

## Kyrgyz Republic: Social Protection Profile

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Kyrgyz Republic: Social Protection Profile. Moscow, Russia: International Labour Office, 2023

ISBN: (web PDF)

Also available in Russian: Кыргызская Республика: профиль социальной защиты. ISBN: (web PDF). Москва, Россия: Международная Организация Труда, 2023.

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Printed in Russia.

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### Abbreviations

**AW** Average Wage

**GDP** Gross Domestic Product

IHR International Health RegulationsILO International Labour Organization

KR Kyrgyz Republic

MHIF Mandatory Health Insurance Fund under the Ministry of Health of the KRMLSSM Ministry of Labour, Social Security and Migration of the Kyrgyz Republic

**MoH** Ministry of Health of the Kyrgyz Republic

MSB Monthly social benefit

NSC National Statistical Committee

PL Poverty Line

PSC Public Service Centre
PWD Persons with Disabilities

SF Social Fund of the KR under the Cabinet of Ministers of the KR

SM Subsistence Minimum

UBK Uy-bulogo komok monthly benefit to poor citizens (families) with children under 16 years old

#### ► Introduction

The social protection system of the Kyrgyz Republic has undergone several reforms on the level of individual programmes in the last three decades. Yet, significant gaps persist in both legal provisions and in terms of effective coverage, adequacy of benefits and access to social care services exposing all age groups to a wide range of risks throughout their lifecycle. The share of the population covered by at least one social protection cash benefit (effective coverage) is 41.7 per cent compared to 47 per cent of the world's population, while 73.6 per cent of the population is covered by social protection healthcare programmes (ILO 2021). According to the National Statistical Committee, the proportion of the population covered by the basic social protection guarantees (non-contributory old-age, disability, and survivor benefits) increased from 0.6 per cent in 2019 to 17.7 per cent in 2020. The uy-bulogo komok poverty benefit (non-contributory social assistance for children under 16 years from families living in poverty) covers 5.1 per cent of the population.

The social protection system inherited a Soviet model of cash benefits, residential care and some community-based social care services. In the early 1990s, however, the country was one of the first in the Commonwealth of Independent States to begin the transition to a market economy and to focus on social insurance and targeted social protection measures for vulnerable groups. The social protection system at present offers a number of fragmented schemes and services whose future development remains uncertain because they face various global, regional, and national challenges from the impact of the COVID-19 epidemic, political developments, and financial and economic crises.

This paper presents an overview of the institutional, policy and legal framework; describes key social protection programmes and social care services across the lifecycle while noting gaps that can be addressed in the national social protection strategy that the Government has set out as one of the key policy documents to be drafted. Furthermore, the paper can be used as a guiding document for UNCT and development partners that have initiated an in-depth assessment of the Kyrgyz national social protection system and its performance using a standardised set of indicators (Core Diagnostics Tool/CODI) designed by the Social Protection International Agencies Cooperation Board (SPIAC B).

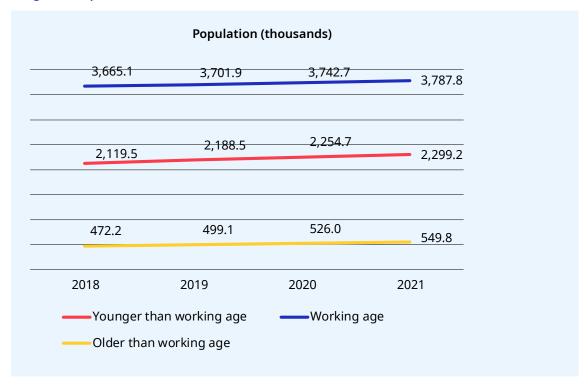
#### Basic socio-economic indicators

**Population.** In 2021 the population of Kyrgyzstan was 6,637,000, of which 3,343,000 (54 per cent) were women. The average annual population growth rate was 2.1 per cent.

Just over one third of permanent residents (34.4 per cent) lived in urban areas, and almost two thirds (65.6 per cent) lived in rural areas.

The population of the Kyrgyz Republic is young: At the beginning of 2021, 34.6 per cent of the total population were children and adolescents (2,299,200 children under 16 years of age); 57.1 per cent of the population (3,787,800) were of working age; and 8.3 per cent (549,800) were above working age (National Statistical Committee 2021a).

#### ► Figure 1. Population structure



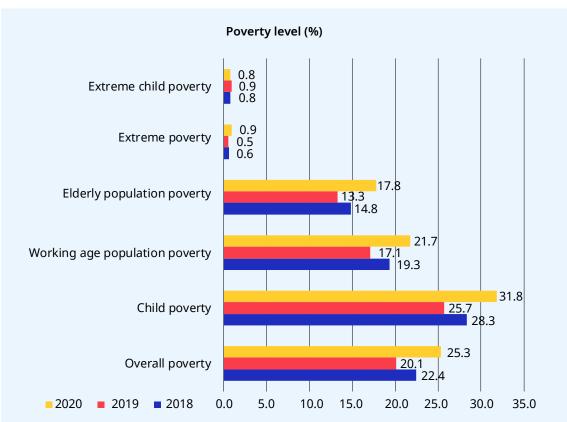
The share of persons above working age is increasing. At the beginning of 2021, most of the population in this age group were women (384,400 women as opposed to 165,400 men) because women's life expectancy is higher than that of men. The preponderance of the female population begins at approximately 40 years of age, and by 80 years of age the number of women is almost twice that of men. About 5 per cent (or 331,400 persons) of Kyrgyzstan's population was older than 65 at the beginning of 2021.

Women are entitled to retire five years earlier than men. Hence, the share of women in 2021 above the statutory pensionable age was 11.5 per cent compared to 5.0 per cent for men.

**GDP.** In 2020 the country experienced an 8.6 per cent drop in GDP compared to 2019, the worst decrease in two decades. The significant decline in GDP was due to epidemiological restrictions imposed in Kyrgyzstan and internationally during the COVID pandemic. GDP per capita was \$1,173 in 2020.

**Poverty dynamics.** The poverty rate in 2020 stood at 25.3 per cent, which is 5.2 per cent higher than the previous year. In 2020 1,678,000 persons were living below the poverty line, and 73.7 per cent of the poor resided in rural settlements.

The extreme poverty rate in 2020 was 0.9 per cent, an increase of 0.4 per cent from 2019. Some 592,000 people were living below the extreme poverty line, and 87.2 per cent of them were inhabitants of rural settlements.



#### ► Figure 2. Poverty level (in % of the total population)

The general poverty line in 2020 was 2,939 soms per month per capita; the extreme poverty line was 1,649 soms per month.

Child poverty increased from 25.7 per cent in 2019 to 31.8 per cent in 2020. The poverty rate among the working-age population over sixteen years of age was 21.7 per cent. Some 17.8 per cent of those above pensionable age (58 years of age for women and 63 years of age for men) were poor in 2020 (National Statistical Committee 2021b). An analysis of poverty, food security and nutrition in the Kyrgyz Republic showed that pensions make up the most significant share (58 per cent) of household incomes (World Food Programme 2021). Some 20.5 per cent male-headed households are poor compared to 14.4 per cent of female-headed households.

**The minimum and the average wage.** The minimum wage of 1,854 soms for 2022 remained the same as in 2021. The minimum wage provides only 26.3 per cent of the per capita subsistence minimum.

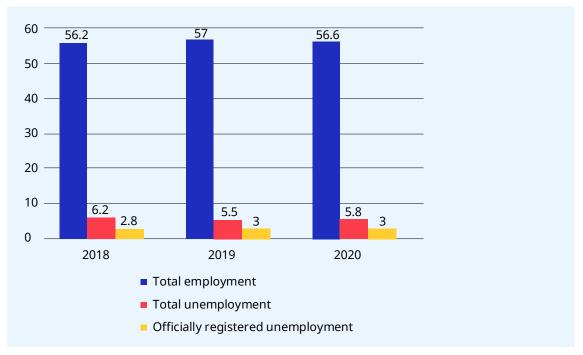
The average wage is 18,493 soms, which comes to 308 per cent of the subsistence minimum for the working population. The average wage for women at 15,078 soms is 18.5 per cent lower than for men (251 per cent of the subsistence minimum for the working population).

**Employment and unemployment.** At the beginning of 2021 employment fell to 62.5 per cent, and since 2019 it had decreased by a further 0.6 per cent (National Statistical Committee 2021a). Female employment was 43% for the same period. Women's participation in the workforce did not change markedly and remained at the level of 39.2 per cent in 2020.

According to the National Statistical Committee of the Kyrgyz Republic the informal employment rate was 64 per cent. The self-employed made up 25.5 per cent of total employment in 2020, and 23.1 per cent of the self-employed were women (National Statistical Committee 2021c).

The registered unemployment rate at the beginning of 2022 was 2.9 per cent, while the economically active population consisted of 2,595,400 persons. Unemployment decreased by 0.1 per cent compared to 2020. At the beginning of 2021 the overall unemployment rate was 5.8 per cent, or 0.3 per cent (National Statistical Committee 2021a) higher than in 2019. (See Figure 3 below.)

#### ► Figure 3. Employment (% of total population)



**Migration.** Some 1,118,000 citizens of Kyrgyzstan work abroad: 1,063,000 in Russia, about 30,000 in Kazakhstan, 20,000 in Turkey, 10,000 in the USA and Arab countries, 6,000 in Germany, Canada and Italy, and more than 5,000 in South Korea. Labour migration is common; approximately 26 per cent of households have at least one family member working abroad.

The size of the informal economy and labour migration affect the number of citizens covered by the social insurance programme in the Kyrgyz Republic. The main sources of household income are labour, social transfers, and income from the sale of agricultural products.

Despite the increased amounts of social benefits, they still lag behind the subsistence minimum. By the end of 2021, the average pension had increased by 1.4 per cent compared to 2020 and came to 6,284 soms.<sup>2</sup> The average pension exceeds the subsistence minimum for pensioners by 12.6 per cent. The average amount of the *uy-bulogo komok* monthly benefit for low-income families with children was only 16.4 per cent of the subsistence minimum for children in 2021 or 29.5 per cent of the income designated as the official poverty level.<sup>3</sup> The size of this benefit has not been revised since 2016.

<sup>1</sup> According to the official data from the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic.

<sup>2</sup> Data of the Social Fund of the Kyrgyz Republic.

<sup>3</sup> Data from the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic

## 1. Organization of the social protection system

**National legal and policy framework.** The main social protection guarantees are regulated by 39 key legislative acts (Appendix 1). The Government is currently conducting an inventory of all legislation in order to remove duplications and discrepancies and to streamline legal provisions.<sup>4</sup>

The National Development Strategy of the Kyrgyz Republic for 2018-2040 (hereinafter **National Strategy**)<sup>5</sup> and the National Development Programme of the Kyrgyz Republic until 2026 (hereinafter **National Programme**)<sup>6</sup> are overarching policy documents providing guidance for specific objectives within sectoral policy documents. Both have identified a comprehensive social protection system addressing risks over the entire lifecycle, maintaining basic living standards, and protecting disadvantaged groups of the population as a priority.

The National Programme states that an assessment of the social protection system is to be carried out and a comprehensive social protection strategy is to be developed, covering all elements of the system, including remuneration, social insurance, state benefits, social services, and promotion of employment. The need to establish a just and effective social protection system that would guarantee everyone basic levels of social protection, especially with respect to defined social risks (disability, old age, loss of a breadwinner, loss of work (unemployment), temporary disability, work injury, illness, occupational disease, death) has also been recognized. These policy objectives are addressing existing gaps in the social protection system: the last social protection strategy covered the period 2012 -2017. Despite the fact that the assessment based national dialogue on social protection was finalised in 2018, it was not translated into a policy action plan.

The goal of the Programme of the Government of the Kyrgyz Republic for Protection of Public Health and Development of the Healthcare System through 2019-2030 entitled "A Healthy Person – A Prosperous Country"<sup>7</sup> is to strengthen people-oriented systems that ensure the health of the population and provide quality services throughout life so that population health indicators improve markedly, health inequalities are reduced, and financial protection is ensured.

The main goal of the Concept for Development of the Pension System of the Kyrgyz Republic<sup>8</sup> is to maintain the living standard of pensioners and compensate for a part of the loss of their former earnings. Pension reform has focused intensively on financial and fiscal sustainability and on ensuring that workers and employers meet their obligations with regard to social insurance. Preservation of the notionally funded system (contributions with defined benefits) in which participation will be universal and mandatory for all citizens of the Kyrgyz Republic is the dominant approach to pension reform. The funded component, both mandatory and voluntary, will be an additional pension supplement to the basic pension amount. Retired persons whose insurance-based pension does not reach the required level will receive the basic portion of the pension from the state budget.

<sup>4</sup> Decree of the President of the Kyrgyz Republic "On carrying out an inventory of the legislation of the Kyrgyz Republic UP No. 26 dated 8 February 2021.

<sup>5</sup> Decree of the President of the Kyrgyz Republic "On the national development strategy of the Kyrgyz Republic through 2018-2040" No. 221 dated 31 October 2018.

<sup>6</sup> Decree of the President of the Kyrgyz Republic "On the national development programme of the Kyrgyz Republic through 2026" UP No. 435 dated 12 October 12.

<sup>7</sup> Government Resolution "On the programme of the Government of the Kyrgyz Republic concerning the protection of public health and development of the health care system for 2019-2030 'Healthy Person - Prosperous Country'" No. 600 dated 20 December. 2018.

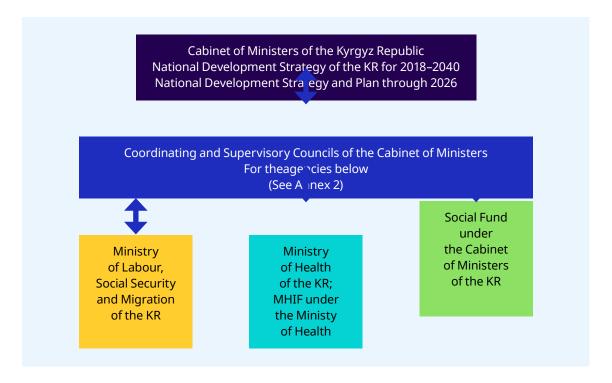
<sup>8</sup> Government Resolution "On approval of the concept for development of the pension system of the Kyrgyz Republic" No. 670 of 24 November 2014.

The National Strategy of the Kyrgyz Republic for Achieving Gender Equality by 2020 and the National Action Plan for Achieving Gender Equality in the Kyrgyz Republic also addressed the issues of further development of social protection measures. The National Strategy of the Kyrgyz Republic for Achieving Gender Equality by 2020 and the National Action Plan for Achieving Gender Equality in the Kyrgyz Republic were adopted on September 16, 2022 by the resolution of the Cabinet of Ministers of the Kyrgyz Republic №513.<sup>10</sup>

## Management of the social protection system at national and local levels

The national social protection system is governed, supervised and coordinated by nine coordination and supervisory councils which report to the Cabinet of Ministers and its Deputy Chairperson (Annex 2). The Ministry of Labour, Social Security and Migration, the Ministry of Health, and the Mandatory Health Insurance Fund (hereinafter MHIF) reporting to the Ministry of Health are in charge of policy implementation. The Social Insurance Fund (which performs key functions for national social insurance) reports directly to the Cabinet of Ministers. (See Figure 4 below.)

► Figure 4. Management, control and coordination of the national social protection system of the Kyrgyz Republic



<sup>9</sup> Decree of the Government of the Kyrgyz Republic "On the National Strategy of the Kyrgyz Republic for Achieving Gender Equality by 2020 and the National Action Plan for Achieving Gender Equality in the Kyrgyz Republic" No. 443 of 27 June 2012.

<sup>10</sup> This was announced online at: <a href="https://mlsp.gov.kg/2021/02/24/v-kyrgyzstane-razrabotayut-novuyu-naczionalnuyu-strategiyu-po-dostizheniyu-gendernogo-ravenstva/">https://mlsp.gov.kg/2021/02/24/v-kyrgyzstane-razrabotayut-novuyu-naczionalnuyu-strategiyu-po-dostizheniyu-gendernogo-ravenstva/</a>.

The Ministry of Labour, Social Security and Migration and its local territorial bodies are state executive authorities responsible for the development and implementation of state policy for: labour, including labour protection and promotion of employment; social protection, including support for vulnerable citizens, children in difficult situations, persons with disabilities (hereinafter **PWD**) and elderly citizens; gender equality; protection from family violence; migration, including immigrants, ethnic Kyrgyz people and refugees; and victims of human trafficking as stipulated by the legislation of the Kyrgyz Republic on preventing and combating human trafficking.

The Ministry of Labour, Social Security and Migration employs 1,564 civil servants including those in the territorial bodies, as well as 945 social care workers who provide social care services at home. The activities of the entire management system of the Ministry of Labour, Social Security and Migration are financed centrally from the national budget.

The Ministry of Health is the central executive institution that carries out state policy and administration for maintaining health and health insurance of citizens in the Kyrgyz Republic. It is also the National Coordinator for the International Health Regulations of the World Health Organization. The MHIF is a subordinate organization under the Ministry of Health. At the local level, the health system is represented by regional, district and city health organizations, including public health organizations as well as subordinate organizations. There are 366 civil servants in the healthcare system. The activities of the Central Office of the Ministry of Health of and its subordinate units are financed from centralized funds of the national budget. The remaining healthcare organizations (as well as services) are financed through the Single Payer System.<sup>11</sup>

The Social Fund of the Kyrgyz Republic under the Cabinet of Ministers is the executive body in charge of mandatory social insurance and pensions. The Social Fund carries out its tasks guided by the decisions and recommendations of the Supervisory Board. The Social Fund is managed by the Social Fund Board, a collegial body. Regional bodies and subordinate institutions of the Social Fund are created, reorganized and terminated in accordance with decisions of the Social Fund Board. The activities and the salaries of the personnel of the Social Fund are financed from its own budget with the proviso that the operational budget for the Fund cannot exceed 3% of the total amount of the social insurance contributions received. There are 1,189 employees in the state social insurance and pension systems.

The local public administration exercises executive power and ensures the implementation of state policy for health, labour, employment and migration, child protection and gender equality, social welfare, and implementation of state-wide programmes. Accordingly, the head of local government appoints the heads of territorial divisions of the state executive bodies in accordance with the procedure established by law. The head of local government administration is appointed and dismissed by the President on the advice of the Chairman of the Cabinet of Ministers after consultation with the plenipotentiary representative of the President in the region.

In order to organize the functioning and development of the social support system in a territory, as well as the socio-economic development and provision of social and cultural services to the population, the Law "On local state administration and local self-government bodies" delegates issues of local significance to the jurisdiction of the local self-government bodies (hereinafter **LGB**). Matters of social protection are not a priority for the LGBs. Out of twenty-four issues deemed to have local significance, only organization and implementation of work with children, and implementation of measures to protect and defend against family violence pertain to social protection. Figure 5 shows the entire system of national and local management of social protection measures that pertain to key lifecycle risks.

<sup>11</sup> Law of the Kyrgyz Republic "On the Single Payer System for financing healthcare in the Kyrgyz Republic" No. 159 dated 30, July 2003. "The Single Payer system integrates financial resources for health care from state budget revenues and mandatory health insurance contributions for the purpose of a single pipeline funding of public health services, curative medical services and pharmaceuticals."

<sup>12</sup> The Law "On local state administration and local self-government bodies" No. 123 dated 20 October 2021.

#### ▶ Figure 5. The management system for social protection at the national and local levels

	Ministry of Labor, Social Security and Migration of the Kyrgyz Republic	Ministry of Health of the Kyrgyz Republic. MHIF under the Ministry of Health of the Kyrgyz Republic	Social Fund under the Cabinet of Ministers of the Kyrgyz Republic
State programmes		Program of the Government of the KR for the Protection of Public Health and Development of the Healthcare System for 2019- 2030 "A Healthy person - A Prosperous Country"	Development Concept for the Pension System of the KR
State policy areas	Labour regulation, labour protection, Labour Inspection, employment promotion; Social Protection and Social Care services, Gender Equality, Gender based Violence, Migration, and Prevention of trafficking	Health protection, medical care, public health, International Health Regulations (IHR)	State social insurance pension
Social benefits	State benefits (one-time payment for childbirth, the uy-bulogo kotok, and monthly social benefits), unemployment benefits, maternity benefits, burial allowances, compensation in lieu of cash benefits, public works programmes, vocational training courses and retraining		Survivor's, old-age, and disability pensions
Social services	Social services in the home (945 social workers), stay in residential care institutions, in community based day care services, rehabilitation centers, foster families, and personal assistance for children with disabilities		
Medical service		Primary healthcare, inpatient medical care, public health services	
Local level	Territorial administrations (regional/city whose heads are appointed by the heads of the local state administration or mayors of cities	Regional, citywide, territorial, subordinate healthcare organizations	Regional and citywide Social Fund administrations
Number of staff	Civil servants including those in territorial bodies: 1,564	366 (civil servants)	1,189
Sources of financing for administrative bodies	National budget	National budget and Single Payer System (MHIF)	Social Fund budget (but no more than 3% of the total)

#### Social protection budget

In 2021 the expenditures from the national budget for social protection amounted to 52.6 per cent of GDP, which is 5.7 per cent less than in 2020 (58.3 per cent). The main social protection programmes with substantial funding from the national budget are contributory pensions, state benefits, and basic and mandatory health insurance.

On average, the national expenditures for social protection of children are extremely low and amount to only 0.5 per cent of GDP compared to 8.4 per cent of GDP directed to pensions.<sup>13</sup> This illustrates the importance of social insurance: contributions for certain risks, like pensions are earmarked in the budget for that purpose only. On the other hand, meagre allocations for child benefits may indicate that there is a need to identify additional resources given the prevalence of child poverty.

The state's expenditures on social services that offer an alternative to residential institutions are scant compared to the financing received by the residential care institutions.

Allocations from the national budget fully cover the expenses of the Social Fund for the payment of the basic part of all types of pensions, as well as for the payment of benefits and compensations provided for in the country's legislation. Allocations from the national budget to the Social Fund amount to 3.3 per cent of the GDP.

In 2021 the national budget expenditures for healthcare amounted to 2.9 per cent of GDP the same as in 2020.

According to the ILO (2021) state expenditures of the Kyrgyz Republic for social protection including health care amounted to 12.6 per cent of GDP: 10.3 per cent of GDP was allocated to social protection measures and 2.3 per cent to health care.

The main expenditures on social protection programmes are presented in Annex 3.

<sup>13</sup> Law "On the national budget of the Kyrgyz Republic for 2021 and the forecast for 2022-2023" No. 15 dated 31 December 31 and the Report "Social Protection in the World" for 2020-2022, including the Regional Co-Report on the Countries of Central and Eastern Europe and Central Asia, ILO 2021.

### 2. Description of social protection programmes

### Family and child benefits

The *uy-bulogo komok* is a monthly, non-contributory social assistance benefit for children under the age of sixteen from poor families. The application for this state benefit can be submitted to the territorial (district) division of the MLSSM in which the applicant resides regardless of their permanent/registered place of residence or absence of legally registered place of residence. The benefit is assigned provided that the overall average per capita income in the family is less than the guaranteed minimum income (GMI) for each family member.

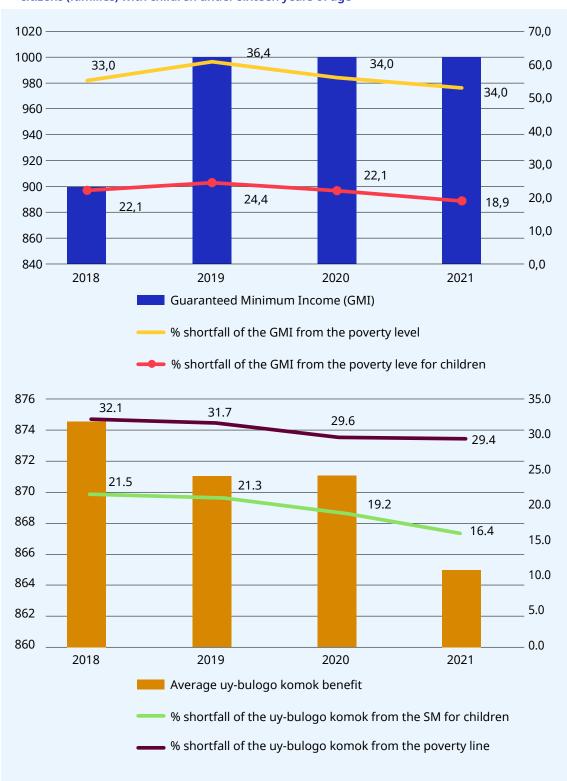
The GMI is an indicator used to determine eligibility of citizens (families) with children under sixteen years of age for the *uy-bulogo komok* monthly benefit. It is based on budgetary capacity given,the state of the economy and is set annually by the Government of the Kyrgyz Republic taking into account the cost of living. As of 1 January 2022, the GMI was 1,000 soms (34 per cent of the poverty line; see Figure 6). The *uy-bulogo komok* for children under sixteen years of age is 810 soms per month. The average amount of the *uy-bulogo komok* is 864.6 soms per month (equal to 16.4 per cent of the subsistence minimum for a child or 29.4 per cent of the poverty line; see Figure 6). For persons permanently residing in mountainous regions and areas difficult to access, the *uy-bulogo komok* is supplemented by a district coefficient.

As of 1 January 2022, 359,500 children were receiving this benefit. In 2021 the funding for this programme amounted to 3,823,400,000 soms or 0.53 per cent of GDP.

The MLSSM and local state administrations are responsible for deciding upon and disbursing this benefit.

The Law on state benefits that regulates these payments is gender neutral. According to the ILO (2021), the current legal framework extends coverage by social protection measures to all children, regardless of gender. However, the actual coverage is extremely low, and only 16.9 per cent of children receive basic social protection assistance.

## Figure 6. Amounts of the GMI and the *uy-bulogo komok* monthly benefit to low-income citizens (families) with children under sixteen years of age



In addition to poverty targeted benefits, there is a one-off universal child benefit payment for all newborn children regardless of a family's income, called the *balaga suyunchu*<sup>14</sup> in the amount of 4,000 soms (which is 75.7 per cent of the minimum subsistence level for children or 19.8 per cent of the AW). The *balaga suyunchu* is paid within two working days from the date of submitting an application to the Registrar's Office, the PSC (Public Service Centre) of the State Registration Service under the Cabinet of Ministers of the Kyrgyz Republic. After this the applicant receives a text notification that the funds have reached their account. The benefit must be claimed within six months after the birth of a child. Since 1 December 2019 the *balaga suyunchu* one-time payment for the birth of triplets or more children have been set at 50,000 soms for each child.

The balaga suyunchu was paid out for 149,500 childbirths in 2021 (92.2 per cent of all births 2021), and 599,500,000 soms (0.08 per cent of GDP) were used for the purpose.

#### **Maternity benefits**

Paid maternity leave is provided during pregnancy (for 70 calendar days) and during 56 days after an uncomplicated childbirth.<sup>15</sup> If complications arise or multiple pregnancies develop, the duration of maternity leave is increased to 140 days. Maternity leave for women living in mountainous or remote areas that are difficult to access is up to 180 calendar days.

Workers, individual entrepreneurs and members of farming households who carry out entrepreneurial activities without forming a legal entity, as well as women recognized as officially unemployed in accordance with the established procedure and who are eligible for unemployment benefits, have the right to maternity benefits. Eligibility for maternity benefits is based on a certificate of temporary incapacity to work issued in accordance with the established procedure by healthcare organizations.

Workers' average daily earnings during the three months preceding the maternity leave are used to determine the amount of the maternity benefit as follows:

- a worker receives 100 per cent of salary (income) from the employer's funds during the initial ten working days. From the eleventh workday to the end of the maternity leave a benefit amount to 10 nominal accounting units per month (1,000 soms) and is financed from the national budget;
- an individual entrepreneur, a member of a farming household, or an officially unemployed person receives 10 nominal accounting units per month (1,000 soms) from the national budget starting from the eleventh workday.

Women who work and reside in mountainous and remote areas receive 100 per cent of their wage (income) throughout the maternity leave. The benefit for the initial 10 workdays is paid from the employer's funds and from the eleventh day to the end of eligibility from the national budget.

<sup>14</sup> Law of the Kyrgyz Republic "On state benefits in the Kyrgyz Republic" No. 163 dated 28 July 2017 (As amended by the Law of the Kyrgyz Republic No. 222 (27) dated 28 December 2017), Law No. 33 dated 30 March 2018, Law No. 18 dated 24 January.2019, and Law No. 75 dated 10 July.2020).

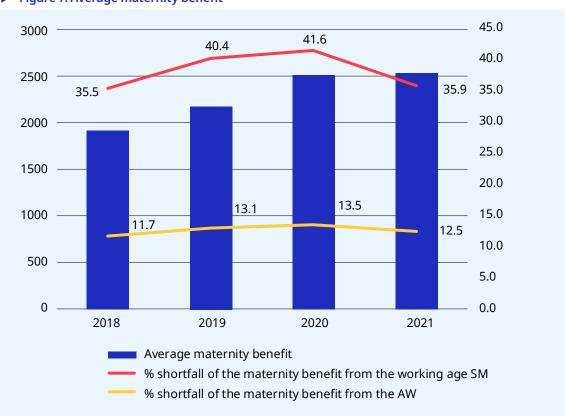
<sup>15</sup> The Labour Code of the Kyrgyz Republic No. 106 dated 4 August 2004 as amended by the subsequent Law of the Kyrgyz Republic No. 181 dated 8 October 2004, No. 85 dated 30 June 2005, No. 117 dated 31 July 2007, No. 136 dated 7 August 2007, No. 21 dated 17 March 2008, No. 61 dated 19 April 2008, No. 168 dated 25 July 2008, No. 10 dated 20 January 2009, No. 63 dated 24 February 2009, No. 103 dated 30 March 2009, No. 260 dated 12 October 2009, No. 59 dated 18 May 2012, No. 97 dated 5 July 2012, No. 164 dated 10 August 2012, No. 185 dated 20 November 2012, No. 141 dated 15 July 2013, No. 198 dated 1 November 2013, No. 179 dated 20 July 2015, No. 227 dated 18 December 2015, No. 34 dated 6 April 2016, No. 76 dated 30 May 2016, No. 177 dated 11 November 2016, No. 207 dated 16 December 2016, No. 228 dated 30 December 2016, No. 12 dated 25 January.2017, No. 98 dated 6 June 2017, No. 162 dated 28 July 2017, No. 190 dated 20 November 2017, No. 62 dated 26 June 2018, No. 150 dated 31 December .2019, No. 56 23 April 2021, No. 142 dated 29 November 2021, and No. 4 dated 18 January 2022.

Maternity benefit for all working days on leave is paid in full to the worker via a payslip managed by the employer. Employers' contribution to the benefit (until the eleventh day of maternity leave) is reimbursed to the employer from the national budget after submission of an application to the district and city departments of labour, social security and migration. The Ministry of Labour, Social Security and Migration is responsible for ensuring the timeliness and quality of assignment and payment of maternity benefits.

According to the Ministry of Labour, Social Security and Migration, there were 33,200 recipients of maternity benefits in 2021, and a total of 336,200,000 soms (0.05 per cent of GDP) was used for this purpose. The average monthly benefit was 2,531 soms, which equals 36 per cent of the subsistence minimum for an able-bodied person, or 12.5 per cent of the average wage. (See Figure 7 below.) The average amount of this benefit for women living in mountainous and remote areas was 8,081 soms per month (114.8 per cent of the subsistence minimum for an able-bodied person or 40 per cent of the AW).

The Ministry of Labour, Social Security and Migration is responsible for improving and reforming the procedures for allocating and paying maternity benefits.<sup>16</sup> Women during pregnancy and childbirth are eligible for free medical and hygienic assistance in line with the clinical indications of a principal condition requiring outpatient or inpatient treatment in accordance with the state guarantee programme.<sup>17</sup>

According to the ILO (2021), the actual coverage of maternity-related social protection measures is only 23.8 per cent although the legal framework provides for coverage of all women by either social insurance (65.8 per cent) or social assistance (34.2 per cent).



► Figure 7. Average maternity benefit

<sup>16</sup> Regulation of the Ministry of Labor, Social Security and Migration of the Kyrgyz Republic, approved by the Resolution of the Cabinet of Ministers of the Kyrgyz Republic No. 252 dated 15 November 2021.

<sup>17</sup> The programme of state guarantees for providing citizens with health care was approved by the Decree of the Government of the Kyrgyz Republic dated 20.11.2015 No. 790 as amended by the Resolutions of the Government of the Kyrgyz Republic dated 6.06.2016 No. 302, 3.03.2017 No. 136, 7.09.2018 No. 420, 30.12.2019 No. 724, 30.12.2020 No. 636, 27.01.2021 No. 26

#### **Unemployment benefits**

The unemployment benefit<sup>18</sup> provides social protection to unemployed citizens who have made unemployment insurance contributions. A prerequisite of eligibility for the unemployment benefit is registration of the unemployed citizen in the territorial Public Employment Centre at the applicant's place of residence or at a place of stay for the purpose of finding a suitable job.

Citizens who are recognized as officially unemployed are eligible for unemployment benefits if they have at least 12 months of continuous insurance contributions over the last three years before applying to a territorial subdivision of the Ministry of Labour, Social Security and Migration. The unemployment benefit is assigned and paid to the officially unemployed upon submission of a personal insurance account statement confirming contributions to the Social Fund of the Kyrgyz Republic.

The unemployment benefit is assigned to citizens starting from the eleventh day after the date of their registration as officially unemployed, with the exception of citizens seeking work for the first time and those wishing to resume work after long-term unemployment (more than two years). The self-employed and those employed in households performing work on production and processing of agricultural, forestry, hunting, fishing products are not eligible for unemployment benefits.

When an unemployed woman submits a medical report certifying pregnancy to the territorial subdivision of an authorized body, the unemployment benefit is suspended during pregnancy, but it resumes after pregnancy for as long as it was suspended. The period during which maternity benefits are received is not deducted from the total period for receipt of unemployment benefits.

The unemployment benefit is paid for six calendar months a year at least once a month, but not for more than 12 months within three years. The time during which a citizen receives unemployment benefits is counted toward years of qualifying contributions for pension purposes.

The payment of unemployment benefits may be suspended or terminated as a result of: violation of work discipline, failure to take up jobs officially offered, or enrolling in vocational training, submission of false information and fraudulent claims, or in the event of court-ordered non-custodial correctional work or a custodial sentence.

In mountainous and remote areas unemployment benefits are calculated with a regional coefficient.

The Ministry of Labour, Social Security and Migration of the Kyrgyz Republic monitors the assignment and payment of unemployment benefits and also oversees appropriate use of financial resources. The Territorial Public Employment Service administers the programme.

In 2021 there were 360 recipients of unemployment benefits.<sup>19</sup> The amount of the unemployment benefit depends on the basic unemployment benefit approved annually by the Government<sup>20</sup> and the length of insurance contributions. In 2019, the approved basic benefit was 300 soms, which is 4.8 per cent of the subsistence minimum, 1.5 per cent of the AW or 10.2 percent of the PL. The amount of funding for this programme in 2021 totalled 1,200,000 soms.

According to the ILO (2021), the actual coverage of unemployment benefits in the Kyrgyz Republic is 2.7 per cent. Under the current legislation 60.5 per cent of all women and men in the labour force are entitled to protection against unemployment through the social insurance system.

<sup>18</sup> Law of the Kyrgyz Republic "On the promotion of employment of the population" No. 214 dated 3 August 2015 (as amended by the Law of the Kyrgyz Republic No. 99 dated 6. July 2016, No. 178 dated 20 October 2017, No. 33 dated 30 March 2018, No. 56 dated 24 April 2019, and No. 43 dated 15 April 2020).

<sup>19</sup> Data from the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic.

<sup>20</sup> Article 7 of the Law "On the promotion of employment of the population" No. 214 dated 3 August 2015. The basic amount of the unemployment benefit is to be established by the Government of the Kyrgyz Republic.

#### Benefits for temporary incapacity to work

The benefit for temporary incapacity to work $^{21}$  is paid in the event of illness or injury, including work injury or occupational illness (and also exacerbation or complication of those illnesses); caring for a sick family member, sick child or person with disabilities from childhood; quarantine, sanatorium treatment, and medical rehabilitation and prosthetics (orthopaedic treatment). Workers, individual entrepreneurs, and members of farming households are entitled to benefits for temporary incapacity to work.

The benefit for temporary incapacity to work is assigned to an employee at the place of principal employment, at which an employment contract with an employer has been concluded. The basis for the payment of the benefit is a medical disability certificate. The amount of the benefit increases in mountainous and remote areas through application of a district coefficient.

The benefits for temporary incapacity are paid for all workdays from the employer's funds (payroll or income fund) in the following percentages of earned wages. Those who receive 100 per cent of their wages include: persons whose wages do not exceed 50 nominal accounting units per month, who have fallen ill due to work injury or occupational illness (including exacerbation or complication of those illnesses), persons who are permanently employed and reside in mountainous and remote areas, persons affected with malignant neoplasms, mothers who have been awarded the *Baatyr Ene* honorary order, and other persons with recognized services to the state. In other circumstances, the benefit for the first ten working days is assigned as:

- 60 per cent of average wages for employees with up to 5 years of employment;
- 80 per cent of average wages for employees of 5 to 8 years of employment;
- 100 per cent of average wages for employees with 8 years or more of employment.

The benefit for the first ten working days is calculated based on the actual wage of the employee at their principal place of employment. The amount of actual wages before deductions for taxes and insurance contributions is used in calculating the benefit and also includes all types of accrued wages, such as payments made during layoffs.

Starting with the eleventh workday, the benefit is paid at the rate of 50 nominal accounting units; the nominal accounting unit is 100 soms. For persons permanently residing in mountainous and remote areas, the benefit is subject to application of a district coefficient.

#### **Work Injury Benefits**

Law No. 194 "On compulsory insurance of employers' liability in cases of occupational accidents and diseases" (2008) Article 8 provides that an employer must "conclude a compulsory employer liability insurance contract with an insurer" and "conclude an annuity agreement in favor of an employee or a person entitled to compensation for harm in connection with the death of an employee in cases provided for by this Law".

#### Old-age, disability and survivor pensions and benefits

#### Old-age pensions and benefits

Citizens of the Kyrgyz Republic, foreign citizens and stateless persons residing in the Republic who make insurance contributions and whose employers are making social insurance contributions on their behalf on the basis and under the conditions provided for by the law are eligible for the old-age pension.<sup>22</sup>

Persons who have reached the designated pension age and have the required length of employment are eligible for an old-age pension. Since 1 January 2007, the qualifying age for a retirement pension is 63 years for men and 58 years for women. The period of insurance contributions required in order to qualify for the old-age pension on the general basis is 25 years for men and 20 years for women.

Eligibility for the pension is based on the total duration of periods when contributions to the state pension social insurance were made. Covered employment includes periods of study (if the insurance contributions were made), paid maternity leave and unpaid parental leave, periods of childcare leave, registered unemployment, leave to care for a person with a disability of Group I, to care for a disabled child, or to care for an elderly person who has reached the age of 80 years. The duration of insurance contributions for a period of residence and work in mountainous areas is adjusted upward by a factor of 1.5.

Qualifying conditions are reduced for periods of full-time underground work, full-time work in harmful, difficult and special working conditions, and work related to the Chernobyl disaster, for mothers with five or more children or at least one disabled child, as well as for patients with very specific conditions<sup>23</sup> and persons who resided and worked in mountainous and remote areas that are difficult to access.

Assignment of old-age pensions in connection with special work conditions results in payments that are made from the employer's funds and at the employer's expense in proportion to the length of employment in special work conditions for that employer until the generally established retirement age is reached.

The amount of old-age pensions for persons who have not completed the full qualifying period of insurance contributions is reduced in proportion to the actual length of their qualifying period.

Early retirement is an option at the age of 60 for men with at least 35 years of insurance contributions or at the age of 55 for women with at least 30 years of insurance contributions. Expenses associated with early retirement when qualifying conditions are met before the general retirement age are financed from the national budget.

The amount of the pension is the sum of the basic and insurance pension components adjusted for the length of employment and earnings before the introduction of personalized records for insured persons (before 1996) and the amount of contributions accumulated on insurance accounts after the introduction

The Law of the Kyrgyz Republic "On state pension social insurance" (as amended by Law of the Kyrgyz Republic No. 81 dated 25 June 1998, No. 97 dated 23 July 1998, No. 120 dated 12 Setpember1998, No. 22 dated 11 February 1999, No. 113 dated 19 October 1999, No. 26 dated 18 January 2000, No. 29 dated 19 January 2000, Decisions of the Constitutional Court of the Kyrgyz Republic dated 24 October 2000, Law of the Kyrgyz Republic No. 37 dated 4 May 2001, No. 115 dated 30 December 2001, No. 144 dated 16 October 2002, No. 220 dated.4 November 2003, No. 11, dated 12 February 2004, No. 112 dated 11 August 2004, No. 44 dated 5 March 2005, No. 91 dated 4 July 2005, No. 108 dated 18 July December 12.2006, No. 43 dated 18 April 2007, No. 113 dated 31 July 2007, No. 29 dated 20 March 2008, No. 34 dated 20 March 2008, No. 152 dated 18 July 2008, No. 47 dated 12 February 2009, No. 218 dated 15 July 2009, No. 7 dated 19.01. January 2010, No. 128 dated 26 July.2011, No. 211 dated 16 November 2011, No. 84 dated 15 June 2012, No. 186 dated 3 August.2013, No. 200 dated 6 November 2013, No. 190 dated 24 July 2015, No. 112 dated 12. July 2016 No. 162 dated 2 August 2016, No. 178 dated 17 November 2016, No. 76 dated 6 May 2017, No. 77 dated 6 May 2017, No. 43 dated 27 April 2018, and No. 142 dated 29November 2021).

<sup>23</sup> Pituitary nanism and persons of short stature

of personalized records. The basic part of the pension is the main pillar in the pension system and is maintained at not less than 12 per cent of the average wage (as actually recorded in the Republic during the previous year). The amount of the basic pension is set by the Government of the Kyrgyz Republic, and since 2017 it has been 1,780 soms.

The insurance component of the old-age pension for employment prior to 1996 is calculated based on the rate of one per cent for each full year of employment history duly documented by employers or appropriate authorities and also on the average monthly earnings for any 60 months of continuous work that has been singled out at the option of the pensioner. The insurance component of the old-age pension for employment after 1996 is determined by the contributions accumulated from the monthly payments into the insurance account and by an actuarial coefficient. The actuarial coefficient is determined annually using the actual demographic data from the National Statistical Committee of the Kyrgyz Republic based on the average life expectancy of men and women who have reached the retirement age over the past five years. It is reviewed and approved by the Supervisory Board for management of State Social Insurance. There are also mechanisms for indexing the basic and insurance parts of the old-age pension to inflation.

The amount of the early retirement pension is reduced by 1.5 per cent for each month missing before reaching the statutory retirement age and is paid until reaching the pension retirement age. Upon reaching the statutory retirement age, the amount of the pension is reviewed.

Pensions of persons permanently residing in mountainous and remote areas that are difficult to access are adjusted by a district coefficient.

Old-age pensions for certain categories of citizens whose service to the state has been recognized as exceptional are adjusted upward by 100 to 1,000 per cent of the normal amount. Fixed benefits related to the World War II and events deemed equivalent to it and to the disaster at the Chernobyl nuclear power plant are paid as supplement to the old-age pensions. These merit-based benefits are paid in full at the expense of the state budget in addition to any other pension.

There are 553,000 old-age pensioners or 8.2 per cent of the population in the Kyrgyz Republic. In 2021 the average old-age pension including supplemental and compensatory benefits was 6,248 soms, which corresponds to 112 per cent of the subsistence minimum for a pensioner, which is 5,580 soms, or 30.9 per cent of the AW. (See Figure 8 below.)

The SF of the Kyrgyz Republic is responsible for administering assignment and payment of pensions.

An agreement to provide pensions for workers from other EAEU countries entered into force on 1 January 2021. It provides for transfer of insurance contributions accrued in one country of the Union to another, summing up lengths of employment in any of the EAEU states when qualifying for a pension and regulating medical examination of a worker, including distance medical examination, when assigning a disability pension. The agreement contains transitional provisions that determine the procedure for assigning and paying pensions for periods of work before and after the agreement's entry into force.

Social (non-contributory) pensions for the elderly are assigned on the basis of the Law "On state benefits in the Kyrgyz Republic" for those not otherwise entitled to a pension through social insurance and regardless of their income. Age-related social benefits are paid to men upon reaching the age of 65, to women upon reaching the age of 60, and to mothers with seven or more children upon reaching the age of 55.

<sup>24</sup> The Law of the Kyrgyz Republic "On state benefits in the Kyrgyz Republic" No. 163 dated 28 July 2017 (as amended by Law of the Kyrgyz Republic No. 222 (27) dated 28 December.2017, No. 33 dated 30 March 2018, No. 18 dated 24 January 2019 and No. 75 dated 10 July 2020.

The number of recipients of age-related social benefits and mothers with seven or more children is 1,700 (0.02 per cent of the population). These social benefits began to increase after 1 October 2021 from 1,500 soms per month (26.9 per cent of the subsistence minimum for the elderly, 51 per cent of the PL, and 7.4 per cent of the AW. (See Figure 8 below.) The benefit for mothers with seven or more children is 2,500 soms per month (44.8 per cent of the subsistence minimum for the elderly, 85 per cent of the PL, and 12.3 per cent of the AW).

According to the ILO (2021), the actual coverage of these age-related social protection measures for the elderly in the country is 100 per cent, while 60.5 percent are contributory based.

The MLSSM and the local state administrations are responsible for administering the assignment and payment of this benefit.

#### Average wage 21000 19000 17000 15000 13000 11000 9000 Subsistence minimum for pensioners 7000 Poverty line 5000 1,500 1000 -1000 Social benefit Average pension for the elderly for the elderly

#### ▶ Figure 8. Amount of social benefits for the elderly and average amount of old-age pensions

#### **Disability benefits**

National legislation<sup>25</sup> stipulates that the eligibility for disability pensions depends on the age of the insured person and their insurance contributions at the time of disability. One year of insurance contributions is required for those under 23 years of age, two years for those age between 23 and 26 years of age, three years for those age between 26 and 31 years of age, and five years for those 31 years of age and older.

<sup>25</sup> The Law of the Kyrgyz Republic "On state pension social insurance".

Three groups with differing degrees of disability have been established for assignment of a pension. PWD in disability Group 1 require assistance and care from another person and are usually assessed as unable to work. PWD in disability Group 2 can perform some self-care and are mobile with the assistance of others or when using technical assistance devices and are often assessed as capable of performing work activities in specially created working conditions with the use of assistive devices, in a specially equipped workplace, and/or with the assistance of others. Persons in Disability Group 3 are assessed as having the ability to perform work activities independently, without assistance and without the need for adjustment of working conditions. The causes of disability and assignment to the groups, as well as the onset of disability, are established by the Physical Disability Board of Review (PDBR).

The periods of time for which the insured person made contributions and had them made on their behalf to state pension social insurance are also factored into the assessment of a disability pension. Qualifying employment includes periods of education when contributions are made, paid maternity and unpaid parental leaves, periods of registered unemployment, and periods of care for a person with disability Group I or for a disabled child and for an elderly person over the age of 80. The insurance contributions for the period of residence and work in mountainous areas are adjusted upward by a coefficient of 1.5.

The disability pension is the sum of the basic and insurance components of the pension adjusted for length of employment and earnings before and after 1996. For disability Groups I and II the basic and insurance components of the disability pension are the same as the full amount of the basic and insurance components of the old-age pension; for Group III disability the disability pension is limited to 50 per cent of the old-age pension. The basic component of the pension is to be at least 12 per cent of the average wage (as actually recorded in the Republic during the previous year). The basic component of the pension is set by the Government of the Kyrgyz Republic, and it has been fixed at 1,780 soms since 2017. For persons with disabilities who do not have the length of insurance contributions to qualify for a disability pension, the basic component of the pension is reduced in proportion to the length of insurance contributions they have actually made. The funded portion of the pension is accrued in full regardless of the disability group. The pension for a disabled person in Group I is to be no less than the subsistence minimum for a pensioner as actually recorded during the previous calendar year. There are mechanisms for indexing the basic and insurance components of the disability pension to inflation.

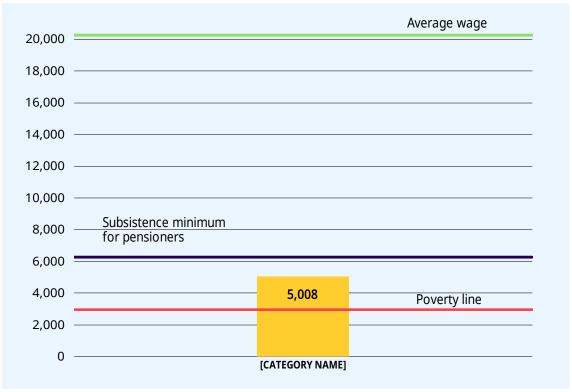
Disability pensions for PWD who have rendered meritorious service to the state are adjusted upward from the standard calculation by 50 to 175 per cent. Visually impaired people in Group I receive a supplement of 200 per cent of the standard amount, while the pensioners who have reached the age of 80, disabled people in Group I, and single pensioners in Group II who need outside help receive a supplement of 100 per cent of the standard amount. The pension supplement is also adjusted by any other coefficients. The amount of the benefits for disability pensions are increased by 300 soms for meritorious service in World War II, events deemed equivalent to it, and the Chernobyl nuclear power plant disaster. These merit-based benefits are paid from the state budget in addition to the standard pension.

The agreement on pensions for workers from other EAEU countries also regulates the assignment and payment of disability pensions.

There are 122,700 recipients of disability pensions or 1.8 per cent of total population in the Kyrgyz Republic. The average pension in 2021 amounted to 5,008 soms (89.7 per cent of the subsistence minimum for a pensioner or 24.7 per cent of the AW. (See Figure 9 below.)

The SF is responsible for administering assignment and payment of disability pensions.





The social (non-contributory) disability benefit is assigned to disabled persons who do not otherwise qualify for a pension<sup>26</sup> and without regard to income. It applies to children under 18 years of age, persons with disabilities from childhood in Groups I, II and III, and persons with disabilities in Groups I, II and III.

The amounts of social benefits are stated in Annex 4.

There are 43,800 persons with disabilities now receiving social benefits (22.1 per cent of the total number of the PWDs).<sup>27</sup>

According to the ILO (2021), actual coverage of social protection benefits reached 65.1 per cent of all persons with severe disability. The MLSSM is responsible for administering the assignment and payment of this benefit.

<sup>26</sup> Law of the Kyrgyz Republic "On state benefits in the Kyrgyz Republic" No. 163 dated 28.07.2017.

<sup>27</sup> Data from the Ministry of Labor, Social Security and Migration of the Kyrgyz Republic.

#### Survivor's benefits and pensions

Dependent children under 16 years of age (or older provided that they became disabled before the age of 18); sisters, brothers, and grandchildren under the age of 16 (if they have no able-bodied parents); and parents, husbands, and wives (provided that they reached the pension retirement age or were disabled before the breadwinner's death) of an insured deceased breadwinner<sup>28</sup> are eligible for survivor's pension<sup>29</sup>. Children are entitled to a survivor's pension, regardless of whether they were dependents of the breadwinner. Students enrolled full-time at all levels of education are entitled to a survivor's pension until graduation but not beyond the age of 23.

The survivor's pension consists only of the basic and insurance components of pension. This type of pension is their sum and is fixed at an amount that depends upon the number of surviving dependents: 50 per cent for one dependent, 90 per cent for two dependents,120 per cent for three dependents, and 150 per cent for four or more. The basic component of the pension is to be no less than 12 per cent of the average wage (as actually recorded in the Republic during the previous year). The amount of the basic component of the pension is determined by the Government of the Kyrgyz Republic and has remained at 1,780 soms since 2017.

The amount of the survivor's pension for children who have lost both parents is the sum of the pensions calculated separately for each deceased parent.

There are 36,000 recipients of survivor's pensions in the Kyrgyz Republic. The average pension in 2021 was 4,593 soms (73.3 per cent of the subsistence minimum or 22.7 per cent of the AW. (See Figure 10 below.)

For persons permanently residing in the mountainous and remote areas that are difficult to reach, the pension is adjusted upward by a district coefficient.

There is also an agreement on providing pensions for workers from other EAEU countries.

The SF is responsible for administering the assignation and payment of survivor's pensions.

The social (non-contributory) survivor's benefit is assigned in the event of loss of a breadwinner who does not otherwise qualify for a pension<sup>30</sup> to children before they reach 16 year of age and to students at general educational institutions until they finish their studies; to students at primary vocational schools and students at secondary and higher vocational schools with full-time forms of education until they finish their studies but not beyond 23 years of age. This benefit is also assigned to children whose birth certificates do not contain information about their parents including children on full state support.

For persons permanently residing in mountainous and remote areas that are difficult, this benefit is adjusted upward by a district coefficient.

The MLSSM is responsible for administering the assignment and payment of this benefit.

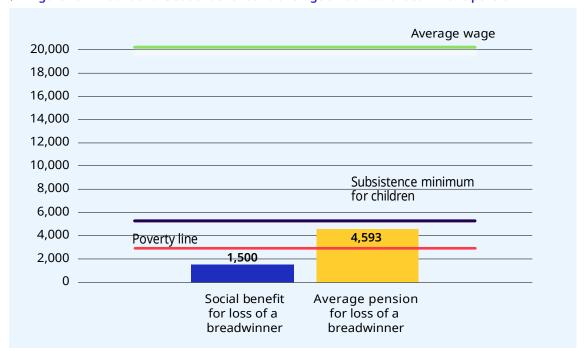
<sup>28</sup> The requirements on part of insured breadwinner include the age of the insured person and the amount of insurance contributions at the time of death: one year of insurance contributions is required for those under 23 years of age, two years for those age between 23 and 26 years of age, three years for those age between 26 and 31 years of age, and five years for those 31 years of age and older. Qualifying employment includes periods of study provided that insurance contributions were made, paid maternity leave and unpaid parental leave, periods of officially registered unemployment, care for a person with a Group I disability, care for a disabled child, or care for an elderly person who has reached the 80 years of age.

<sup>29</sup> Law of the Kyrgyz Republic "On state pension social insurance".

<sup>30</sup> Law of the Kyrgyz Republic "On state benefits in the Kyrgyz Republic" No. 163 dated 28 July 2017.

Since 1 October 2021, the amount of this benefit for loss of one parent was 1,500 soms per month (28.4 per cent of the subsistence minimum for a child, 51 per cent of the PL, or 7.4 per cent of the AW; see Figure 10 below). As of 1 January 2022, it became 2,000 soms (equal to 37.9 per cent of the subsistence minimum for a child, 68 per cent of the PL, or 9.9 per cent of the AW). For loss of both parents, the benefit since 1 October 2021 was 3,000 soms (56.8 per cent of the subsistence minimum for a child, 102 per cent of the PL, or 14.8 per cent of the AW) and 6,000 soms (equal to 113.6% of the subsistence minimum for a child, 204% of the PL, 29.6% of the AW).

#### Figure 10. Amount of the social benefit and average amount of the survivor's pension



#### Social care services

#### Social services provided to vulnerable categories of the population

The system of mandatory minimum social care services includes:

- a) residential care (in institutions for elderly citizens and persons with disabilities, and for children with disabilities and children without parental care)
- community-based day care services (social service centres for elderly citizens, persons with disabilities and children with disabilities; centres for providing social care in the home; shelters for children and adolescents; social rehabilitation centres for children and for other persons with disabilities; centres for social assistance to families and children; and shelters that are temporary stay centres for persons affected by family violence).
- c) mobile services in the form of centres for emergency psychological aid (hotlines, etc.) and emergency (rapid) social assistance (field crews) have also become a part of the mandatory minimum social services provided.

The list of the social services guaranteed to the population is approved by the Government of the Kyrgyz Republic. Local state administrations and local self-government bodies may adopt territorial lists of additional social services in line with the resources from local budgets and the needs of the population in the territory.

The need for social services is growing due to demographic trends and an increasing share of registered persons with disabilities. At the same time, the social services' network is underdeveloped and consists mostly of a number of residential care institutions financed from the national budget. Social services in the home are also provided by social workers employed by the Ministry of Labour, Social Security and Migration.<sup>31</sup>

Community-based and home care services for children, the elderly, and people with disabilities are provided chiefly through informal employment. Day care services are financed through the mechanism of the state social contracts, which presumes participation of non-governmental organizations and businesses

Payment for the services of a personal assistant for a child with a disability in need of constant care was introduced in 2018. These payments were contingent upon contractual terms with purchase of a voluntary patent (permit) and the mandatory state insurance policy.

The national budget also finances monetary compensation in lieu of benefits (inherited from the Soviet model), provision of prosthetic and orthopaedic items, and wheelchairs.

#### Medical care

The legislation regulating the protection of citizens' health, medical insurance, public health, etc. provides for basic state medical insurance alongside both mandatory and voluntary medical insurance. Basic state insurance is a form of universal state social protection for all citizens in keeping with minimum social standards stipulated by legislation. Upon the occurrence of an injury or illness, a person with a mandatory medical insurance is covered with health care services via Mandatory Health Insurance Fund within the limits fixed by the State Guarantee Programme. The Basic State Health Insurance Programme is also an integral part of the programme of state medical care.

Insurance contributions to mandatory medical insurance are paid by legal entities, including foreign ones, regardless of organizational and legal forms or forms of ownership, and by farming households, individual entrepreneurs and individuals. Contributions to the mandatory health insurance are paid in the proportions or amounts established by the Government of the Kyrgyz Republic. For example, those contributions are at least 1.5 nominal accounting units per year for citizens officially registered as unemployed, for pensioners including military pensioners, for persons with disabilities from childhood and persons receiving social benefits, for children under 18 years of age pursuing an education and full-time students until they reach 21 years of age, and for conscripts including those undergoing military service under contract (officers, warrant officers, soldiers, sergeants and foremen). The nominal accounting unit is 100 soms.

Emergency medical assistance is provided to all citizens free of charge until recovery from the condition that threatens the life and health of the patient, and it includes medicines and medical products.

There are 30 categories of citizens who have provided meritorious service to the state or who are socially vulnerable and therefore are entitled to free medical and hygienic assistance and care as an outpatient

<sup>31</sup> Regulation "On social workers" No. 157 approved by the Government of the Kyrgyz Republic on 29 February 2012.

or in hospitals based on their social status. Among them are persons with disabilities from childhood; persons with disabilities in Groups I and II due to a work injury, occupational or general illness; children with disabilities under 18 years of age, children under 6 years of age; children without parental care living in state institutions, family child care homes (foster families), young people without parental care until the age 23; children from low-income families under 16 years of age in education until they complete their education but not beyond 18 year of age, elderly citizens and PWDs living in residential institutions and pensioners over 70 years of age.

Women during pregnancy and childbirth, citizens during periods of illness with particularly dangerous infections subject to quarantine, with illnesses that have a significant impact on society, patients with coronavirus infection (COVID-19) and their contacts, whether confirmed by laboratory research or not, are all entitled to free medical and sanitary assistance and care based on clinical indications of the underlying illness as outpatients or inpatients.

Working citizens contributing to the MHIF system, persons receiving monthly social benefits, members of farming households, pensioners under 70 years of age, children under 18 years of age (students at general educational institutions), the unemployed officially registered with the state employment service, and students under 21 years of age at full-time secondary and higher educational institutions are entitled to receive free medical and hygienic assistance and care as outpatients.

#### Public works' programmes

In order to provide temporary employment for unemployed citizens looking for work, local state administrations, enterprises, institutions and organizations, regardless of their form of ownership, are to organize paid public works<sup>32</sup> with the participation of the territorial body of the MLSSM. Unemployed persons who do not receive unemployment benefits and have more than three dependent children under 18 years of age have a preferential right to participate in paid public works.

The basis for participation in paid public works is a contract concluded between the territorial division of the MLSSM and the employer. The employer enters into a fixed-term employment contract with unemployed person looking for work who want to participate in the paid public works. The period of participation of the unemployed in paid public works is counted toward their insurance contribution record, and the payment of unemployment benefits is suspended and extended by these periods.

Citizens engaged in paid public works receive remuneration from the national budget for the work actually performed up to six times the basic unemployment benefit (which is 300 soms), and any amount paid above that is paid by the employer. The wage for an unemployed citizen participating in public works is paid based on a settlement act for work completed and a timesheet record of the hours actually worked. No income tax and insurance contributions are withheld from the wages of citizens engaged in paid public works.

For persons permanently residing in mountainous and remote areas that are difficult, this benefit adjusted upward by a district coefficient.

Administration of the paid public works programme is carried out by the MLSSM, and the territorial bodies of the MLSSM keep records of those referred to paid public works in accordance with the approved reporting forms of the National Statistical Committee of the Kyrgyz Republic.

There were 15,400 unemployed persons referred for paid public works in 2021.<sup>33</sup>

<sup>32</sup> Law of the Kyrgyz Republic "On promoting employment of the population" No. 214 dated 3 August. 2015 (as amended Law of the Kyrgyz Republic No. 99 dated 6 July 2016, No. 178 dated 20 October 2017, No. 33 dated 30 March 2018, No 56 dated 24 April 2019, and No. 43 dated 15 April 2020).

<sup>33</sup> Data from the Ministry of Labor, Social Security and Migration of the Kyrgyz Republic.

#### Vocational training and retraining courses

In order to promote employment, those registered as unemployed and other jobseekers are entitled to vocational training, retraining and advanced training.<sup>34</sup>

Territorial divisions of the authorized body are to conclude contracts for a period of time with educational organizations for training of the officially unemployed and job-seekers. In order for an educational organization to qualify for this programme, it must be selected as suitable, and a contract between it and one of the territorial bodies of the MLSSM for a one-year term to enrol referred individuals officially registered as unemployed and other jobseekers in vocational training, retraining and advanced training, for financing this system, and for certification of persons who have undergone vocational training, retraining and advanced training.

The terms for training those officially registered as unemployed and other jobseekers are determined by the educational organizations based on the specific training to be carried out and in agreement with the territorial divisions of the MLSSM. The trainee's vocational level, work experience and the complexity of the occupations for which training is offered can be factored into the length of training. However, the training cannot last longer than 5 months.

Upon referral by a territorial division of the MLSSM, a person officially registered as unemployed will be paid a stipend that is 20 per cent above the basic unemployment benefit during their vocational training, retraining and advanced training. Other jobseekers who are not officially registered as unemployed but are referred by the territorial divisions of the MLSSM for training, retraining, are paid a stipend equal to the basic unemployment benefits. The basic amount of unemployment benefits is 300 soms.

There were 7,500 unemployed referred for vocational training or retraining.<sup>35</sup>

<sup>34</sup> The Law of the Kyrgyz Republic "On the promotion of employment of the Population" No. 214 dated 3 August 2015,

<sup>35</sup> Data from the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic.

## ► 3. Annexes

## Annex 1: Basic socio-economic indicators over time

Indicators	Unit	2018	2019	2020	2021
Total permanent population consisting of:	thousands	6,389.5	6,512.7	6,523.5	6,756.5
Under working age	thousands	2,119.5	2,188.5	2,254.7	2,299.2
Women under working age	thousands	1,034.6	1,067.9	1,100.4	1,121.9
Working age	thousands	3,665.1	3,701.9	3,742.7	3,787.8
Women of working age	thousands	1,789.9	1,802.6	1,817.8	1,836.4
Older than working age	thousands	472.2	499.1	526.0	549.8
Women older than working age	thousands	330.5	349.4	367.8	384.4
GDP – total	million soms	557,113	590,042	598,344.5	723,122
• per capita	soms	93,800	99,800	95,100	99,700
GDP growth (decrease) rate	%	104	105	91.4	103.5
The total amount of state budget expenditures	million soms	151,538	142,008	171,944	211,645
As % of GDP		27.2	24.1	28.7	29.3
Expenses in the state budget for the social cultural sphere in total	million soms	86,187	79,549	100,287	111,315
As % of total expenses	%	56.9	56.0	58.3	52.6
As % of GDP	%	15.5	13.5	16.8	15.4
• in the national budget	million soms	74710	69112	88757.9	97340
the same in % of the total amount of expenses	%	86.7	86.9	88.5	87.4
Healthcare expenses	million soms	13,608.6	14,009.4	17,267.7	20,843.9
As % of GDP	%	2.4	2.4	2.9	2.9
Social protection expenses	million soms	30,150.2	32,672.7	34,326.7	36,582.6
As % of GDP	%	5.4	5.5	5.7	5.1
Cash income	soms	5,261	5,407	5,496	5,997
Subsistence minimum per capita (SM)	soms	4,792	4,806	5,358	6,268
working age population	soms	5,358	5,369	6,004	7,040
pension age population	soms	4,283	4,287	4,785	5,580
• children	soms	4,071	4,091	4,533	5,282

Indicators	Unit	2018	2019	2020	2021
Average monthly wage of a worker in the economy	soms	16,218	16,586	18,493	20,249
As % of subsistence minimum for the working population		302,7	308,9	308,0	287,6
Poverty line	soms	2,723.30	2,748.00	2,939.00	
Poverty rate	%	22.4	20.1	25.3	
including women	%		20.1	25.3	
Child poverty rate (children under 18)	%	28.3	25.7	31.8	
Poverty rate at the age of 14–28	%	20.9	16.2	22.0	
Poverty rate of the working-age population (women 16–57 years old, men 16–62 years old)	%	19.3	17.1	21.7	
Poverty rate of older than the working-age population (women 58 years and older, men 63 years and older)	%	14.8	13.3	17.8	
Extreme poverty line	soms	1455.9	1475.0	1649.0	
Extreme poverty rate	%	0.6	0.5	0.9	
Extreme child poverty rate	%	0.8	0.9	0.8	
Minimum wage	soms	1,662	1,750	1,854	1,854
Nominal accounting unit	soms	100	100	100	100
Average monthly pension size with compensation	soms	5,761	5,960	6,102	6,284
As % of subsistence minimum for pensioners	%	134.5	139.0	127.5	112.6
Basic pension	soms	1,780	1,780	1,780	1,780
Uy-bulogo komok benefit	soms	874.5	871	871	865
As % of subsistence minimum for children		21.5	21.3	19.2	16.4
Average social benefit	soms	3,001	3,030	3,044	4,978
As % of subsistence minimum		62.6	63.0	56.8	79.4
Economically active population	thousands	2,538.7	2,583.6	2,595.4	-
Share of the economically active population making contributions to the pension system	%				58
Employed population, including:	thousands	2.382.5	2,442.7	2,445.2	
Employed women		910.7	937.5	949.8	
Population employment rate	%	56.2	57	56.6	
Number of unemployed	thousands	156.3	140.9	150.2	-
Unemployment rate	%	6.2	5.5	5.8	-
Official unemployment rate	%	2.8	3	3	3

Indicators	Unit	2018	2019	2020	2021
Unemployed persons with an official status, including:	thousands	70.8	76.1	76.7	75.9
• women	thousands	35.4	36.8	35.9	34.3
• under 18 years old	thousands	2.0	1.0	0.9	
• between 18 to 60 years old	thousands	34.5	38.2	39.7	
• over 60 years old	thousands	0.3	0.5	0.5	
Basic unemployment benefit	soms	250	300	300	300
Human Development Index		0.674	0.697		
Gini Coefficient (by income)	%	0.378	0.364	0.344	
Share of self-employed women in total f employed	%	20.8	22.00	23.10	
Share of unpaid self-employed family workers	%	72.6	76.6	71.7	
Infant mortality (number of deceased children under 1 year per 1,000 births)		14.8	15.1	14.4	
Maternal mortality (per 100,000 live births)		28.6	24.8	36.1	
Average maternity benefits	soms	1902	2168	2500	
Shortfall of maternity benefit from SM for an able-bodied person	%	35.5	40.4	41.6	
Shortfall of maternity benefit from the AW	%	11.7	13.1	13.5	

**Annex 2: GDP and Budgets of the Main Social Programmes** 

Indicators	Unit	2018	2019	2020	2021
Gross domestic product (GDP)	million soms	557,113	590,042	598,345	723,122
Budget for the <i>uy-bulogo komok</i> benefit	million soms	3,193.4	3,402.2	4,060.0	3,823.4
Above as percentage of GDP	%	0.57	0.58	0.68	0.53
Social benefits budget	million soms	2964.8	3478.0	3570.7	4161.6
Above as percentage of GDP	%	0.53	0.59	0.60	0.58
Maternity benefits budget	million soms	371.2	334.2	351.2	336.2
Above as percentage of GDP	%	0.07	0.06	0.06	0.05
Unemployment benefits budget	million soms	1.6	3.7	1.2	1.2
Above as percentage of GDP	%	0.0003	0.0006	0.0002	0.0001
Budget for paid public works	million soms	45.4	51.9	46.2	50.3
Retraining of the unemployed	million soms	35.0	35.6	36.1	40.9
Wheelchair budget	million soms	8.7	41.8	14.4	32
Budget for prosthetics	million soms	60.5	59.5	62	65
Budget for purchase of sanatorium vouchers	million soms	51.6	84.7	54.2	90
Social Fund budget	million soms	46,096.0	49,131.7	52,261.9	60,758.5
Above as percentage of GDP	%	8.3	8.3	8.7	8.4
Cash compensation in lieu of benefits	million soms	1,268.5	1,027.8	1,188.4	945.8
Above as percentage of GDP	%	0.2	0.17	0.2	0.13
Payments for personal assistants	million soms	0	386.4	480.1	469.2
Above as percentage of GDP	%	0	0.06	0.08	0.06
MHIF budget	million soms		15,720.5	16,663.6	19,691.5
Above as percentage of GDP	%		2.7	2.8	2.7

For reference: The table uses official data from the National Statistical Committee of the Kyrgyz Republic, the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic, and the Social Fund of the Kyrgyz Republic.

## **Annex 3: Amounts of Social Benefits**

Nº	Monthly social benefit for persons not entitled to a pension – "social benefit"	Before 1 October 2021	After 1 October 2021	Since 1 January 2022
1)	Children with disabilities	4,000	6,000	8,000
	% of subsistence minimum for a child	75.7	113.6	151
	% of PL	136	204	272
2)	Persons with disabilities since childhood in Group I	4,000	6,000	8,000
	% of subsistence minimum per capita	63.8	95.7	127.6
	% of PL	136	204	272
3)	Persons with disabilities from childhood in Group II	3,300	4,950	6,600
	% of subsistence minimum per capita	52.6	79	105.3
	% of PL	112.3	168.4	224.6
	% of AW	16.3	24.4	32.6
4)	Persons with disabilities from childhood in Group III	2,700	4,050	5,400
	% of subsistence minimum per capita	43.1	64.6	86
	% of PL	91.9	137.8	183.7
	% of AW	13.3	20	26.7
5)	Persons with disabilities in Group I	2,000	2,500	2,500
	% of subsistence minimum per capita	31.9	39.9	39.9
	% of PL	68	85	85
	% of AW	9.9	12.3	12.3
6)	Persons with disabilities in Group II	1,500	2,000	2,000
	% of subsistence minimum per capita	23.9	31.9	31.9
	% of PL	51	68	68
	% of AW	7.4	9.9	9.9
7)	Persons with disabilities in Group III	1,000	1,500	1,500
	% of subsistence minimum per capita	15.9	23.9	23.9
	% of PL	34	51	51
	% of AW	4.9	7.4	7.4

# Annex 4: Basic Socio-economic Indicators of the Kyrgyz Republic for 2020

Indicators	Unit	2020
Permanent population size, including:	thousands	6,756.5
Children (0-14 years old)	thousands	2,112.3
Elderly (65+)	thousands	331.4
Women in the total workforce	%	39.2
Self-employment in general employment	%	25.5
Informal employment	%	64.0
Infant mortality (number of deceased children under 1 year per 1,000 births)		14.4
Maternal mortality (per 100 thousand live births)		36.1
Human Development Index		0.7
Gini Index		29.7
GDP per capita	USD	1,173.61
Wheelchair budget	million soms	8.7

## Annex 5: List of Regulatory Legal Acts Pertaining to Social Protection Measures in the Kyrgyz Republic

- 1. The Constitution of the Kyrgyz Republic;
- 2. Labour Code of the Kyrgyz Republic;
- 3. Family Code of the Kyrgyz Republic;
- 4. The Children's Code of the Kyrgyz Republic;
- 5. Law of the Kyrgyz Republic "On Guaranteed State Minimum Social Standards" No. 170 dated 26 May 2009;
- 6. The Law of the Kyrgyz Republic "On the basics of social services for the population in the Kyrgyz Republic" No. 111 dated 19 December 2001;
- 7. Law of the Kyrgyz Republic "On State Benefits in the Kyrgyz Republic" No. 163 dated 28 July 2017;
- 8. Law of the Kyrgyz Republic "On State Pension Social Insurance" No. 57 dated 21 July 1997;
- 9. The Law of the Kyrgyz Republic "On the promotion of employment of the population" No. 214 dated 3 August 2015;
- 10. The Law of the Kyrgyz Republic "On establishing the amount of the basic part of the pension from 1 October 2011";
- 11. The Law of the Kyrgyz Republic "On state guarantees and compensations for persons living and working in mountainous and remote areas that are difficult to reach" No. 33 dated 28 June 1996;
- 12. The Law of the Kyrgyz Republic "On the protecting the health of citizens in the Kyrgyz Republic" No. 6 dated 9 January 2005;
- 13. Law of the Kyrgyz Republic "On Healthcare Organizations in the Kyrgyz Republic", No. 116 dated 13 August 2004;
- 14. Law of the Kyrgyz Republic "On public health" No. 248 dated 24 July 2009;
- 15. The Law of the Kyrgyz Republic "On the Single Payer System for financing healthcare in the Kyrgyz Republic" No. 159 dated 30 July 2003;
- 16. Law of the Kyrgyz Republic "On medical insurance for citizens of the Kyrgyz Republic" No. 112 dated 18 October 1999;
- 17. The Law of the Kyrgyz Republic "On the status of medical workers" No. 81 dated 28 May 2013;
- 18. Law of the Kyrgyz Republic "On distribution of medicines" No. 165 dated 2 August 2017;
- 19. Law of the Kyrgyz Republic "On distribution of medical devices" No. 166 dated 2 August 2017;
- 20. The Law of the Kyrgyz Republic "On prevention of iodine deficiency diseases" No. 40 dated 18 February 2000;
- 21. The Law of the Kyrgyz Republic "On HIV/AIDS in the Kyrgyz Republic" No. 149 dated August 2005;
- 22. Law of the Kyrgyz Republic "On protecting the population from tuberculosis" No. 65 dated 18 May 1998;
- 23. The Law of the Kyrgyz Republic "On protecting breastfeeding and regulation of marketing of products and means for artificial nutrition of children" No. 263 dated 17 December 2008;
- 24. The Law of the Kyrgyz Republic "On oncological assistance to the population" No. 83 dated 4 October 2000;

- 25. The Law of the Kyrgyz Republic "On psychiatric care and guarantees of citizens' rights in its provision" No. 60 dated 17 June 1999;
- 26. Law of the Kyrgyz Republic "On reproductive rights of citizens and guarantees of their implementation" No. 148 dated 4 July 2015;
- 27. Law of the Kyrgyz Republic "On immuno-prophylaxis of infectious diseases" No. 56 dated 26 June 2001;
- 28. Law of the Kyrgyz Republic "On diabetes mellitus in the Kyrgyz Republic" No. 166 dated 9 August 2006;
- 29. Law of the Kyrgyz Republic "On donation of blood and its components" No. 96 dated 2 July 2007;
- 30. Law of the Kyrgyz Republic "On Narcotic drugs, psychotropic substances and their precursors" No. 66 dated 22 May 1998;
- 31. The Law of the Kyrgyz Republic "On natural healing resources, health-improving areas and resorts" No. 4dated 13 January 2000;
- 32. Law of the Kyrgyz Republic "On transplantation of human organs and (or) tissues" No. 2 dated 13 January 2000;
- 33. Law of the Kyrgyz Republic "On protecting the health of citizens of the Kyrgyz Republic from the effects of tobacco consumption, nicotine and exposure to ambient tobacco smoke and aerosols" No. 121 dated 15 September 2021;
- 34. Law of the Kyrgyz Republic "On social protection of citizens of the Kyrgyz Republic affected by the Chernobyl disaster" No. 1196-XII dated 7 May 1993;
- 35. The Law of the Kyrgyz Republic "On the rights and guarantees of rehabilitated citizens who suffered from repression for their political and religious beliefs, or on social, national and other grounds" No. 1538-XII of 1994;
- 36. Law of the Kyrgyz Republic "On war veterans and those who served in the armed forces and as home Front workers" No. 14 dated 8 May 1996;
- 37. Law of the Kyrgyz Republic "On the rights and guarantees of persons with disabilities" No. 39 dated 3 April 2008;
- 38. The Law of the Kyrgyz Republic "On elderly citizens in the Kyrgyz Republic" No. 133 dated 26 July 2011;
- 39. The Law of the Kyrgyz Republic "On State guarantees of equal rights and equal opportunities for men and women" No. 18 dated 4 August 2008;
- 40. Law of the Kyrgyz Republic "On the state social order", No. 70 dated 28 April 2017.

# Annex 6: List of Coordinating and Supervisory Councils under the Cabinet of Ministers of the Kyrgyz Republic

Nº	Name	Responsible government agencies
1	Resolution of the Government of the Kyrgyz Republic "On the Supervisory Board for Healthcare and Mandatory Medical Insurance" No. 91 dated 15 February 2012	Ministry of Health of the Kyrgyz Republic
2	Resolution of the Government of the Kyrgyz Republic "On the Coordinating Council for Social Protection of the Population and Children's Rights" No. 830 dated 4 December 2015	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic
3	Resolution of the Government of the Kyrgyz Republic "On the Coordinating Council for Public Health under the Government of the Kyrgyz Republic" No. 352 dated 26 June 2014	Ministry of Health of the Kyrgyz Republic
4	Resolution of the Government of the Kyrgyz Republic "On the formation of the National Council for Women's Affairs and Gender Development under the Government of the Kyrgyz Republic" No. 268 dated 2 May 2012	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic
5	Resolution of the Cabinet of Ministers of the Kyrgyz Republic "On issues of the Social Fund of the Kyrgyz Republic under the Cabinet of Ministers of the Kyrgyz Republic" No. 254 dated 15 November 2021, which approved the Regulation for the Supervisory Board on management of State Social Insurance	Social Fund of the Kyrgyz Republic
6	Order of the Prime Minister of the Kyrgyz Republic "On establishment of the Coordinating Council on Migration No. 254 dated 6 May 2016	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic
7	Resolution of the Government of the Kyrgyz Republic "On the Council for Improving the Standard of Living of the Poor in the Kyrgyz Republic" No. 423 dated 1 August 2016	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic
8	Resolution of the Government of the Kyrgyz Republic "On the Interdepartmental Coordinating Council for Juvenile Justice under the Government of the Kyrgyz Republic" No. 232 dated 3 May 2013	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic
9	Order of the Government of the Kyrgyz Republic "On Education and approval of the Regulation on the Council for Persons with Disabilities under the Government of the Kyrgyz Republic No. 175-r dated 15 May 15	Ministry of Labour, Social Security and Migration of the Kyrgyz Republic

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