure 18). This approach is not intended to exclude working on other policies and areas that will influence the SDGs outcomes. What this report recommends is focusing on some key areas based on the analyses which have been undertaken. These are considered foundational to longer term development.

## 6.1 Pillar 1: Sectoral Reform

Reforms are needed to improve policy outcomes for a diversified economy but moreover to establish a human development approach for long-term growth and development. The areas under this pillar will influence several areas of sustainable development including:

- Addressing the energy sector can not only result in improved fiscal sustainability but it is also a driver of growth and technological progress if bold steps can be undertaken;
- Social protection reforms are needed for reducing inequality, addressing poverty and productive capacities;
- Attention to health and education for a long-term human capital approach to development.

These areas taken as one package have a significant impact on the financing for development and integrating these will need better policy design and fiscal consolidation – it is recommended that financing for development studies be conducted in these sectors. The most prominent SDGs to be covered in this pillar include SDG 1, SDG 3, SDG 4, SDG 7 and SDG 17 (see Annex 1 for more detail on policy issues). This includes a focus on:

**Energy sector reform** - the preparation of a new energy agenda for Kyrgyzstan which integrates a much greater focus towards renewable energy, energy efficiency and financial sustainability. An emphasis on energy access for vulnerable people and ensuring safety nets will need to form part of this new policy agenda. Integrating Paris commitments and minimizing fossil fuel subsidies will need to be furthered in

this new approach. Several international organizations and other actors are engaged, and greater coordination and partnership will be needed.

**Continuing health sector improvements** – improving coordination mechanisms and the effectiveness of interdepartmental cooperation to protect public health remains a key policy objective along with improving the provision of regional services. Investing in combating NCDs is a proven and cost-effective way of addressing growing health concerns. Further reducing maternal mortality and ensuring access to family planning services including contraceptives will help to increase life expectancy and strengthen human capital. Investment in financial protection, as part of social protection, to move towards Universal Health Coverage.

**Education sector reform** – developing capacity in education policy and strategy planning, budgeting, implementation, monitoring and evaluation at the national level is required. Continue efforts to develop a robust education management information system, which will allow for more complete, accurate and timely data for decision-making at all levels. Crucially, to improve education quality, the learning assessment capacity needs to be reinforced. Addressing financing to implement reforms is needed to improve inclusiveness, equity and the quality of education. Given the fact that school population is growing at about 5% annually, more schools, teachers and teaching and learning materials are needed to reach the SDG 4 targets.

Investing in more resources in youth, empowering them and providing better opportunities for employment and education, giving them critical thinking and life skills is a key to fostering the next generation of responsible citizens and creating a resilient society.

**Social protection reform** – Kyrgyzstan invests 10 percent of GDP into a range of social protection programmes, which benefits about 1 in 5 of the population. The system of social benefits does not provide for the effective coverage or adequate benefits in different stages of the life-cycle and needs significant reform based on analysis of data and conditions. Thus SDG 1.3 remains a critical target to address 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

## 6.2 Pillar 2: Governance and New Public Management

It is recommended to introduce **new public management** (NPM) to transform the governance approach and civil service culture in the country embracing a new approach to regional development and capacity building for sub-national authorities. This Pillar has a specific focus to SDG 16 (see Annex 1 for more detail).

As was discussed by the private sector during the MAPS mission a priority should be directed to improve the business environment and conditions for SMEs. One concrete ambition is to break into the top 50 of the World Bank's doing business index where the country currently ranks as number 77 out of 190 countries, and performs worst on the indicators; getting electricity, paying taxes and enforcing contracts. It will also require a concerted approach to developing accountable institutions and focusing on strengthening regional governance as has been described in Section 6.1.4.

Further emphasis will be required on justice sector reform including: In the light of the ongoing justice sector reform SDGs 16.3 and 16.6 become critical and cross-cutting targets to promote the rule of law, ensure equal access to justice and develop effective, accountable and transparent institutions at all levels. Creation of an independent judicial system and humanization of the criminal legislation will allow for sustaining increase in the people's trust to justice institutions. The current low crime reporting in the country is explained, inter alia, by lack of trust to justice institutions. In an international perspective, the

level of satisfaction with law enforcement is extraordinarily low in Kyrgyzstan. Sexual incidents and bride kidnapping are almost never reported by women involved. According to the Kyrgyz National Statistics Committee, a reporting on gender-based violence remains low. Victims of crime and violence prefer turning to crisis centers rather than to the police. Some 16,116 people turned to crisis centers and other institution to acquire psychological and social support when only 4010 cases of gender-based violence were registered by the police in 2017. In this respect, the treatment of reporting victims is of key importance<sup>34</sup>.

### 6.3 Pillar 3: A Resilient Society

Promoting long term resilience will need to engage in managing Kyrgyzstan's substantial valuable natural resources which sustains the population. This will focus on the agricultural sector as the mainstay but also integrating the need to address long-term climate related issues into development.

The most prominent SDGs to be covered in this pillar include SDG 2, SDG 6, SDG 13, and SDG 17 (see Annex 1 for more detail on policy issues). This includes a focus on:

**Agriculture and climate change** - Improving the current food system and overcoming structural challenges such as dominance of small-scale, semi-subsistence farms, an inadequate technological level of production, high post-harvest losses, and lack of interconnections between processors and farmers will be important. It also suffers from insufficient human and social capital investment, including addressing female headed households to improve their access to land, productive inputs and financial resources. Climate change adaptation strategies such as innovations in the areas of climate-smart agriculture, agro-ecology and risk informed social protection should target the populations and areas most vulnerable to climate variability and disasters.

**Citizen engagement and data driven approaches** - Entering into a new engagement with citizens is important for the long-term foundation of Kyrgyz society. The SDGs and the multitude of different goals, targets and indicators provide a perfect platform to help drive this new engagement approach with the community. In addition, to improving the evidence-based data and engagement with citizens the role of Parliament to oversee and evaluate the progress on the SDGs should be enhanced. To support this, it is recommended that an SDGs baseline report be prepared which further identifies the key targets that are nationally relevant.

Taking an integrated approach such as the one described above will lead to multiple dividends across the SDGs up to 2030. The results of predictive modeling show that an integrated approach which addresses human development, governance and economic policies is the most likely to succeed in achieving better results across a selection of the SDGs (see Table 6).

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<sup>34</sup> International Public Safety Survey in Kyrgyzstan 2015 (based on ICVS) <https://www.reforma.kg/post/international-public-safety-survey-kyrgyzstan-2015-based-icvs/>

Table 6: IFs results for each acceleration scenario

	Baseline		Scenarios 2030			All
	2015	Base 2030	HC	Gov	Eco	
<b>SDG 1</b>						
% of population below \$1.90 (\$2011 PPP) per day	2.51	3.14	3.06	2.68	1.36	1.266
% of population below \$3.20 (\$2011 PPP) per day	18.6	18.06	18.04	16.2	11.13	1.266
<b>SDG 2</b>						
% of undernourished population	6.4	4.366	4.338	4.181	4.158	3.976
Prevalence of stunting in working age population	2.924	3.114	3.078	3.115	3.115	3.079
Percentage of malnutrition among children under 5	3.427	2.903	0.029	2.866	2.86	0.0283
<b>SDG 3</b>						
Infant mortality rate in deaths per thousand newborns	18.83	14.96	7.512	14.51	14.45	7.126
Cardiovascular disease death rate per thousand	3.189	3.459	2.305	3.473	3.474	2.321
Cancer death rate per thousand	0.656	0.7595	0.4741	0.7613	0.7615	0.4766
Digestive disease death rate per thousand	0.063	0.0764	0.0784	0.0754	0.0752	0.0763
Respiratory disease death rate per thousand	0.284	0.3434	0.2326	0.3427	0.343	0.2318
Diabetes death rate per thousand	0.05	0.0608	0.038	0.0605	0.0605	0.0376
<b>SDG 4</b>						
Lower secondary education graduation rate - Total	91.21	96.04	100	97.06	97.15	100
Upper secondary education gross enrollment rate - Total	80.9	83.17	103	84.18	84.51	103.1
Upper secondary education graduation rate - Total	63.39	70.93	100	72.44	72.62	100
Educational attainment (mean years, 15+ age group)	10.91	10.67	11.12	10.7	10.73	11.18
<b>SDG 7</b>						
Renewable energy as percentage of total final energy consumption	28.6	23.76	23.59	23.02	35.46	34.33
<b>SDG 8</b>						
Annual growth rate of real GDP per capita	1.912	2.683	2.82	3.928	3.506	4.714
Percentage of informal employment (non-agricultural)	27.37	20.23	18.48	19.96	15.58	15.58
<b>SDG 9</b>						
Manufacturing value added as a % of GDP	23.16	22.27	22.34	22.71	20.65	21.28
CO2 emissions per unit of value added in thousand tons per dollar	0.354	0.2992	0.2976	0.287	0.2637	0.2523
Research and development spending as % of GDP	0.159	0.2329	0.2335	0.2447	0.2458	0.2573
Connections per hundred people to fixed broadband technology	3.306	35.06	35.13	39.11	36.21	40.19
Connections per hundred people to mobile broadband technology	20.48	109.3	109.4	118.2	110.1	118.9
<b>SDG 10</b>						
Foreign direct investment annual inflows in Billion \$	0.62	0.8043	0.8289	0.9467	0.9238	1.086
<b>SDG 12</b>						
Loss at the production level	9.98	9.7	9.697	9.652	4.601	4.58
Loss at the supply chain level	7.038	6.91	6.942	6.85	4.487	4.47
<b>SDG 17</b>						
Fixed Internet broadband subscriptions per 100 inhabitants	3.306	35.06	35.13	39.11	36.21	40.19
ICT Infrastructure Index	34.44	69.31	69.35	72.63	69.87	73.16
Share of global exports (Percentage)	0.012	0.0146	0.0147	0.0152	0.0173	0.0175

