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KYRGYZSTAN

NATIONAL PRIORITIES: GENDER POLICY, ANALYSES AND EVALUATION PROBLEMS

Paper submitted by Kyrgyzstan¹

Introduction

XX century is the period of great social transformation, political convulsions, ideological erections; it is the period of colossal and fast quintessence.

Kyrgyzstan women as well as all the women of Central Asia propagated all those inconceivable experiments of the world proceedings and pass through permanent aftermath.

Colossal changes that took place in the traditional society are measured first of all, by the position of women and their status quo in the society.

- During this period the Kyrgyz people, that had its nomad culture changed the norms of economic life, occupations, ways of living.
- The Soviet power suppressed Islam as the antagonist and it brought to demolition of patriarchal values and to new quantitative measures, implementation of world normative standards.
- It achieved high level of education by assuming literacy.
- All these changes worked on the traditional and patriarchal life, new social recesses appeared for women and it brought to equality between men and women, and established favourable conditions for the development of the identity and gave an opportunity to adopt new technologies and new achievements.

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Indicators of Kyrgyz women's activities and their development during transformation period in the society are the resolutions made in 1995 in Beijing. Important and essential tasks joined us.

During this period, the Government of the Republic, women themselves joined in different Non Governmental Organizations for promotion the development of women.

At that time the Kyrgyz delegation bind themselves until 2000 to:

- Develop the national Programme on the development of women
- Form national mechanism by providing with resources and instruments for implementation the Platform of Actions.
- Establish legal basis according the international standards in order to reach the gender equality and equal opportunities for the development of women.

In pursuance the above mentioned actions the following was realized:

- By the Decree of the President of the Kyrgyz Republic, 1996 was declared the Year of Women
- National programme "Ayalzat" was developed and approved. It includes all 12 directions of Beijing platform and the resources from the public finance were allocated for implementation the programme.
- State Commission under the Government of the Kyrgyz Republic on Family, Women and Youth problems is formed.
- Inter-agency work group under the Government of the Kyrgyz Republic is formed in order to implement National Programme "Ayalzat"
- Commissions on Family and Women problems are formed in both Assemblies of the Kyrgyz Republic Parliament.
- Centres of women initiatives on implementation National Programme " are formed in all regions.
- 5 International Conventions on Women problems including the Convention on deletion all forms of discrimination concerning women were ratified. The primary report about its implementation was given by the Government of the Kyrgyz Republic to the UN Committee in January 1999.
- Parliamentarian hearings concerning the problems of women in the Republic were organized and the meeting of Parliamentarian women of NIS was held.
- 1998 is a new stage of achieving equality between men and women: National Council on Gender Policy under the President of the Kyrgyz Republic was established.
- In accordance with Beijing commitments during these years the legal basis was improved.
- 5 International Conventions including the Convention on deletion all forms of discrimination concerning women were ratified.
- Gender expertise of 8 Laws of the Republic was made.
- National Strategy and Action Plan on getting Gender equality was developed. Final document of the 23d special session of General Assembly of UN in New York in June 6-12, 2000 was taken into account.

- The third sector (more than 100 women's NGO) is formed, the partnership between Governmental and Nongovernmental structures is developed.

Participation of 25 women from Kyrgyzstan at the 4th World UN Conference on the women's situation in Beijing promoted Gender Policy and it became crucial for forming contemporary women's movement in the Republic. In the national report "Women of Kyrgyzstan for Equality, Development and Peace" it was mentioned that the main achievements of the women in Kyrgyzstan were lack of discrimination based on sexual and ethnic characteristics, the women have high level of education, they have free declaration of will and high participation in public life. On the whole, all these facts forced the further development of women's capacity in Kyrgyzstan.

Action Platform developed at the Conference and accepted by the world as the programme of women's rights, became the basic document. On the basis of it sovereign Kyrgyzstan began to develop the national strategy on women's rise till 2000. 12 priorities of Burgin Action Platform were set as the following directions of the Kyrgyz State Policy:

1. The development of Institutional capacity for improvement the women's position.
2. Improvement of normative-legal basis.
3. Education and increase functional literacy of women.
4. Women's health protection. Maternal and infant death cut.
5. Women, economy, overcoming poverty.
6. Women's participation in policy making, legislative and executive levels.
7. The development of special programmes on supporting girls.
8. Reduction of all types of women's violence.
9. Women and mass media.
10. Women and environment.
11. Rural women.

Political governance in the Kyrgyz Republic should be based on the Constitution of the Kyrgyz Republic, observance of human rights and freedom. Political governance should follow the concept of equality of all people despite the age and the order.

The major objective of the National programme "Ayalzat" for promotion women's interests by 2000 is to overcome a fracture in order to improve the women's position. The National programme gives an opportunity to promote crucial changes for real equality between men and women, create favorable conditions for the development of women.

Short term and long term objectives are indicated in priority-oriented tasks of the National programme, the ways of achievements are determined by the complex plan for implementation "Ayalzat" programme. The programme can be changeable and during its implementation it can be improved and corrected by taking into account the experience of executives, proposals and opinions of non governmental women, youth and other organizations bringing into effect the problems of improvement of women, family and youth positions. In the scope of priority-oriented problems, the National programme "Ayalzat" covers the following sphere of activities:

- Education and increase of functional literacy of women;
- Women health protection, maternal and infant death cut;
- Overcoming poverty;
- Increase of women employment;
- Promotion of women initiatives in sphere of business;
- The development of the system of privilege credits, business projects for the social tender layers of urban and rural women population;
- Women participation in policy making, legislative and executive levels;
- The development of special programmes on supporting girls;
- The development of image of the new women in Kyrgyzstan through mass media, culture and art;
- Reduction of all types of women's violence;
- The development of women informative network and gender research;

The development of women non governmental organizations and traditional ethnic relations.

The programme "Ayazat" consists of separate concrete projects, e.g., in sector "Improvement of normative legal acts" the project "Gender expertise of the legislation of the Kyrgyz Republic" was implemented; in sector "Women health protection"-the project "Medical sociological expedition", in sector "Education and increase of functional literacy of women"-the project "Women and Education", in "The development of Institutional capacity for improvement the women's position"- Oblast centers of women initiatives", in "Women, economy, overcoming poverty"- the project "Women Credit House" is implementing as a pilot project in several regions with small resources.

In Kyrgyzstan complex approach is used for promotion the positions of women. Besides the National programme "Ayalzat" the definite measures are covered in such national programmes as:

- "Bilim"- the strategy for the development of education including education reform, integration of local higher institutes into international environment, the development of effective intellectual communications. It envisages the development of women functional literacy by implementation special programmes concerning the principles of Health Care, Power Supply, knowledge in economics and law.
- "Cadres of XXI century"- the strategy of integration of local higher institutes into international environment in order to solve the problem of training specialists. In accordance with this program, 2000 students are trained and retrained in oversee educational institutions since 1995 and more than half of them are girls.
- "Madaniyat"- cultural development of the society, including the cultural development of girls and women, deletion of preconception discrimination concerning women and of support of national traditions furthering the women status.
- "Manas"-coordination of the development in health care, the prior task of which is fertile women and girls health care protection.
- "Araket"- the strategy for overcoming the poverty including women employment by assisting nongovernmental employment centers and developing women enterprising.

- “Emgek”- the strategy for providing with employment, cut women unemployment, creating new work places for women by retraining them and by taking into account the structural changes in economy.

Financial basis for the programme “Ayazat” is budgetary resource, Support of women initiatives Fund under the President of the KR and international investments. Despite the ethnic tenancy and age, the women of Kyrgyzstan are beneficiaries and executives of the national programme “Ayalzat”.

1. At the same time, evaluation of the outputs of the national programme “Ayalzat” and monitoring in 1996-2000 was not supported by the appropriate indicators for gender analyses. Lack of methodology (Policy Guidelines –procedures, stages, gender analyses concepts), experience in making logical analyses for implementing policy on the development of women, and partly the system of making gender analyses are the key problems for Kyrgyzstan.

2.

In connection with this, the list of gender sensitive showing and indicators necessary for gender statistics and analyses are given for the discussion (Attachments 1 and 2).

At the same time, lack of the uniform conception concerning the improvement of women status before and after 1995, insufficient methodology for making gender analyses and a lot of measures affected the interests of women had temporary and non systematic characters. Global changes in economy and post-perestroika in NIS/CA reduced the women access to education, medical services, economy, brought to abruption women in management and resources, increase feminine poverty and violence. Despite the abovementioned package, the women movement is considered to be the progress though these measures were implemented without having methods and gender sensitive indicators.

For example, only a small quantity of women (3.9%-8.8%) took part in the development and making decisions in legislative, executive and court levels of authorities despite the sufficient normative legislative basis. The secondary role of women in social traditional sense continues, that is why the women have an opportunity for horizontal move. The attempts to implement the positive discrimination through gender expertise (soft quota) for women is not realized though the Convention on deletion all types of discrimination concerning women is ratified in Kyrgyzstan. The image of democratic women-politician is formed in class-consciousness and it is because of nongovernmental sector.

In the national programme “Ayalzat” the state is obliged to support the development of women enterprise by establishing women credit house that can provide women with privilege microcredit and Credit Unions exist for real propagation of stable economic development. The process of feminine poverty is not suspended. Besides, the process of transformation economic relations is affected by lingering crisis. The result is the more educated qualified intelligent, servants, workers that do not have sufficient resources are put in the range of “new poor unemployed” people. The major part of it are women that have to work in shuttle business investing everything they have- an apartment, furniture, household appliances and they risk to cut themselves loose from their family and all ownership. As for the distribution of state property, it is not done in favour of

women. 37.9% got the land and they even do not have sufficient knowledge, how to deal with it, they do not have an access to energy and equipment to dress the land.

Social policy orients to social guarantees based on state paternalism. The women have privileges but the experience shows that it prevents women to get well-paid job, especially in the private sector.

Economic situation provokes women to find criminal sources to survive. Fraud among women increased up to 4%, drug industry ran up three times, prostitution increased, the cases of export women for sexual exploitation take place. But there are some achievements in struggle with violence, several crisis centers are established, but they are sponsored by international donors and it is difficult to say about their viability. Besides when we speak about violence, we understand it as physical violence though we shouldn't forget about gender violence.

Both in the whole world and in Kyrgyzstan, despite the equality between men and women, there is no equality in capabilities. The analyses of nongovernmental research showed that gender misbalance in legislation concerning the rights and responsibilities between men and women is 35% out of 100% in favour of men. Independent experts indicate that in order to have a clear and full picture for implementing equality, it is necessary to make gender analyses of the public finance, investments and donor support that can allow to see budgeting women and men.

The President of the Kyrgyz Republic submitted the Jogorku Kenesh in March 1998 "Model of the development social sphere in Kyrgyzstan in 21 century". In accordance with it, it is necessary to create a wide range of ways oriented to protect and develop women in social and economic spheres. It will promote achieving the equality and development of women in comparison with other political tasks.

Gender Sense indicators

In sphere of legal control:

- Number of the laws covered by gender expertise;
- Number of amendments and proposals concerning gender equality;
- Number of the developed bills reflected the principles of gender equality;
- Number of women and men incurred sexual discrimination (own estimation);
- Number of legal recourses because of breakage of rights (property, family, labour etc.)

1. In sphere of Policy:

- Representation of women in political parties as well as in administrative organs;
- Representation of women that are responsible for making economic, political decisions on local, central and international levels;
- Representation of women in all units of administration;
- Representation of women in elective organs;
- Number of nongovernmental and public organizations involved in policy-making.

2. In Economic sphere:

- Rate of women having ownership;
- Payment in private sector;
- The level of unemployment among women and men;
- Women and men employment in economic industries;
- Distribution of women based on the type of family and average personal income;
- Execution of Labor Code at private enterprises;
- Relations of women and men to small business as to means of employment.

3. In household work:

- Evaluation of household work;
- Evaluation of real participation of spouses in upbringing children;
- Evaluation of real distribution of household work and commitments between spouses;
- Evaluation of use vacations by spouses;
- The level of mechanization of household work;
- The development of social infrastructure and services facilitating household work.

4. In social sphere:

- Evaluation of pensions and benefits got by women and men;
- Coverage of women and men having medical insurance;
- Coverage of men and women by insurance for receiving pensions.

5. In Education sphere:

- Number of women and men having:
 - primary education;
 - secondary education;
 - incomplete secondary education;
 - special secondary education;
 - incomplete higher education;
 - higher education;
- Distribution of postgraduates in accordance with knowledge and sex;
- Number of Doctors and candidates of science among women and men;
- Access of women to new technologies in education;
- Creating intellectual property among women.

6. In Health Care sphere

- Number of women and men that are in good health
- Number of women and men using preservations
- Number of women and men that are under gerontological age
- Number of women and men infected by Aids, having venereal decease
- Indicator of maternal death
- Women and men access to get a qualified medical care

7. In gender violence sphere:

- Number of appeals to law-enforcement organs
- Number of concealed cases
- Number of given judgements
- Number of appeals to Crisis Centers and Reguges
- Number of women died from violence
- Number of women got free of charge legal consultations (services)

8. In information sphere:

- Evaluation of publications directed to keep the existing gender stereotypes
- Evaluation of publications concerning women discrimination
- Evaluation of publications concerning formation of gender equality in the society
- Evaluation of the cases when the women are described as inferior people, goods and objects for satisfying sexual needs

9. In ecological sphere:

- Number of women living in mountainous places
- Number of women and men involved in unhealthy trades
- Evaluation of the influence to women and men that are affected to ecologically unfavourable factors and territories

10. Other indicators:

- Number of marriage
- Number of condemned women
- Number of women sent to prison
- Evaluation of the level of training and retraining women on business issues and management.