

Global Assessment Report

National System of Official Statistics of the Kyrgyz Republic

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PREFACE

The Global Assessment of the National System of Official Statistics of the Kyrgyz Republic (the Assessment) was jointly undertaken by the United Nations Economic Commission for Europe (UNECE), the European Free Trade Association (EFTA) and the European Commission (Eurostat). The Assessment process was initiated in response to a request by the National Statistics Committee of the Kyrgyz Republic (NSC) to the UNECE made in February 2010.

The assessment is based on an extensive review performed during two assessment missions with the objective to describe and analyse institutional and organisational aspects of the National Statistical System (State Statistics) including the compliance of Kyrgyz official statistics with international and European standards, norms and recommendations. The first mission took place during 4 - 8 April 2011 and the second mission during 11 – 15 July 2011. The assessor team included Mr Heinrich Brügger, consultant on behalf of EFTA and former Head of the UNECE Statistical Division, Ms Andrea Scheller, Head of the EFTA Statistical Office, Mr Ernesto Azorin, Head of section at Eurostat, Mr Andres Vikat, Chief demographic and social statistics at UNECE, and Mr Gabriel Gamez, UNECE Regional Adviser in Statistics.

The missions to Bishkek have included sessions with experts from the NSC at national and territorial level, representatives from NSC subordinated bodies as well as with experts from relevant ministries, the National Bank of the Kyrgyz Republic (NBKR) and other national and international stakeholders (see annex 5). The assessors have exploited materials available at UNECE, Eurostat and other international organisations and detailed methodological descriptions provided by the NSC or available on its website. NSC also completed a detailed guidance questionnaire, which was made available before the first mission to Bishkek, and covered all relevant institutional, organisational and technical aspects, including the compliance with the UN Fundamental Principles on Official Statistics and the European Statistics Code of Practice.

The Management of the NSC have been actively involved in discussions on the content of this Global Assessment. The Chairperson of the NSC, Mr Abdykalykov, and his deputies, were eager to create a positive and constructive environment for the assessment team who very much appreciated the openness of the communication both with the staff of NSC and with representatives from other partners and stakeholder organisations. The assessors were greatly helped in their task by the staff of the NSC and in particular from the International Department who performed a good job in preparing the missions and organising the discussions. The assessors also thank Veronika Konstantinova and Polina Bulygina, interns at UNECE, for their important contribution to this report.

We hope that the Assessment will be of benefit to the further development of the National System of Official Statistics of the Kyrgyz Republic.

EXECUTIVE SUMMARY

1. The objectives of the Global Assessment (GA) of the National System of Official Statistics of the Kyrgyz Republic was to evaluate the legal and institutional framework of the statistical system, the technical and organisational capacity to produce statistical information in an efficient and effective manner, and the compliance of statistical output with international and European standards, norms and recommendations.
2. The aim of the GA of the National Statistical System (State Statistics) of the Kyrgyz Republic is the following:
 - a) To provide a broad picture of the state of development of official statistics in the country, including recommendations for further improvement;
 - b) To assist national authorities in the programming of the long-term development of statistics;
 - c) To enhance coordination and prioritisation of capacity building activities in the field of statistics provided by international organisations and other bilateral cooperation partners in the country.
3. The National Statistics Committee of the Kyrgyz Republic (NSC) and other national statistical agencies are confronted with an increasing demand from the Government, the business sector, international organisations and the civil society for timely, reliable and international comparable statistics for monitoring economic, social and environment policies. The NSC, as major producer of official statistics and coordination body of the National Statistical System, is committed to maintain trust and public confidence in the State Statistics by keeping the production of official statistics, from the data collection to the dissemination, free from non-professional interferences and by following modern management practices. In recent years, despite scarce financial, human and technical resources, the main priority of the leaders of the NSC was to comply as much as possible with international standards and best practices. The NSC is committed to participating in international conferences and meetings dealing with statistics and actively sharing national practices. This report is taking stock of the progress made during these last years by the NSC in the development of statistical capacities in the Kyrgyz Republic.
4. This report contains assessments and recommendations about the legal and institutional framework of the National Statistical System, the organisational structure and functioning of the State Statistics, the organisation of primary data collection and registers, and the broad compliance of statistical output with international and European standards.

Main recommendations on legal and institutional framework:

5. **Revising the Law on State Statistics (LSS)** in order to bring the scope and the institutional framework of official statistics fully in line with the UN Fundamental Principles of Official Statistics and the European Statistics Code of Practice. Other

primary legislation (laws on the Population and Housing Census and Agricultural Census) and secondary legislation (Presidential decrees) should be modified accordingly.

The current legal state is ambiguous about the scope and the institutional boundary of the national system of official statistics in which all actors are requested to comply with the principles of official statistics and about the strict distinction between data collection for statistical and administrative purposes. Annex 3 of this report, proposes a new version of articles 1, 3 and 19 for the LSS.

6. Incorporating in the **annual and multi-annual statistical programmes** all producers of statistics that fall within the boundary of official statistics according to the new LSS.

Presently, there is no clear criteria about which activities from other producers, and which other producers, to consider as official statistics and to include in the statistical programmes. Only state organisations that are able and willing to regularly produce and disseminate official statistics in full compliance with the principles can be considered producers of official statistics. This requires more than processing and issuing data collected for administrative purposes. To be considered as a producer of official statistics, statistical departments subordinated to other agencies and ministries will also have to comply fully with the LSS.

7. Making the **State Council of Statistics** operational as the top advisory body of the national statistical system, in which the main users from within and outside the government shall be represented.

A high-level advisory body, composed of main users, is an important institutional feature to ensure that the system of official statistics remains accountable and relevant. Such a body is foreseen in the statistical law, but it is currently not operational.

Main recommendations on the organisational structure and functioning of the State Statistics:

8. Reviewing the **organisation structure and the division of labour** between the NSC, territorial and subordinated bodies in order to improve the coherence, efficiency and effectiveness of the State Statistics:
 - a) The regional statistical bodies at “oblast” level are becoming obsolete mid-layers and could be gradually suppressed,
 - b) The functions of the Training Centre and the Institute of Statistical Research are to some extent redundant with those of the NSC and could be integrated into the central apparatus,
 - c) In the medium-term, a full integration of the Main Computing Centre activities into the NSC would avoid duplication of tasks and lead to positive synergy effects;
 - d) IT and communication infrastructure should be further developed along with the modernisation of the business architecture of the State Statistics.

The present business architecture of the State Statistics has a number of disadvantages and the NSC could benefit from an integration of its organisational structure and related production processes.

9. Developing a comprehensive **human resources and training policy** for the NSC:
 - a) staff mobility should be promoted, especially among junior statisticians;
 - b) existing training programmes should be complemented with non-technical courses such as project management, quality management and communication skills;
 - c) professional staff members should improve their knowledge of English in order to be able to participate actively in international meetings and benefit from the large volume of materials available on statistical methodologies,
 - d) the gap between salaries offered by the NSC and the private sector business should be reduced in order to be able to attract high qualified junior professionals and to retain senior statisticians.

Qualified, experienced and motivated staff members are a prerequisite for the production of high-quality, comparable, timely and international comparable statistics. At present, the NSC experiences a gradual ageing of its professional staff members due to a high turnover of young qualified statisticians.

10. Developing a comprehensive **quality policy** for official statistics and establishing a Quality department within the NSC in charge of the quality monitoring and management of statistical processes and products.

Currently, internal monitoring within the State Statistics is done via basic hierarchy channels and a comprehensive quality management system with a defined quality policy, strategic goals, organisational measures and staff training has still to be implemented.

11. Considering the possibility to increase the state budget for official statistics.

Long-term development activities, renewal of IT and communication infrastructure, and ad-hoc surveys are mainly financed by international donors. This situation is not sustainable since statistical capacity building is dependent mainly from external sources that are unpredictable in the long-run and could be discontinued without notice.

12. Developing a modern **communication and marketing** strategy by:
 - a) Establishing a communication and marketing department within the NSC with the objective to gather under one umbrella all activities related to publication, dissemination, marketing and other interactions with users;
 - b) Making public on the website of the NSC a regularly updated advance calendar of all releases of official statistics, including publication of revised data, and ensuring for all, simultaneous access to released statistical information.

- c) Making statistics more attractive and interesting for users by complementing tables with short explanatory comments and visual presentations (graphs, charts and maps);
- d) Improving communication with the media, drafting effective press releases and organising press conferences when key indicators are published
- e) Developing an on-line dissemination database on the web covering gradually all subject areas of official statistics and that allows users to select, extract and generate tailor-made tables and figures;
- f) Maintaining a broad network with the business community, the civil society and other stakeholders outside the government

Main recommendations on the organisation of primary data collection, registers and nomenclatures

13. Ensuring, through the on-going process of developing an administrative **population register** that the needs for demographic statistics and annual estimates of population size are taken into account.

The introduction of common identification numbers in the population register would essentially improve the coordination between different information systems and is expected to improve the accuracy of population estimates. It would also provide efficiency gains and simplify the recording of demographic events and residential moves.

14. Considering the opportunity to complement the Integrated Household Survey with regular **ad-hoc sample surveys** on health, social protection, labour migration and informal employment.

Statistics in most of these areas rely strongly on administrative records, which are often insufficient for measuring the health status of the population and the accessibility and needs for social protection. Labour migration and informal employment are areas of major policy concern in Kyrgyzstan and would require measurement in targeted surveys. It is obvious that the present Integrated Household Survey cannot cover all these issues with sufficient detail.

15. Improving accuracy and exhaustiveness of economic statistics by:
- a) Developing and maintaining a unified statistical business register for all economic units independently of their economic activities (with the exception of agriculture, forestry and fishing) and legal forms;
 - b) Developing a concept for sectoral rotating-scheme censuses of economic units, independently of their legal forms. All economic activities should be covered within a five-year period.
 - c) Granting access for the NSC to all administrative data and registers, whether they are considered as confidential or not.

- d) Developing a concept for the collection of primary data through sample surveys mainly for economic units that are not subject to the regular reporting system (individual entrepreneur).

A statistical business register (including the public sector) is an essential prerequisite for an exhaustive and efficient system of business surveys and economic statistics. Such a statistical register has to be managed and set up by official statistics on the basis of statistical concepts and definitions. Therefore, it has to be separated in substantive and organisational terms from a business register that has the purpose of legal evidence or public directory like the USRSU.

For the NSC, economic censuses and access to administrative data and registers will contribute to keeping the statistical register up-to-date. For data collection, sample surveys are less expensive to conduct than exhaustive surveys, and reduce the respondents' burden and the time required for analysing and processing the data.

16. Setting-up and maintaining a statistical **register of economic units in agriculture, forestry and fishing** based on the results of regular censuses of economic units involved in these activities.

The agriculture statistical register was not updated with the information of the 1st agricultural census in 2002. As for economic statistics, a good agricultural register is the cornerstone for good agricultural statistics.

17. Redesigning and reorganising the processes of **collecting and processing agricultural surveys** based the observation of individual economic units.

For most agricultural surveys and data collections, the district statistical bodies (rayon) only receive aggregated data from each rural community, which severely limits any quality control and use for ad hoc tabulation and analysis.

18. Further aligning national **nomenclatures** to newly adopted international classifications in order to preserve the international comparability of national statistics.

In general nomenclatures used by the State Statistics are consistent with international standards. In some cases, national nomenclatures, e.g. State Statistical Classification of Products (goods and services) and the classification of occupations, still have to be updated in order to mirror the new versions of corresponding international nomenclatures, e.g. NACE rev.2/ISIC rev.4 and ISCO-08.

19. Organising all **production processes** in the NSC in the way that:
 - a) Edited and documented unit-level data generated for the production of official statistics are kept centrally in electronic form;
 - b) In order to ensure consistency, the gross-up and compilation of national and regional aggregates are carried out centrally and simultaneously.

The more extensive use of sample surveys for primary data collection will not allow regions to gross-up statistical information independently.

Further recommendations on specific statistical domains

20. This section contains only specific recommendations that are not explicitly mentioned under main recommendations on the organisation of primary data collection, registers and nomenclatures.
21. Harmonising the definition of the **resident population** in Kyrgyzstan with the United Nations concept of the place of usual residence.

The published population estimates includes, in the resident population, individuals who had been living abroad for more than twelve months whereas they should be excluded according to the United Nations definition. The United Nations definition of resident population should be used in the calculation of all the indicators based on population.

22. Developing a realistic strategic plan, with objectives and deadlines, for the implementation of the **2008 System of National Accounts** (2008 SNA) and the **6th edition of the Balance of Payments** and International Investment Position Manual (BPM6).

The 2008 SNA and the BPM6 are updated version of previous international standards (1993 SNA and BPM5), which were undertaken in order to align the frameworks with the evolving needs of data users and adapt it to the new economic environment. Nevertheless, the fundamental principles remain the same as in the previous versions. This will allow the NSC and the NCBKR that have not fully implemented the previous versions to plan the gradual implementation of the new standards in parallel to their efforts to improve the scope and quality of the existing statistics.

23. Using the right, when statistical evidence or strong professional assumptions are available, to **correct primary statistical information**.

If the right of correcting erroneous primary statistical information is enshrined in articles 7 and 12 LSS, the NSC is in general not using it. For the External Trade Statistics (ETS), the outcome of the mirror exercise with external trade data from China and the conclusions of other independent studies are bringing enough arguments allowing the NSC to correct the primary data on imported goods from China to the Kyrgyz Republic.

24. Compiling and making available long, **fixed based time series** of sub-annual indicators.

The Consumer Price Index (CPI), Producer Price Index (PPI) and other short-term economic indicators are published by the NSC compared to the preceding month, to December of the previous year, to the same month of previous year, or to the same period (cumulative) of previous year. However, in order to meet user needs, it should be considered to make long, fixed base time series of the CPI available. The same recommendation can be given on the production and publication of PPI time series and

other short-term indicators. Eventually, this will allow the NSC to compile and publish seasonal adjusted short-time indicators.

1. LEGAL SETTING

1.1. Law on State Statistics

1.1.1. Background

1. The Law of the Kyrgyz Republic on State Statistics (LSS) was adopted by Parliament and subsequently signed by the President of the Republic on 2 February 2007. The stated purpose is to provide the legal basis for a uniform policy in the area of official statistics (the terms State statistics and official statistics are used in this report as synonymous, however this identity does not extend to the terms “state statistical bodies” and “official statistical service subjects”, which are defined differently in article 1). The altogether 22 articles of the law define basic concepts used, list the principles of official statistics, mention some actors in the process of deciding, producing and disseminating official statistics, notably the National Statistics Committee of the Kyrgyz Republic (NSC) and its territorial and other subordinated bodies, and specify in more detail the principles of confidentiality and of dissemination and access to results. The LSS also provides for sanctions in the case of violation of obligations, e.g. response obligations or confidentiality provisions. Since its adoption in 2007, it has been amended once (in 2009; this amendment concerns article 17 and will be analysed in detail in 1.5.5).
2. The 2007 LSS replaced a previous statistics act from 1994. It is therefore the second statistical law after independence of the Kyrgyz Republic in 1991. It has the characteristics of a framework law for official statistics that defines the mandate, scope, processes and responsibilities for official statistics, but does not regulate individual subject areas of statistics (this is left to the programme of statistical works). The NSC senior management is very pleased with the LSS, since it includes the essence of the UN principles of official statistics and at the same allows enough flexibility to adjust the portfolio of statistical activities to the changing information needs and the development of international methodological standards. With two major exceptions -- the access for the NSC to administrative data at the level of individual units, and the State Council for Statistics as high-level advisory body -- the law has been implemented as regards the statistical activities in the responsibility of the NSC.
3. However, a closer look reveals that, in spite of mentioning the UN principles, some of the basic concepts of official statistics are not yet defined or applied in a way that is in full compliance with these principles; their present interpretation still follows practices that have subsisted from the pre-independence system of state statistics in the centrally planned economy of the former USSR. This is to some degree due to ambiguous or unsuitable specifications in the LSS itself, but even more to the absence of a clear interpretation for staff and users, which would have had to be laid down when the LSS entered into force.

4. Where applicable, the provisions of the LSS will be discussed in more detail in the respective contexts such as professional independence (1.5), confidentiality (1.6), mandate for data collection (1.7), statistical system (2.1.), the national statistical programming and coordination mechanisms (2.2), the tasks and the organisation of the NSC (3.1), dissemination (3.4), relations with stakeholders (3.5), and international co-operation (3.6). The present part (1.1) will therefore concentrate on the general issue of the modern notion of official statistics and the discrepancies identified in the provisions of the LSS and their application in this respect, as well as on issues not addressed by the LSS at all. Annex 3 contains a possible reformulation of three selected articles from the LSS.

1.1.2. *The standards used to assess the LSS and its implementation*

5. Before embarking on an analysis of the LSS, it is appropriate to specify the standards against which the legal and institutional framework is assessed. For the purpose of this report, we will distinguish two possible functions of a system of official statistics in a given country:
 - a) The development, production and dissemination of results of official statistics in full compliance with the UN Fundamental Principles of Official Statistics (as adopted in 1992 by the UNECE, of which the Kyrgyz Republic is a member State, in 1994 by the UN at the world level), and with the European Statistics Code of Practice (adopted by the EU in 2005). These principles include impartiality, professional independence, confidentiality of unit-level information, and reliability. Such results have always to be disseminated publicly to honour citizens' rights of information about the situation and development of the country and region in which they live. The responsibility for the concepts and methods used in compiling these results and collecting the necessary inputs is entirely with the system of official statistics; for many concepts, official statisticians have agreed at international level on suitable standards and methods that should guide national statisticians in their task.
 - b) The provision of client-oriented statistical services by the system of official statistics, using data that are collected and compiled for the core function as described under (a). The responsibility for the concepts used for this type of output is with the specific client; the statistical system only guarantees the quality of the input data. The set of principles that the provision of such services has to comply with is limited (e.g. confidentiality); the observation of other principles has to be agreed case by case between the responsible producer of the system and the client.
6. The main objective of the GA is to assess whether the national system of official statistics is organised in a way that allows it to fulfil the core function (provision of results of official statistics) in an effective, efficient and transparent manner, respecting all principles of official statistics, and answering information needs that are expressed by various user groups and/or are relevant for the public. It is efficient to use the infrastructure built up for this core function also for providing the second type of output, and the EU Code of Practice includes this requirement explicitly. The GA will therefore also assess whether the statistical system can provide statistical services in an effective

way. However, the emphasis will be on the core function of producing and disseminating results of official statistics.

1.1.3. The concepts of statistical data and statistical observation in the LSS

7. The main crosscutting notion in the LSS that needs clarification is the distinction and boundary between statistical and administrative data collection resp. sources. The confusion is most visible in the definition of “statistical observation” as part of article 1 as “collection of primary statistical *and administrative* (emphasis by the author) data by the official statistical service subjects”. The primary collection of administrative data is therefore a statistical observation (provided it is carried out by an official statistical service subject, but article 15 allows almost any government body beyond the state statistical bodies as defined in article 10 to carry out statistical observations). As a consequence, the LSS is not only the legal basis for statistical surveys (data collection for exclusively statistical purposes), and for the secondary use of administrative data for statistical purposes, but in addition it also serves as legal basis for the primary data collection for administrative purposes by almost the entire central, regional and local administrative structure of the Kyrgyz Republic. This very broad scope of the LSS is clearly a legacy from the past, but it is definitely not compatible with the modern notion of official statistics, because of the following consequences:
 - a) The notion of confidentiality, which in the UN and EU definitions includes the exclusive use for statistical purposes, does not make sense for the primary data collection and data processing for administrative purposes; the scope of the confidentiality provisions is therefore left in the vague.
 - b) For an increasing number, but not for all data collection for administrative purposes, other laws have been adopted, which are likely to include provisions for both the administrative and the statistical use of data that may be in conflict with the LSS provisions.
 - c) The very wide notion of state statistical observation does also blur the difference between producers of official statistics, and holders of administrative records that do not engage in the production of official statistics. The delimitation of what is, institutionally and concerning activities, within the system of official statistics in the Kyrgyz Republic and what is outside, or with other words the institutional borderline between the system of official statistics and the rest of the overall administrative structure of the country, is crucial for specifying who has to comply with the principles of official statistics, notably the confidentiality principle.
 - d) Other fundamental principles mentioned in article 5 than confidentiality may also lack applicability to the primary data collection and data processing for administrative purposes, and prevail only from the moment when such data enter the system of official statistics and are processed for this purpose by a producer of official statistics. An example is the multi-user-orientation of the definitions and concepts on which the results of official statistics have to be based: for administrative agencies, it is very likely that the use for administering specific policies will often be the prevailing or

even the only user consideration that is taken into account for both the primary data collection and the compilation of aggregate information.

- e) Lastly, the requirement that the NSC has to agree to all reporting methodology and forms for administrative data collection (as stated in article 15) is another strong reflection of this old concept of official statistics. The NSC is obliged to assess and approve forms and questionnaires for data collections submitted by other administrative bodies that may be of very minor or no relevance at all as potential source of official statistics. While it may have been a strong coordination tool for statistics in the past (see more on this under 2.3.2), it is imposing a strong and visible role to the NSC in what are non-statistical processes and activities, and this may create conflicts of interest with the core NSC task of developing, producing and disseminating results of official statistics in the modern sense. Legislation in specific areas like taxation may contain provisions that grant exceptions from the necessity of getting forms approved by the NSC, but in this case, the NSC has to be consulted.

1.1.4. Differences in the data processing for statistical and administrative purposes

- 8. As long as information about a specific unit will be used for administrative purposes concerning this unit, the information collected has to have documentary value for the respondent unit, i.e. be able to serve as evidence at the level of an individual unit. This is a necessary requirement when data are used for administrative purposes; but whenever data are collected or processed for the purposes of official statistics, this requirement has to be removed. Consequently, as soon as unit-level data are within a system of official statistics, they have to lose their evidence character at the unit level. Statisticians have to be able to apply editing, imputing and adjustment methods that are necessary for approximating as closely as possible the target concepts and coverage of the results to be produced, but if the raw data in the statistical system had to continue to serve documentary purposes, producers of official statistics are legally prevented from applying any correction at unit level (unless the respondent explicitly agrees with a proposed “correction”).
- 9. In legal terms, the statistical processing of data primarily collected for administrative purposes can only be handled if the primary data collections, and the subsequent processing for administrative purposes, are governed by other, non-statistical laws, and not by the LSS. The LSS would become applicable only from the moment when data (or more exactly copies of the data) are transferred from the administrative data holder to the producer of official statistics (NSC or one of its subordinated bodies). The data file in the statistical system will then undergo data processing that alters some of the unit-level data (including through possible merging with other files), so that it will not be any more identical to the file kept by the administrative data holder, which is the only place from which data can be used for legal and administrative purposes at unit-level (e.g. in court). The same rationale applies for the distinction between an administrative or a public register like the Uniform state register of statistical units (USRSU), and a statistical register in the proper sense.

10. The requirement for the statistical system to store unit-level data (contained in article 13 of the LSS) should be made applicable to the unit-level data files after editing, imputation and adjustment (with adjusted and imputed unit-level elements marked accordingly), and not to the unadjusted data. This modern practice seems to be applied by the NSC for household surveys and the housing and population census, but not for economic statistics, or for the rather limited number of files with unit-level data from administrative sources the NSC receives from other agencies. In these areas, the habit from the old system, fortunately discontinued in the Kyrgyz Republic since the adoption of the LSS, to use unit level data kept by the statistical system for legal purposes, seems to be still present in the mind of staff and acts as a barrier to adjust or edit the collected information, and to impute missing unit-level information. This way of thinking is also present in the NSC practice to require aggregates from unit-level data of administrative origin (e.g. external trade statistics) compiled by the NSC to be identical to the aggregates compiled by the original holder of administrative records (Customs Agency for this example) for their own internal management purposes, instead of applying methods of adjustment and reconciliation with other sources at the aggregate level when required by considerations of coverage or consistency with concepts of official statistics.

1.1.5. Scope of the LSS

11. The second crosscutting issue related to the LSS to be analysed in this chapter is its scope. The analysis of the issues of statistical vs. administrative data and their processing for the respective purposes has some impact on the scope of a statistical law, both in terms of what issues should be addressed, and what issues should not be addressed. A modern statistical law should have the following limits to its scope:
 - a) Institutionally, it defines who belongs to the system of official statistics (producers and specific advisory bodies), and what are the tasks and rights of the various actors and the decision-making processes for official statistics (part of these provisions do not have to be in the law itself and can appear in second-level legal acts that are based on the statistical law). The law prescribes the principles of official statistics that have to be followed by all parts of the system. In its present form, the institutional limits of the LSS (together with the secondary legislation based on the LSS, notably the annual programme of statistical works) are not clear (see also 2.1 on this issue).
 - b) With respect to sources, it makes sure that statistical surveys for official statistics are covered from the very beginning to the very end, whereas for other sources, notably of administrative origin, it is only applicable once these data cross the institutional boundary of the system of official statistics. The scope of the present LSS also covers the primary data collection for administrative purposes, which leads to contradictions.
 - c) A statistical law should only regulate the system of official statistics, activities of official statistics, and statistical services provided by the system. It should not be the legal basis for non-statistical activities, even if they are assigned to the NSC or its subordinated bodies (it is a law about official statistics and not about a specific institution like the NSC). However, the LSS presently contains two non-statistical activities in the responsibility of the NSC: the publicly accessible uniform state

register of statistical units URSRU (article 9), including the fact that economic units have to get registered with regional offices of the NSC; and the approval by the NSC of forms used by any administration to collect documentary data for administrative purposes. These two activities should not only have a legal basis in another law; it is also recommended that the substantive role of the NSC is reviewed, because of possible conflicts of interest with and credibility considerations for its core function as leader and main producer of official statistics. In any case, these two functions cannot be placed within the system of official statistics. This will be further elaborated for the USRSU in 1.5.5, and for the second issue in 2.2.3.

1.1.6. Elements not addressed in the LSS

12. The basic structure of the law with respect to sections is appropriate for a modern statistical law. In addition to the comments and suggestions for improvements in this and other chapters of this report, there are two issues that are not covered at all in the present LSS, and that need to be addressed in a revised LSS:
 - a) Statistical registers: statistical registers of economic units (statistical business register; statistical farm register) or of households (statistical registers of occupied dwellings or of persons) are an essential tool in modern official statistics. They are indispensable as a sampling frame and for grossing-up results to a total population (or targeted part thereof). Furthermore, especially the statistical business and farm registers can be used as direct statistical source for official statistics (births, deaths, mergers etc.) and for results based on longitudinal analysis of selected units. Statistical registers differ from administrative registers insofar as they can only be used for statistical purposes (which include selection of units for statistical surveys). They differ from ordinary unit-level statistical files to the extent that identifiers like names and/or addresses are stored together with selected quantitative characteristics in a permanent way (for ordinary files, at least names and addresses should not be stored permanently), and that they are regularly updated using a variety of administrative and statistical sources (a public or administrative register can only be updated from sources where unit level data are not confidential, which excludes statistical surveys). In view of these two special characteristics of statistical registers, an article in the LSS should address this issue, leaving the details to lower-level legislation. Since the USRSU as a public register is mentioned in the LSS, the void about statistical registers is potentially dangerous because it might be argued that the same provisions govern them as the public register, which should not be the case. In view of the Law on Information of a Personal Character (LIPC), where article 22, paragraph 2, does not authorise the state bodies to build up datasets with personal data that combine datasets from different owner authorities, unless the combined dataset has explicit legal basis, it seems urgent to have such a legal basis for statistical registers as part of the LSS, since statistical register cannot be built up and maintained with combining different data sources, many of which are of administrative origin (see the more detailed assessment of the LIPC in the confidentiality chapter). Presently, two types of business registers, the URSRU and purely statistical business registers, co-exist in the NSC, so it is important that each type has a clear, but separate legal basis.

- b) Access for researchers to unit-level data without identifiers: data with characteristics pertaining to units protected by statistical confidentiality, but without their names and addresses, are still confidential from the perspective of the LSS (article 19 mentions direct and indirect identification) and the international principles of official statistics. They can be used (and exchanged) within the statistical system, but giving access for statistical purposes to somebody outside the system like a university researcher is not authorised unless a specific provision in the LSS regulates this issue (i.e. specifies the conditions when such access is possible). Such a provision is not included in the present LSS (or in the census law). It is recommended to introduce such an article when the LSS is revised. This article should list strict conditions to be fulfilled for this type of access: the researcher can only use the data for a specific project; he has to destroy the data after completion of the project; he is not allowed to merge the data with other data at individual level in order to exclude any re-identification of units; he has to store the data safely and in such a way that only those persons involved in the specific project can access the file; finally, he has to sign a contract and also provide a feed-back to the NSC about the results of the project. There is no right for a researcher to obtain unit-level data: the final decision for each request is with the NSC (the development of a policy for uniform application is necessary, however). Researchers and the institutions to which they belong have to be free of conflicts of interest concerning the non-statistical uses of unit-level data; this condition excludes all parts of the administration from qualifying as researchers under this provision.
13. Given that the only unit-level data that are presently made available to researchers are those from household surveys with very limited regional coding (only oblast), the present practice of disseminating unit-level data from household surveys can be considered as not allowing either direct or indirect identification and is therefore legal. However, the possibility of access for researchers should be possible for all sources, i.e. censuses, business surveys, datasets of administrative origin processed by the statistical system, household surveys with more detailed regional coding, and for these other sources, it is either impossible to exclude indirect identification, or the loss of information would jeopardize the analytical purpose of the research. In view of this desirable extension, it is proposed to regulate the use of confidential data for research purposes in a new article of the LSS.

1.1.7. Assessment

14. The LSS in its present form has been a good basis for progressing along the lines of transition towards a modern system of official statistics that is fully compliant with the principles of official statistics. However, further steps along this path are necessary, and a revision of the LSS is recommended in order to:
- a) Enshrine some basic distinctions between different concepts in an unambiguous way such as to make them compatible with international standards;
 - b) Limit the scope of the LSS to exclude activities that are related to the collection and processing of data for administrative purposes;

- c) Define the institutional boundaries of the national system of official statistics, which determines the scope of application of the fundamental principles;
 - d) Introduce articles about statistical registers and access to unit-level data for researchers;
 - e) Incorporate the other proposals for greater precision/modifications made in the subsequent chapters that are necessary at the level of a law, notably concerning the exclusive use for statistical purposes of confidential data managed by the statistical system;
15. Most articles of the present LSS will be affected by the revision. Annex 3 contains first suggestions for reformulating three selected articles as a starting point for the process to be launched and driven by the NSC management.
 16. Furthermore, the interpretations given to the various articles of the revised LSS have to be written down in lower-level legal acts (if they apply beyond the NSC), or in NSC documents that are available to all staff. Staff should also be regularly trained concerning issues of applying the LSS in practice.

1.2. Census-related legislation

1.2.1. Law on Census of Population and Housing (LCPH)

17. The population and housing census of 2009 is based on the Law of the Kyrgyz Republic on Census of Population and Housing of March 6, 2008 (LCPH). This law is not limited to a census of a specific year, but governs future censuses as well, which, according to article 2, have to be conducted once in 10 years. From a purely legal point of view, censuses could be based on the LSS and the statistical programme, but it was mainly for planning and resource reasons (also because of the predecessor law from 1998) that it was felt preferable to have a specific law on this large-scale activity.
18. The relationship between LSS and LCPH is less clear with respect to the “selective sample socio-demographic surveys” that can be conducted, according to article 2 LCPH, “when there is a need”. However, all paragraphs after article 3, paragraph 1, deal exclusively with the census, and not with the sample surveys. Article 9 on financing is also limited to the census. Household surveys are generally included in the statistical programme, like other surveys, and based on the LSS. The only household surveys directly linked to the census are pilot surveys (mentioned in article 8), and possible post-enumeration surveys (which should be carried out, and referred to in the LCPH directly); these two surveys should be financed by the census budget.
19. Apart from the issue of household surveys, the coexistence of LSS and LCPH would not cause any problem if there were a clear reference in the latter that for all issues not explicitly addressed in the LCPH, certain chapters of the LSS, notably concerning the

principles of official statistics, are applicable. This is the case only for the dissemination of census results (article 12). The more general reference that personal data of population and housing census are protected “in accordance with the legislation of the Kyrgyz republic” is rather vague from this point of view if it is meant to include legislation beyond statistical and data protection legislation. The provision about sensitive characteristics that cannot be included in statistical surveys (penultimate paragraph of article 8 LSS) is repeated in the LCPH (article 7).

20. Because of this undefined relationship between LSS and LCPH, a particularly important aspect of the population census cannot be judged on the basis of the law: whether it is a purely statistical data collection, or whether some characteristics (statistical and/or identifiers such as names) are also used for updating administrative registers. It was confirmed that the latter was not the case for the 2010 census. In order to avoid any ambiguity on this key issue, it may have been better to directly exclude any non-statistical use of census data in the LCPH (the exclusion of disclosure in article 12 is not the same as the exclusion of non-statistical use).
21. The underlying concept of the census is a traditional data collection with all information coming from the persons concerned through the census forms, excluding any combination with administrative data or administrative registers. If the next census were to include the use of administrative sources for at least some characteristics, the LCPH would have to be amended accordingly.
22. From all other aspects, the LCPH is a clear and not too detailed legal basis for a traditional census. Like for the LSS, two issues are not addressed: the access to unit-level data (without identifiers) for researchers, and the use of census data including identifiers as sampling frame for household surveys. In the case of a revised LSS where the recommendation of this report are incorporated, and a reference to the LSS introduced in the LCPH, these two gaps would be covered.

1.2.2. Law on Agricultural Census (LAC)

23. In view of the agricultural census 2002, a Law on Agricultural Census was passed. It shares many features with the LCPH: it is meant to address all future agricultural censuses, to be held at least once in 10 years (the next one is planned for 2014); it also mentions agricultural sampling surveys in intercensal years. The confidentiality provisions are clear and exclude any access from outside the NSC, so no use for administrative purposes is authorised. Pilot or post-enumeration surveys are not addressed in the LAC. Reference to the LSS is made for dissemination, where only dissemination in aggregated form, excluding any access to micro-data for researchers, is authorised.

1.2.3. Assessment

24. The LCPH and the LAC are can serve as a legal basis also for future censuses as long as they remain a traditional form of primary data collection with respondents. Before the preparations for the next agricultural or population census start, it is recommended to modify the LCPH and the LAC in the following ways:
 - a) Define the population and housing census and the agricultural censuses as data collections for exclusively statistical purposes;
 - b) Include in the LCHP and in the LAC a reference to the revised LSS in the sense that for all aspects not explicitly addressed in the LHCP, the provisions of the LSS are applicable;
 - c) Consider the LSS as a sufficient legal basis for household surveys and agricultural sample surveys respectively, drop the reference to such surveys in the articles 1, 2 and 3 of the LCPH, and in the articles 1 and 2 of the LAC. However, the post-enumeration surveys should be explicitly mentioned in the LCPH, and pilot and post-enumeration surveys introduced to the LAC.
25. Additional changes to the LCPH would be required if the next population and housing census were to introduce elements of a registered-based census.
26. Before the next agricultural census, the existing law on this issue should also be examined with respect to the coverage of private farms; 100% coverage above a minimal size is likely to provide better coverage, and be more operational in practice, than a 35% target irrespective of size.

1.3. Other legislation affecting statistics

1.3.1. Law on the National Bank

27. The Law on the National Bank (from 1997, with several more recent–amendments) contains an article 51 on compilation of the balance of payments. The first paragraph of this article reads as follows: “The Bank of Kyrgyzstan in cooperation with the State Body on Statistics shall compile the balance of payments”. Also in the second paragraph it is mentioned that state agencies, institutions and organisations, irrespective of their form of ownership, as well as non-residents in the Kyrgyz Republic shall provide the information needed for the National Bank to compile the balance of payment in forms and terms defined by the National Bank in consultation with the National Statistical Committee. Also in the second paragraph, the approval of the NSC is mentioned as necessary for any reporting of “indicators” by respondents to the Bank for the purposes of balance of payments. These articles, together with the excellent cooperation between the statisticians of the Bank and the NSC, ensure that balance of payments statistics is coordinated with related statistics in the competence of the NSC. De facto, the balance of payments is the official statistical information in this area, although from the purely legal point of view, this is not clear. The National Bank Law does not mention the principles of official

statistics to be applicable for the statistical work in the Bank. Neither are the balance of payment or other statistics produced by the Bank (banking statistics, financial market statistics) included in the statistical programme.

28. In general, the Laws on the National Bank of the Kyrgyz Republic and on Banks and Banking in the Kyrgyz Republic, as well as legal acts of the Government and the National Bank of the Kyrgyz Republic ensure the legal basis for data collection and dissemination.
29. Both the National Bank and the NSC are interested in making the principles of official statistics applicable to this area of statistics. The way to do it involves two measures: first, the balance of payments and selected other statistics produced by the Bank have to be explicitly mentioned in the statistical programme (with the clear understanding that, during the approval process by government, these items cannot be removed by the government, since the Bank has to protect its independence from government decisions). Secondly, the LSS has to be adapted, through the definition of the institutional scope of application, to cover also the statistical units of other producers of official statistics like the National Bank (see more about this in chapter 2.1.2).

1.3.2. Law on Information of Personal Character (LIPC)

30. This law is basically a law about the protection of personal data. It was passed in 2008, i.e. after the LSS. Unfortunately, only selected articles of this law were available in English. There are no provisions in either law that explicitly address the issue of mutual relationship. The NSC does not seem to be affected by the LIPC, but the few articles that were made available in English indicate that without paying explicit attention to this issue in the revision of the LSS, the NSC might be confronted with legal obstacles to an efficient collection and processing of personal data in the very near future. The LIPC will be analysed in more detail as part of the confidentiality chapter (1.5.6).

1.3.3. Other laws

31. There are occasional provisions on data collection for statistics (or for statistics and administrative use combined) in a limited number of other laws (Law on state regulation of foreign trade; Law on energy conservation; Law on the production and consumption waste; Law on general technical regulations on environmental safety), but they are in line with the present LSS, as well as with a revised LSS that will be fully in line with the fundamental principles of official statistics. Provisions in other laws ask the NSC to compile certain indicators for allocation purposes as a statistical service (e.g., Law on guaranteed state minimum social standards); the poverty line used in this context is defined by a body outside the statistical system (which, since the threshold is used mainly for defining eligibility of benefits for individual households, is completely correct from the point of view of professional independence, as long as the aggregates based on this threshold are produced by the NSC as statistical services and do not have the status of results of official statistics like those based on definitions established and decided by the system of official statistics in full independence).

32. An important law, which often creates problems of consistency with the statistical legislation, concerns data protection in general. However, the law on personal information was not available in English for closer examination.

1.3.4. Presidential decrees

33. Concerning secondary legislation, an important piece of legislation is the Decree of the President of the Kyrgyz Republic of 21 January 2011. It defines the line of reporting for 13 state services that used to be all subordinated to the President of the Republic. With this recent decree, most of these services are removed from the subordination to the President to become subordinated to the government, which is in line with the general policy of moving from a presidential system of government to a parliamentary system. Among the few exceptions that remain subordinated to the President is the NSC. This is meant to underline the apolitical nature of the NSC as main producer of official statistics. The issue of professional independence will be analysed more in detail under 1.4.
34. Another decree of the (former) President of the Kyrgyz Republic from 2008, based on the LSS, nominates the members of the State Council for Statistics. It is not implemented in the current moment, given that most of the members listed in this decree have either terminated or changed their function. The State Council for Statistics is discussed in more detail in 2.1.3.
35. A presidential decree from 2007 (no. 335 about the National Statistics Committee) regulates in somewhat more detail than the LSS itself the tasks of the NSC and its subordinated bodies, as well as the competences of the NSC Chairman and the NSC collegium or board. The NSC collegium can issue decrees that are binding for all bodies of state statistics (see below); the content of individual articles will be mentioned in the relevant context. This decree is a condensed and useful set of rules for the NSC at this level of legislation, which leaves most of the internal organisational decisions to be finally decided either by the NSC collegium or the NSC chairman. The only substantive gap in substance decree 335 is that the role of the NSC in setting up and monitoring the implementation of statistical programmes is not specified over and above the few provisions in the LSS itself (see chapter 2 for more details).

1.3.5. Government decrees

36. In addition to laws and presidential decrees, there are also government decrees that are based on the LSS. Examples of this are the decrees by which the annual programme of statistics, and the multi-year statistical programme, are adopted by the government. Other examples of this legal form are the government decrees that regulate the USRSU (Provision on the UNSRS of 2003, amended in 2008, and the Regulation on the interaction of the USRSU with the departmental government register of 2007). The first of the two acts state in the last chapter that any interested person is entitled to obtain information from the register (which do not contain any quantitative variables like employment or turnover, only names, addresses, legal form, economic activity, a unified identifier as well as special numbers such as tax codes), but being publicly accessible, it is certainly not within the limit of exclusively statistical use.

1.3.6. Decrees by the NSC Collegium

37. The Decisions by NSC Board or collegium are taken in the form of Decrees that are binding for all “bodies of state statistics”. This is an adequate format for decisions taken within the statistical system and with a scope that goes beyond the NSC and its subordinated bodies, i.e. is also binding for other statistical service subjects. However, the term “state statistical bodies” as defined in the LSS is too narrow from this point of view (see chapter 2.1 for more details). Furthermore, from a strictly legal point it is somewhat surprising to see included in a decree the competence for the NSC to issue decrees with system-wide validity; this crucial competence should figure in the LSS.

1.3.7. Assessment

38. Concerning legal acts for official statistics in general, the use of three types of decrees, presidential, government, and NSC decrees, is confusing at first. The LSS clearly asks for presidential decrees for all issues concerning the State Council for Statistics (appointment, tasks and way of functioning), whereas for issues of activities (e.g. censuses; statistical programme), government decrees seem to be the legal instrument, as well as for the USRSU. The way the NSC chairman and the NSC deputy chairman are appointed is regulated in the Presidential decree about the NSC, but it would be preferable to have these rules included in the LSS itself, since they are an important element of professional independence. It is further recommended to include in the decree about the NSC more details about the process to prepare and monitor the implementation of the annual and multi-annual statistical programmes and the key role of the NSC in these processes.
39. Other recommendations are:
- a) Include the statistical activities of the National Bank in the statistical programme and, on the occasion of the revision of the LSS, make the LSS explicitly applicable to these activities (with the exception of the decision-making role of the government);
 - b) Define in the LSS the legal form by which decisions of the NSC are made binding for the whole system of official statistics;
 - c) To make the LSS shorter, eliminate items of tasks and responsibilities of the NSC from the LSS that are to be found in both the LSS and in the decree about the NSC, and the impact of which does not stretch beyond the NSC and its subordinated bodies. For those competences that affect also other producers, the LSS should just mention the NSC competence, and leave the details of the process to the decree level.

1.4. Protection of Independence

1.4.1. Scope of application

40. Article 6 of the LSS enshrines professional autonomy and independence as principles by which state statistical activities have to be carried out. The same article explicitly states

that “interference of administrative and local self-government bodies, public civil associations, officials and other persons” with state statistical activity shall be inadmissible”. The decree about the NSC furthermore repeats this principle in the very first paragraph; in addition, it is elaborated in paragraph 8 concerning who is not authorised to interfere, but it does not specify what parts of the statistical production and dissemination process are protected.

41. This principle needs to be interpreted in terms of scope to be translated into some institutional safeguards for the actors of the statistical system, notably the NSC and its chairman. Both elements are not present in the LSS, but they seem to be at least partially present in practice and in other legal acts (which were not identified in detail).
42. Professional independence is about the decisions on “how” to measure, but not necessarily about priorities for “what to measure” (which is expressed in the statistical programme approved by the government). The “how” part includes first and foremost the translation of information needs of various users (and the public) into operational concepts and classifications for results of official statistics. International statistical standards have gone through this process to come up with proposals of concepts and classifications that have turned out to be meaningful concepts at national level in many countries, thus facilitating this part of the process for national statisticians. However, national statisticians still have to find out about the information needs and purposes of the national users in order to propose priorities and fine-tune international standards to national specificities. Consulting users for this purpose is not interference, but indispensable to ensure that another fundamental principle, the principle of relevance, is met. Professional independence furthermore applies to the selection of appropriate sources, in the case of statistical surveys to decisions about scope, design and questionnaires of the surveys, and to the processing of data from statistical surveys and from administrative or third sources, including the editing, imputing, adjusting and combining of sources to compile the target results of official statistics. Finally, independence applies to all aspects of dissemination of results of official statistics; attempts to interfere are most frequent during this phase.
43. The decisions of the NSC concerning the above issues, notably dissemination, are made in full respect of this principle, i.e. without interference from any of the possible stakeholders mentioned in article 6. Concerning the design of surveys and methodological issues, the NSC could go further to make use of their independence. Introduce new international concepts and methodologies such as sampling in business surveys in a more proactive way rather than waiting for requests from specific users (or international agencies) to do so. The reluctance in this respect has more to do with the difficulties to judge relevance of new concepts, and with the difficulties of access to the conceptual and methodological discussions at world level (for which the knowledge of English is essential), than with interference from outside. Independence seems to be more an issue of the mind-set of staff, who may still be reluctant to initiate changes unless somebody from outside (e.g. a user ministry) takes the lead. If a user insists on a continuing time-series according to an “old” concept, this should not block the change towards an international standard for the rest of the users and the public; the specific user can still be served through statistical services in the form of aggregating the data in the

way determined by this user, which will be different from the aggregation method used by the NSC for compiling results of official statistics according to international statistical standards. The mandate of the NSC is to make sure that the concepts underlying the results of official statistics give as much of a comprehensive picture as possible in line with the development of international standards. It should proactively propose steps in this direction as part of the statistical programmes (see 2.2).

44. Another element of professional independence is the right for the NSC to correct erroneous interpretations and misuse of published results (4th UN principle). This competence is explicitly mentioned in the LSS (last element of article 12), and in the decree about the NSC (last bullet of paragraph 7), but not used in practice (at least not in mass media). The absence of a NSC policy in this respect can also be explained by the fact that the number of known users with sufficient knowledge in general is still rather limited, and that the use of results are not monitored systematically by the NSC.

1.4.2. Institutional safeguards for the NSC and its subordinated bodies

45. Concerning the institutional measures to protect the NSC from interference, the LSS only mentions that the NSC is accountable to the President of the Kyrgyz Republic (article 4): since the recent change in the constitution, competences have been transferred from the President to either the Parliament or the government (which is accountable to the Parliament), and the NSC is one of the few state organs that remains in the presidential branch of the executive. According to the decree about the NSC, the chairman of the NSC is appointed by the President of the Kyrgyz Republic for an undetermined term. Implicitly, this means that the President could terminate the term of office of the NSC chairman at any moment. The current chairman has been in office since 2005, i.e. his term was not affected by the events of April 2010, which brought about the change of the constitution and a change in the presidency. A further change in the presidency is expected for the beginning of 2012, after the first presidential elections under the new constitution to be held in October 2011. The NSC deputy-chairpersons are also to be appointed by the President of the Republic, upon a proposal by the NSC Chairman (paragraph 15).
46. However, it is somewhat unusual that a statistical law does not mention at all the position of the chief statistician, who is not only the head of the central statistical office, but represents the whole system of official statistics. The LSS does not mention the chairman of the NSC, only the NSC as such. The way by which the chairman of the NSC is appointed seems to be fixed in a presidential decree; however, in view of the importance of professional independence, such provisions should appear at the level of a formal law, preferably in the LSS itself.
47. A fixed term of office is considered a very good practice of institutional protection of the chief statistician and his deputies, because it avoids the quasi-automatic replacement of senior level posts when governments or presidents change to be applicable to the chief statistician. For this reason, the fixed term of office should preferably have a different (longer) duration than the term of office of the appointing body (president in this case).

48. The NSC chairman is a regular observer in the meetings of the government, the second executive branch. In the Kyrgyz Republic, this set-up applies to Heads of other institutions outside of the government structure, or with special status within the government structure, who also regularly attend government meetings, such as the governor of the National Bank, the Prosecutor General, or the Auditor. The legal basis for this practice is not part of the statistical legislation, but to be found somewhere else. The presence of the chief statistician is especially important for issues directly related to official statistics like the statistical programme and the budget, but it also is the ideal platform to act as spokesman for official statistics in all other issues that have an indirect bearing on statistics, and in order to anticipate forthcoming information needs. The government cannot give orders to the NSC (which is subordinated to the President), but it can voice expectations and concerns. A possible drawback of being a regular participant at governmental meetings is, however, that the NSC chairman may be perceived as a political person and member of the government, which may negatively affect the perception of independence and impartiality, but as long as the Chief Statistician is not the only person who regularly attends government meetings in a special role, this consideration does not seem to have much relevance for the time being.
49. The independence of the territorial and other subordinated bodies from agencies outside the statistical system is explicitly addressed in the LSS. The last paragraph of article 15 states “appointment and dismissal from office of heads of oblast, city and rayon state statistical bodies shall be carried out without agreement with heads of local state administrations and local self-government bodies”. In other words, the territorial branches of the NSC are only accountable to the NSC and do not have a second line of reporting to a high-level authority of the corresponding territorial administrative structure. According to the decree about the NSC, the heads of territorial statistical offices are appointed by the NSC chairman;
50. It is important to mention that anybody subordinated to the NSC, although it is legally a state statistical body in its own right, cannot invoke independence from the NSC; the NSC must have the competence to decide on the assignment of tasks and division of work within the overall structure of NSC and subordinated bodies.

1.4.3. Institutional safeguards for other producers than the NSC

51. The situation concerning independence is much less satisfactory concerning other producers of official statistics, since the term used in article 6 “state statistical bodies”, is defined in article 10 as including only the NSC and its subordinated bodies, but not the other “official statistical service subjects”. The same comment is applicable to article 5, where the principles other than independence are listed, and to the second part of article 19 on confidentiality. Other producers and their superior bodies therefore do not have, from a legal point of view, to observe the principles of independence in the production and dissemination of official statistics. Neither do they have to create a separate organisational unit for statistics that can become part of the statistical system. Since this legal question is unclear, there does not seem to be any implementation of the provisions of the LSS for other producers beyond the inclusion of some of their statistical activities in the annual statistical programme.

52. For producers other than the central statistical office, the translation of the principle of professional independence requires them to create a specific organisational unit for statistics. Only this unit, and not the rest of the ministry/agency to which it belongs, will be part of the system of official statistics; this unit enjoys professional independence from the rest of the ministry/agency in statistical matters, but it is not professionally independent from the NSC (e.g. standards defined by the NSC chairman and applicable to the whole statistical system have to be observed). Since the LSS will be fully applicable to all units that are defined in this way and listed in the statistical programme, they have to meet a number of criteria to qualify as a producer of official statistics. It is part of the coordination tasks of the NSC (see 2.3.3) to ensure and check that producers of official statistics are willing and able to produce and disseminate official statistics in full compliance with the fundamental principles of official statistics, notably with respect to the interference aspect of professional independence and impartiality.

1.4.4. Assessment

53. Article 6 of the LSS is very important for ensuring professional independence of the NSC and its subordinated bodies. In the present situation of moving from a presidential republic towards a more parliamentary system, the current set-up for the NSC (accountable to the President; regular participation as observer in government meetings) is a very balanced compromise to minimise the risk of one of the two branches of the executive interfering in issues covered by professional independence. This rather unique set up also signals distance from politics, but at the same time provides opportunities to make the voice of official statistics heard when decisions related to statistics are made. However, the present arrangement should be complemented by the following elements:
- a) Defining the scope of independence (concepts, methodology, and dissemination) in the LSS;
 - b) Introducing into the LSS the function of the chairman of the NSC as chief statistician, with a fixed term of office, appointed (and possibly reappointed for a second term) by the President of the Republic following a public vacancy announcement;
 - c) Making more use of the conceptual and methodological prerogatives of the NSC to move the conceptual basis of results of official statistics and classifications towards international standards, and consider the production of results according to old concepts as statistical services for specific users;
 - d) Developing and implementing a policy when to react to erroneous interpretations and misuse of statistical information by users.
54. Concerning the independence of statistical departments of other producers, the assessment is included in the assessment of the statistical system (2.1.4).

1.5. Data security and statistical confidentiality

1.5.1. Background

55. The five paragraphs of article 19 regulate the confidentiality issue in official statistics. Again, this a good starting point and certainly an improvement over the previous law, but it does not contain all necessary elements. The absence of important elements (e.g. on the treatment of identifiers and filled-in forms) is the most regrettable because they are not addressed in any lower-level legal act. An internal code of conduct for employees of the NSC (dated 9 Nov. 2005) exists, but was not available in English. The fifth paragraph of article 19 LSS obliges all staff (including temporary employees) of the NSC and its subordinated bodies) to observe the confidentiality and safety requirements; the application of this paragraph could be further improved by having each official or employee sign a confidentiality pledge in written form, as stipulated in the EU Code of Practice. But before introducing such a procedure, some issues around article 19 are in need clarification for staff to put them in a position to apply them, and this requires to a certain extent the adaptation of the article in the LSS. Furthermore, article 19 includes some elements that would be better placed elsewhere. The issue is further complicated by the recent amendment to article 17 LSS, which introduces a right of access for the agency in charge of law enforcement in the area of money-laundering and financing terrorism.

1.5.2. Non-disclosure aspect

56. The first paragraph of article 19 is the basis for defining the scope of the confidentiality principle. It declares directly and indirectly identifiable unit-level information as confidential, with a ban on distribution of such information. However, the law is silent about two important specifications:
- a) Who has to treat identifiable information as confidential? The answer should be: all parts of the system of official statistics and anybody subordinated or mandated by a member of the system;
 - b) The distribution to whom shall be forbidden? The answer is: the transmission to anybody at national level outside the system of official statistics (with two possible exceptions that should be addressed explicitly in the LSS, but of course for exclusively statistical purposes: to international organisations; and to researchers). On the other hand, exchange of confidential data within the statistical system, i.e. from the statistical department of the National Bank to the NSC and vice versa, should be legal under certain conditions; again this aspect is missing in the present LSS.
57. Another issue of the first paragraph that requires some clarification is the reference to “respondents” as the statistical units protected by the confidentiality provision. Respondent is a term defined in article 1, and this definition does not only include natural persons and legal persons of the private sector, but all state bodies. However, state bodies do not have a privacy to be protected; data about themselves (e.g. about expenditure), from which no natural or legal person in the private sector can be identified, should not be protected, unless it is declared, on the basis of other legislation, to be a state secret (the

obligation for statistical producers to observe state secrets is included in article 13, if the NSC receives such information at all).

58. The second paragraph of article 19 about data from “common sources” is to be found in many statistical laws, but its impact is limited since the statistical processing often adjusts and combines such information with other sources that are not open. The adjusted or combined information has to be protected, unless all inputs were so-called common sources. Requests for access to such common sources, with the present exception of the USRSU (see below 1.5.5), should not be addressed to and handled by the NSC, but by the agency in charge of managing the open source under consideration.

1.5.3. Exclusive use for statistical purposes

59. The confidentiality principle is not only about distribution (or disclosure), but the other even more fundamental element is the exclusive use for statistical purposes. This part should be valid throughout the whole system of official statistics, and without any exception. It is addressed in the fourth paragraph of article 19, but unfortunately with some serious loopholes:
 - a) The paragraph ends with the clause “if the legislation of the Kyrgyz Republic does not stipulate otherwise”. This is a way of expressing that the confidentiality provision of the LSS can be easily overridden by a provision in another law, which would take precedence. If applied (and this seems to be the case for the purposes for anti-terrorism on an on-going basis, legally without limitation of scope, in practice concerning names and addresses from registers kept by the NSC), this is a clear violation of the international principles, and a breach of the promise of exclusive use for statistical purposes given to respondents in the forms addressed to them.
 - b) The paragraph is limited to “state statistical bodies”, i.e. the NSC and its subordinated bodies, which does not cover the whole system of official statistics (it excludes the official statistical service subjects).
 - c) The paragraph is limited to data obtained through “statistical observations” according to the definition in article 1, which includes paradoxically primary data collection for administrative purposes, but only if carried out by a “state statistical body”. Customs are not a state statistical body, so, legally speaking, the customs confidential unit-level data, once transmitted to the NSC, would not be covered by this paragraph. However, all confidential data, whatever their origin, should be protected from any non-statistical use once they have crossed the boundary of the system of official statistics (one-way principle). For any non-statistical use that is legal, requests should be addressed to the administrative agency in charge (customs in this case) and not to the NSC.
60. A very strict policy concerning the non-statistical use of any data in the system of official statistics about natural persons and private-sector legal persons would also allow softening the penultimate paragraph of article 8 concerning certain items that cannot be included in any statistical data collection (race, religion, political views, and issues that

“violate the privacy of citizens”). This is discussed in more in 1.6.2. Other elements of the confidentiality article

61. The third paragraph of article 19, grants the right to all natural persons to consult the statistical information concerning them, seems to be taken from the Law on Information of Personal Character (LIPC). There, it is meant to be applicable to all information about natural persons kept by administrative agencies for legal and administrative purposes, but it is very dangerous to extend this principle to all unit-level data kept by a system of official statistics (the USRSU is considered as being outside the statistical system, see 1.5.5). If the exclusive use for statistical purposes for any data in the statistical system is guaranteed, such data cannot be used for any decision related to a single person, so there is no substantive reason to grant the right to consult one’s own data kept in the statistical system.
62. The issue of data security is mentioned (in the fifth paragraph of article 19, as well as in articles 11 and 13), but without further specifications. Most specifications can be fixed as standards that are at least valid for all NSC staff, but preferably for the whole statistical system. Some few elements need to be specified at the level of the LSS itself. It is good practice not to keep completed forms with names and addresses beyond data entry and control, and not to store names and addresses in electronic files together with the full range of characteristics (statistical registers are an exception to this rule). This policy of separating direct identifiers and content characteristics is the best safeguard against any pressure to release information on individual units for non-statistical (law enforcement or court) purposes. If a file cannot be searched by name or address, it ceases to be of interest to anybody interested in a non-statistical use. It is recommended to introduce an additional paragraph to this article, which prescribes this practice for the statistical system, and also makes sure that the MCC (or any other computer centre that processes data for the statistical system) takes the necessary organisational and technical measures to protect the data from illicit disclosure and use.

1.5.4. The special case of the uniform state register of statistical units USRSU

63. The above considerations about confidentiality are clearly not applicable to the de facto public USRSU. For this reason, it cannot be located inside the system of official statistics, and hence it is better regulated through another law than the LSS. Whatever the legal basis of the USRSU, the update of this register by taking over information collected through statistical surveys (paragraph 20 of the USRSU decree) is not in line with the confidentiality principle of the LSS.
64. A central statistical office should be free from activities outside statistics, especially if there is a risk that such an activity raises doubts about the strict compliance with the fundamental principles. The confidentiality principle is of particular importance in this respect: if the central statistical office is perceived as being actively involved in or even responsible for administrative processes related to a natural or legal person, the credibility of the pledge to use data exclusively for statistical purposes is undermined. Through registering businesses in the USRSU, which takes place at a territorial office of the NSC, the NSC is highly visible as an operator in this administrative process (article 9

states that such registration is a prerequisite for opening bank accounts). Therefore, the responsibility for this activity should move away from the NSC, and territorial NSC offices should not be the place any more for registering new businesses. The only function in this respect for which the NSC might retain the responsibility is the assignment of the economic activity code for new economic units (or for economic units that have changed their main economic activity), since building up this specialised knowledge about the underlying classification somewhere else may be too difficult.

65. Moving the responsibility for this public register to another part of the government (that has branch offices across the territory) would allow the NSC to concentrate on the quality of the statistical business registers described in 4.2.2. There seems to be a plan to centralise the registration of businesses for all administrative purposes with another agency, and the USRSU should become fully integrated in such a central register. This new register will remain an important source for the statistical business registers, so the NSC must keep read access in its full detail when the responsibility is transferred to another agency.
66. The significance of the recent amendment to the LSS, the introduction of a third paragraph into article 9, is unclear. It provides access to the USRSU for the purpose of combating money laundering and terrorism. This does not make much sense, since the decree about the USRSU grants access to everybody. If the amendment were to address access to unit-level data other than those of the USRSU, notably in the statistical registers managed by the NSC, it would be one of the exceptions addressed at the end of the fourth paragraph of article 19, which has been identified above as an unacceptable weakening of the confidentiality principle. If this interpretation is correct, the amendment to article 9 should be dropped together with the provision on the fourth paragraph of article 19.

1.5.5. The Law on Information of Personal Character (LIPC)

67. The LIPC is the general data protection law in the Kyrgyz Republic. For official statistics, it is very important to be clear about which parts of such a general data protection law are also applicable to producers of official statistics, and which issues are regulated specifically for official statistics in the LSS. The relationship between such laws is a delicate issue, and requires more careful analysis than was possible on the basis of the very partial translation of the LIPC that was made available.
68. The scope of the LIPC is limited to data about natural persons. Contrary to the LSS, legal persons are not covered in the LIPC. This makes the LSS the only protection for legal persons concerning the confidentiality of the information that businesses provide to the NSC. On the other hand, this does not mean that the statistical business and farm registers managed by the NSC are completely outside the scope of the LIPC, since these registers do include economic units in the form of (groups of) physical persons, to which the LIPC is applicable. Nor are business surveys that include individual entrepreneurs completely outside the LIPC.
69. The only article of the LIPC where the term “statistics” appears is article 26. It provides personal data for statistical, historical, medical and some other types of “studies” cease to

fall under the LIPC if they are “depersonalised”. Depersonalised is defined as excluding any form of identification, or in other words excluding both direct and indirect identification. This is the case for the household survey data presently kept by the NSC, but it is not the case for census data, nor will it be the case once household surveys are extended and coded in much more detail so as to allow better analytical use, even if direct identifiers are removed. This means that an important range of activities of the NSC, and of the system of official statistics in general, fall or are likely to fall in the near future under the scope of the LIPC.

70. Data protection laws in EU countries normally contain a clause that if the collection and processing of personal data is exclusively for depersonalised purposes such as statistics or research, these activities and the resulting datasets (that are not completely depersonalised, i.e. still allow at least an indirect identification in some cases) are exempt from certain provisions in the data protection law, notably from:
 - a) The right of the person concerned to inspect his/her data and to ask for modification;
 - b) The notification of all datasets with personal data to the authority in charge of overseeing the implementation of data protection;
 - c) The limits for combining or merging information about the same person from datasets of different origins;
 - d) The ban on, or the legal requirements for, collecting personal data that are particularly sensitive, such as health, crime, ethnic origin etc.
71. Such a general clause about exemptions for statistics and research cannot be found in the LIPC. Nor does the LSS address this issue (which is not surprising, given that the LSS preceded the LIPC). However, it is urgent to close this gap by inserting a new article in the LSS that contains this exemption, limited to the scope of the LSS. Otherwise, the NSC datasets identified above as presently or potentially falling under the LIPC may be affected, since the LIPC indeed contains articles with requirements about the four elements listed here. Where articles with similar restrictions can also be found in the LSS (such as article 8 on the exclusion of certain characteristics from statistical observations), they have to be made considerably softer as well.

1.5.6. Assessment

72. Article 19 on confidentiality has to be revised in the following way:
 - a) Delimitation of the institutional scope to be identical to the boundary between the system of official statistics and outside, and of the units covered by confidentiality to natural persons and legal persons of the private sector;
 - b) Transmission of confidential data within the system of official statistics, especially to the NSC, should be legal;

- c) The qualifications for the non-statistical use of any data in the statistical system should be removed and the corresponding practice of allowing access terminated as soon as possible (this applies also to the recent amendment to article 17);
 - d) The second and third paragraphs can be dropped;
 - e) A new paragraph should be added to address the handling of completed forms and identifiers;
 - f) When the confidentiality provisions are revised to fully conform to the international principles, the paragraph in article 8 concerning certain sensitive characteristics of natural persons should be revised so as to enable data collection in household surveys without response obligations;
 - g) NSC staff (as well as staff of statistical departments of other producers) should sign an explicit confidentiality pledge;
 - h) The USRSU and the associated registration processes are clearly administrative; it has to be placed outside the statistical system and should therefore be taken out of the scope of the LSS, be given a different legal basis and the responsibility transferred from the NSC to another part of the administration. The decree about the USRSU has to be modified so as to exclude updating from purely statistical data collections.
73. An additional paragraph has to be introduced into the LSS that lists the articles of the Law on Information of Personal Character from which official statistics activities based on the LSS are exempt.

1.6. Mandate for data collection

1.6.1. The difficulties for the NSC to receive unit-level data from administrative sources

74. In spite of the extensive definition in article 1 of “statistical observation” to include primary data collection for administrative purposes, the NSC has many difficulties in receiving unit-level data from data collection carried out by other agencies for administrative purposes. In most cases, only aggregated data in table form, agreed upon in bilateral discussions, are transmitted. For the purposes of modern official statistics, this is completely unsatisfactory for the following reasons:
- a) Unless statistical concepts have been used in the definition of the tables, the tables reflect administrative coverage and concepts, and not those of official statistics;
 - b) Without unit-level files, the NSC cannot carry out any aggregation or processing according to statistical concepts;
 - c) Data from such sources cannot be merged at the level of the individual unit with other sources covering the same units;

- d) No quality control by the NSC is possible; they have to rely on the administrative agency in this respect.
75. With all these impediments, it may even be questioned whether the term “results of official statistics” should be granted to this form of output, even when released by the NSC. The label of results of official statistics should not be given to whatever is submitted to the NSC by other agencies in form of tables without the NSC assessing these tables against the criteria of official statistics.
76. It is highly recommended to introduce into the LSS a clear article that gives the NSC the right to ask the transmission of unit-level data from all potentially relevant administrative sources in electronic format, for further statistical (not administrative) processing under the sole responsibility of the NSC. Alternatively, the administrative agency could opt for to become a producer of official statistics, which would imply the creation of a statistical division/department that is subject to the LSS and part of the system of official statistics. Since this option implies the fulfilment of many conditions and the regular production and dissemination of results of official statistics, it will be resource-intensive; for this reason, the first option, i.e. transferring the unit-level data to the NSC. The NSC acting as a responsible producer of official statistics based on this source, it is likely to be preferred by most administrative agencies. Regular transfers of such files should become visible in some form (e.g. as part of the annual statistical programme). In many cases, the NSC will ask these unit-level data to be transmitted with identifiers, allowing the matching with files from earlier periods of the same source or with other sources; however, after matching and adjustment, the identifiers should be separated from the content characteristics, as was explained in the confidentiality chapter 1.5.4.
77. Administrative agencies should not have the right to refuse the transmission of unit-level data on the basis of confidentiality clauses in their respective laws, or based on the LIPC. Once the data is with the NSC, they will not be used in any way for decisions related to a single unit. Only if a legal base for an administrative data collection were to explicitly exclude the use of such data for statistical purposes (which is very unlikely), the access for statistical processing can be denied to the NSC. The right of the NSC to receive administrative data should also include unit-level or aggregate data declared as state secrets; the LSS is clear about the fact that this data cannot be disseminated as such by the NSC, but only be used as building blocks for higher-level aggregates.
78. It is important to have in the LSS a very explicit mandate for this type of data transmission. The current perception in the NSC is that such transmissions can only take place if there is an “interchange” of data, i.e. that some data has to flow also in the opposite direction from the NSC back to the holder of administrative data. Such interchanges take place between the NSC headquarters and ministries, but also between NSC territorial offices and their ministerial counterparts at territorial level. The notion of interchange is inspired by some ambiguous formulations in the LSS and the decree about the NSC, such as “ensuring interaction of the state statistical information system with information systems of administrative and self-government bodies” (article 11 LSS), the “uniform system of primary recording” (article 4 LSS), or “ensuring interaction of the state statistical information system with information systems of administrative and self-

government bodies” (paragraph 5 of the decree). Since results of official statistics have to be accessible simultaneously to all users at the same time, and unit-level data, once they are in the statistical system, they cannot be transmitted back to anybody outside the statistical system (except to researchers, but never for non-statistical use), the possibilities for flow in the opposite direction is very limited. The only possible form is as part of statistical services, i.e. statistical services on demand after the release of the main results, but the products of such services can be transmitted to the requesting agency only in aggregated form, allowing no direct or indirect identification of units.

79. The notion of interchange is also dangerous because the first flow from the administrative body to the NSC has to be an obligation that can be enforced, whereas the provision of statistical service is limited by the resource possibilities of the NSC and should in most cases be subject to the additional cost being paid by the user. The two flows cannot therefore be put at the same level. The compelling reason for making full use of administrative data for statistics is that otherwise the same data would have to be collected in parallel, mostly from the same respondents, and this would be highly inefficient and causing unnecessary reporting burden to them.

1.6.2. Mandate for data collection through statistical surveys

80. Concerning statistical surveys in the proper sense, the LSS has a sufficient mandate for collecting such data from all kinds of respondents, with the only exception of the characteristics mentioned in article 8 discussed below.). The rights and obligations of respondents are spelt out in the LSS (article 12 and 16). Household sample surveys are not compulsory. Violations of response obligations by economic units, and in the case of censuses, can be sanctioned, but the fines seem to be very small, even in the case of large enterprises.
81. The issue of minimization of response-burden is mentioned in article 5, but there are signs that concerning data collection from businesses, modified or new forms are not systematically put to a pilot test with respondents. Some of the concepts in international statistical standards cannot be repeated as questions in a form; they have to be broken down into components with concepts that are familiar to the respondents. There is also a lack of a regular network with representatives of the business community where the issue of response burden caused by statistical surveys can be discussed.
82. In view of the still existing legacy of treating unit-level data in a way that they could be used for legal purposes and have therefore to be stored without modifications, it may be useful to include this in the LSS as an article that addresses the issue of adjusting, imputing, and merging sources in a different way than the parts of the present article 12 that speak about “corrections” that respondents have to introduce at the request of the NSC. The decree about the NSC further elaborates this right in a way that looks rather invasive: “examine the primary record keeping”, and “introducing corrections to this primary material” (kept for other purposes than statistics). The NSC should have the possibility, but not the obligation, to contact individual respondents if their information is modified, complemented with information from other sources, or if missing information

is imputed, and it should not be involved in a type of auditing exercise with respect to primary records, this being a non-statistical task.

83. In contrast to these far-reaching competences in business surveys, the LSS contains some rather narrow limits for the content of household surveys as part of official statistics through its article 8 (penultimate paragraph). A number of issues like race, religion, or political views, and any issue “violating the privacy of citizens” are listed as prohibited for statistical observations. With the exception of political views, it may become relevant to address some of the above topics as part of official statistics, however, and if issues like health status, victimization, or political activities were considered as falling under the term “violating the privacy of citizens”; they could not be incorporated into the activity programmes of official statistics. A similar article is to be found in the LIPC (article 8), with health explicitly mentioned, from which it is not clear whether collection and processing for statistical purposes would be allowed or not. If there is a confidentiality regime in the statistical system without any loopholes through a revised article 19 of the LSS, it should be possible for official statisticians to include questions about such issues in household sample surveys. It is therefore proposed to change this paragraph in article 8 in such a way that these issues are not completely excluded from statistical observation, but only from response obligations.

1.6.3. Assessment

84. The mandate for data collecting through statistical surveys in the LSS is sufficient in general. The provisions of rights and obligations of respondents and statistical producers are well specified, with the exception of two issues:
 - a) Issue of “corrections” for missing or inadequate replies, which includes the right to see respondents’ primary records corrected (decree about the NSC);
 - b) The impossibility to include certain items in household surveys listed in article 8.
85. The legal basis for the NSC to receive regularly unit-level data from administrative sources, collected by other agencies primarily for administrative purposes, is not sufficient to be implemented in practice. Other laws should only be able to stand up against this obligation if the use for statistical purposes is explicitly forbidden.
86. Transmission of aggregate data is in no way a substitute for the transmission of unit-level data, nor should access to such data by the NSC be made dependent on some form of “interchange” of information. It is recommended to revise the provisions in the LSS in this direction, and to include an explicit list of transmission obligations for unit-level data of administrative origin in the annual statistical programme.
87. The NSC should never be involved in the primary collection of data that may be accessed and used by other agencies for making decisions about individual units.

2. NATIONAL STATISTICAL SYSTEM

2.1. Structure of the system

2.1.1. State statistical bodies

1. The notion of an institutionally defined national statistical system does not come out very clearly in the Kyrgyz Republic, neither in the LSS or in the two statistical programmes, the annual Statistical Work Programme, the multi-year programme of improvement and development of state statistics (the current one covers the years 2010 to 2014). The major reference is in article 10 of the LSS, where the “system of state statistics bodies” is defined as being composed of:
 - a) The NSC;
 - b) The territorial bodies of state statistics created by the NSC at two territorial levels, oblasts/cities and rayons;
 - c) Other subordinated bodies of state statistics created by the NSC (examples are the Main Computing Centre MCC, the Training Centre, and the Institute for Statistical Researches).
2. Given that the bodies under (b) and (c) are, in both operational and legal terms, subordinated to the NSC, it is somewhat surprising to see them appear, at the level of a law, as bodies of state statistics in their own right, i.e. being potentially entitled to produce and disseminate official statistics under their own responsibility and under their own name. From a purely legal point of view, it would therefore be possible to assign certain activities to one of the subordinated state statistical bodies explicitly mentioned in article 10. However, the annual statistical programme does not mention any state statistical body of the second or third category; the NSC is the only institution of article 10 explicitly referred to in the annual statistical programme. This raises doubts about the legal construction to define the organisational units of the second and third type as separate state statistical bodies. In operational terms, (a), (b) and (c) can therefore be considered as forming together the Central Statistical Office of the Kyrgyz Republic, in charge of the great majority of official statistics and being also the leader and the coordinator of the system. The allocation of tasks within this wider NSC should be an internal management decision, and to the extent territorial or other subordinated units will be entitled to produce and disseminate official statistics, it should be carried out under the name of the NSC and by following all procedures for official statistics, notably the explicit inclusion in the statistical programmes.
3. Article 1 has another type of definition for what is called “system of state statistics” in terms of data and methodologies, or in other words as the sum of data and metadata stored and processed by “official statistical service subjects”. This latter term is also referring to institutional units, using a different term than “bodies of state statistics”, which will be analysed in more detail in the next section. It is important to be clear that the definition of a system of official statistics is at the first level in institutional terms, and

only at the second level as activities linked to datasets carried out by organisational units that are part of the system. In almost all cases, all datasets processed for statistical purposes by organisational units of a national statistical system are either directly or indirectly used for the production of official statistics, or for providing additional statistical services with the same data. The overwhelming majority of statistical datasets in the responsibility of producers of official statistics will therefore be part of official statistics also at this second level of the definition. Concerning the possibility of such units processing datasets for non-statistical, especially administrative purposes, this would create a conflict of interest and damage the credibility of the confidentiality pledge. Datasets used for such purposes should therefore not be located within an organisational unit that is part of the system of official statistics, but only with units outside the system border.

2.1.2. Official statistical service subjects

4. It is good practice not to include, at the level of a law, a full list of recognised producers of official statistics beyond the Central Statistical Office, with the possible exception of the National Bank given its special status as a state institution that is independent of both government and the President of the Republic. Producers other than the NSC that are part of the government executive structure are better listed, with their respective responsibilities as producers of official statistics, in the statistical programmes. For the Kyrgyz Republic, the programme of statistical work for 2010 lists 197 activities that might be loosely called production activities of official statistics, of which 77 mention approximately 40 different other agencies than the NSC as “executive”. The statistical production activities of the National Bank are mostly not included in the programme (the National Bank is mentioned as co-producer for one activity, and as the only producer for the national currency rate, but key statistical activities of the National Bank such as balance of payments or banking statistics do not appear in the programme).
5. At first sight, this gives the appearance of a substantive degree of decentralisation of official statistics, but this is not the case: some activities include the NSC and one or several other agencies together (and in this case the results seem to be published by the NSC, but produced by the other agency). For some activities, the programme mixes up the function of producer of official statistics and provider of the administrative data that are transmitted to the NSC either in aggregated or more detailed form. For some other activities in the responsibility (or co-responsibility) of other agencies, it is rather doubtful whether, from both the relevance and the conceptual basis points of view, they qualify as activity of official statistics.
6. In legal terms, the assignment of tasks of state statistics to an agency outside the NSC structure of article 10 have only a weak basis through the notion of “official statistical service subjects” in article 1, and the fact that they are not included in the more restricted term “state statistical body” makes it difficult to see how the LSS applies to them, and what their appearance in the annual programme entail as obligations for them. It is therefore fair to say that the boundary of the system of official statistics is blurred and needs clarification as regards to the conditions under which other agencies than the NSC in the wider sense can become recognised producer of official statistics through the

inclusion of some of their activities in the statistical programme. But this is only justified if it is ensured that these activities would have to respect the LSS, especially the fundamental principles of official statistics, and that they meet all the other criteria of official statistics. This is not the case today; concerning the inclusion of activities where other agencies are mentioned as “executive”, it looks as if any submission to the NSC was just carried over and submitted to the government for approval, without any criteria being applied by the NSC to ensure that the substantive and institutional characteristics of official statistics are fully met. In a revised LSS, it should still be possible to include a limited number of other agencies as producers of official statistics, through the explicit inclusion of at least one activity in the statistical programme, but this should be based on clear criteria being observed (and their observation being checked by the NSC). Not all statistical activities currently listed in the programme will remain official statistics in an approach based on verifiable criteria; the respective agencies can continue to be engaged in such activities, but they will not be considered as activities of official statistics, nor will the LSS be applicable to them.

2.1.3. Advisory bodies specific to the statistical system

7. A statistical system is not only composed of producers of official statistics, but advisory bodies specific to the statistical system are also a player in the system. The State Council for Statistics, mentioned in article 4 LSS, should therefore be moved to the chapter of the law that defines the statistical system.
8. As mentioned in 1.3, the State Council for Statistics is not presently operational. A new presidential decree is in preparation. In the old list contained in the presidential decree from 2008, most of the users are from the state sphere (which includes a representative of parliament, but none from a territorial government). Users from outside the state sphere were clearly under represented (no representative of media, business community, or the civil society; the only representative being from the academy of science). It is hoped that a better balance of user communities can be established with the new list of members of the State Council for Statistics. The articles in this decree about main functions and tasks, as well as on the competence, the organisation and the activity of the Council are a good basis for the functioning of this advisory body; however, it would give more weight to the decisions of the Council (in terms of recommendations) if they were to be made public on the NSC website.

2.1.4. Assessment

9. The boundary of the system of official statistics is blurred, both in the LSS and in practice. Whereas the “state statistical bodies”, i.e. the NSC and its subordinated bodies, are clearly within the system (with the exception of the unit in charge of the USRSU), the situation is less clear concerning the approx. 40 “official statistical service subjects” other than the NSC that are mentioned in the main part of the programme of statistical works. It therefore recommended that:

- a) At the level of the LSS, the NSC is mentioned as the main producer of official statistics, with explicit functions to manage the infrastructure for the whole statistical system and to ensure coordination;
- b) The only other producer of official statistics to be mentioned in the LSS is the National Bank;
- c) The other producers to be mentioned in the programme of statistical works, but only if they are willing and able to produce and disseminate official statistics as a regular activity and in full respect of the principles of official statistics; agencies that provide data from administrative sources to the NSC for further statistical processing and dissemination as results of official statistics would not be considered any more as producers of official statistics, and would therefore not be part of the system of official statistics;
- d) The revised LSS will require the National Bank and the other recognised producers of official statistics to create an organisational unit for statistics; these units would then become part of the system of official statistics, but not the rest of the agency/department to which they belong. The LSS would be fully applicable to the activities of official statistics assigned to these units through the programme of statistical works (for the National Bank with the exception of the LSS provisions that refer to decisions by the government).

2.2. National statistical programming and coordination mechanism

2.2.1. The annual programme of statistical works

- 10. Article 14 of the LSS requests the NSC to develop, “jointly with the central authorities and other concerned bodies” an “annual programme of statistical works”. According to the second paragraph, the government of the Kyrgyz Republic shall approve the programme, which will be implemented from the state budget funds. This programme is the legal basis for the NSC (and the other official statistical service subjects explicitly mentioned there) to execute the statistical “works” in their respective competence. The list of “works” is activity-based; it is not a list of data collections (statistical surveys and access to administrative data collected for administrative purposes by other agencies). However, the output to be generated by the activities is very visible through the list of publications contained in additional tables of the programme, which sometimes even fix the exact data by which the results are to be disseminated. The advantage of having an activity based work programme is the link to resources from the state budget. After approval by the government, the annual programme is transformed into a government decree and published on the NSC website.
- 11. A draft of the programme is circulated for comments to a wide range of users, both from inside and outside government. Before preparing the version submitted to the government, the NSC may discuss bilaterally with individual users. For many activities, the entries in subsequent annual programmes remain unchanged, and new items or activities that are not carried out each year are only introduced if the additional funding

from the state budget is likely to be approved as part of the budgetary decision processes, or if it can be funded from other sources (article 15 allows some state statistical activities to be funded from other sources). However, multilateral discussions, e.g. in the State Council for Statistics, about the draft programme do not take place. Once the Council is operational again, this task, explicitly mentioned in the relevant Presidential decree, should have a high priority, with the comments and recommendations of the Council being made known to the government when the programme is submitted for approval.

12. For the purpose of linking activities to resources, the programme of work, once approved, is translated into a more detailed log-frame, which includes cost and deadlines of implementation milestones for each line (activity). This helps the NSC management to follow the implementation and intervene when necessary (the NSC collegium discusses the implementation of the annual programmes regularly). The log-frame also makes explicit any data collection activity (notably surveys) and outputs that are specific to a given activity. The resource assignments can be changed between different activities by the NSC management in the course of the year within the overall resource envelope (an example is the economic “census” in trade and services planned for autumn 2011 that is not listed in the 2011 programme). This log-frame does not have a legal status, and is not publicly accessible. The deadlines include dates for sending out forms to respondents, for respondents returning the forms, for data entry and availability of results. The NSC Chairman informs the government about the progress twice a year; a summary reporting after the completion of the year about the achievements and gaps in implementing the programme is not available in a form that allows public access.
13. The annual programme gives a very comprehensive overview about the activities and the output of the NSC. The inclusion of other agencies, either as co-responsible agency together with the NSC or as only producer, does not seem to follow any policy or criteria. It is also not clear what is the implication of mentioning more than one agency; responsibility for being the producer of official statistics should not be shared, but the responsible producer can of course delegate some parts of the work to others, including possible private operators, without his overall responsibility being affected (therefore, such sub-contractors do not have to be mentioned in the programme itself, only in the log-frame). It is very positive that, in addition to the main part with 197 statistical “works”, there is well structured information added about type of activities in the NSC that do not need explicit approval by the government, such as methodological work that does not lead to output in the same year, internationally funded activities, work on databases and registers, and major ICT investments. Similar information for other producers is not included.
14. In view of the difficulties for the NSC to receive unit-level data from administrative sources (see 1.6), it may be necessary to associate to the list of works not only a list of outputs in terms of reports to be published, but also a list of inputs in form of data collection activities, subdivided by:
 - a) Statistical surveys for official statistics (data collection for exclusively statistical purposes, of which at least one output falls into the category of results of official statistics);

- b) Import into the statistical system of data collected outside the statistical system for administrative purposes, to be used for the production of results of official statistics;
 - c) Imports of other types of data (e.g. environmental data; data from other countries) to be used for the production of results of official statistics:
15. Each category would have to be described with the salient characteristics where approval by government helps implementation. In the case of transmission of administrative sources, approval by the government would have to be preceded by bilateral discussions with each source agency/department. When difficulties arise, the discussion and support from the State Council of Statistics may help the NSC in getting such items approved. Following the principle of professional independence, the NSC would be free to use any of the listed sources for any of the activities listed in the programme.
 16. Another welcome piece of added information, for activity, output and data collection items would be to highlight changes compared to the preceding annual programme. Otherwise, the comparison between two subsequent programmes is very cumbersome. The present process encourages status quo, i.e. keeping activities unchanged, too much; this is reinforced by the priority setting in the case of insufficient resources; continuation of regular activities receives priority over non regular activities or resource-intensive changes. The NSC management should be encouraged to ensure a certain degree of innovation in all years, even if this may be at the expense of dropping or reducing on-going activities.
 17. Once adopted by the government, the annual programme is published on the NSC website. However, it is proposed that the changes made to the programme by the NSC management in the course of the year and within the overall resource envelope be made visible on the website, notably concerning additional data collection activities that cause response burden to businesses or households. The necessity to update the programme in the course of implementation may require the introduction of an additional enabling paragraph in article 14 of the LSS.
 18. Finally, an obligation to prepare, submit to the Council of State Statistics, inform the government and publish a succinct report on the accomplishments in the previous year should appear at the appropriate level of legislation (possibly decree). It would give an overview on the extent of implementation of the annual programme, and give reasons why certain activities could be implemented only partially, or not at all.
 19. Is the approval of a statistical programme by a political body like the government an infringement on professional independence of the statistical system? Not if the government limits itself to either balance activities with resources, which includes the setting of priorities, and for some specific cases to balance information needs against burden to respondents. However, the government should not change methodological or dissemination characteristics contained in the programme; these are protected by professional independence. Therefore, the approval should only be about the list of activities (present main part), and possibly some items in the added list of data collections (including the decisions on administrative unit-level data to be used by the statistical

system), but not on the other parts that figure in today's annual programme. Furthermore, the government should refrain from changing any of the items in the competence of the National Bank.

2.2.2. The programme of improvement and development of state statistics of the Kyrgyz Republic (multi-year programme)

20. Like the annual programme, the multi-year programme is very comprehensive, but covers only the NSC in the wider sense. The programme for the five years 2010 to 2014, published on the NSC website, has as core an impressive list of improvements and developments that the NSC envisages for this period if the resources can be made available. The list of programme activities is preceded by a kind of strategy chapter and a chapter on the outcomes of the previous multi-year programme (which covers only four years: 2006 to 2009). Activities are listed where major changes affecting the budget are envisaged. This programme in a way reflects the subjective view of the various levels of management in the NSC; it is not based on systematic discussion with users (according to the NSC, very few users would be able to express their views about future information needs). Ministries have a possibility to comment when the programme is submitted to the government for approval, but given its non-binding nature; very few take an effort to do so.
21. The NSC collegium discusses progress in implementing the multi-year programme twice a year. However, it is not clear to what extent the multi-year programme is linked to the items of the annual programmes. The nature of the activities included in the multi-year programme is very varied and follows a less clear structure compared to the annual programme; in particular, it is not clear what criteria are used by the NSC to decide whether a proposed activity is to be included or not in the multi-year programme. The description of the various items would have to be made much more operational to estimate the resource implications. Furthermore, should suddenly the budget allow all proposed improvements to be carried out, it is likely that, from the pure management point of view, it would be difficult for the NSC to implement all development activities in parallel to ensuring the on-going production. To an outsider, the multi-year programme appears therefore as a kind of wish-list of items, out of which only a few may be followed up to a level of operational specification that allows their inclusion in one of the annual programmes. This makes it difficult to use as a statement of expected achievements against which actual performance can be assessed.
22. The system of official statistics could benefit from a multi-year programme that has a clear normative character and a fixed periodicity (4 or 5 years). As now, it should be approved by the government, but in addition preceded by early consultations with some users and discussion in the State Council for Statistics like for the annual programme of work. The structure of the present plan, including the strategy chapter and the accomplishments of the previous period, can be used for this purpose, but the inclusion of items should follow some criteria, and items should be activity based (or form bundles of activities that are managed together). For government approval, it is also necessary to give an overall estimate of the various resources for the implementation of the plan, as well as for selected major items, and to indicate where applicable activities that would

depend on funding from other sources than the state budget. The implementation of the entire development plan should not be beyond the management capacities of the NSC. The plan should not only cover the NSC, but also any developments or improvements to official statistics activities envisaged by other producers.

23. It is also necessary that the NSC management formalise the process by which items from the multi-year list can be taken over to the annual programmes, by specifying a list of criteria against which each activity is assessed, including the information needs from a variety of users. The number of criteria met could be an indication of priority for implementation. The implementation process should follow a standard project management procedure to be developed for the whole NSC. Exceptionally, it may also be the case that items not envisaged in the multi-year plan become so urgent as to require inclusion in the annual programme of the next year; such items should be marked accordingly. The proposed regular ex-post reporting about the implementation of the annual programmes should also include an assessment about the extent to which the current multi-year plan has been put into practice so far.

2.2.3. Coordination mechanism

24. The principal instrument of coordination in today's statistical system is the approval of forms for "statistical observations" by the NSC, which include forms for both statistical surveys and for primary collection of administrative data, based on article 12 and 15 LSS. The decree about the NSC mentions terms like "coordinating activities in accounting" and "coordination of actions of administrative and self-government bodies and other legal entities regarding issues of administrative data collection and use arrangements". These provisions assign a basically non-statistical role to the NSC that contributes to the NSC being perceived as directly involved in administrative decisions about individual units. This approval process is resource intensive, and as coordination tool of decreasing value. Furthermore, only a part of these administrative data collections has a potential value for official statistics. Even if restricted to statistical reporting, coordination that concentrates on approving forms and questionnaires has proven not to be an effective approach, because it focuses on only one (and a rather late) stage in the process. Coordination issues are better integrated into the overall quality control and project management mechanisms.
25. The substantive part of coordination is about ensuring consistency of results while at the same time avoiding unnecessary data collection through statistical surveys, for the whole system of official statistics. For this purpose, administrative data have to be used to the maximum extent. All available data sources, whether statistical surveys or administrative data, have to be considered as potential resource for the whole statistical system, i.e. as inputs for many types of statistical outputs, and not only for outputs of one particular organisational unit within the NSC. An effective coordination presupposes the overcoming of the traditional stovepipe approach, by which one source (statistical survey or administrative source) is the only input to produce a given set of tables (1 to 1 relationship). Modern official statistics is more and more characterised by n to m relationships, i.e. one source can be used for outputs in several areas, and the output of one statistical activity is based on a combination of several sources. With other words,

individual departments in the NSC are not any more the exclusive user of “their” unit-level data; they have to make it available to other NSC departments as well.

26. The major coordination tool will be the preparation of the statistical programmes, but this requires an approach by which the proposed items are checked from the point of view of duplication and efficient use of available data. The traditional approach of just taking on board all proposals in substance and just harmonise the structure of presentation is not instrumental for both the coordination and the priority setting aspects. The units in the NSC in charge of the preparation of programmes must therefore have a critical view, not only with respect to proposed new items or changes of existing items, but also ask evidence for effective use of statistics in traditional areas where outputs have remained basically unchanged over years. The preparation of the multi-year programme is also the trigger that the NSC can use to check whether existing and proposed new producers of official statistics have the capacity and the environment to engage in this activity in full respect of the LSS, and notably of the principles of official statistics.
27. Additional coordination tools are necessary in the course of the implementation of the programme. The consistency of results is best approached through a process of approval of concepts and classifications that are proposed for use in new or modified results of official statistics. This process can easily be extended to the production of other producers. In addition, forms and questionnaires should undergo a NSC internal quality process of testing before being launched to all respondents, but this process has to be limited to statistical surveys, including censuses.
28. The higher the degree of centralisation of activities of official statistics with the main producer, the NSC and its subordinated units, the more the system-wide coordination of becomes identical with the coordination of activities within the NSC. In substantive terms, this will not reduce the efforts necessary to ensure this coordination, but it may facilitate processes and transparency. The most controversial issue concerning centralisation is whether statistical surveys, i.e. data collection for exclusively statistical purposes, should, in the context of official statistics, only be assigned to the NSC, or whether other producers, i.e. in ministries, may also be charged with this type of statistical activity. Since the professional design, implementation and processing of statistical surveys is a specialised task, and because a single statistical survey is used as input into an increasing number of production processes, efficiency and system (as well as integrity) considerations point towards centralisation with the NSC, especially for a small transition country like Kyrgyzstan.
29. Concerning the primary collection of administrative data by other agencies outside the statistical system that are used in the system of official statistics, the NSC should make sure that it is consulted in time when other agencies plan to modify or even drop a relevant collection of administrative data. This is much earlier than the present approval of administrative forms, which intervenes at too late a stage. Through the observer status of the NSC Chairman in the government, the NSC should be in a position to detect changes in administrative data collections envisaged by other ministries very early. The NSC can then concentrate its efforts on influencing the design at an early stage, and on getting access to such data at unit-level, which it can subsequently process and adjust ex-

post to approximate statistical concepts if the requests for improving the collection form were not or not entirely successful. Statisticians have to accept that the final decision about forms for collecting data for administrative purposes (e.g. tax declaration forms) cannot be assigned to the statistical system, but has to remain within the respective administrative system; the decision-makers should however be aware of the implications of their decisions on official statistics and if possible take them into account.

2.2.4. Assessment

30. Both the annual programme of statistical works, approved by the government, and the multi-year plan for the improvement and development of state statistics are a very good basis for the planning of statistical activities. The following extensions are proposed:
 - a) To mention the multi-year programme, like the annual programme, in the LSS with a defined periodicity and as requiring approval by the government;
 - b) To discuss both programmes with the State Council of Statistics;
 - c) To assign a specific activity in the annual programme only to one producer;
 - d) To complement the list of activities and publications by a list of data collections, subdivided in statistical surveys and transmission of administrative data at unit level. Statistical surveys should only be assigned to the NSC;
 - e) To maintain the annual programme of work on the website as a living document that is updated when important changes in the course of the year are decided by the NSC management;
 - f) To highlight changes compared to the programme of the preceding year, and to ensure that in each year a certain degree of innovation takes place;
 - g) To set up explicit criteria for including the activities of other producers in both programmes, which will have to be checked by the NSC for each individual item proposed;
 - h) To introduce the obligation to make public the report on the implementation of the annual programmes.
31. The preparation of the programmes should become the major instrument of ensuring coordination of official statistics activities in such a way that the results will be consistent, and that no duplicative data collection takes place. All available sources have to be assessed for their possible contributions to any area of statistical work, and during the preparation of the multi-year programme, the compliance of other producers with the principles of official statistics has to be verified by the NSC, as well as with the criteria of relevance and conceptual foundation for the activities they propose to be included as official statistics.

32. Additional coordination tools during the implementation of the programme are processes to request approval from the NSC for concepts and classifications used for results of official statistics, and processes to require testing of new or modified forms/questionnaires.
33. The obligation for the NSC to approve all forms for administrative data collection should be replaced by the obligation for other agencies to consult the NSC in time when they plan changes to administrative data collections or registers that are relevant for official statistics.

3. NATIONAL STATISTICS COMMITTEE

3.1. The National Statistics Committee and its subordinated bodies

1. According to article 10 of the Law of the Kyrgyz Republic on State Statistics (LSS), the National Statistical System of the Kyrgyz Republic (or State Statistics) consists of the National Statistics Committee (NSC) as well as national and territorial bodies subordinated of the State Statistics.
2. The LSS, in the first paragraph of its article 4, refers to what could be considered as mission statement of the State Statistics. Most of the elements for such a mission statement for official statistics are present: the main topics of economic, demographic, social and environmental statistics, the different user groups including the general public, the objectivity, and the international comparability (as well as implicitly, through the term “trends”, comparisons over time). An explicit reference to the fundamental principles is missing, but most of these principles are listed in the article that directly follows this mission statement (article 5).
3. The second paragraph of article 4 mentions that the *State shall establish and administer a uniform system of primary accounting and statistics and determines the content and nature of statistical activities throughout the territory of the Republic.*
4. From this paragraph two comments have to be made:
 - a) It should be the mission of the State Statistics solely to establish and manage the system of national statistics (principle of professional independence)
 - b) Data collection for administrative purposes and the maintenance of administrative registers should not be the competence of the State Statistics (see also chapter 2.2.3 of this report).
5. The list of statistical products to be delivered by the State Statistics is however a competence of the Government and is executed through the approval of the annual statistical programme.

6. The Decree of 21 January 2011 specifies that the NSC remains under subordination of the President of the Republic and therefore the President appoints the chairman of the NSC. The Law does not mention the duration of the mandate of the chairman nor foresees the rules for his appointment and dismissal. The deputies of the NSC chairman are also appointed by the President of the Kyrgyz Republic upon proposal by the chairman.
7. The Kyrgyz Republic is administratively divided in 9 *oblasti* or regions: 7 provinces and the cities of Bishkek and Osh. Each region is further divided into *rayoni* or districts, administered by officials, appointed by the national government. Rural communities (*ayil okmoty*), consisting of up to 20 small settlements, have their own elected mayors and councils. The structure of the State Statistics at territorial level mirrors the administrative organisation of the Kyrgyz Republic and is fixed in the LSS. It consists of 2 layers: 9 regional offices, including Bishkek city and Osh city statistical offices and 49 district offices. There is no statistical body at the level of rural communities. Territorial statistical bodies are created by the NSC. Article 15 of the Law stipulate that appointment and dismissal from office of heads of territorial bodies shall be carried out without agreement with heads of local state administrations and local self-government bodies. In 2011, 899 people were working for territorial bodies and 158 in the NSC.
8. Article 15 LSS stipulate that appointment and dismissal from office of heads of regional statistical offices shall be carried out without agreement with heads of local state administrations and local self-government bodies. The LSS does not mention whether the NSC chairman or the President of the Republic is the authority of last resort for such decisions.
9. At national level, there are 3 subordinated bodies to the NSC: the Main Computing Centre, the Institute of Statistical Research and the Training Centre. According to the LSS, national subordinated bodies of the State Statistics are created and managed by the NSC.
10. The Board assists the NSC chairman. The latter is an advisory body consisting of the chairman (chair of the board) and his 3 deputies, the director of the Main Computing Centre and two directors of regional statistical offices. The Boards meets regularly and is consulted by the NSC chairman on important issues including the preparation of multi-year and annual working programmes.
11. If the NSC is responsible for the coordination of the State Statistics and the guardian of the harmonisation of statistical methodology and nomenclatures throughout the system, territorial statistical bodies at districts level are mainly involved in primary data collection. Data are then checked, aggregated and sent to the next territorial level (regions) that after performing the same operations forward them to the NSC. The Main Computing Centre plays a central role in this bottom-up process since it is responsible for the development of the IT infrastructure allowing each regional level to process primary data and transfer information to the next upper level.

3.1.1. National Statistics Committee (NSC)

12. The LSS does not provide a specific mission statement for the NSC. Article 11 LSS defines the major functions of the system of state statistics bodies, as defined in article 10, but does not refer explicitly to the NSC.
13. Article 11 of the LSS is a rather comprehensive list of broad functions, including even items that have not received much attention so far such as quality assurance or safe storage of data:
 - a) Collect, process, analyse and disseminate timely and quality statistical information;
 - b) Give access free of charge to official statistics, and inform users about statistical sources and compilation methodology;
 - c) Continuous development, improvement and implementation of new methodologies, IT infrastructure and software taking into account international recommendations, users' needs and respondents' burden;
 - d) Ensure confidentiality and data protection of all statistical information processed by the State Statistics from the data collection to the storage of the information;
 - e) Interact with stakeholders at national and regional level of the country and statistical services of international organisations;
14. Article 11 LSS also includes items that refer to non-statistical tasks:
 - a) Activities related to the collection of administrative data;
 - b) The establishment and maintenance of a public register: the Uniform State Register of Statistical Units,
15. These activities conflict with the fact that individual data collected, processed or/and stored by statistical agencies are to be strictly confidential and used exclusively for statistical purposes. Primary statistical data may be drawn from all type of sources including administrative data and records but statistical agencies should avoid as much as possible to be involved in the collection of data that could be used for documentary purposes; could be in favour or against the respondent unit.
16. As already mentioned in chapter 3.1 of this report, a chairman heads the NSC. The President of the Kyrgyz Republic appoints the Chairman and approves the nomination of the three deputy chairmen. The NSC Chairman is regularly invited to take part in government meetings as an observer when topics related to statistics are discussed. This is an ideal stage for the chairman to represent the State Statistics and participate in discussions about the annual statistical programme and the state resources allocation (human and financial resources) for its implementation.

17. The NSC is structured into 3 divisions and 18 departments. There are 11 substantive departments and 7 non-substantive (administrative and production-support) departments. Each deputy chairman is responsible for a division. Divisions have no name and are a mix of substantive and non-substantive departments:
- a) Division 1: national accounts department; price statistics department; department of foreign trade statistics; enterprises and finance statistics department; department consumer market and services statistics; department of planning, organisation and coordination of statistical work; department of summary works and information.
 - b) Division 2: department of industry and innovation statistics; department of investments and construction statistics; department of social and ecological statistics; department of labour and employment statistics; international cooperation department.
 - c) Division 3: agriculture statistics department; demographical statistics department; department for population and housing census
 - d) Three departments are directly subordinated to the chairman: sampling surveys department; accounting and finance department; department of administrative maintenance.
18. The NSC consists of 137 civil servants, 158 employees including the logistics personnel, (12% of the total State Statistics) and they are all located on the same premises in Bishkek. In average, 8.6 people are working in each department. The smallest departments are the International Cooperation and Demographic Statistics departments each with 4 employees and the largest are the Administrative department, Sampling department and National Accounts department with respectively 13 (34 with the logistics personnel), 12 and 11 staff members. The budget of the NSC in 2010 was 25 million KGS which corresponds to 15% of the total budget of the State Statistics.
19. At first sight, the organisational structure of the NSC is somehow complex since it is a combination of subject oriented and process oriented approach. Furthermore, non-substantive departments are distributed among most divisions and three of them are directly subordinated to the Chairman. While there are probably good reasons for the present structure of the NSC, the increasing internal and external pressures for efficiency gains, reduction of respondents' burden and quality management would speak in favour of a reorganisation of the NSC. This will be further developed in the assessment chapter 3.1.6 after the description of the NSC subordinated bodies.

3.1.2. Regional Offices

20. According to article 10 of the LSS, the territorial statistical system consists of 2 layers: regional offices in 7 "oblasti" and 2 cities (Bishkek and Osh) and 49 district offices in "rayoni". Territorial statistical offices are under the subordination of the NSC and according to article 15 of the LSS, appointment and dismissal from office of heads of territorial statistical bodies shall be carried out without the agreement of heads of local

state administrations and local self-government bodies. Activities of territorial statistical bodies are not explicitly mentioned in the annual statistical programme but are financed directly through the national budget. 68% of the total budget for the state statistics is allocated to regional and district statistical bodies. In 2011, 899 civil servants were working for territorial statistical bodies; about 6 times the number of people employed by the central office of the NSC.

21. Statistical bodies at district levels are responsible for the primary data collection and the maintenance of local registers. The quality of the data is checked, mainly through automatic quality check, aggregated and sent to the Main computing Centre (MCC) via the next territorial level: regional statistical bodies. This bottom-up procedure is supervised by the MCC that is in charge of the development of IT infrastructure and software for the quality monitoring and aggregation process. The NSC is getting the aggregated information directly from the MCC.
22. Territorial statistical offices are entitled to provide specific statistical services to territorial authorities and other users at regional and local level. For these requests, statistical methodologies and nomenclatures shall be approved by the NSC, but it is not specified in the LSS if these services shall be mentioned in the annual work programme and how they shall be financed.
23. The territorial structure of the State Statistics finds its origin in the organisation of the primary data collection, aggregation and transmission under the USSR. Nevertheless, the rapid development of information capture, processing and transmission technologies might question the necessity to have for the Kyrgyz Republic two layers of territorial Statistical bodies. It seems that the regional level (Oblast) is no more needed in the production process of timely and quality statistical information. The vertical integration (production processes including territorial organisation) of the State Statistics will be further developed in the assessment chapter 3.1.6.

3.1.3. Main Computing Centre (MCC)

24. The MCC implements the National Statistics Committee's common technical and technological policy for the collection, aggregation, transmission and storage of statistical data, employing modern technologies and making wide use of electronic, printing and office automation equipment and communications.
25. The MCC is a subordinated body of the State Statistics (article 10 of the LSS) and is located on the premises on the NSC in Bishkek. The head of the MCC (director) is appointed and dismissed by the NSC chairman. The MCC director is supported by two deputies that are in charge respectively of the data collection and processing department, and the IT department. The MCC has large management autonomy but in counterpart, its 175 employees are not considered as civil servants. However, staff members of the MCC gave the impression to be knowledgeable, dynamic and committed people with a rather good command of English. In 2010, the budget of the MCC amounted to 25 million KGS which represented slightly more than 15% of the total state budget for statistics.

26. The MCC is working exclusively for the State Statistics with the main objective to develop and maintain the IT infrastructure and logistics for the data collection, quality check, aggregation process and transmission for ultimate control and dissemination of statistical information to the NSC. The regular activities of the MCC are exclusively financed by the NSC and any extraordinary retribution for additional services provided to users is credited to the budget of the NSC.
27. The MCC plays a major role in the production process of official statistics, such as:
 - a) Development of software for computerization of the technological processes for processing statistical information;
 - b) Development of state statistical classifications, generation and maintenance of the state automated data bank of international, inter-state and state classifications/classifiers;
 - c) Collection, logical quality check, automated processing, transfer and distribution of statistical data;
 - d) Development and maintenance of the Unified State Register of Statistical Units (business register) and other derived statistical registers;
 - e) Development of the system of an integrated storage and protection of statistical data from unauthorised access and damage;
 - f) Development and maintenance of an automated system for data exchange among administrative and statistical registers;
 - g) Treatment of request for specific statistical information, and marketing research about the statistical information supply markets.
28. In many countries, these activities are considered as core activities of the National Statistical System and, in order to avoid duplication of tasks and processes, have been fully integrated in the National Statistical Institute. Opportunities for horizontal integration of the State Statistics will be discussed further in the assessment chapter 3.1.6.

3.1.4. Institute of Statistical Research (ISR)

29. The Institute of Statistical Research (ISR) is one of the subordinated bodies of the State Statistics mentioned in article 10 LSS. As for the Main Computing Centre (MCC), the ISR has some important management autonomy but its 17 employees are not considered as civil servants. The head of the ISR (director) is appointed and dismissed by the NSC chairman. The ISR is not located in the NSC building but shares its premises with the Training Centre (TC) in Bishkek.
30. The main activities of the ISR are research in various fields of statistics, including recommendation for the development of statistical methodology and tools in the context of transition process. Sample design, selection of observation units and gross-up

procedure are not carried out by the ISR but by a specific department of the NSC directly under the supervision of its chairman.

31. The ISR has 3 personal computers at the disposal of its 17 employees. This probably explains why the ISR has no dedicated website. The budget of the ISR amounts 2 million KGS which corresponds to slightly more than 1% of the total state budget for statistics. The ISR publishes from time to time interesting articles in national and international scientific journals. The full integration of the ISR into to the NSC could be considered in the perspective of a further development of primary data collection through sample surveys, statistical grossing-up (extrapolation) and related quality monitoring.

3.1.5. Training Centre (TC)

32. The Training centre was set up in 1934 and provided essentially bookkeeping and accounting training to statisticians working in collective farms. The TC joined the NSC in 1992. There are 19 people currently working for the TC, 7 of which are purely administrative staff and the remaining 12 are technical staff involved only in organisation of training activities. Staff members are not considered as civil servants and are in general not involved as trainers in the activities of the TC. The TC is mainly responsible for the organisation and logistics of training courses, including the selection of external trainers, provided to staff members of the State Statistics in Bishkek and in the regions.
33. The current objective of the TC is to organise training activities for NSC staff members according to the Annual Training Plans (ATP). The ATP is established annually through a procedure involving the middle management of the NSC and eventually approved by the Collegium of the NSC. Staff members are not officially consulted and therefore do not have the opportunity to express their needs or wishes. The ATP gives priority to training of newcomers in technical and methodological domains. IT and English courses are organised for all staff members of the State Statistics. In some cases, training activities can also be attended by staff from other national administrations. Courses are provided in Russian, Kyrgyz and on some occasions, in English depending on the trainer.
34. With the exception of English courses, in general there are no exams at the end of training activities but participants receive a participation certificate and a questionnaire for the evaluation of the quality of the course. Training may contribute to career development but has no automatic effect on the salary.
35. Funding of training is secured from the NSC budget and contribution from international organisations and other bilateral donors through their capacity building programmes. The budget of the TC barely covers all activities foreseen in the ATP and urgent investment would be necessary in ITC equipment (IT, videoconference).

3.1.6. Assessment

36. The NSC has a central role, if not exclusive, as a producer of official statistics. Leaders of the NSC and its subordinated bodies are committed to maintaining trust and public confidence in the State Statistics by keeping the production of official statistics, from the

data collection to the dissemination, free from political interferences and following modern management practices. The NSC is confronted with an increasing demand from the Government, the business sector, international organisations and the civil society for timely and quality official statistics for monitoring economic, social and environment policies. Unfortunately, financial and human resources are often not following the same path, and the NSC will have to face this increasing demand with limited resources. This report has taken stock of the important progress made during these last years by the State Statistics in streamlining statistical production. However the division of labour between the NSC, territorial statistical bodies and other subordinated bodies could be subject to further review in order to improve the coherence, efficiency and effectiveness of the State Statistics.

37. Within the State Statistics, production operates through the various production lines from the data collection at territorial level to the dissemination. Each substantive department has exclusive ownership over the production process of one or more specific statistical products. The overall organisational structure of the State Statistics is probably the outcome of a long historic process in which statistics in individual domains have developed independently from each other.
38. This business architecture, also called the stovepipe model, has a number of disadvantages and the NSC could benefit from further integration of its organisational structure and related production processes:
 - a) **Vertical integration** by reducing the layers between the data collection and the dissemination.

The implementation of new data collection methods, the development of integrated and comprehensive administrative registers and the improvement of IT infrastructure at territorial level could be an opportunity to simplify gradually the territorial structure of the State Statistics. Statistical bodies at district level (rayoni) are fully involved in data collection and have the advantage to be close to the respondents but the regional level (oblasti) is becoming an obsolete mid-layer and could be gradually suppressed.

- b) **Horizontal integration** by a reorganisation of the NSC and a gradual incorporation of core statistical activities undertaken by subordinated bodies within the central office.

A fundamental question is whether the NSC needs subordinated bodies or not? The opinion of the assessors is that core statistical functions (collection, process, analyse and dissemination) should be fully in the hands of the NSC. Currently, one of the most important bodies in the State Statistics is the MCC. The latter is involved in the overall statistical production process, from the data collection to the dissemination of statistical information including quality check, data processing and storage. In the longer term, a full integration of MCC activities within the NSC could lead to positive synergy effects with other horizontal services already existing in the central office

and avoid duplication of tasks, e.g.: IT support; activities of planning, organisation and coordination of statistical works; marketing and information services.

Efficiency gains could be also foreseen by the integration of the functions of the TC and the ISR. TC functions could be combined with some activities of the administrative maintenance department in a new human resources and training department. The functions of the ISR could be integrated in the NSC and thus reinforce the sampling surveys department for what will be the next challenge for the NSC.

39. This concentration of statistical activities within a centralised structure should go along with a review of production processes, division of labour and development of IT infrastructure within the NSC. As already mentioned in chapter 2.1.1, one could question why subordinated bodies to the NSC have to be mentioned explicitly in the LSS. The present situation implies that for any decision of the NSC chairman, and ultimately the President of the Kyrgyz Republic, on the establishment or dissolution of a subordinated body, the LSS should be modified accordingly. It would be more appropriate to fix the horizontal (national) and vertical (territorial) organisational structure subordinated to the NSC in a specific decree of the President of the Republic.

3.2. Resource management

3.2.1. Finance

40. The National Statistics Committee (NSC), territorial statistical bodies and other subsidiary bodies are funded from the national budget within the amounts allocated for the implementation of activities of the annual statistical programme, including staff salaries. The NSC reviews annually its resources to establish the budget for the next year according to the programme of work and taking into account expected income from payments for specific statistical services and additional financial resources from bilateral or multilateral donors in the framework of capacity building activities.
41. Table 1: total annual state budget for statistics including staff and administrative costs (in 1000 KGS):

Year	Regular Budget	Budget for Population census	Total	External Funding
2007	102,990	8,804	111,794	10,861
2008	151,354	57,219	208,573	10,549
2009	173,026	117,866	290,892	24,679
2010	169,972	2,274	172,246	26,221

42. The NSC is constantly reviewing the effectiveness of the State Statistics in order to minimise the costs for the implementation of the annual work programme. Nevertheless, the state budget can cover only 80-90% of the required funds, which corresponds to regular production activities. Therefore, strategic development activities, renewal of IT infrastructure and ad-hoc surveys are mainly financed by international donors. This situation is of course hardly sustainable for the NSC since financial capacity of bilateral and multilateral donors is at present affected by the economic crises and severe cuts in their budget for cooperation programmes could be expected.
43. During the coming years, the NSC should not count on a significant increase of financial support from any sources and it appears that the financing of further statistical capacity development will have to be made through measures of rationalisation and streamlining of the current statistical production. Unfortunately, this might not be sufficient for a sustainable development of the statistical capacity of the Kyrgyz Republic.

3.2.2. Information and communication technologies

44. In recent years, the government and business sector in Kyrgyzstan has achieved significant progress in the development of information and communication technologies and infrastructure. Government organisations and private enterprises are running their own web sites and the public gradually have access to the internet. Cities and towns are now part of the world information community whereas in rural areas, the need for catching up is obviously necessary.
45. Currently, the NSC and its subordinated bodies are equipped with about 900 personal computers; out of them, 300 of which are located on the premises of the NSC in Bishkek and combined in a local network. The other 600 workstations are shared by around 700 people working for territorial statistical bodies, the Training Centre (TC) and the Institute of Statistical Research (ISR). If the number of workstations seems to be adequate, the main problem is the heterogeneity of the equipment, with modern software not running or only at very low speed on more than 50% of the computers. Mainly regional and local statistical offices are concerned with dated IT equipment and most of them are connected to the MCC and the NSC in Bishkek through low capacity dial-up communication lines.
46. Application software for data processing, automatic quality check, storage and dissemination are currently developed by the MCC. For this purpose, the NSC and territorial statistical entities send detailed specification requests for programme development and maintenance to the MCC in Bishkek.
47. Modern information technologies are one of the most important tools and conditions that would support effectiveness and efficiency of the statistical system. The NSC is currently working on an ambitious but necessary project to introduce ADSL modems for faster and more reliable information transfer among all entities of the State Statistics and integrate all statistical bodies into a single network. In this respect, it is necessary to establish clear rules on the access for employees of the NSC and subordinated bodies to confidential data. Not all employees need to have access to all confidential information.

48. Introducing modern computers and new communication technologies is not sufficient to streamline production processes. The NSC management is aware that the implementation and maintenance of information and communication technology within the State Statistics must be properly addressed in order to avoid unnecessary heavy investment without the corresponding organisation efficiency gains.

3.2.3. *Staff, recruitment and training*

49. In 2011, 1268 people were employed by the State Statistics, 854 of which are women:
- a) NSC: 158 employees, 103 of which are women (75%)
 - b) Territorial entities: 899 employees, 589 of which are women (66%)
 - c) Main Computing Centre (MCC): 175 employees, 141 of which are women (80%)
 - d) Institute for Statistical Research (ISR): 17 employees, 8 of which are women (47%)
 - e) Training Institute: 19 employees, 13 of which are women (68%)
50. Employees from the NSC and the territorial statistical bodies, except for interviewers involved in the conduction of integrate household budget and labour force survey, are civil servants. The NSC chairman is appointed and dismissed from his position by the President. The Law does not mention the mandate of the chairman nor foresees the rules for his appointment and dismissal. The deputies of the chairman are also appointed by the President of the Kyrgyz Republic upon presentation by the chairman. For the other staff members and in accordance with the *Law of the Kyrgyz Republic on Public Service*, recruitment is carried out on a competitive basis. The announcement for a specific vacant post is published in the media and posted on the website of the NSC and the State Personnel Service. Candidates are selected by a certifying-competitive commission of the NSC and a representative of the State Personnel Service of the Kyrgyz Republic. The competition consists of three stages: first a test on constitutional, normative and legal framework of the KR, the Law on “Civil Service”, record management etc, the second stage is a written examination on substance and then an interview with the candidates. Following completion of the competition and based on the recommendations provided by the certifying-competitive commission, the NSC chairman decides on the appointment of a candidate. More than 75% of the staff at regional and local level has higher education, mainly in the field of economics. If salaries in the NSC are similar or slightly lower than those offered in other public sectors, remunerations for comparable jobs in the private business is notably higher and makes it difficult for the NSC to attract and keep the best professionals, and in particular promising junior experts.
51. Employees from the subordinated bodies (MCC, ISR and Training Institute) do not have the status of civil servants. They are employed on a contractual basis. This gives these bodies a greater flexibility in the recruitment and management of human resources but in counterpart, staff members of these institutions do not benefit from the same employment

conditions. For an IT specialist working for the MCC, it is expected that the private economy will gradually offer much better working conditions, including higher salaries.

52. The Training Centre is responsible for the organisation of a training programme on computer skills for the employees of the State Statistics. Seminars are regularly organised on methods for data collection (sampling surveys), international statistical methodology, standards and nomenclatures, and use of modern information technologies in processing and disseminating statistical information. Systematic English language training is conducted to increase employees' ability to read and understand international documents.
53. It is difficult to evaluate the outcome of the training programme and the employees from the NSC gave the impression to be motivated people, committed and adequately qualified. However, the knowledge of English is rather poor among staff members, and, during the assessment mission, only few of them were able to use electronic presentation tools (e.g.: PowerPoint). The ability to present a short contribution in international meetings using PowerPoint and to read documents and follow discussions in English should be a prerequisite for NSC professionals.
54. According to the figures on "distribution of civil servants according to length of service", there is a high turnover of staff among junior specialists. At the central apparatus, 4% of the employees have less than one-year seniority and 6 % at regional and district level. In the overall State Statistics more than 18% of the staff members have less than 3 years seniority. This phenomenon is not specific to the Kyrgyz Republic and can be observed, though at a lower level, in many countries. It seems that after a very careful selection procedure, national statistical agencies offer valuable on-the-job-training to young graduated, increasing their value on the labour market. There are of course no ready-made solutions to retain junior staff in statistics but it seems that young statisticians are not only looking for higher salary but also for recognition of achievement, interesting work content and opportunities for further training and development.
55. Staff mobility across the divisions within the NSC and territorial statistical bodies is not encouraged. Currently, employees can change departments either via promotion or by participating in an open competition for a vacant post. Promoting internal staff mobility in the State Statistics would be an excellent policy for sharing good practices and developing a strong corporate identity. Unfortunately, this would be very difficult since it requires an amendment of the Law on Civil Service.

3.2.4. Assessment

56. Increasing demand for timely and quality statistics with stagnant financial resources might be a challenge for the further development of the State Statistics in the next few years. It is therefore important for the NSC to reconsider the structural organisation and distribution of tasks among bodies of the State Statistics in order to further streamline production processes. As mentioned in chapter 3.1, the benefit of having 2 territorial layers should be carefully reconsidered. The implementation of new data collection methods and the improvement of IT infrastructure at territorial level could be an opportunity to simplify gradually the territorial structure of the State Statistics

57. ICT is one of the tools rather than the solution for organisational transformation. Indeed, ICT can create opportunities for changes in order to support accurately the production of timely and quality statistical information. It seems that the NSC could further automate production processes and integrate modern IT systems and infrastructure into its business architecture. It is essential to create a centralised and comprehensive technological platform that would allow statistical registers and data bases to be routinely updated. Nevertheless, future investment for the development and maintenance of information technologies and infrastructure should go along with the modernisation of the business architecture of the State Statistics. The organisational structure of the MCC, which is the main link providing technical and software provisions to the entire system should be reviewed and if possibly further integrated into the NSC.
58. Extensive measures for staff training and development have been implemented. However, the NSC and its subordinated bodies might benefit from the development of strategic guidelines for human resources management and training. Staff mobility should be encouraged, especially among junior statisticians. Existing training programmes should also be supplemented by non-technical competences such as project management, quality management and communication skills.
59. The level of linguistic knowledge of the employees of the State Statistics should be further developed. All staff members should have perfect spoken and written command in Russian and improve their knowledge of English.

3.3. Monitoring and management of quality

60. The main objective of quality monitoring and management is to ensure the effective design and improvement of processes that ensure that products and services are fit for their purpose and meet their specification. Quality management does not focus only on products or services but also on the means to achieve them. Quality management is also referred to as business management or integrated management.
61. In the State Statistics of the Kyrgyz Republic, the quality monitoring is the responsibility of the heads of the substantive organisational units according to the hierarchical principle.
62. The NSC chairman assumes the ultimate responsibility for the State Statistics as a whole. The NSC top management is giving a high priority to quality issues and a calendar of releases of statistical information is available on the website of the NSC. For statistics listed in the annual programme, information on punctuality and timeliness is collected systematically. However, there is currently no specific unit that would be responsible for quality monitoring, management and training, and the prevailing policy is that everybody strives to achieve maximal quality given the low available resources.
63. Procedures or methods to monitor the quality of the stages in the statistical production process (survey planning, survey design, data collection, data processing, data analysis, and dissemination) are routinely applied. For all surveys, the field operations, the data entry, and the coding are routinely supervised. Revisions of the results are made when required. The Main Computer Centre (MCC) is responsible for the development and

improvement of software allowing logical quality checks of the primary data and the aggregation process. For some areas, internal handbooks, guidelines, or recommendations for the statistical production process are available. A comprehensive handbook and training programme on quality monitoring and management for staff members are not yet available.

64. The Kyrgyz Republic became the 57th country in the world and fourth among the CIS countries, which has signed the IMF Special Data Dissemination Standard (SDDS). This was a tremendous step forward in the development of the State Statistics and the recognition that the system meets some important international standards. In the framework of the SDDS, a regular external monitoring of quality is provided by the IMF. The NSC provides the collection and dissemination of data in compliance with the IMF SDDS information concerning four quality parameters: coverage, periodicity and timeliness of data; public access; data reliability; the quality of data.
65. The NSC is also subject to rigorous monitoring by the State Financial Control system. This monitoring is, however, concentrated solely on financial issues.

Assessment:

66. Quality issues are given importance and consideration by the top management of the NSC. In recent years, the State Statistics achieved exceptional progress in increasing the quality and some further actions directed on improvement of quality have been included in the present multi-year programme. To be mentioned of course: the Kyrgyz Republic subscribed on 26 February 2004 to the IMF Special Data Dissemination Standard.
67. Nevertheless, more can be done to develop a holistic concept of quality in the NSC and to improve quality management. Currently, internal monitoring within the State Statistics is done via basic hierarchy channels and a comprehensive quality management system with a defined quality policy, strategic goals, organisational measures and staff training still has to be implemented. The development of a comprehensive quality policy and related measurement tools is a prerequisite for the further development of data collection through sample surveys.
68. A specific organisational unit dealing with quality should be created within the NSC. This unit should be in charge of the quality monitoring and management of the overall State Statistics, including regular review of the quality of statistical surveys and administrative data. This unit should work with all substantive departments for the development of a standard documentation of all production processes within the NSC, from the data collection to the dissemination of the information. A summary of information regarding quality management and monitoring should be made available on the website of the NSC.

3.4. Dissemination policy of the NSC

3.4.1. The Law on State Statistics regarding dissemination

69. The Law on State Statistics (LSS) defines the main principles of presenting and publishing data: according to article 5 of the LSS, State Statistics bodies are obliged to ensure accessibility and openness of the official statistical information as well as of the applied statistical methodology within the limits established by legislation of the Kyrgyz Republic. One of their major objectives shall be the dissemination of statistical information on main economic, social, demographic, environmental effects and processes occurring in the Kyrgyz Republic and its regions (article 11). They shall have the right to provide comments on incorrect use or wrong interpretation of statistical information (article 12). They have the following basic responsibilities: disseminating statistical information, publishing compiled statistics, publications, bulletins, reviews, express information etc. in line with the Programme of statistical works and holding press conferences; providing international organisations with statistical information and to exchange the statistical information with statistical offices of other countries in accordance with international obligations of the Kyrgyz Republic (article 13).
70. Article 18 is entirely dedicated to the distribution of statistical information. It states that non-confidential statistical information shall be disseminated through regular publication in printed editions, mass media, web-publishing on the homepage of state statistics, and through direct supply of governmental and local self-government bodies, other legal entities and natural persons.
71. Article 18 also sets down the rules for the payment of statistical information. Specific users listed in a Government decree from 2007 are exempted from paying fees for all types of statistical information described further below. This list includes only state institutions (central and territorial government, Parliament services, President, ministries, committees, courts, National Bank and similar state institutions outside the government structure). Users other than those listed can access statistical information free of charge only through the website or in the NSC library; with the partial exception of media, this category of users has to pay for printed publications, as well for all other types of statistical information. The rules for cost calculations and prices of such requests shall be defined by the Government of the Kyrgyz Republic.

3.4.2. The dissemination policy of official statistical information of the NSC

72. With the goal of ensuring accessibility and increasing efficiency of the NSC's dissemination of statistical information in mind, the Collegium of the NSC approved the *dissemination policy of official statistical information of National Statistics Committee*. Its main task is to respond to users' needs through timely supply of complete, reliable, scientifically accurate statistical information on socio-economic situation of the republic, demographic, environmental conditions and other matters in accordance with the Law of the Kyrgyz Republic on State Statistics. The policy covers five elements:

- a) *Presentation* describes the dissemination channels as well as the structure and contents of NSC's website;
- b) *Effective dissemination* identifies main users of statistics and three levels of statistical products (aggregated information, standardised information for a specific audience, information on individual requests);
- c) *Interaction with customers and marketing* introduces the marketing sector and the library of the Main Computing Centre (MCC) and their tasks;
- d) *Pricing* refers to the calculation of prices for printed publications, based on tariffs approved by the State Commission on Antimonopoly Policy of the KR;
- e) *Regional policy* addresses NSC's guidance of the territorial bodies of state statistics in their efforts to publish regional data.

3.4.3. Organisation of dissemination

- 73. Two organisational units of the State Statistics have dissemination functions: the Department of Summary Works and Information (5 staff) at the NSC and the Marketing Sector (4 staff) and Library units of the MCC. The production departments of the NSC are responsible for the preparation and the (free of charge) dissemination of their thematic products as a kind of extension of their production responsibilities.
- 74. The Department of summary works and information is in charge of preparing; producing and disseminating consolidated (i.e. multi-domain) products and prepares cost-free statistical data requested by users. It is responsible for the preparation and dissemination of the Schedule of statistical releases of publications based on the Annual Programme of statistical works. It has developed a uniform format (cover page format, structure of publication, text and table format) for all publications of NSC. The department is also responsible for direct contacts with the press and other media, and provides media releases about economic and social issues. Finally, the department is in charge of updating the contents of the NSC's website and coordinating the SDDS National Summary Page.
- 75. The Marketing sector of MCC was installed in 2001 and is in charge of marketing activities and disseminating publications to users who pay. In addition, it publishes and distributes the Catalogue of statistical information and services (ca. 200 copies per year) and is the first contact point for users. It also prepares payable tailor-made datasets and register extractions for users insofar this implies additional compilation by MCC.
- 76. The Library was established in 2000 in the Headquarters offices of the NSC in Bishkek; it offers statistical information, textbooks, manuals and other educational material as well as statistical publications, including that from other countries. Other than lending books it provides facilities such as work places in the reading room, access to the website of the National Statistics Committee and general access to the Internet. Territorial NSC offices do not have libraries for external users.

77. The MCC provides technical support to the updating of the website and prints all publications. Prices for printed products and special data provision are calculated according to the tariffs approved by the State Commission on Antimonopoly Policy of the Kyrgyz Republic. The estimated revenues from the sale of statistical production are included in the MCC's budget.
78. Subject matter departments are in charge of the statistical information that is published about the domain in their respective responsibility; they prepare the contents of the publication, press releases and respond to content-related questions from users. The Division of summary works and information prepares multi-domain products such as the monthly publication on the social and economic situation of the Kyrgyz Republic. For 5 years "Kyrgyzstan in Figures", The Statistical Yearbook of the Kyrgyz Republic, and "Social Trends", as well as the monitoring reports for national and international programmes have been published annually.
79. The Editing Council, consisting of the top management and several heads of departments approves each publication, before it is produced.

3.4.4. Publications by regional offices

80. Territorial offices also have the right to publish data on relevant socio-economic states and developments in their area. They are obliged to make the regional aggregates they produce as part of their responsibility in the production process accessible to users at their respective regional, district or city level i.e. to users from regional and local governments. They receive guidance from the NSC to meet the dissemination principles laid down in the NSC's dissemination policy paper. The regional offices' tasks are specified therein. However, the current statistical programme does not mention any publication in the responsibility of a territorial NSC office; this is an indication that the territorial offices do not have the resources to make use of the right to prepare additional products to those produced centrally.

3.4.5. Products and dissemination channels

81. The NSC together with the MCC operates with a Catalogue of statistical information and services and a calendar of main publication releases. The Catalogue contains around 90 titles with a timetable of their release, a third of which appear on a monthly and another sixth on a quarterly basis, the remaining (half the publications) annually, which adds up to nearly 500 publications per year. The Release calendar is based on the annual programme of statistical works and therefore published with approximate release dates. The exact release date of main publications is made available in all printed publications and on the NSC website through a calendar (information in Word format). The Chairman of the NSC approves a separate schedule for Express Infos (not accessible on the website).
82. Publication and dissemination of data include the following products:

- a) Monthly press releases on key indicators of the socio-economic status of the Kyrgyz Republic;
 - b) Express Infos released on a monthly or quarterly basis on approximately 25 topics;
 - c) Monthly publication of *Socio-economic situation of the Kyrgyz Republic*, close to 150 pages is a strong publication including more than 80 tables, a dozen graphs and some introductory and explanatory texts;
 - d) Statistical Bulletins on sectoral statistics appear on a monthly, quarterly or annual basis varying considerably in size, thematically they mainly focus on economic issues, but to a small extent also on poverty and environmental conditions;
 - e) Annual monitoring of indicators is done to assess achievements in reaching the Millennium development goals, or the objectives of the Country Development Strategy. Threats to economic security are monitored once a semester, and the same rhythm is held for the 2010-2014 multi-year programme (Programme of improvement and development of state statistics in the Kyrgyz Republic for 2010-2014);
 - f) Annually the NSC releases the Statistical Yearbook of the Kyrgyz Republic, Kyrgyzstan in figures, and special thematic publications on selected branches of the economy and selected aspects of society.
83. The most important publications are Kyrgyzstan in figures and the Statistical Yearbook of the Kyrgyz Republic (ca. 300 copies each) and the Social Trends of the Kyrgyz Republic (ca. 200). The main language used in the NSC's publication often is Russian, followed by Kyrgyz. Publications are regarded as purely statistical products; they generally include very little explanation and analysis, let alone interpretation of the information.
84. The *website* offers information on publications, programmes and surveys, as well as various tables mainly in PDF format. Prominently placed at the top of the entry page are the following products and subjects:
- a) *Express information* opens directly in PDF showing the latest Express info sheet or press release.
 - b) *Monthly review* opens in PDF showing the latest edition of the social-economic situation of the Kyrgyz Republic.
 - c) *Census statistics* leads to information on the Population and household censuses of 1999, 2009 and the 2002-2003 Agricultural census.
 - d) *Country's development strategy* introduces the Kyrgyz Republic Country Development Strategy (2007-2010) (CDS) and provides a PDF of the Matrix of indicators for monitoring and evaluation of the CDS and an excel-file with the CDS' objectives and indicators with annual data as of 2005.

- e) *Millennium development goals* (MDGs): In accordance with the CDS the MDGs are compiled and published annually, two excel-sheets may be downloaded one on the methodology and the other on indicators, including annual data since 1996 until present.

85. Further down the homepage the customer can access the following sections:

- a) Sectors of statistics: All pages for sectoral statistics have the same structure: *Main indicators*: PDF tables copied from the publication Kyrgyzstan in figures or a press release, *Operative information*: usually a PDF of an express info, sometimes an excel sheet, *Dynamic tables*: PDF tables of indicators, *Methodological development*: PDF of guidelines (incl. information on international standards and classifications used), *Methodological explanation*: PDF of definitions, *Thematic publications*: in principal posted on the website in PDF format sometimes only the table of contents, *Contact information*: name and phone number of the head of department as well as information for the main statistician;
- b) System of statistical indicators (SSI); a selection of economic, social and demographic indicators in an overview format has been available in PDF format since 1990.
- c) Publications: Abstracts of 24 main publications of 2010 as Catalogue of Statistical Services, however without the possibility to download the publications, and the release calendar with only approximate time frames of publication.
- d) Programme of statistical work: annual and multi-annual programmes of statistical work in Excel format;
- e) The Programme of improvement and development of state statistics in the Kyrgyz Republic for 2010-2014 in PDF;
- f) USRSU: A dedicated page to the Unified State Register of Statistical Units
- g) Methodology: PDFs with methodological explanations, definitions and guidelines divided in 13 sectoral statistics and a page on national and international classifications;
- h) Statkalendar: Interactive calendar of reporting deadlines for respondents (information in Word format);
- i) IMF SDDS: An introduction to the Special Data Dissemination Standard, the review of compliance, metadata, schedule of publications, National Summary Data Page (NSSD);
- j) Population and household census 2009: a dedicated page;
- k) European Statistics Code of Practice (CoP): a copy of the CoP;

- l) Access to DevInfo (dataset of basic social and economic indicators), to TransMONEE (dataset with indicators) that monitor the situation of women and children in Central , Eastern Europe and the Commonwealth of Independent States (CEE/CIS), and to select datasets on industry, prices and government finance;
 - m) A search tool facilitates finding information on the website.
86. Finally, horizontal tabs at the top of the page lead to pages such as: *About NSC*, including the organisational chart, the LSS and information on international cooperation; *Services* with information on NSC's charging practice for publications; links; job offers; an archive of the monthly reviews; addresses of regional offices and sub-ordinate bodies of the NSC and a contact form for users.
 87. The NSC can count the number of visitors on their website, but not which pages they access and of which institutions or countries the users come from.
 88. The website is accessible in three languages: Kyrgyz, Russian, and English. The content of the English version is very limited, due to the lack of resources for translation. A coding problem exists in the NSC website for those whose PC is set up for a different alphabet than Cyrillic: the content of the Russian language version can only be accessed if the PC set-up is modified.
 89. *Further channels of data dissemination* are the websites of international organisations and paid for articles in Kyrgyz newspapers. Several datasets are sent to – most prominently the Statistical Committee of the Commonwealth of Independent States (CIS) – but also to various UN organisations and other international official statistics providers. The NSC sometimes places an article on statistical news of general interest and relevance in Kyrgyz newspapers on a paid basis, e.g. one dedicated to the first World Statistics Day on 20 October 2010.

3.4.6. Access to statistics

90. The NSC has divided the products they offer into three categories:
 - a) The first level is *aggregated statistical information*. This comprises the most common aggregate statistics listed in the annual programme of statistical works. Their formats are express information, statistical compilations, yearbooks, reports (see above for details). A copy is available free of charge to the users specified in the Government approved users' list. Other users have free access to these publications in the library and through the website: However, only a few publications are included in the website with their full content: Express Infos, the monthly *Socio-economic situation of the Kyrgyz Republic*, the quarterly publication *Informational Bulletin on food security and poverty*, and the annual publication *Living standard of the population of the Kyrgyz Republic*.
 - b) The second level is so-called *standardised statistical information* for a target audience. It aims to meet the needs of specific audiences through the dissemination of

standardised but targeted statistical products and services; they are available to any user requesting it. They are offered at a price that does not cover the full amount of the costs for generating the information. They can be publications on paper or in electronic form (e-mail, flash cards, access to the databases).

- c) The third level is the preparation of specific datasets on individual request. Here data is prepared according to needs of individual users, which requires some time to process (working with databases, services, registry, a sampling a set of data, consultation with experts, etc.) on a fee basis. A contract is concluded and the customer presented with an invoice upon completion of the order. The potential for producing tailor-made tables is limited, however, due to the fact that for many business surveys the unit-level data are not stored centrally, but remain at one of the territorial levels.
91. The users included in the above-mentioned government list receive Express infos, press releases, the monthly update on the social-economic situation and similar information by the means of emails and flash cards. At the same time this information is published on the website, but there is no exact release calendar for these products.
92. The involvement of users in the production of statistics and the organisation of dissemination is discussed in section 3.6 of this report.

3.4.7. Assistance in statistical literacy

93. The NSC has complied with the Special data dissemination standard (SDDS) of the IMF since 2004. This ensures a state-of-the-art standard concerning coverage, periodicity and timeliness, public access, data reliability, and data quality. The NSC website dedicates a section to the SDDS on which the National Summary Data Page (NSSD) displays data and metadata on the real sector, the fiscal sector, the financial sector, the external sector and socio-demographic data in Russian and English.
94. Main statistical products contain brief methodological explanations. Basic information on methodological guidelines, international standards, classifications etc. can also be found on the website under *Methodology*. However, the methodological comments do not extend on differences between results on the same topic due to different sources or methods of aggregation (e.g. in the case of unemployment between registered unemployment and LFS-based results).
95. There are a few cases where comments go beyond mere factual information on definitions and sources, but provide interpretational guidance to users or even include analytical comments on relationships between different observed phenomena. The examples found are mainly in the social and demographic area; the monthly report about the socio-economic situation in Kyrgyzstan mentioned above is another example.
96. In cases of incorrect use or wrong interpretation of official statistics the NSC has the right to provide comments, but it has not made use of this possibility in a public media so far.

3.4.8. Assessment

97. The NSC's scope of dissemination activities is quite broad; the number of publications is substantial. The establishment of a marketing unit and a unit responsible for contacts with the press shows the NSC's commitment to make progress in the dissemination and accessibility of its statistics.
98. The organisation of dissemination and marketing is split between several units of the NSC and MCC. It would gain in efficiency and impact if the various parts were merged into one department of dissemination. This organisational consolidation together with a communication strategy that includes all aspects of modern dissemination and communication would take the NSC a long way in effectively responding to users' needs. The two main recommendations in this section are the establishment of a communication department and the development of a modern dissemination and marketing strategy in the current Programme of improvement and development of state statistics in the Kyrgyz Republic. The following recommendations could be tackled in the to-be-developed strategy.
99. The NSC's output is remarkable; however, the dissemination activities are mostly understood as distribution of publications and putting statistical information in PDF format on the website. Further information in EXCEL-format is needed, which would make it possible for users to work with the data. The final goal should be an online public database – such as PC-Axis – that gradually contains all results of official statistics, with new releases and all available breakdowns as starting points for time-series that go back in time as far as comparability of results is ascertained. Such a true on-line database provides users with a tool that allows them to generate tailor-made tables and figures without asking the MCC for extra compilation, and which includes a search tool to facilitate the location of data, metadata, methodological information and statistical products. New results can only be released in other forms, i.e. in printed form, if the data are also made available to the public through this database. It is not limited to results produced by the NSC; it should become the place where users can find all results of official statistics based on activities listed in the statistical programme, including e.g. results produced by the National Bank of the Kyrgyz Republic (NBKR) in their field of competence. This database should be multi-lingual, including English.
100. Distribution seems to be well organised for the limited group of key users on the government approved list. For other users this is not the case. In particular, equal access for all users is not fully realised. It is therefore recommended to:
 - a) Add a paragraph in the LSS, which stipulates a clear legal obligation to publish all statistical data simultaneously to all users and the public at large;
 - b) Establish a dissemination policy that ensures all user groups' access to the same statistics at the same time. Any pre-access for selected ministries, if they still exist, should be discontinued. Even with simultaneous access, ministries in the Kyrgyz Republic will still have enough time to prepare for possible questions on policy implications that may be addressed to them by media;

- c) Include press releases and express infos in the release calendar. In the overview release calendar actual release dates should be given, relative proxies i.e. *8 days after data collection* only at a very early stage. A precise and uniformed timing of all press releases is also recommended (e.g. always at 9 am). The calendar should be a living document. Unlike the dates contained in the statistical programme, these dates have no legal value; if exceptionally they cannot be honoured, the reasons have to be communicated publicly so as to avoid any appearance of interference;
 - d) Make all printed publications available for download free of charge on the NSC website;
 - e) Ensure better content of the English version of the website.
101. Most of the NSC's publications do not provide any explanations and interpretation of the data and are most often presented as tables. In order to facilitate better understanding of the results, to put them in the right context and to help to improve the statistical literacy of users, it is highly recommended to
- a) Make press conferences on the data that is published with explanations by the NSC's experts on the subject matter;
 - b) Add interpretative texts to press releases, express infos and other statistical information;
 - c) Include explanations about differences between results on the same topic that are produced from different sources/according to different methodologies;
 - d) Make the presentation of statistics on the website more attractive, illustrative and explanatory through using graphs, maps, and texts.
 - e) Other recommendations concerning regional offices:
 - f) Training staff of territorial offices so as to be able to better assist local users, notably from regional and local governments, in the correct interpretation and use of statistics
 - g) Establishing small libraries in regional offices with PCs that allow access to the NSC website (and possibly other statistical websites)
102. All these measures would also serve to provide easier access to statistics to the general public.

3.5. Relations with main stakeholders

103. Main stakeholders of the NSC are in the first instance the users of official statistics. Other important stakeholders are respondents in surveys (businesses, households), and holders of administrative data in their capacity as providers of such data to NSC.

104. Article 4 of the Law on State Statistics (LSS) states that the State policy in statistics aims at providing statistical information to satisfy the needs of all administrative bodies and economic entities, mass media and the general public. The relations that NSC maintains with its stakeholders to find out about their needs are manifold:
105. The Annual Statistical Work Programme (or programme of statistical works) is a tool for the NSC to involve users in the planning of its activities. In an iterative process the NSC drafts the programme incorporating comments of ministries, state departments, the academy of science, trade unions and business before it is presented to the Kyrgyz Government for approval. The Government also approves the budget.
106. Article 4 of the LSS provides for the establishment of a State Council for Statistics. The Council would constitute a possibility for users to rather directly influence strategic planning and monitoring and the content of the statistical production. However, this instrument is seen as an important step towards the democratisation of official statistics it is not functional at present. The first composition of the Council was approved by the president of the Kyrgyz Republic in 2008 including ministers, heads of state departments, state agencies and academia. However, the member list needs to be updated with current incumbents of the relevant positions in the represented bodies to become operational.
107. As provided in article 18 of the LSS, the NSC presents free-of-charge statistical information to key users. These are identified in the Kyrgyz Government's decree on the *approval of the list of users having the right to receive statistical information from state statistical bodies free of charge* since 2007.
108. Every year, the NSC organises an Open Door Day for representatives of government offices, international organisations and the mass media.

3.5.1. Relations with government and administration

109. Government and state administration are strongly involved in the development of the Annual Statistical Work Programme. They are also well represented on the list of key users mentioned above and shall have an important role to play in the State Council for Statistics. Some ministries and other state bodies have a dual role as data users and providers of administrative data to the NSC. Therefore, they are in close and frequent contact with the NSC. In many cases agreements on cooperation and data exchange govern their collaboration. Working groups are also established to coordinate activities and strategies. Thanks to this involvement they can directly influence mutual statistical production and cooperation.
110. On the local level the information flow is secured through proximity. The staff collecting and processing statistical information on rayon and oblast level are situated in the local administration and under the NSC's budget. The territorial statistical offices provide statistical information to regional and local bodies.

3.5.2. *Liaison with Research Institutions and Universities*

111. The NSC mainly cooperates with two universities in Bishkek. Bishkek State University of Economics and Business it funds scholarships for excellent students in statistics and guide diploma works in the field. NSC staff gives lectures at the university. The Director of the NSC's Institute of Statistical Researches (ISR) is also a Deputy Dean of this University. His double role allows for a certain amount of exchange between the NSC and the Kyrgyz scientific community as well as for the recruitment of assistants from the university to the ISR. Cooperation also takes place with the National Kyrgyz University, the Kyrgyz National Agricultural University, the Kyrgyz-Russian Slavic University, the Kyrgyz Economics University, and the American University of Central Asia: They are provided with the necessary statistical information they need and students of these universities do internships in different sectors of NSC. NSC Management are members of certain University Admission Committees. Fellowships are granted to two talented students from the National Kyrgyz University with a specialisation in statistics in their final year of studies.

3.5.3. *Relations with Mass Media*

112. In the NSC's *Dissemination policy of official statistical information of National Statistics Committee* a chapter is dedicated to relations with mass media, wherein the importance of the press and other media as intermediaries for transmitting statistical information is recognised.
113. Accordingly, the NSC has installed a unit responsible for direct contacts with the press and other media. It provides the mass media with regular press releases, which describe the socio-economic state of the country, in a special format and at the same time as the information is put on the NSC's website. Given that the most effective source of public information is television, there are plans to establish an agreement for providing news programmes on television with economic and social press releases on a regular basis.
114. Press conferences are prepared and held by the NSC's senior management and the executive on on-going NSC activities and other events such as special surveys and extraordinary statistical publications, however not in relation with the publication of data. The Chairman from time to time invites the media to his office for an interview or a speech on newsworthy topics to be broadcasted on radio or television.
115. Finally, statistical information is also provided to the media on demand, and they can discuss questions with heads of units. Media representatives showed an active general interest in statistical products.
116. The media landscape seems to consist of around a dozen daily or weekly newspapers, approximately eight TV Channels and Radio stations each and four to five news agencies. Of each type of media one provider is state owned, the others are private companies.

3.5.3. Relations with other users

117. In order to know more about the requirements of various users of statistical information, the NSC recently developed a questionnaire. The questionnaire is included in every printed publication of the NSC and also distributed via the Main Computing Centre's marketing sector and the library.
118. The relations with the National Bank of the Kyrgyz Republic (NBKR) are established through the regular delivery of data from the NSC to the National Bank for the Bank's production of statistics.
119. There are no mechanisms for regular and systematic exchange with the Business Community.
120. International organisations working in the Kyrgyz Republic and domestic non-government organisations are primary and educated users of official statistics. The NSC provides them with statistical information on demand; however, there is no regular platform of exchange in place.

3.5.4. Relations with respondents

121. Respondents also belong to the group of stakeholders in the sense that they are main providers of data. They comprise the following two categories:
 - a) Legal entities and their subsidiaries, branches, representative offices and other separate structural divisions, including foreign entities located on the territory of the Kyrgyz Republic
 - b) Natural persons staying in the Kyrgyz Republic irrespective of their citizenship, or cumulative group of such persons
122. Their relations are mostly formal. The participation in surveys in many cases is mandatory when it concerns legal entities. The NSC has the right to obtain statistical data and bookkeeping reports free of charge from all respondents, even if sometimes individuals or households are rewarded with a small amount of money for participating in non-mandatory surveys. The NSC may also ask respondents to introduce corrections in their statistical reporting if it detects distortions, or, in case of non-fulfilment, may insert corrections itself. The respondents are guaranteed that primary data which would allow identifying them is considered confidential and their disclosure forbidden or only permitted with the consent of the respondent concerned.

3.5.5. Assessment:

123. The relations between authorities and administration are well established. Other stakeholders are less well served and should become more of a focus of the NSC. It is especially important to establish a regular network with representatives from the business

community, both in their capacity as actual and potential users of statistics and as respondents to surveys.

124. The State Council for Statistics has great potential to become an effective advisory body to the NSC's activities. The provision about the Council gives it functions, tasks and competences that are well tailored to facilitate a fruitful exchange between producers and users of official statistics as well as direct access for NSC to hear about users' needs, ideas, recommendations and feedback. Hence, it is highly recommended to reanimate it. However, it is primordial that in the new composition of the Council a broader variety of users will be represented (business community, journalists, education and research institutions, NGOs).
125. More active communication through a regular continuation and development of existing user surveys and the establishment of website satisfaction surveys would reveal the needs of various users with their specific characteristics, profiles, knowledge and experience with official statistics. The results of these surveys could serve as a basis for more targeted activities.
126. In view of improving the service for the business community and in particular potential investors in the Kyrgyz economy, also from abroad, the translation of press releases and express infos concerning the socio-economic development of the KR in English should be envisaged.
127. To promote the use of statistics by less expert users it is important to give support and to closely follow if and how statistics are presented in the media. It is recommended to enhance statistical information with explanatory texts and interpretation of the data. Statistical literacy can also be improved through offering training on how to read statistics for journalists, teachers and other information brokers. Training events of this kind are already foreseen in the multi-year programme (Programme of improvement and development of state statistics in the Kyrgyz Republic for 2010-2014) and should be transformed into a permanent offer. Another recommendation is to set up a systematic procedure to analyse the use of statistics in the media and by other user groups. This will also give a basis to intervene in cases in which data is misinterpreted or incorrectly used.
128. Finally, in the relations with respondents the reduction of response burden needs to be addressed. This issue should be taken up in the revision of each single survey, but even more so a screening exercise across different surveys should be put in place. The exercise would on the one hand assist in avoiding unnecessary overlaps and asking the same information two or three times, on the other hand detecting potential synergies and information collected in one survey be used in several statistics. It is recommended to develop a coherent policy for response burden reduction issue and make it an integral part of the development of annual and multiannual programmes.

3.6. International cooperation

129. The word *international* is mentioned 13 times in the LSS:

- a) Articles 4, 5, and 13 stipulate that Kyrgyz official statistics should be compiled according to international standards in order to ensure worldwide comparability of its statistical information. Article 7 mentions that bodies of the State Statistics can use, along with administrative records and statistical data collections, statistical information from international organisations and statistical services from other countries.
 - b) Article 12 of the LSS mentions that bodies of the state statistics shall have the right to carry out cooperation activities with international organisations and statistical offices of other countries. Furthermore, according to article 11 of the LSS, one of the objectives of the state statistical bodies is to ensure interaction of the state statistical information system with information systems of international organisations and statistical services of other countries.
 - c) Last but not least, article 2 of the LSS states that international agreements and contracts might have primacy over the LSS. This could be seen as a major achievement for the integration of the NSC in the international statistical system. On the other hand, this article opens the doors for agreements with international partners outside the statistical community that do not respect a certain number of principles; one of them being confidentiality.
130. There is an international cooperation department comprising of 4 people, which provides organisational and logistics support to the NSC for its relations with all international organisations and statistical agencies from foreign countries. The international cooperation department also plays the role of facilitator for the implementation of multilateral and bilateral capacity building programmes. The overall coordination of international cooperation is the responsibility of the Chairman and its implementation delegated to one of his deputies.
131. Staff of the NSC actively participates in international conferences, workshops and training seminars organised by international organisations. The NSC has a good reputation within the international statistical community and is committed to the development of international statistical standards and nomenclatures. The NSC chairman represents the State Statistics in high-level international events like the UN Statistical commission, the UNECE Conference of European Statisticians, the recently re-established UNESCAP Committee on Statistics and the Statistical Committee of the CIS.
132. International organisations and bilateral donors are strongly involved in the development of the statistical capacity in the Kyrgyz Republic. The State budget barely covering the regular activities of the State Statistics, the NSC has to rely on international funding and expertise to implement its development strategy and to modernise its IT infrastructure. In 2011, international partners involved in major capacity building programmes were the European Union, Statistics Finland and Statistics Norway, the United Nations Population Fund (UNFPA), the United Nations Child's Fund (UNICEF) and regional commissions of the United Nations. All these activities are mentioned in the annual statistical programme of work.

Assessment:

133. International organisations are also users of statistical information for the design and monitoring of their technical assistance activities. A stronger involvement of these organisations in the preparation of the annual and multi-year statistical programmes could create positive synergies, reinforce the visibility of the NSC as the provider of official statistics and, potentially, increase the opportunities for external funding. The international cooperation department of the NSC could be more actively implicated in this communication strategy.
134. In order for NSC experts to participate actively in workshops and training seminars organised by the international community, the NSC training programme should give priority to the improvement of English skills among staff members.

4. PRIMARY DATA SOURCES AND REGISTERS

4.1. An overview

1. The National Statistics Committee from the Kyrgyz Republic (NSC) collects primary data for statistical purposes from all type of sources.
2. In accordance with article 12 of the Law on State Statistics (LSS), the NSC is entitled to receive and use administrative data for the update of statistical registers and the processing of statistical information. At present, roughly 20 % of the statistical information processed by the NSC is based on administrative sources. This information enters the statistical services in aggregated form either from central ministries and agencies to the NSC or from regional and local authorities to territorial statistical bodies.
3. The Unified State Register of Statistical Units (USRSU) was established in 1992 and is an administrative unified system of state registration and identification of all business entities, created and operating on the territory of the Kyrgyz Republic: enterprises, state organisations and agencies, public associations, peasants and individual entrepreneurs. At national level, The USRSU is maintained and updated by the Main Computing Centre (MCC) and at regional and local level by the respective departments of registers of the state statistics territorial bodies. The USRSU is an administrative business registers and serves as a basis for the maintenance and update of three distinct business statistical registers: the register of legal business entities, the register of individual entrepreneurs and the agricultural register.
4. This cooperation with ministries and agencies takes place on the basis of agreements on data exchange under the Annual Work Programme: Some of these agreements foresee a two-way exchange of information and entail the risk that confidential micro-data on economic operators or citizens are transmitted from the NSC to administrative authorities (see chapter 1.6 of this report on statistical confidentiality).

5. Currently, there is no administrative or statistical population register in the Kyrgyz Republic. The State Registration Service is leading inter-agency discussions on the establishment of an administrative population register.
6. Primary data from population, households, farms and enterprises collected through surveys are gathered at local level. Territorial bodies, mainly at district level, are responsible for collecting the information and transferring aggregated data via the next territorial level (regions) to the Main Computer Centre (MCC) by electronic mail or on diskette. Overall statistical processing is carried out at the MCC, and the processed results are transferred down to lower levels.
7. In rural areas, State statistics departments ensure, through local self-government bodies, collection of statistical data from the administrative household book on population, activities of private farms, agricultural production in the private plots and individual entrepreneurship activities.
8. The NSC is gradually switching from exhaustive statistical reporting system to sample surveys. In the framework of the present multi-year programme (2010-2014), further transition to sampling survey will be operated and mathematic methods for extrapolation will be introduced in the production process. So far, these efforts have benefited to the household sector and the agriculture. For economic statistics, data are mainly collected through monthly, quarterly and annually exhaustive reporting systems.

4.2. Social and demographic statistics

4.2.1. Population census

9. The National Statistics Committee (NSC) was the main responsible agency for both the 1999 and 2009 population censuses. The 2009 census was based on the Law on Population and Housing Census adopted in April 2008. It was the first time the housing component was included in a Kyrgyz census. The methodology followed latest recommendations of the United Nations Statistical Commission and the Conference of European Statisticians. Before implementation, the census methodology was examined by experts of the United Nations Population Fund (UNFPA) and the Interstate Statistical Committee of the Commonwealth of Independent States (CIS-Stat). The recommendation on the post-enumeration survey however was not followed. Both the 1999 and 2009 censuses included an extended module on migration.
10. The 2009 census was conducted from 24 March to 2 April with the census moment at midnight of 24 March. The population was enumerated irrespective of availability of registration and right to housing space. The results thus pertain to the *de facto* population. Enumeration difficulties were known to be related mainly to temporarily absent persons (4.7% of the population) for whom proxy reporting was used. Their proportion was particularly high in the Djalal-Abad and Osh regions.
11. The census applied a definition of the place of usual residence that differs from the internationally agreed one, in that it included those household members who had been

living abroad for more than a year in the resident population of the country if a household member indicated that the absent household member intends to return. Altogether, 101.5 thousand such individuals were included in the population count.

12. The data were entered manually and processed within five months. A post-enumeration check of a ten per cent sample of households in each census district was carried out within three days after the census, to improve the census coverage. The check recorded data on the additional individuals and households that were not included in the census. Similarly, the place of usual residence of enumerated persons was corrected if an enumeration error was discovered. However, the information about the corrections was not recorded electronically and therefore does not allow for an analysis of the extent and character of the corrections.
13. Census results are available on the NSC website. The first preliminary results were published in December 2009. As of 1 March 2011, the NSC has produced 13 publications with the 2009 census results and is planning to publish a further two in 2011, after which the publication programme of the census results is completed. All the publications are available in Kyrgyz, Russian and English in printed form.
14. The 2009 census database is currently used as the sampling frame for the Integrated Survey of Household Budget and Labour Force. A microdata sample of the 1999 census has been made available through the Integrated Public Use Microdata Series International and a sample of the 2009 is being prepared for this purpose.

Assessment:

15. The 2009 census provided important and valuable information on the state and living conditions of the population. The results have been processed and published reasonably soon after conducting the census. However, the inclusion of individuals who had lived abroad for more than twelve months in the resident population weakens the comparability of the published results and population-based indicators with countries that followed the definition of usual place of residence recommended by the United Nations.
16. The extensive post-enumeration check covering ten per cent of households has contributed to a better coverage of the census. However, the way its results were processed does not allow for an analysis of the extent and character of the corrections. The assessment of the coverage of the census is therefore difficult.
17. The census data is put to good use (a) through an extensive publication programme of results, (b) in the recalculation of population estimates for the intercensal period, (c) as a sampling frame for surveys, and (d) through the provision of the microdata sample that will soon become available for research internationally.
18. It is recommended to calculate the number resident population in Kyrgyzstan according to the United Nations definition of the place of usual residence. Figures according to this definition should also be used (a) in the calculation of all the indicators based on

population, (b) in the annual estimation of population size starting from 2010 and (c) in the recalculation of population estimates for the 1999-2009 intercensal period.

19. Recommendations for future censuses include (a) adhering to the recommendations of the Conference of European Statisticians, including the recommendation on the definition of usual place of residence, (b) implementing a post-enumeration survey that provides information on the coverage and accuracy of the census, (c) the use of geographic information systems and (d) the use of new tools for quick and reliable data entry.

4.2.2. Vital registration

20. The vital registration system records births, deaths, marriages, divorces and residential changes. The system is organised as the State Registration Service under the Government, which operates through offices of civil acts registration (ЗАГС) and passport offices in each district and town. In rural areas, the registration of birth, death, marriage and residential change is carried out by the rural self-government authorities (ayil okmoty). The registration of births and deaths in the offices of civil acts registration and in the rural self-government is based on the medical birth and death certificates issued by a doctor or a nurse. The rural self-government authorities send the birth, marriage and death certificates to the district office of civil acts registration at the end of each month.
21. The district or town offices of civil acts registration submit the second copies of the civil registration documents of birth, death, marriage and divorce to the corresponding district or town statistical department once a month. A copy of the medical death certificate is submitted together with the corresponding civil registration document. The migration coupons are submitted to the district or town statistical offices by the passport office.
22. Information from all these primary documents for statistical recording are entered in the district or town statistical departments, except the causes of death. Coding and entry of data on causes of death, based on the medical death certificate, is carried out by the regional statistical offices. The data entry and processing software includes logical controls.
23. The data are submitted from the district and town statistical departments to the regional statistical offices that enter data on causes of death, compile a regional level data file and submit this to the NSC Main Computing Centre that compiles the data at the national level. After processing, the civil registration and medical certificates are returned to the civil acts registration offices.
24. In Bishkek, pilot projects have been carried out to computerise the civil acts registration offices and organise entry of civil registration acts by them. As of this time, the data used for compiling demographic statistics continue to be entered by the district or town statistical departments.
25. Each rural community manually keeps the so-called household books to maintain an overview of their population. Such accounting covers the entire rural population of the

country. Each month, the rural communities submit the documents on vital events to the district office of civil acts registration from where the district statistical department receives them. The information recorded in the household books is used for estimating the annual figures of population size between censuses. A process of their computerisation is under way with support from Statistics Norway.

26. The coverage of the registration system is believed to be good. About three per cent of births in rural areas are known to occur outside of a medical establishment. In remote regions, registration of a birth sometimes occurs later. About eight per cent of births are registered in the subsequent calendar year only. It also appears that some infant deaths that occur outside of a hospital are not reported or are recorded with considerable delay. Since people have several incentives to register the birth, the coverage of birth registration is believed to be close to total. Since 2004, the WHO definition of live birth is applied.
27. The Ministry of Health has established the register of the new-born to improve the measurement of child mortality and maternal mortality — phenomena identified in the Millennium Development Goals. These registers link the information recorded for the corresponding birth and death. After a regional statistical office completes the coding and entry of causes of death, the results on the regional level are checked against maternal mortality records and the possible discrepancies are resolved. A medical register of the new-born is expected to be established in 2012 with expert support from Statistics Finland.
28. Migration is recorded monthly based on coupons of statistical recording of arrivals and departures designed for statistical processing in state statistical bodies. Coupons of statistical recording are filled in by the passport service during the registration or deregistration of population by place of residence. In rural areas, these coupons are filled in by the rural self-government who submits them to the district passport service. Since 2009, the passport service is part of the State Registration Service.
29. The migration coupons are designed to capture changes of usual place of residence. Administrative fines are foreseen if a person who is at least 16 years old does not register the change of his or her place of residence. Apparently, the authorities in the Russian Federation, the major destination country of Kyrgyz emigrants, require documentary proof of emigration when registering them for residence in the Russian Federation. However, most of the large internal migration flow from the Osh region to Bishkek in 2010 has probably not been covered with this registration system.
30. Additional information on migration can be obtained from quarterly reports of the border patrol on cross-border movements and from a semi-annual report on foreign labour migration of the Ministry of Labour, Employment and Migration. The NSC is not involved in producing or publishing these reports. It is known that the labour migration is grossly underestimated in those reports because they record only those few labour migrants who organise their employment abroad through the Kyrgyz State Employment Agency.

31. The five-year development programme foresees steps towards establishing the population register, which could rationalise data collection and processing for demographic statistics. The State Registration Service is leading inter-agency discussions on this topic. A database of issued passports is being compiled for further use in such a population register.

Assessment:

32. The system of vital registration works and it is believed births, deaths, marriages and divorces are well covered. The current system of registration of residential changes would presumably not capture many emigrants who leave the country for working abroad, including those who remain to live there for more than a year. A periodic data exchange with authorities in the main destination countries of Kyrgyz labour migrants, such as Kazakhstan and the Russian Federation, would help the NSC to check the consistency of its migration estimates.
33. Other issues for consideration include modernisation of data entry and introduction of common identification numbers as a basis for coordination between different information systems. These challenges can be solved in the context of developing the population register. It would be important to pursue this project that would essentially improve the accuracy of the estimates of the *de facto* population.

4.2.3. Integrated Survey of Household Budget and Labour Force

34. The NSC Department for Sampling Survey is responsible for this data collection that integrates a household budget survey and a labour force survey.
35. The survey is carried out with seven questionnaires that collect data on the household structure, education, migration, health status, reproductive health, expenditures, consumption, inflation expectation, work, other activity, production for own consumption, income and ownership of durable goods. The questionnaires are the following:
 - a) A control card collecting basic data on the household, updated quarterly;
 - b) A questionnaire on education, migration, health and reproductive health, collected annually;
 - c) A diary of food expenditures, collected quarterly;
 - d) A questionnaire on employment and unemployment, collected quarterly;
 - e) A diary of expenditures on non-food items, collected quarterly;
 - f) A questionnaire on household income and expenditures, collected quarterly;
 - g) A questionnaire on living conditions and durable goods, collected annually.

36. The survey is conducted quarterly, whereby one third of the sample is interviewed each month. Results are published quarterly and for the whole year five months after the corresponding reporting period. The current system was established and tested in 2003 with support from the United Kingdom Department for International Development. The five-year development plan foresees a review of the sample design of the Survey to allow providing national estimates on a monthly basis.
37. The survey is based on random two-stage stratified sampling. The sample is representative for urban and rural areas on the regional level. The current sample size is 5016 private households, of which 3036 are in urban and 1980 in rural areas. The census provides the sample frame. The survey definition of the household corresponds to the definition adopted in the framework of the System of National Accounts and is consistent with the definition recommended and applied in the census. Weights are used to correct for differential representation of regions and urban and rural areas; consistency checks are carried out with demographic statistics. Replacement of households who refused to continue in the survey is done once a year according to a clear procedure. The annual dropout is estimated at six per cent. However, information on refusal or attrition rates is not available and assessment of non-response bias of the results is therefore difficult.
38. Interviewers are employees of regional statistical offices of the NSC system. They do not have the status of a civil servant. Quality control of information collected by interviewers is carried out by the specialists of the regional offices through field checks and logical checks of the completed questionnaires. Altogether, 76 interviewers work full time on this survey, which make on average 22 interviews each month. Respondents receive a small quarterly compensation of KGS 128 (~USD 2.80).
39. Until the second half of 2010, the paper questionnaires were entered on the NSC Main Computing Centre only. Currently, the Chui and Osh regional statistical offices and the Bishkek city statistical office enter the data from their corresponding region. The data entry software checks the data for arithmetic and logical errors. Using a virtual private network (VPN) of NSC, data are sent to the head server of the Main Computing Centre. After installing the appropriate equipment and training of specialists, entry and control of primary information is expected to be carried out at the regional level.
40. Data are stored in the Main Computing Centre and results disseminated by the NSC. Paper copies of questionnaires are destroyed after three years, to become two years according to the current plan. Under the programme of the International Household Survey Network, the World Bank is supporting the implementation of its Microdata Management Toolkit to improve the documentation of metadata on the Survey. The microdata of the survey are accessible for research based on an application to the NSC.

Assessment:

41. The Survey is well aligned with internationally accepted methodologies and has been elaborated with expert support from outside. It provides socio-economic data and poverty measurements of adequate quality. The issues that require attention include:

- a) The regular funding for the Survey falls short, which results, among others, in higher than optimal interviewing burden per interviewer;
- b) Transition to computer-assisted interviewing;
- c) Division of work between the regional offices and the NSC Main Computing Centre could be better organised. For example, there seems to be no need for carrying out similar logical checks on both the regional and national level.

4.2.4. Classifications and nomenclatures

- 42. The NSC Main Computing Centre mentions harmonising of classifications among its tasks.
- 43. Since 2000, the 10th edition of the WHO International Statistical Classification of Diseases and Health Related Problems (ICD-10) is used for coding causes of death and in 2004; the WHO definition of live birth was adopted. This allows international comparison of Kyrgyz statistics on fertility and infant and child mortality.
- 44. The census uses:
 - a) State classification of the System of Designation of Objects of Administrative-Territorial and Territorial Units of the KR (SOATE)
 - b) Systematic dictionary of types of economic activity
 - c) Handbook of qualification of higher, secondary, special and professional education
 - d) Alphabetical dictionary of nationalities and languages
 - e) All republican classification of occupations
- 45. The Integrated Survey of Household Budget and Labour Force uses:
 - a) State Classification of Individual Consumption by Purpose (KIPTS)
 - b) State Classification of the System of Designation of objects of administrative-territorial and territorial units of the Kyrgyz Republic (SOATE)
 - c) State Classification of the Kyrgyz Republic Types of Economic Activity (GKED)
 - d) State statistical classification of products (good and services) (GSKP)
- 46. In addition, the following classifications are used in labour market statistics:
 - a) State classification of regulatory bodies (GKOU);
 - b) All republican Classification of types of enterprises (KTP);

- c) State classification of organisation and legal forms of economic entities (GKOPF);
 - d) State classification of types of property (GKFS);
 - e) State classification of sectors of economy (GKSE).
47. According to the information provided, these national classifications are consistent with the corresponding international classifications, such as the International Classification of Status in Employment (ISCE), the International Standard Classification of Occupations (ISCO), the International Standard Classification of Education (ISCED) and the Classification of Individual Consumption by Purpose (COICOP).

4.3. Economic and business statistics

4.3.1. Main primary data sources and Business surveys

48. There are two main sources for primary data:
- a) **Administrative data:** data obtained from authorities and public administration bodies, bodies of local self-government and other legal persons collected for administrative purposes
 - b) **Statistical surveys and observations:** data obtained through exhaustive and sample statistical surveys, census (polling) questionnaires and all other statistical forms necessary for carrying out statistical observations;
49. According to the LSS and in particular its article 7, bodies of the State Statistics can decide on the data source independently taking into account the data quality, timeliness, processing costs and burden on respondents.
50. Reporting and survey forms are developed by substantive departments of the NSC in cooperation with the department of planning, organisation and coordination of statistical work and the MCC. In some cases, questionnaires are tested on business entities. The list of reporting forms or surveys are reviewed annually and in some case, outdated variables are withdrawn or replaced in consultation with major users and the reporting enterprises.
51. In accordance with articles 12 and 16 of the LSS, all legal business entities are obliged to submit activity reports and completed questionnaires requested by the State Statistics. Enterprises with legal form are surveyed by comprehensive method. Three hundred different reporting forms are filled out by enterprises monthly, quarterly and annually depending on the kind of activity. The NSC has the right to request respondents to introduce corrections in statistical reporting when through routine data quality check errors or inconsistencies are detected. If necessary, state statistical bodies can introduce corrections independently. This is nevertheless not common practice and in general, reports, once officially acknowledged by the state statistics bodies, are not modified.

52. In the Kyrgyz Republic, individuals may engage in entrepreneurial activities as long as they have registered with the competent territorial statistical body or that they have purchased a specific license (patent) issued by the tax authorities and confirming the payment of a lump-sum tax by the individual entrepreneur. An individual engaged in entrepreneurial activities on the basis of a patent is allowed to have a simplified income statement from tax authorities but is not subject to statistical data reporting, with the exception of entrepreneurs engaged in industrial production. Patents are issued by tax authorities for each type of entrepreneurial activity and therefore, an individual engaged in different economic activities will have to purchase a patent for each activity.
53. The information on the number of patents issued for entrepreneurial activity is sent by the tax authorities to the state statistical bodies on a quarterly basis but this information does not allow the NSC to identify the patent holder. Additional information is collected through sample surveys based on the 2004 business census on services and then roughly grossed up with the number of patents communicated by the tax authorities. The next census for services was planned for October 2011.
54. In accordance with the Law on State Statistics, the NSC is entitled to receive and use administrative data for the update of statistical registers and the processing of statistical information. With a view of increasing the quality of administrative and statistical registers, the NSC has concluded bilateral agreements with the following ministries and agencies:
- a) State Taxation Service for information about the number of patent issued, annual tax declaration of legal entities and cooperation for the maintenance and update of the Unified State Register of Statistical Units (USRSU);
 - b) State Customs with the objective to improve the uniform database of foreign trade statistics, ensuring the quality and reliability of the data on customs cargo declarations;
 - c) Ministry of Finance of the Kyrgyz Republic on providing the information on the execution of the central and local budgets, the amount and structure of public debt, and the budget development performance;
 - d) National Bank of the Kyrgyz Republic (NBKR) on the exchange of economic and statistical information;
 - e) State Agency for Architecture and Construction on the preparation of calculations for determining the price index for capital investments and the volume of contractual work;
55. There are two main comments that can be made at the stage about primary data collection for economic statistics:
- a) The NSC should extend the collection of primary data through sample surveys. The main problem so far is that the coverage of statistical registers for individual

entrepreneurs does not allow determining the correct sample frame. This will be further discussed in the next chapter on business registers.

- b) The data collection from administrative records, statistical surveys and reports are organised by distinct statistical end products. For each statistical domain, the whole production process from the data collection and processing to dissemination takes place independently of other domains. A business model allowing the combination of various data sources in order to streamline the production process should gradually replace the one survey for one statistics.

4.3.2. Statistical Business registers

- 56. First of all, it is important to stress that statistical business registers are key elements in the construction of integrated statistical information systems. They serve multiple purposes, of which identification of resident economic entities in terms of territorial location, size and type of activity, relation between local units and institutional units, determination of the population universe (sample frame) for sample surveys, and studies on enterprises demography.
- 57. The development and maintenance of business registers necessarily entails use of administrative records. The latter encompasses any information resulting from fiscal, taxation or other requirements to assist administrative operation or to supervise at unit-level the compliance with legal obligations. The main purpose of administrative records is to identify each entity, legal or physical, in the country, differing from the final objective of official statistics which, is to provide a global picture of economic, social and environmental phenomena in the country. Furthermore, data obtained from administrative sources are collected for a specific purpose and often do not comply with international statistical standards and nomenclatures.
- 58. The maintenance of business registers are to be conceived as a system transforming data from administrative sources (administrative registers and records) into data fitted for statistical purposes. To a certain extent, the overall quality of the statistical registers can improve over time as the statistical registers receive feedback from business census and other surveys. Gradually, coverage and accuracy of statistical registers can be much higher than these provided by administrative records. According to the principle of the one-way flow of data between administrative sources and statistical business registers, information contained in the latter should not be sent back to the administrative data providers.
- 59. The Unified State Register of Statistical Units (USRSU) is to be considered as an administrative register and was established in 1992 based on the All-union classifier of enterprises and organisations (OKPO). At national level, the USRSU is maintained and updated by the MCC and at territorial level by the respective departments of registers of the state statistics territorial bodies.
- 60. The USRSU is a unified system of state registration and identification of all entities, created and operating on the territory of the Kyrgyz Republic: enterprises, state

organisations and agencies, public associations, peasants and individual entrepreneurs. The register is based on an institutional approach (enterprises) and local units. The register is updated based on administrative and statistical information on registration or re-registration of businesses, normative-reference documentation, statistical reporting data, economic censuses and the household books for rural communities. Subjects registered and included in the USRSU, are assigned a unique common identification code (OKPO), which should be shared and used by all ministries, departments and agencies involved in administrative registration of such entities. In order to ensure consistency of the USRSU, a range of regulations were adopted by the Kyrgyz Government therefore, establishing mandatory application of the common identification code of enterprises, organisations and individual entrepreneurs (OKPO) and the single system of classification and coding of technical, economic and social information for the update of the variables of the USRSU.

61. As of 1 January, 2011, 620,000 local units were registered in the USRSU and out of them 475,000 were active (75 %). From the 89,000 units with legal personality about 25,000 were active, from 264,000 peasants farms 262,000 were active and from 261,000 individual entrepreneurs 182,400 were active. The number of active economic entities is published in the quarterly collection of *Socio-economic situation of the Kyrgyz Republic*.
62. USRSU serves as a basis for the establishment, maintenance and update of business statistical registers:
 - a) Register of legal business entities,
 - b) Register of individual entrepreneurs,
 - c) Agricultural register (see chapter 4.4 of this report).
63. For legal business entities, a systematic procedure for updating the statistical register was gradually implemented. It determines the order of interaction between the state statistical agencies at all levels and provides guidance for professionals, both at the domestic and regional level, to update variables of the statistical register. In order to determine the state of activity of legal units in the statistical register, a survey of newly established enterprises, organisations and institutions is conducted on a regular basis.
64. Data on physical persons is updated in the territorial database of the USRSU based on information received from tax authorities and territorial statistical bodies on a monthly and quarterly basis. The estimated share of individual entrepreneurs in the total value added of the Kyrgyz economy is about 40%.

4.3.3. Assessment

- a) The USRSU is a purely administrative register since all ministries and state agencies have access to confidential unit-level information. For these reasons, the NSC and its subordinated bodies should not be involved in the maintenance of the USRSU.

Furthermore, territorial bodies of the State Statistics should not be the place for the registration of new legal business entities.

- b) It is not possible for the NSC and its subordinated bodies to maintain good quality statistical business registers without having full access to all kind of administrative data and records. If necessary the LSS should underpin this right for the NSC to obtain access to all administrative data at unit-level.
- c) Coverage of legal entities might be satisfactory, for individual entrepreneurs this still has to be improved. Information provided on patent holders by the tax authorities is not sufficient to get an adequate coverage of individual entrepreneurs in the statistical register. As a major pitfall, this will not allow the NSC to perform sample survey data collection for this growing constituent of the Kyrgyz economy. It is therefore proposed that the NSC carries out regular business censuses in order to capture information about individual entrepreneurs. A new department in charge of the maintenance of statistical business registers could be created and made responsible for such censuses. In order to keep the NSC workload reasonable and constant over time, these censuses could be organised based on a rotating scheme, covering alternatively each major economic activity. Ideally, all kind of activities should be covered within five years.
- d) The NSC should extend the collection of primary data through sample surveys mainly for those units that are not covered by the regular reporting system. In most cases, conducting a sample survey costs less than an exhaustive survey. If conducted properly, the results of a sample survey can be generalized (extrapolated) to the entire population (sample frame) by different clusters (regions, kind of activities, size...). The respondents' burden is reduced and the amount of time required for analysing and processing the data also decreases.

4.4. Agricultural statistics

4.4.1. Main data sources

- 65. Agriculture is an important activity in the Kyrgyz Republic; it contributes a fraction over 18 % to GDP. The total number of farms is estimated at 331,000. Agricultural statistics is the responsibility of the Department of agricultural statistics in the NSC (7 employees). The development plan for the period 2010 to 2014 foresees an agricultural census for 2014, but funding is not yet ascertained (the census has already been postponed from 2012). This would be the second agricultural census since independence; the first took place in 2002, but the data collected at this occasion were unfortunately not used as starting point for creating a statistical register of farms immediately after the census taking.
- 66. Currently, there are two address lists in the NSC for agricultural units. The first, kept centrally, is taken from USRSU and consists of approximately 1300 legal entities of the private sector, approximately 600 collective or state-owned farms, and approximately 67,000 registered individual entrepreneurs. Only a minority of individual farmers did

register, but because of a government system of loans tied to registration, their number has increased recently.

67. The second list, kept by each NSC district office for its rayon, is a listing of peasant farms as physical units other than private or state-owned legal units. These lists are based on information received from rural districts governments (ayil okrugs). A match between the first and second list at district level was possible for 180,000 units. For units that are not in the USRSU, the percentage of active units is unknown.
68. The agricultural enterprises constituted as private legal persons or state-owned or collective farms; are covered in the NSC data collections in an exhaustive way, similar to legal units that are part of the industry or services sectors. These farms have to complete forms and deliver them to the district statistical offices. Most of these forms have a monthly or quarterly periodicity.
69. Data from the physical entities types of farms are collected by the NSC district offices through reports sent by the village municipalities on the agricultural activities in their territory. Some of this information is contained in the household book that each community has to keep as an administrative data source. With the exception of the enumeration of livestock and sown areas, where an exhaustive approach is required, the okrug administration can select typical farms within their territory for observation; grossing-up to the estimated total for the okrug is based on surface, but the methodology of grossing-up is basically left to the okrug administration. The advantage of this method of data collection is that it is a low cost for the NSC budget, compared to surveys in the industry or service sector where individual economic units report directly to a territorial statistical office. The disadvantage of this process is the lack of control by the NSC about the selection of units and the only partial control of the way the first level aggregates at okrug level are compiled.
70. This aggregate type of reporting from okrugs to the NSC district office does not allow the NSC district offices to keep their local lists of farms updated through deleting inactive units and adding new units, nor does it allow in-depth analytical data analysis. The separate reporting regarding such changes from the okrugs is not systematic, and therefore the lists held by the NSC district offices, are more comprehensive than the centrally kept lists extracted from the USRSU, are not a true reflection of the universe of agricultural units, both in terms of coverage and homogeneity across districts. Furthermore, although the NSC tries to capture agricultural activities in which residents from cities and towns are engaged, there is no way to gross-up this part to an estimated total; other CIS countries have discovered that the contribution of agricultural activities by city residents is not negligible.
71. The definitions and classifications used are broadly in line with the FAO recommendations.
72. Statistical surveys do not only address qualitative characteristics and quantitative characteristics expressed in physical units. Some surveys explicitly address monetary characteristics; their results are especially used for national accounts (omitting the second

category of farms). For certain parts of agricultural statistics, sources other than statistical surveys with the above three categories of farm are used. This is the case for agricultural producer prices. Data on items like fertilizers and equipment are based on administrative sources from the ministry of agriculture.

4.4.2. Statistical output

73. The amount of agricultural statistics published by the NSC is impressive, both in terms of coverage of issues (including value added, prices and labour force), frequency, and timeliness. This involves the combination at the aggregate level of two different types of data collection to estimate comprehensive totals.
74. The NSC also publishes synthetic statistics in terms of food balances, in which agricultural statistics are combined with other economic and social statistics (exports; imports; consumption); this work requires consistency checks across data collections. The week point in these balances seem to be the absence of reliable information on stocks and their variations, but the uncertain degree of coverage of the productions side is likely to be relevant as well.

4.4.3. Assessment

75. Agricultural statistics are a part of economic statistics where a form of (non-random) sampling, and grossing-up methods for some parts of the universe, are used. The first steps in the direction that economic statistics in general has to follow in the future are already present for the agricultural sector.
76. However, the quality and reliability of the results, especially for the physical unit's types of farms, are difficult to assess in the absence of benchmark data about the universe of farms and its structure. This affects results on the level of production, but also those changes over time. An agricultural census is therefore essential to be able to calibrate the various data collections; this census should also be used as the starting point for a statistical register of farms, to be kept centrally by the NSC in Bishkek (it would have to be mentioned in the revised LSS). This census should not only cover rural areas, but also include a method to identify units engaging in agricultural production that are resident in towns and cities. Thoughts have to be given to identify sources that allow the register of farms to be updated regularly (births and deaths of units; key characteristics); it would be risky to use the unchanged 2014 universe totals for grossing-up sample results some years after the census.
77. The forthcoming register of farms would also have to identify individual farms within okrugs, and sample them directly rather than leave the selection at this level to an undefined process in the hands of local administrations. After the agricultural census, all samples should be redrawn as (stratified) random samples, and the processes of data collection redefined in time so as to ensure that the grossing-up is carried out centrally according to the same method for the whole country. Unit-level data should be stored centrally, so as to enable the analytical use of these data. The reporting by okrugs on the aggregates concerning livestock and sown areas can be kept as a statistical use of

administrative data collected by okrugs, which allows the production of frequent and timely statistics, but their quality should be checked periodically against the information from the sample surveys directed at individual units within okrugs.

78. The new way of collecting data from a sample of agricultural units, with unit-level information being first directed to the NSC district offices, where a first quality check will take place, and subsequently passed onto the central office, needs to be carefully prepared and tested. Asking farms to deliver completed forms to the district offices may cause too much burden to farmers. Other options may be to use interviewers as for household surveys, or to use staff from the okrug administration in this capacity. However, the second option is fraught with difficulties concerning the clear separation between data collection for administrative purposes, with which they are familiar, and data collection for exclusively statistical purposes. Whatever the option taken, a much greater part of the whole process will have to be financed from the NSC budget compared to the present situation.
79. In view of the new system of sample surveys, the crucial determinant of sample size will be the extent of regional breakdowns required. Until now, it was taken for granted that all districts (rayons) require sub-annual statistics about agriculture in their respective territories. A careful analysis of this information needs and the use of statistics of decision-making should precede the design of the future system of agricultural statistics.
80. In the intermediary period until the results of the agricultural census will be available, some questions about agricultural production (and not only about consumption) might be included in household surveys. Household surveys are also likely to be a more reliable source through which data on agricultural production by city residents can be collected between censuses. Grossing-up to the population totals is likely to give a more comprehensive and more reliable estimate of the total than grossing-up samples of farms on the basis of the present ad hoc lists; however, the possibility for regional breakdowns will be limited.

5. STATISTICAL DOMAINS

5.1. Social and demographic statistics

5.1.1. Demographic statistics

1. Demographic statistics are under the responsibility of the Department for Demographic Statistics.
2. Monthly estimates are calculated and published in the monthly statistical overview for the number and corresponding crude rates of the total population, births, deaths, infant deaths, marriages, divorces, and in and out-migration. These estimates are calculated and presented for the whole country and by region. In addition, the distribution of deaths by main classes of cause of death is presented for the whole country. All these figures become available one month after the end of the reference month. In the monthly

overviews, the data are summed up across the elapsed calendar months of the current year.

3. Reports on demographic statistics are compiled annually. They present the distribution of the population by sex, age, ethnicity and the urban-rural dimension, as well as the number and corresponding crude rates of births, deaths, infant deaths, marriages, divorces, and in and out-migration, for the whole country as well as by region. The annually published statistics also include the distribution of the number of births and infant deaths by birth weight, life expectancy for men, women, and the total population, and the total fertility rate. Definition of population categories, which is given in the publication *Methodological Guidelines for Statistics, Section Methodological Guidelines for Demographic Statistics*, is similar to the UN definition.
4. The annual data becomes available as follows:
 - a) Migration: 1.5 months after the reporting period
 - b) Births, deaths, marriages, divorces: 2 months
 - c) Population size: 2.5 months
 - d) Causes of death: 4 months
 - e) Life-tables and age-specific fertility: 4.5 months
5. Based on the census, population estimates for the last intercensal period are recalculated. Correspondingly, all the indicators that use population in the denominator are recalculated as well. This is indicated in the publication of the recalculated data. The comparison of estimated data with population census data for 2009 showed that data on total number of resident population according to population census is higher by 72 thousand or 1.3 per cent due to underreporting of migrants.
6. Statistical data are provided for users on website of NSC (<http://www.stat.kg>), in express information and in following annual publications of NSC: *Demographic yearbook of the Kyrgyz Republic*, *Kyrgyzstan in figures*, *Statistical yearbook of the Kyrgyz Republic*, *Living standard of population of the Kyrgyz Republic*, *Social trends of the Kyrgyz Republic*, *Women and Men of the Kyrgyz Republic*.
7. The statistical system does not currently produce population projections. However, the five-year development programme foresees the development of methodological guidelines for preparing projections in the future.

Assessment:

8. Most key demographic indicators are being produced and disseminated and can be considered reliable. Apparently, the NSC and the Ministry of Health cooperate in ensuring consistency of the medical and civil registration records.

9. The system of registering residential changes would need to be simplified in connection with the establishment of the population register. Unless it becomes a practical necessity for a citizen to inform authorities of the change of place of residence, the system is likely to continue under-register residential changes.
10. A periodic data exchange with authorities in the main destination countries of Kyrgyz labour migrants, such as Kazakhstan and the Russian Federation, would help the NSC to check the consistency of its migration and population estimates.

5.1.2. Living conditions statistics

11. Statistics on living conditions and well-being are based on the Integrated Survey of Household Budget and Labour Force (see section 4.2.3) and are compiled by the NSC Department of Sample Surveys. Quarterly statistics are produced on food consumption and its energy value, wages, monetary income and expenditure of households, the purchasing power of disposable income, deciles of selected indicators of household budgets, distribution of households and population by income. In addition, annual information is published on indicators of poverty, inequality, household structure and health. The information on food consumption is used in the production of synthetic statistics on food balance.
12. For users, statistical data are submitted in express information, economic notes, monthly reports, quarterly and annual publications, which are posted on the NSC website. Brief methodological notes are published in the annual thematic publication “Living standard of the population of the Kyrgyz Republic” and in the “Methodological guidelines on statistics”. The 2009 population and housing census provides important information for statistics on living conditions, such as the dwelling size, number of rooms and utilities. These data are included in the census publications.
13. Only the final results of household surveys are published. In the case of detecting an error, the corrected data are published and the reason for the change of an indicator is marked. Ahead of the published figures, the National Bank receives preliminary data on food security in electronic format.

Assessment:

14. The Integrated Survey of Household Budget and Labour Force is well aligned with internationally accepted methodologies and has been elaborated with expert support from outside. It provides socio-economic data and poverty measurements of adequate quality. For further details, see section 4.2.3. There is a broad programme of publishing data on living conditions.

5.1.3. Labour market statistics

15. Labour market statistics are under the responsibility of the NSC Department for Labour Statistics and Employment. They are compiled on the basis of the Integrated Survey of Household Budget and the Labour Force (see section 4.2.3), statistical reports from

enterprises and organisations and from the state employment services under the Ministry of Labour, Employment and Migration.

16. The data on wage, salary and number of persons employed in enterprises and organisations are provided by all legal entities according to the state statistical reporting forms approved by NSC. The state employment services submit statistical forms on the registered unemployed persons, foreign citizens working in Kyrgyzstan and refugees. Data from the Integrated Survey is used for estimating the number of employed persons, other statistics on economic activity, education level, marital status, employment status, place of work, occupation, unemployment and part-time employment, by urban and rural areas and regions.
17. The data from enterprises and organisations on wages and employees and the data on registered unemployed from the state employment services are collected and published monthly, quarterly and annually; the data on labour cost and the statistics from the survey data, including unemployment, are published annually. The data collected from enterprises and organisations are entered in district or town statistical departments at the district level. The district or town statistical departments transmit their primary database to regional statistical offices that transmit it further to the NSC's Main Computing Centre. All three levels of the statistical system — district or town, regional and national — use the same software for aggregating the data.
18. Data are published in monthly, quarterly and annual publications of the NSC. Results of the Integrated Survey on employment are published in annual publication "Employment and unemployment".
19. Concepts and definitions are based on standards and methodological approaches of ILO, ensuring their comparability at the international level. In cooperation with ILO, a sample survey of child labour has been conducted. The five-year development programme foresees conducting a sample survey for measuring labour migration and informal employment.

Assessment:

20. The NSC seeks to implement international definitions and standards in the field of labour market statistics and the compliance level is considered good.
21. Difficulties are found due to the lack of statistical data on wages and salaries of employees employed by individual entrepreneurs (about a quarter of all employees) and of employees engaged in the informal sector of the economy. About 45% of the labour force consists of the self-employed persons whose income cannot be reflected in wage statistics. Additional special data collection for capturing the informal sector and informal employment would need to be developed and implemented. Estimates from the Survey of Household Budget and Labour Force could be used for indirect estimation, as these data do not distinguish between formal and informal employment.

22. The NSC must ensure that the published figures of registered unemployment and the survey-based estimates of unemployment are documented in the way that allows users to understand the difference between them. Since the figures based on the Survey are published annually, it is important that the published commentary to the survey-based figures explicitly refers to their methodological difference from the monthly figures of registered unemployment.
23. The district or town statistical departments and the regional statistical offices produce their own aggregate statistics. This process could be organised more efficiently through the centralised production of the tables with the necessary regional and district breakdown. This would also help to ensure the consistency of estimates by territorial units with those on the national level.

5.1.4. Education and science statistics

24. Education and science statistics are under the responsibility of the NSC Department for Social and Ecological Statistics.
25. Data are collected by complete enumeration based on 16 forms of annual statistical reporting. The statistical reports from all preschool and general educational establishments and from rural communities and district and town administrations are all delivered to the district or town statistical offices that enter the data and forward it electronically to the regional offices. The regional offices prepare regional aggregates and forward the information electronically to the NSC's Main Computing Centre for further processing and checking. Reports from specialised and higher education establishments and research organisations are submitted directly to the corresponding regional statistical office, because such establishments are predominantly in regional centres. The Ministry of Education and Science and the State Agency for Professional and Technical Education submit their administrative forms directly to the NSC's Main Computing Centre.
26. The NSC publishes education and science statistics in annual publications *Kyrgyzstan in figures*, *Statistical yearbook*, *Social trends*, *Living conditions of the population* and *Women and men*. The publication *Education and science* is issued in Russian, Kyrgyz and English once every three years. Information about the level of education of population is collected in the population census and published in the corresponding publications.
27. Summary indicators on education and science are updated annually according to the System of Statistical Indicators (SSI). Data on main educational indicators are provided for national programmes as *Monitoring indicators of the National Development Strategy* and *Monitoring of MDG indicators*. The published indicators include literacy and illiteracy rates, index for gender parity of literacy, share of women teachers, share of teachers with higher educational background and statistical indicators of elementary education. Statistical data on education and science is provided for users on website of the NSC (<http://www.stat.kg>), as well as in monthly publications and express information.

28. The NSC has developed a method for estimating the number of 7-15 year old children who are not in education. It also conducts ad hoc sample surveys on various education related issues, such as assets and equipment of schools, and informal education services. A child database has been developed and maintained. The National Classification of Education has recently been edited for improved compatibility with ISCED. With technical support from Statistics Norway, an electronic version of the reporting form for general schools is being tested in Bishkek.

Assessment:

29. Data collection on education is designed to provide good coverage and the scope of publication of education statistics is good. The recent efforts in harmonising the national classification with ISCED are an important step. The main issues for improvement are: the quality of completion of the statistical reporting forms by educational establishments and the efficiency of information flow through the different layers of the statistical system. Introduction of electronic reporting by the respondents and consolidation of the reporting forms could contribute to resolve some of these issues.

5.1.5. Public health statistics

30. Public health statistics are under the responsibility of the NSC Department for Social and Ecological Statistics and are collected and processed in cooperation with the Ministry of Health and the Ministry of Social protection. They include statistics on health care, morbidity, disability and occupational injuries. The tenth revision of the International Statistical Classification of Diseases (ICD-10) is used for morbidity statistics.
31. The Ministry of Health and medical establishments of the Ministries of Interior, Justice, Defence and Emergencies provide to the NSC Main Computing Centre 20 forms that include aggregated data. Some of the data are transferred to the Main Computing Centre electronically. Three forms with summary statistical data on the incidence of disability are submitted to NSC by the Head Office of Medical and Social Expertise of the Ministry of Social Protection. Data on occupational injuries is collected with one form submitted by all enterprises and organisations to the district or town statistical offices that enter the data and submit them electronically to the regional statistical office. The regional offices submit the regional data to the NSC's Main Computing Centre.
32. The NSC Main Computing Centre processes all public health statistics, except the forms on primary disability. It conducts logical and arithmetic checking of the received reports, prepares summary information and verifies compliance of codes of health institutions, enterprises and organisations with the Unified State Register of Statistical Units (EGRSE). The forms of the Ministry of Social Protection already provide summary data by region. They are processed directly by the NSC Department of Social and Environmental Statistics.
33. Public health statistics are published in the following annual publications of NSC: *Kyrgyzstan in Figures, Statistical Yearbook, Social trends, Living conditions of the*

population and Women and men. The monthly report *Social and economic situation* contains a brief analysis of morbidity.

34. The annual database of summary indicators on morbidity, primary disability and occupational injuries is updated in accordance with the System of Statistical Indicators (SSI). Data are presented by main indicators of the national programs: *Monitoring indicators of the National Development Strategy, Monitoring of MDG indicators.* Statistical data are presented at the NSC website, in monthly publications, express-releases, quarterly bulletins and annual publications. The latter contain metadata on public health statistics.
35. Some general health-related information is collected in the Integrated Survey of Household Budget and Labour Force. In 1997, the Research Institute of Obstetrics and Paediatrics of the Ministry of Health conducted the Demographic and Health Survey with support from the United States Agency for International Development. This is the latest health survey in Kyrgyzstan.

Assessment:

36. The central elements of health statistics are covered through administrative sources. However, survey data on the health status and health behaviours of the population are scarce. The latest survey dates back to 1997. Targeted health surveys would be needed.
37. Morbidity statistics follow the relevant international classification (ICD-10). For disability statistics and for measuring the health status, NSC could take steps towards implementing the International Classification of Functioning, Disability and Health (ICF). The five year development plan mentions this.
38. The efficiency of information flow through the different layers of the statistical system could be improved. Introduction or expanding of electronic reporting and consolidation of the reporting forms could contribute to the resolving of this. The five year plan also mentions these areas for development.

5.1.6. Social protection statistics

39. Social protection statistics pertain to state and private pension plans, compulsory social protection and services. They are under the responsibility of the NSC Department for Social and Ecological Statistics and are collected and processed in cooperation with the Ministry of Social protection and the Social Fund.
40. Statistical observation is carried out through submission of nine annual statistical reports, which include aggregated data on the regional and national levels. Ministries and agencies that have pension departments submit hard copies of their annual reports to the NSC Main Computing Centre where they are entered and processed. The software includes logical arithmetical checks as well as consistency checks with codes of data of ministries and departments with the Unified State Register of Statistical Units. Four reports from the Ministry of Social Protection, three from the Social Fund and one from

the non-governmental pension fund are submitted electronically directly to the NSC Department for Social and Ecological Statistics. They contain data by region.

41. Social protection statistics are published in annual publications *Kyrgyzstan in figures*, *Statistical yearbook*, *Social trends*, *Living conditions of the population*, *Women and men* as well as in monthly and quarterly publications. Brief metadata on indicators of social protection and security are published in annual publications. NSC updates annually the database of summary indicators on social protection and security in accordance with System of Statistical Indicators (SSI).

Assessment:

42. Key areas of social protection are covered with statistics on a regular basis. However, regular sample surveys would also be needed to measure accessibility and needs for social protection.

5.2. Macroeconomic statistics

5.2.1. National accounts

43. The national accounts of the Kyrgyz Republic are compiled by the department of national accounts of the NSC according to main concepts, categories, definitions and other methodological principles of the System of National Accounts – 1993 (1993 SNA). Since 2000, National accounts are compiled according to a NACE rev.1 based nomenclature (GKED).
44. The full sequence of accounts, excluding the financial accounts, is compiled on annual basis. GDP is calculated by the reconciliation of the production and the expenditure approach on a quarterly base and exclusively by the production approach on a monthly base. Macroeconomic indicators are produced by 15 types of economic activities. Rough estimates of the non-observed economy are done mainly by the departments producing primary economic statistics and indicators before these data are incorporated in the framework of the national accounts. Monthly GDP estimates are published 8-10 days after the reporting month, quarterly estimation 90 days after the reporting period and the annual national accounts in November after the reporting year.
45. Primary data sources for the calculation of GDP by the production approach are the following:
 - a) Annual and quarterly reporting on income and expenditures of state and private enterprises covering all types of enterprises – juridical persons and all types of economic activity of the real sector of economy;
 - b) Integrated sample survey of households and labour force and other surveys conducted by the NSC;
 - c) Employment and wage survey;

- d) Banking statistics provided by the National Bank of the Kyrgyz Republic (NBKR) and commercial banks;
 - e) Report on state budget execution provided by Central Treasury of the Ministry of Finance of the Kyrgyz Republic;
 - f) Reports on customs payments and taxes provided by the Customs and Tax Inspection
46. The NSC conducts special sample surveys and use data from administrative sources for peasant farms and individual entrepreneur. Since 2004, the NSC has collected quarterly data on financial statistics of real and financial sectors of the economy.
 47. The estimation of the expenditure approach is based on Integrated Survey of Household Budget and Labour Force data (see also 4.2.3), retail trade turnover and chargeable services surveys, and the balance of agricultural products for the calculation of value of agricultural production for own final consumption. Administrative data from the Ministry of Finance are used for the calculation of expenditures of public administration, reports of enterprises for the calculation of capital formation and change of stocks of tangible current assets, and balance of payment data of the National Bank – to calculate volumes of export and import of goods and services.
 48. The main data source for the income approach is the annual statistical report on labour submitted by enterprises and organisations of all types of ownership as well as reports on related payments to social insurance.
 49. Calculations of taxes and subsidies on production are based on annual reports by the Ministry of Finance on execution of the national and local budgets, and reporting on customs payments and taxation. The majority of the operations are recorded on an accrual basis, which is consistent with the general principle of 1993 SNA, with the exception of current expenditure and income of general government units, which are recorded on a cash basis.
 50. In 2009, a methodological provision for calculation of the non-observed economy was developed, reflecting determination of volumes of the hidden and informal sectors by economic activities, evaluation of the NOE according to the modular method of Eurostat. The estimate non-observed economy for the overall economy is close to 20% of the GDP.
 51. Input – Output tables are compiled annually by types of economic activities (34*34) (GKED). The statistical discrepancy in annual calculations is narrowed by means of an iterative process based on input and output data, and the small remaining balance is distributed to output (production) and household final consumption.
 52. Moreover, the NSC calculates Gross Regional Product (GRP) on an annual basis in current prices and prices of the previous year for the 7 regions and the 2 main cities (Bishkek and Osh). GRP is calculated by the same structure like GDP. In current prices, the total GRP equals the national GDP. At constant prices, the difference accounts for 0.3-0.6% and therefore GPR at constant prices are not published. In 2010, the Board of

the NSC approved the methodology and technique for calculation of regional domestic product in current and constant prices.

53. National accounts are compiled using Excel tables. Monthly and quarterly GDP estimations are revised based on the annual national accounts figures. Data are disseminated via the website of the NSC, as well as in electronic format and on paper (special publications on National Accounts). Preliminary estimation of monthly GDP are provided in Express information of the NSC (release), quarterly GDP – in the report *Social and economic situation of the Kyrgyz Republic*. National accounts data are then conveyed to international organisations through standard questionnaires to the UNECE and CIS-Stat and through the ISC system to the IMF. Methodology, techniques and methods of calculation are posted on the NSC website. In addition, brief methodologies on calculation of main SNA aggregates are included into the annual thematic and general publications.

Assessment:

54. The national accounts are compiled on the basis of statistical data collection and administrative sources. GDP is calculated by three methods (production, expenditure, and income). The national accounts cover all transactions except for financial ones, and for all resident units. The system of national accounts is made up by five institutional sectors: non-finance corporations, finance corporations, public governance, non-profit organisations servicing households, and households themselves. Calculations of the sector of the rest of the world' are based on balance of payment data received from the National Bank of the Kyrgyz Republic. The production account, the generation of income account and capital account are compiled by types of economic activities.
55. The NSC should work further on the estimation of the non-observed economy. The NSC is currently implementing the modular approach developed by Eurostat and other techniques recommended by international organisations. However, the share of the non-observed economy in GDP could be reduced by a better coverage of business activities of individual entrepreneurs. The statistical register of individual entrepreneurs could be considerably improved by a full access from the NSC to all administrative database and business censuses could provide additional information to improve coverage and accuracy.
56. Another issue related to the coverage of the informal economy is the lack of statistical information on wages and salaries collected directly through household surveys. This would allow the National Accounts department to confront these data with information obtained from the report on labour submitted by enterprises. In general, quality, reliability and coverage of national accounts could only benefit from a more extensive use of statistical data collected from the integrated survey of household budget and labour force.
57. Other major economic statistics impacting the quality of National accounts is the external trade statistics. According to a recent study, in 2009, China reported 9 times more exports

of goods to Kyrgyzstan than Kyrgyzstan reported as import from China. The unbalance amounted to USD 4,600 millions which correspond roughly to 40% of the total GDP.

58. In the framework of the migration to the 2008 SNA, an implementation strategy should be developed focusing on measurement of financial services and transactions. Furthermore, the concept of accrual basis recording should be generalised and the NSC should continue to work on estimations of discrete (non-cumulative) seasonally adjusted aggregates at constant prices according to international methodology.
59. To maintain international comparability, the update of the economic activity classification to the latest version (ISIC rev. 4/NACE rev.2) will be necessary.

5.2.2. External trade statistics

60. The external trade statistics (ETS) records exports and imports of goods and is compiled by the Department of External Trade Statistics from the NSC according to the methodological provisions of the Statistical Commission of the United Nations International Trade Statistics: Concepts and Definitions, UN, New York, 2000.
61. The compilation of the ETS is based on the following monthly data sources:
 - a) Data base of freight customs declarations (FCD) and customs paying in slip (CPS) received from the State Customs Service;
 - b) Additional data from reports of enterprises on export and import of gas, electric power and oil as well as data on local trade over the border of livestock and products of slaughtering;
 - c) Once a year, in June, the estimated volume of export of selected types of agricultural products, not observed by customs statistics, is added to the total of export of goods for the year.
62. The foreign trade statistics is conducted according to Commodity Nomenclature of External Economic Activity (CNEEA) of the Eurasian Economic Community based on the Harmonised System (HS) and the Standard International Trade Classification.
63. In 2008, a bilateral agreement on cooperation and exchange of information was signed between the NSC and the State Customs Service. According to this agreement, the State Custom Service sends the monthly databases of cargo customs declaration (CCD) to the MCC for quality check and validation. The CCD and CCR are then merged and supplemented with information from monthly reports of enterprises on export and import of electricity, natural gas and oil, export of livestock and meat.
64. The ETS keeps record of exports and imports on the basis of “general” foreign trade accounting system, under which all goods entering and leaving the economic territory of the country are recorded. The measurement of the value of exported goods is made at FOB prices (the value of good, including insurance and shipping costs at the Kyrgyz

border) and imported goods at CIF prices (the value of the good, including insurance and shipping costs at the Kyrgyz border).

65. Monthly data with cumulative total are available 47 days after the reporting month and preliminary annual data 50 days after the reporting year. Monthly ETS for the previous year are revised in the 1st quarter of the next year. Data are published monthly, quarterly and annually in various NSC publications and are posted on the website along with regularly updated metadata.
66. It is common and somehow expected that mirror exercises reveal asymmetries in recorded flows of goods between two partner countries. . In ETS, differences between “mirror” figures can be generated by the application of the international methodology itself. The latter specifies for example that exports should be valued in FOB (‘free on board’) terms, whereas imports should be expressed in CIF (‘cost, insurance and freight’) value. Other sources of asymmetries are due to differences in the methodologies adopted by the partner countries. No strict single methodology for producing ETS. International recommendations by the United Nations exist, but countries frequently adopt methodologies that deviate from them slightly, with a greater or lesser impact on data comparability
67. According to the 2010 annual work plan, the NSC conducted a mirror exercise on external trade statistics with main partner-countries based on 2009 official figures: Russia, Ukraine, Kazakhstan, Tajikistan, Belarus and China. The mirror exercise was performed on volume and value of imports and exports flows of goods at 4-digit level of Commodity Nomenclature of External Economic Activity (CNEEA).
68. The two tables hereunder show the discrepancies in external trade statistics between the Kyrgyz Republic and each of the 6 partner countries selected for the mirror exercise (million US dollars):
69. Table 2: Exports from Kyrgyzstan to partner-countries in 2009 in million US dollars

Partner country	Export recorded in Kyrgyzstan	Import recorded in partner-country	Difference (+,-)
Kazakhstan	140,6	116,5	+24,1
Russia	185,8	366,8	-181,0
China	19,4	48,5	-29,1
Uzbekistan	167,6	20,9	+146,7
Belarus	3,5	3,2	+0,3

70. Table 3: Imports in Kyrgyzstan from partner-countries in 2009 in million US dollars

Partner country	Import recorded in Kyrgyzstan	Export recorder in partner-country	Difference (+,-)
Kazakhstan	340,0	390,5	-50,5
Russia	1090,4	915,5	+174,9
China	623,6	5227,5	-4603,9
Uzbekistan	111,7	114,9	-3,2
Belarus	74,1	65,7	+8,4

71. For exports as well as for imports, asymmetries with all partner-countries are relatively important. However, with China, discrepancies between recorded exports and recorded imports are huge, both in relative and absolute terms. According to the 2009 mirror exercise, China reported 9 times more exports of goods to Kyrgyzstan than Kyrgyzstan reported as import from China. The asymmetry amounted to USD 4,600 millions which correspond roughly to 40% of the total GDP. Discrepancies are observed almost for all commodity items, but are more important for consumer goods: shoes, clothes, fabrics, bed linen, and kitchen utensils.
72. The assumption according to some international studies is that Chinese data are more reliable. Indeed, it seems that consumption goods are imported illegally from China and are therefore not recorded by the Kyrgyz State Customs Service. The assumption was confirmed in the course of further surveys conducted in the border zones between both countries. Most of the goods not declared are then delivered to markets in the Kyrgyz Republic, mainly on transit to third countries or for final consumption in the country. If non-recorded imports from China to Kyrgyzstan are mainly on transit and therefore do not affect the macro-economic balance between resources and uses (national accounts), this business must generate important income in the border zone and ultimately illustrate the tremendous challenge for the NSC to incorporate estimation on the non-observed economy into official statistics.

Assessment:

73. The NSC is regularly held responsible for major asymmetries in the ETS. An international study, performed by the National Bank of the Kyrgyz Republic, confirmed that the issue is not of a statistical nature. In order to shun any doubts about the methodology and quality of Kyrgyz external trade statistics, a detailed mirror exercise between China and the Kyrgyz Republic should be undertaken by a group of experts. For each detailed position of the HS a description of the scale of the discrepancies that could be reasonably explained by differences in methodologies between the partner countries should be provided.

74. In the future, such joint mirror exercises could be undertaken with other major partner countries.
75. Further improvement of the ETS could be foreseen for the calculation of price index and volume of exports and imports and the estimation of seasonally adjusted external trade statistics. In that respect, all ETS should be compiled on a discrete base.

5.2.3. Balance of payments

76. The balance of payments is compiled by the Financial Statistics and Review Department of the National Bank of the Kyrgyz Republic (NBKR) in accordance with the methodological principles specified in the fifth edition of the IMF Balance of Payments Manual. Compilation and dissemination of data are governed by the terms and conditions of the Law on National Bank of the Kyrgyz Republic from 1997.
77. Data are available for the current account and the capital and financial account on a quarterly base and are published 3 months after the end of the quarter. Yearly data are released 4 months after the reporting period. Data are revised once a year, in May, when preparing the annual publication *Balance of Payments of the Kyrgyz Republic*. Revision can be made during 10 years. *Balance of Payments of the Kyrgyz Republic* is released quarterly in three languages: Kyrgyz, Russian and English. Balance of payments aggregates and other external economic indicators, including metadata, are posted on the website of the NBKR.
78. The main data sources are: international trade statistics, reports of commercial banks, non-banking financial institutions and non-financial organisations supplemented with internal information from the NBKR and data submitted by the Ministry of Finance, other ministries and state agencies, as well as other data sources for enterprises. For some specific BoP items such as remittances, goods and services and foreign direct investments are complemented with NBKR's estimates.
79. External trade statistics data are provided by the NSC however, in accordance with the IMF "Balance of Payments Manual", they need to be adjusted in order to bring the value of imports from CIF to FOB prices. For this purpose, a survey of the 400 biggest importers was conducted in 2007 to estimate the share of transport and insurance costs in the total value of imports.

Assessment:

80. Data on the balance of payments and international investment position are compiled and disseminated on a quarterly basis following the methodology recommended in the BPM5. However, deficiencies remain with respect to data on remittances, trade, services, and foreign direct investment. While progress has been made in several areas, further improvements are needed in the international transactions reporting system, data

sampling methods and data validation and coverage particularly on trade, services, private sector external debt, and foreign direct investment.

81. Seasonal adjusted series of the balance of payments statistics are not available.
82. The major challenge of the NBKR will be to implement the 6th edition of the IMF Balance of Payments Manual.

5.2.4. Price statistics

Consumer Price Index (CPI)

83. The Consumer Price Index (CPI) is compiled by the Department of Price Statistics of the NSC in accordance with major international recommendations: Consumer Price Index Manual (ILO) and the 1993 System of National Accounts (1993 SNA).
84. Information is collected in 7 regional urban centres and in Bishkek city by registrars (personnel of territorial statistical bodies). The CPI is based on the collection of retail prices for 369 different goods and services (consumer basket) acquired for non-production purposes. 1,496 enterprises engaged in trade and services are selected by the registrars based on purposive sample. Prices are reported on paper in *the workbook for registration of prices and tariffs on food and non-food goods/products and services for population*. The information is then recorded electronically and transferred to the MCC for quality checks, processing and calculation of the index. Collection of consumer prices and tariffs is done on a monthly basis. Prices for food products are collected weekly. Prices and tariffs for non-food goods/products and services for the population are recorded 1-2 times a month. Ultimately, the NSC is responsible for the dissemination of CPI data on a monthly, quarterly and annual base. The present reference period is 2009 (2009 = 100).
85. Weights used for the CPI calculation are based on annual data of consumption expenditure structure from the household budget survey and regional weights are based on population and consumer expenditure statistics. The Laspeyres formula is used to combine elementary indices. The CPI is compiled according to the classification of individual expenditure by purpose (CEBP), which corresponds to the COICOP. Goods and services that are unavailable for a prolonged period are subject to substitution. Substitution objects are duly chosen, usually at the end of the year and new items are usually incorporated at the time weights are updated. In the event of the temporary absence of a good, the last observed price is applied or the price movement of an equivalent good is used. No adjustments are made for seasonal fluctuations.

Producer Price Index (PPI)

86. The Producer Price Index (PPI) is compiled by the Department of Price Statistics of the NSC in accordance with major international recommendations: UN Manual on Producer Price Index and the 1993 SNA. The classification used in the PPI calculation is consistent with international standards (CPA and NACE rev.1).

87. Price observations are reported by industrial enterprises by 25th of the reporting month. 145 industrial enterprises, mainly large and medium enterprises operating permanently, are selected purposively by price specialists of territorial statistical bodies in consultation with the Price Statistics department of the NSC. Primary data are collected by territorial statistical bodies and transferred to the MCC for quality check, processing and calculation of the PPI. The NSC on a monthly basis publishes data, two weeks following the end of the reference period.
88. The index is calculated on 236 representative commodities. Weights used for the compilation of the PPI are based on the industrial production statistics in value terms by type of goods for the previous year. They are updated every year in July. Monthly, quarterly and cumulative price indices are calculated by Laspeyres formula. The present weight reference period is 2010 (2010 = 100).
89. The NSC is also compiling an Agriculture Products Price Index. For this index, prices for 54 kinds of agricultural products are inspected monthly to calculate the price index for agricultural products. Prices are registered during the first customer sales excluding taxes on goods and transport costs. A sample survey covers all state and collective farms, and 8 thousand peasant (farmers) and private farms.

Purchasing Power Parity (PPP)

90. The NSC participates in the global programme of international comparisons of GDP for 2011. At present, the NSC is collecting prices for food products monthly in oblasts centres and Bishkek. Prices are collected by registrars (personnel of territorial statistical bodies). Prices for non-food products and services are collected quarterly in Bishkek with further distribution to the republic. This collection is performed by two employees of price statistics department of the NSC.
91. In order to implement international comparisons a list of representative goods and services with their technical and economic characteristics is compiled following the CIS-scheme, with the introduction of the necessary adjustments based on national specificities. The selected goods have to be on sale and sold on the domestic market. Prices for consumer goods and services are recorded in the oblast towns/centres and in the capital. For the international comparisons the same sample of outlets is used, as for calculation of the CPI. Average prices for goods and services across the whole country are calculated as a weighted average of prices prevailing in the surveyed regions. Specific scales of consumer spending of the population of regions in total expenditures are used as territorial scales. Annual prices of consumer goods and services are national average prices derived from monthly and quarterly records of prices for goods and services. Once a year, information on the average national prices is sent to the CIS-STAT.

Assessment

92. The concepts and definitions used in the CPI and the PPI, published respectively since January 1995 and October 1996 are consistent with international standards. Full descriptions of methodology used for the compilation of price indices are published in

Methodological Provision on Statistics, chapter “Price and tariffs”. Also brief description of sources and methods of data calculations are given in the regular publication of the NSC, thematic books and are posted on the NSC website.

93. As the reference period for the CPI and PPI is usually a month, and it changes in every release, continuous time series is not formed. To solve this problem, the index reference period should be a year or chain-linking methodology should be implemented. Seasonally adjusted time series are not produced since there is no long time series of price statistics.
94. To maintain international comparability, the update of the economic activity classification to the latest version (ISIC rev. 4/NACE rev.2) will be necessary.
95. The CPI covers all urban resident households of all sizes and income levels, but needs also to be extended to rural households, which represent the majority of the population.
96. The coverage of the PPI needs to be extended to small enterprises and individual entrepreneurs and include agriculture, construction, transport and communication that are already compiled in parallel.

5.3. Business statistics

5.3.1. Short-term business statistics (STS)

97. The NSC produces a wide range of short-term business statistics, mostly on a discrete monthly basis: industrial production, output in construction, investment, as well as turnover in trade and services. In addition, the previous chapter (5.2.4) discussed the production of related short-term price indicators.
98. The NSC has organised the production of STS into the following departments: Innovation and Industry Statistics; Investment and Construction Statistics; and Consumer Market Statistics. The STS produced are largely consistent with major international recommendations: the UN Manual for the Index of Industrial Production, the UN Manual for Distributive Trade Statistics and the 1993 SNA. The classifications are consistent with international standards (ISIC rev. 3.1/NACE rev.1).
99. The STS on industry, construction, trade and services are based on complete enumeration of legal entities: The monthly reporting includes large and medium enterprises, and the quarterly reporting comes from the smaller enterprises. The NSC receives primary data on enterprises from the regions. In addition, construction permits are collected quarterly by the State Architectural-Construction Offices of the Gosstroj. The NSC also uses data from the Tax Authorities on patents given to physical persons.
100. For services, regular data collection started in 2008 by type of activity based on the classification of types of economic activities (GKED). A census of economic entities (legal and physical persons), for which services are the main type of economic activity, was conducted in 2004. To calculate the volumes of services rendered by individual entrepreneurs (physical persons), the NSC uses results of the census data as well as

information collected through sample surveys of selected types of services. Recently, NSC started also to collect information on all types of investments (non-financial, financial and foreign).

101. The weighting schemes of the STS follow the related international recommendations. For industrial production index, gross value added (GVA) at basic prices is derived from annual national accounts data, with a delay of 9 months. For index calculation, the NSC applies the Laspeyres formula with base period t-2 (t-reference year).
102. The STS are published according to an advance release calendar, for example industrial production index is released 15 days after each reference month. Short-term business statistics are published for all sectors in the National Statistics Committee's monthly report Social and economic status of the Kyrgyz Republic. Nowadays, this publication includes much more data on services, e.g. hotels and restaurants, transport, communication, financial services, education, social services and other services for consumers.
103. The NSC provides the users of statistics with detailed metadata on their website. The publication includes some descriptive analysis of the short-term business statistics for the reference month, and for a cumulative total of the current year. STS are published with a reference to the previous month, and/or to the corresponding month of the previous year.

Assessment:

104. The short-term business statistics produced by the NSC are, to a large extent, in line with the international recommendations. There are two main problems related to STS that may hamper the analysis of economic development of the Kyrgyz Republic.
105. First, the lack of continuous monthly time series: As the reference period is usually a month, and it changes in every release, continuous time series is not formed. According to the UN recommendations, the index reference period should be a year. The NSC has performed some initial calculations for providing longer time series in industry.
106. Second, the monthly indicators are usually only revised during weight updates. Thus, the respondents cannot report revisions to earlier data. The NSC could benefit from a revision or publication policy to address these improvement needs. Longer time series on STS should be published and revised each month with new and corrected data.
107. Introduction of seasonal adjustment would improve comparability of data with other countries and provide faster information on the economy. Seasonal adjustment can be performed on a time series with a solid base year. The NSC currently participates in a capacity building programme on New Challenges in Economic Statistics, organised by UNECE, and is performing test calculations. These developments have been supported by several projects, e.g. TACIS and World Bank funded projects.
108. At present, some small enterprises and individual entrepreneurs are not fully covered by the short-term business statistics. There is a need to undertake a business census of

enterprises and individual entrepreneurs, where complete data is not up to date, and to investigate further the possibility to introduce sampling techniques.

109. The NSC covers a wide range of service activities as part of STS. However, discrete monthly data or monthly time series data are not easily available for the service sector. Taking into account that service sector is one of the largest components in GDP it is necessary to continue improving the coverage and methods for the service sector statistics.
110. To maintain comparability, the update of economic activity classification (ISIC rev. 4/NACE rev.2) to the latest version will be necessary. Ideally, this would include provision of consistent historical time series data.

5.3.2. Structural business statistics (Finance Statistics)

111. Finance Statistics are compiled by the Department of Enterprises and Finance Statistics of the NSC. Finance statistics are mainly based on financial and accounting information from legally registered entities collected through the regular reporting system (see also chapter 4.3.1 of this report on main primary data sources and business surveys).
112. The following sectors of the economy are covered by finance statistics:
- a) Non-financial enterprises (“real sector”),
 - b) Financial sector enterprises,
 - c) Central (Republican) and territorial state entities (Government budget statistics),
 - d) Non-commercial organisations,

Non-financial enterprises (“real sector”)

113. The collection of data reflecting the financial situation of non-financial enterprises is based on the method of continuous statistical observation (reporting) on quarterly and yearly intervals. Reports are collected at territorial level and sent to the MCC for automated quality checks and processing, The NSC receives from the MCC aggregated figures. Observations units are legal units (enterprises) holding financial accounts. On 1 July 2011, 11,585 enterprises were recorded under this category.
114. Information about operational and non-operation revenue and expenditure, financial results before financial tax, inventories, assets, liabilities and debts are recorded.

Financial sector enterprises statistics

115. This sector consists of commercial banks, the NBKR and other non-banking financial institutions as insurance companies, investment funds, stock exchange, credit unions and microcredit institutions. The data collection is based on quarterly and annual comprehensive reporting system of registered financial enterprises.

116. Data collected cover not only the financial situation of the 923 financial enterprises sector but also indicators specific to the sector: credit provision, deposits, insurance provisions, and micro-credits...

Government budget statistics

117. Statistics of the state budget at central and territorial level is compiled according to the 2001 IMF Manual on Government Finance Statistics and is based on monthly and annual reports submitted by the Central Treasury of the Ministry of Finance of the Kyrgyz Republic.
118. Data collected cover revenues and payments for operating activities, purchasing and sale of non-financial assets as well as financial operations. Off-budget operations and some specific social transfers are not included in the data. The fiscal year is the same as the calendar year and data are compiled on a cash basis.

Non-commercial organisations

119. The Department of Enterprises and Finance Statistics of the NSC also collects data on non-profit organisations. Observation units are public associations and foundations, religious organisations and other non-profit organisations with financial resources based mainly on voluntary contributions and property income, and incidentally from the sale of goods and services. Data collected cover revenues and expenditures of non-profit organisations related to their activities.

Assessment:

120. A draft concept for the modernisation of the Kyrgyz Republic Treasury was developed. Its implementation will improve the accounting system and reporting of government entities in compliance with the Manual on Government Finance Statistics (GFS) 2001. The Treasury modernisation will contribute to improve the Government Finance Statistics. Data will be available on an accrual basis.
121. The number of small enterprises and individual entrepreneurs is gradually increasing in the Kyrgyz economy. In order to extend the coverage of business statistics, taking into account the burden on respondents, it is necessary to build an effective system of data collection through sample surveys. Considering that a significant share of the non-observed economy is buried in this sector, the NSC needs to carry out organisational and methodological studies on how to better measure small production entities. The first step would be to launch a comprehensive business census of individual entrepreneurs based on addresses of patent holders provided by the State Taxation Service. It would allow the NSC, to collect important information for the set-up of an elementary statistical business register for individual entrepreneur and for the design of sample surveys algorithms based on actual economic activity, number of workers, turnover, ...
122. Finance statistics are important for the compilation of the balance of payments, foreign direct investment, international investment position and the external debt statistics,

development of new surveys and update of variables collected through regular reports by the NSC should be done in cooperation with the NBKR in order to take into account the requirements of the 6th edition of the Balance of Payment Manual.

5.4. Multi-domain statistics

5.4.1. Environment statistics

123. Environment statistics is a section of the Social and Ecological Statistics Department of the NSC. 12 statistical forms are used on an annual basis to report on environment statistics, 9 of which are collected by statistical authorities on rayon level and from there transmitted via oblast offices to the MCC. The 3 remaining are collected and processed one each by the State Agency for Environmental Protection and Forestry, the Ministry of Natural Resources and the State Committee for Water Resources and Land Reclamations. The first two transmit their aggregated data directly to the MCC, the last to the NSC.
124. The data is collected according to the Law “On State Statistics” and several other Laws that deal with the protection of the environment (like natural territories, animals, air, water, subsoil, and waste). The NSC reports on the following topics:
 - a) exploration of minerals
 - b) atmospheric air (Sources and emissions of pollutants into the atmosphere, their treatment and disposal)
 - c) reserves and national parks
 - d) silviculture and reforestation, protection of forest resources, sanitary felling
 - e) protection of flora and fauna (conservation and reproduction of wild animals)
 - f) waste from production and consumption, including toxic waste (sources, emissions, treatment and disposal)
125. The production of data by other state bodies is included in the statistical work programme and governed by article 15 of the Law on State Statistics (LSS). They cover the following topics:
 - a) Ministry of Natural Resources: re-cultivation and use of soil
 - b) State Agency for Environmental Protection and Forestry: results of state control over the environmental protection and the rational use of natural resources including costs of environmental protection
 - c) State Committee for Water Resources and Land Reclamations: water resources (water use by consumers)

126. Data collection is with few exceptions organised as a mandatory full-coverage survey of all enterprises, organisations and establishments that concerned by the mentioned environmental matters.
127. Environmental data is published and updated annually on the dedicated sections of the NSC website. Selected environmental indicators are included in the following annual publications: *Kyrgyzstan in figures*, *Statistical yearbook of the Kyrgyz Republic*, *Social trends of the Kyrgyz Republic* and *Living standard of the population in Kyrgyz Republic*. Bulletins on the republic's protection and rational use of natural resources and on the ecological situation in the Issyk-Kul region are also produced annually. Every 3-4 years the NSC publishes the statistical publication *Environment in the Kyrgyz Republic*. Information is prepared for the Statistical Committee of the CIS countries (CIS-Stat), several international organisations via questionnaires and for UN statistical bulletins.
128. The Programme of improvement and development of state statistics of the Kyrgyz Republic for 2010-2014 aims at improving methodology and practice of the production of environmental indicators according to international rules and standards, with a special emphasis on waste management costs. More concretely, the development of an integrated system of statistical indicators of environmental protection in accordance with the *Guidelines for the application of environmental indicators in EECCA* (2007) is planned. As a further field of future development the calculation of environmental accounts was mentioned.

Assessment:

129. The NSC, together with three other state offices, collects and disseminates a range of environmental statistics, in particular on emissions and use of resources. The cooperation with these seems to be functioning well. Several of the major publications have a section on the environment, and the three-to-four-yearly publication on the *Environment in the Kyrgyz Republic* is another major output.
130. It is recommended to pursue the plans of developing a system of statistical indicators on the environment and the calculation of environmental accounts in accordance with international standards. Another recommendation is to start collecting data on the state of the environment in terms of quality (air, water, soil, biodiversity, forests, etc.).

5.4.2. Statistics on information and communication technologies (ICT)

131. The Department for Consumer Market and Services Statistics is responsible for the compilation of the ICT statistics. Methodologically, the ICT statistics of Kyrgyzstan draw on the concepts, definitions and experiences of Russia, Uzbekistan, Lithuania and Estonia.
132. Data is collected annually by NSC on the state and use of ICT in the form of a full coverage survey of enterprises and organisations using ICT. The ministry of transport and communication is not involved in data collection.

133. The multi-year programme (programme of improvement and development of state statistics of the Kyrgyz Republic for 2010-2014) foresees the development of programmes and tools for the collection of information on the use of ICT in education and a one-off sample survey on the issue was organised in 2011. Further developments include:
- a) the introduction of data collection on the ICT use in household based on the experience of other countries;
 - b) the implementation of the electronic transfer of ICT data.
134. Data is available on the dedicated section of the NSC website and in the annual publication on “Information and Communication Technology of the Kyrgyz Republic”.

Assessment:

135. For enterprises, ICT is well developed and in line with international practice. However, it is recommended to expand the data collection to households.

5.4.3. Energy statistics

136. The Department of Industry and innovation statistics is responsible for the compilation of energy statistics that cover production, transmission and distribution services of hydroelectric and thermoelectric energy, as well as the extraction of combustible minerals (fuel).
137. Statistical information is obtained through a structural survey of enterprises, (mandatory reporting system) complemented by a sample survey of small (sometimes individual) enterprises that produce/consume electric power and fuel materials. Large enterprises located in Bishkek submit their reports to the MCC. Information about affiliates received from large enterprises is sent to territorial regional statistical bodies. These surveys are complemented by information collected from the *integrated survey of household budget and labour force* and other available sources.
138. Energy statistics data are published in industrial statistics publications (monthly publications, express information and annual publications on industrial statistics).
139. The Department of External Trade Statistics of the NSC is involved in production of the annual fuel and energy balance figures, released in September. Energy balance statistics provide information on the resources, production, distribution and consumption of electricity and fuel that is used for the preparation of the national energy budget. Among others, the main users of energy statistics are the President's office, the Prime Minister's office, the Ministry of Energy and international organisations.
140. Primary data for compilation of fuel energy balance is received from statistical forms submitted by all economic entities, regardless of their form of ownership, that produce or consume fuel and energy (oil, gasoline, diesel fuel, fuel oil, natural gas, coal, electricity, heat energy).

141. The energy balance statistics has been useful to identify important losses of electricity in the distribution process.

Assessment

142. It would be useful to explore whether the Ministry of Energy and other national administrations have administrative information which could simplify and decrease the cost of the statistics obtained currently through the structural survey of enterprises on production, transmission and distribution of energy, the small enterprises survey on energy consumption/production and the household budget survey on consumption of electricity and fuel. This approach could also help, as a side result, to identify new statistics necessary to meet needs for decision making on the national energy policy, and last but not least to have a better understanding of the issue of loss of electricity, and possible electric power smuggling. This exercise needs an effort of coordination with the concerned ministries or governmental agencies.

143. Attention should be paid on the differences between the Kyrgyz Republic and neighbouring countries reporting on bilateral electricity trade (as seen for example, in a simple mirror exercise), to achieve an understanding of the causes of these differences.

5.4.4. Water statistics

144. The Department of Social and Ecological Statistics is responsible for the compilation of Water statistics. Currently, at the NSC one part-time staff member is involved in the compilation of this statistics.

145. Water statistics were compiled already at the time of the USSR and therefore, relatively long time series are available. Information is available by region and covers water extraction, use and sewage.

146. The State Committee on Water Resources and Irrigation (SCWI) provides the NSC with information on water extraction and its use on annual basis. The information is transmitted to the Department of Social and Ecological Statistics of the NSC, who is in charge of its publication.

147. The available information covers the needs expressed by the Kyrgyz Government, namely in relation to general laws and norms on water resources:

- a) On Inter-state Use of water facilities and water resources of the Kyrgyz Republic: Law of the Kyrgyz Republic of 23 July, 2001, No. 76.
- b) The Law of the Kyrgyz Republic On Protection of Environment, 16 June, 1999 No. 53;
- c) Water Code of the Kyrgyz Republic

148. Any extension, improvement or development would be discussed in accordance to any new needs expressed by the users, but nothing is currently envisaged.

149. Water statistics are produced following the methodological provisions of the NSC environmental statistics based on the UN international recommendations for water statistics.
150. During the implementation of the EU funded TACIS-11 project on the further development of national statistics in Central Asia, comparisons with water statistics reports from Tajikistan were attempted. However, this was not successful since the statistical reports from Tajikistan were, apparently, discontinued or not made available.

Assessment

151. The system of water statistics of the Kyrgyz Republic has been established for a long time, and series of data exist. However, whilst no new needs to extend the existing information are expected by the NSC, the need for comparability of Kyrgyz water statistics is bound to increase quickly in the future. Hence attention should be paid to improve compliance of water statistics in Kyrgyzstan with UN recommendations.

5.4.5. Transport statistics

152. Four staff members of the Department of Statistics on Consumer Market and Services are responsible for the production of transport statistics. Data are collected on water, rail, and air transport and pipelines as well as on vehicles, including electric buses. In total, 4 full-time staff members are involved: 2 in the NSC and one in each city statistical office of Bishkek and Osh.
153. At NSC level, data collection is mainly organised by the districts (rayons), from where data are transmitted to the regional offices (oblasts), and from there to the Computer Centre at the NSC. Most data are collected monthly, quarterly and annually.
154. Information, independently of the mode of transport, is compiled on the following:
 - a) Total freight, total number of passengers and performance (tonnes and tonnes/km, passengers and passenger/km).

Sampling surveys are used for road transport enterprises but complete enumeration is used by the state owned Kyrgyz Railway Enterprise. For international transport, type of freight by transport enterprise is collected. The state classification of products (goods and services) of the Kyrgyz Republic is used. Passenger transportation volumes for rail are measured on the basis of tickets sold, including monthly and annual cards in the case of inter-urban trips. This system brings an important underestimation of the actual use of rail transport by persons. No sampling surveys are organised to face this issue.

- b) Income and turnover for freight and passenger transport.
- c) Rolling stock available and use given to it.

155. However, no origin – destination information is currently collected (neither international nor national). Quality control is done by the rayon statistical offices, which includes checks on availability of enterprise codes as well as logical and arithmetic control.
156. In addition, the Ministry of Transport collects annually and transmits to the NCS, information on:
- a) transport infrastructure (length of highways, roads, railway system, navigable inland waterways and gas pipelines),
 - b) availability of rolling stock (locomotives, rail wagons, trucks, trailers, semitrailers, buses, trolley buses, cars, watercraft, aircraft).
157. The Ministry of the Interior (department on traffic safety) records the number of transport accidents by mode of transport (annual and quarterly).
158. No information on international transport of goods is obtained from custom sources.
159. The main internal users for monthly transport statistics is data are the Departments of National Accounts and of Social and Economic Conditions.

Assessment

160. Further to the importance of measuring the contribution of transport activities to the national economy, transport statistics are also important, among others, for infrastructure development and for transport enterprises decision-making. For the latter, the lack of any information of origin and destination is an important handicap. For international transport (freight and passengers), custom documents can and should be used as an excellent source. When needed, for instance for air passenger transport, this can be completed by policy documents on immigration and emigration. Since the importance of national transport of freight by road/rail will be linked to national development, its measurement should also receive high attention. Whilst the Kyrgyz Railways would be the normal source for rail, a survey on haulers would be needed in the case of road, perhaps the existing survey could be completed with the appropriate additional questions. In that respect, the regional classification to be used as well as the appropriate frequency should be the object of careful discussion.
161. The issue of the underestimation of passenger transport by rail should also receive close attention; not only in order to obtain good information on the real use of this mode of transport but also as a reference to cross-check information on income and household expenditure. To do this, a first survey with daily and seasonal breakdown would be needed to assess the importance of the current underestimation. This could then be followed by a system of smaller (in size and coverage) surveys at appropriate intervals as a system to update the results of the main survey.

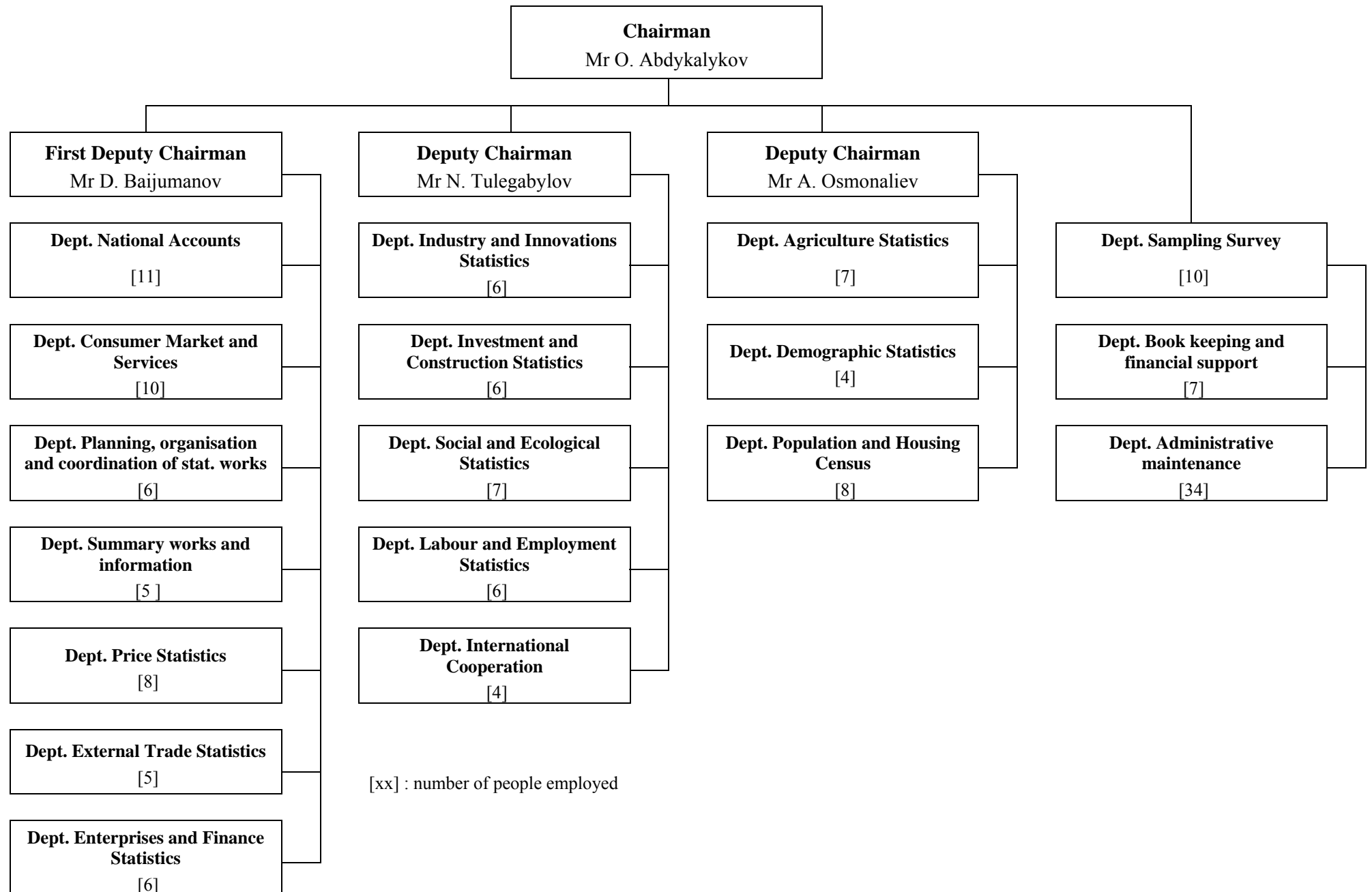
5.4.6. Tourism statistics

162. There is no specific department at the NSC responsible for the compilation of Tourism Statistics. The departments of Sampling Survey, Social and Ecological Statistics, External Trade Statistics, and Consumer Market and Service Statistics are all involved in one way or another in the production of Tourism Statistics. This rather broad distribution of competences leads to quality issues and makes it difficult to get a general overview of the situation in this field.
163. In 2010, and based on recommendations by the World Tourism Organisation (WTO), the decision was taken to improve the tourism statistics and include some new variables.
164. The department of external trade receives information on arrivals and departures by purposes of arrival/departure (to separate tourism from other purposes) from border authorities. Based on these received data the NSC calculates import and export of touristic services in monetary term and this information is transmitted to the National Bank of the Kyrgyz Republic for BoP purposes.
165. For legal entities (enterprises and other institutions) statistical observation by type of activities is conducted through quarterly statistical reporting (Form №1-Tourism). For tourism services provided by households and other private entrepreneurs, regional statistical offices carry out twice a year (June and August) specific household surveys to collect information mainly on accommodation services. The geographical coverage is limited to districts considered to be touristic in each region. The survey provides annual and quarterly information including place of origin (national or international), average length of stay, services provided and number of people accommodated.
166. Only scarce information on tourist operators exists.

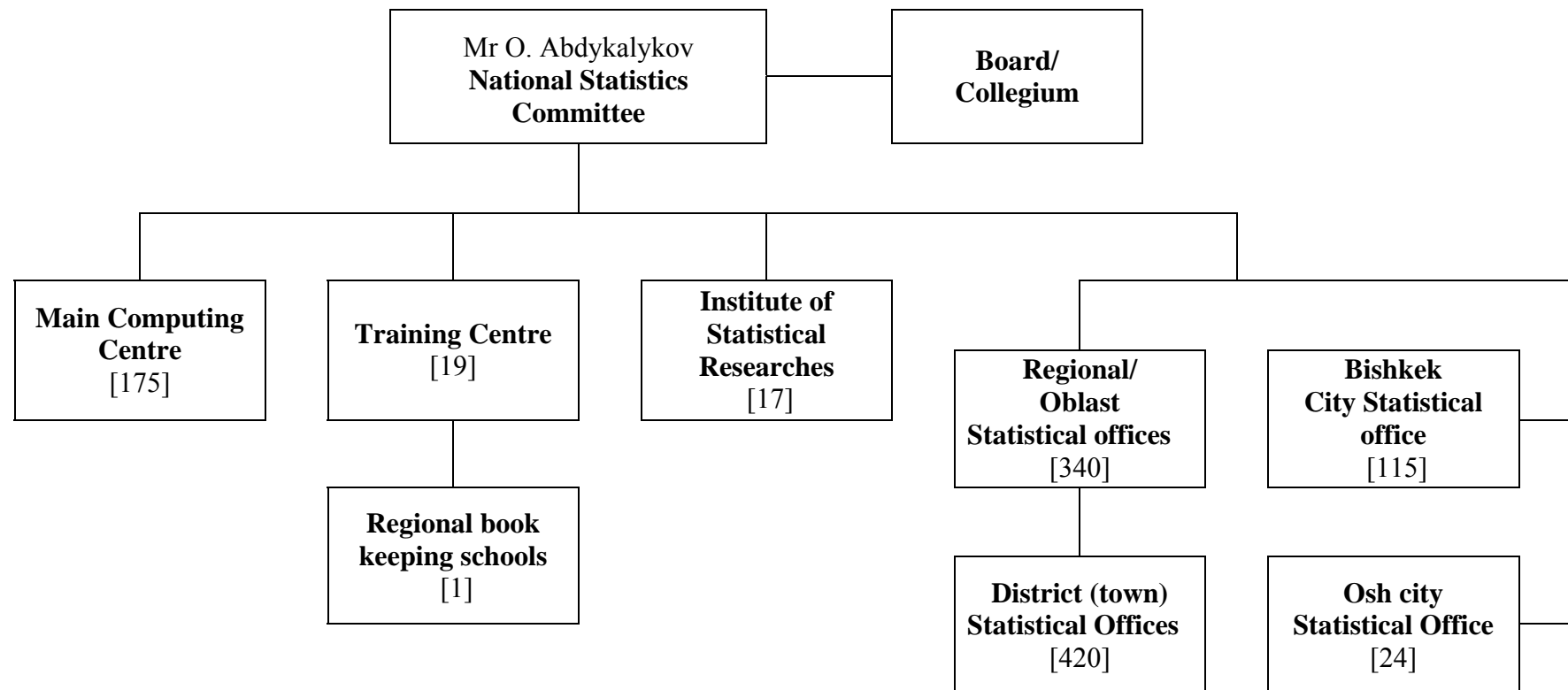
Assessment

167. The distributed competences of tourism statistics among several departments in NSC, and the inexistence of a well identified coordination department inevitably put responsibility of this coordination at the level of top management. This is an unfortunate solution having negative implications for process efficiency and quality control. This situation should receive closer attention so as to achieve a better-structured approach.
168. Expected development of tourism in the Kyrgyz Republic will bring consequences for which statisticians should be prepared. Thus, as the importance of users of tourism statistics will increase, a reassessment of the statistical needs will become a priority sooner than later and a strategy to develop statistics in this area should be developed according to WTO recommendations. Among these, a number of areas can be already identified, for instance the preparation of tourism satellite accounts to enhance the overall quality and consistency of Kyrgyz National Accounts, the estimation of domestic tourism, expenses of tourists abroad and export of tourism services.

ANNEX 1: ORGANISATIONAL STRUCTURE OF THE CENTRAL OFFICE OF NSC



ANNEX 2: ORGANISATIONAL STRUCTURE OF THE STATE STATISTICS OF THE KYRGYZ REPUBLIC



[xx] number of people employed

ANNEX 3: PROPOSED NEW VERSION OF ARTICLES 1, 3 AND 19 FOR THE LSS

Article 1: Basic concepts and definitions used in the present Law

For the purpose of this law, the following basic concepts and definitions are used:

Official statistics activity (replaces state statistical activity): activities related to developing, producing and disseminating results of official statistics, or to the management and development of the national system of official statistics, which are carried out or mandated by a body of the national system of official statistics

The National system of official statistics of the Kyrgyz Republic (replaces System of state statistics) comprises the following bodies of official statistics:

- The National Statistics Committee (NSC) as the main producer and coordinator of the system;
- The statistical departments of other producers of official statistics recognised in this Law or through the procedure established by this Law;
- The State Council for Statistics as the top-level advisory body for the system

Results of official statistics (replaces official statistical information): authoritative quantitative information at the aggregate level about relevant social, economic, demographic and environmental phenomena in the Kyrgyz Republic and its regions, which are developed, produced and disseminated in full compliance with the principles of official statistics and the other provisions of this Law.

Producers of official statistics (replaces the official statistical service subjects): The NSC and other producers of official statistics recognised by this Law or through the procedure established by this Law.

Production of results of official statistics (replaces formation of the official statistical information): design, organisation and execution of *data collection*, either through primary data collection with respondents (statistical surveys), or through the import into the system of official statistics of data the primary collection of which takes place outside the framework of this law, as well as the design, organisation and execution of the subsequent editing and processing of these data within the system of official statistics in view of the compilation and dissemination as results of official statistics.

Statistical survey (replaces statistical observation): systematic collection of primary statistical data from respondents by a producer of official statistics for exclusively statistical purposes. A statistical survey is based on questions structured in the form of *questionnaires (replaces statistical observation form)*. Survey can be designed as exhaustive (covering all units of a target population), or as samples that allow representative estimates of the target population.

Respondents in statistical surveys: natural persons staying in the Kyrgyz Republic irrespective of their citizenship, or a cumulative group of such persons such as a private household or unincorporated business; legal entities, their subsidiaries, branches, representative offices and other separate structural divisions, including foreign entities located in the territory of the Kyrgyz Republic, and bodies of public administration and self-government insofar that they are included in the same statistical survey as legal entities from the private sector.

Administrative data: data collected by or on behalf of a body of public administration or self-government other than a body that is part of the national system of official statistics (*holder of an administrative data set*) with the purpose of use for administrative duties and the performance of non-statistical tasks assigned to this holder in conformity with legal acts other than those concerning official statistics or censuses.

Statistical unit (presently not included in article 1): Most detailed level for which relevant characteristics are collected or recorded by the national system of official statistics (*unit-level data, replaces primary statistical data*). Certain unit-level data have to be treated as confidential as specified in this Law. (*Do not include a definition of confidential unit-level data here, but rather in article 19*)

Metadata (replaces both official statistical methodology and reporting and statistical documentation): Information about the methods used by producers of official statistics in the collection and processing of unit-level data (e.g. questionnaires), about the definitions and classifications underlying the results of official statistics, and about the structure and decision-making processes within the system of official statistics. Metadata include information about quality, as well as evaluations or assessments of the system of official statistics or selected parts or activities within this system.

Statistical services (not included in the present article 1): The processing, by a producer of official statistics, of unit-level data under its responsibility for statistical purposes that are not related to the production of results of official statistics, but are defined by a specific user or a specific use outside the system of official statistics. Statistical services include the transmission of unit-level data for research purposes following the specifications of this Law.

User: A body of public administration or self-government outside the system of official statistics, a legal entity or a natural person, or an international organisation receiving or accessing results of official statistics or commissioning statistical services.

Statistical purpose (not included in the present article 1): The use of unit-level data in the responsibility of the system of official statistics in any activity of official statistics at national, regional or international level, and for the provision of statistical services by a producer of official statistics.

Article 3 Scope of the Law on Official Statistics

The provisions of the present law are applicable to all parts of the national system of official statistics with respect to all activities of official statistics in their respective responsibility, the coordination and management of this system, and the provision of statistical services. With respect to statistical surveys, the present Law is applicable for all phases including the primary data collection from respondents, whereas for all other forms of collection of data from a body outside the system of official statistics, the relevant provisions of this Law concerning processing and dissemination of such data for statistical purposes, and the confidentiality of such data to be observed by the producers of the system of official statistics, are applicable from the moment when these data enter the system of official statistics.

Article 19 Confidentiality of unit-level data collected and recorded by the system of official statistics

Unit-level data that allow a specific natural person, a specific household or business unit composed of natural persons, or a specific legal person active in a private sector of the economy, to be either identified directly or indirectly, thereby disclosing information about this individual unit, has to be treated as confidential information.

Data that are confidential according to the present Law can never be used for non-statistical purposes, whatever the source of these data. In particular, they cannot be used by state or local self-government bodies, public civil associations, official and other persons for making decisions in relation to a specific unit protected by this Law.

The producers of official statistics in charge of such data cannot publicly disclose them, forward them to, or allow their access by, any person, any legal entity, or any body of public administration or self-government, that is outside the system of official statistics. For confidential data, the only authorised access from outside the system of official statistics is for exclusively statistical research purposes following the conditions of article XX (*new article to be introduced to this Law*).

With the exception of statistical registers, producers of official statistics have to separate identifiers and characteristics of units protected by confidentiality as soon as possible. Questionnaires of statistical surveys completed by respondents that contain identification information have to be destroyed as soon as possible. By decree, the NSC Chairman fixes the detailed rules of implementation, including the technical and organisational standards to be implemented by producers for preventing unauthorised access and use of confidential and other unit-level data.

All officials and temporary employees working for a body of official statistics shall be obliged to sign a written statement that they observe the confidentiality rules of official statistics: This obligation is applicable beyond the period of employment in official statistics.

The confidentiality provisions of this Law are fully applicable to unit-level data from population and housing censuses, or from agricultural censuses, that concern units protected under this Law. By decree, the NSC Chairman can further extend the range of protected units to public sector units that are active in a competitive market. In the same way, he can decide that certain basic aggregates without additional break-downs, including aggregates from censuses, can be published as results of official statistics according to detailed regional or economic activity classifications in spite of the possibility of indirect identification in some cases.

Confidential data can be exchanged between actors of the national statistical system if this is necessary for the execution of an activity of official statistics contained in the statistical programme, or for the evaluation of the quality of such an activity and its results. By decree, the NSC Chairman fixes the rules to be followed in such cases.

Concerning unit-level data about natural persons or groups of natural persons covered by the Law on Information of a Personal Character, producers of official statistics, in view of the non-personalised purpose of their collection and processing activities, are exempted from article 8, article 22, paragraph 2, and of that law. The right of access for the persons about whom data are stored in the system of official statistics (article xx LIPC) is limited to statistical registers, and does not extend to the right of correction or the right of asking for a ban of the use of his/her data (article xx LIPC) (*this paragraph may better be included in the LSS as an additional article in its own right, after article 19, rather than as a paragraph of article 19. The LIPC would have to be carefully scrutinised to identify all articles of the LIPC that have to be mentioned as not being applicable to statistical files with unit-level data about natural persons.*)

ANNEX 4: TOR AND GUIDANCE QUESTIONNAIRE

Global Assessment of the National System of Official Statistics of the Kyrgyz Republic

Terms of Reference

Background

The main goal of the Global Assessment of the National System of Official Statistics (NSOS) of the Kyrgyz Republic (the assessment) is to evaluate the level of conformity vis-à-vis the accepted international and European standards, incorporating the Fundamental Principles of Official Statistics and European Statistics Code of Practice. It could serve as a basis to prepare a Development Strategy for the National Statistics Committee of the Kyrgyz Republic (NSC) and to define the priorities for future co-operation.

Detailed objectives of the Global Assessment are the following:

- To assess the compliance of the Kyrgyz NSOS with international standards, norms and recommendations, as well as the administrative capacity of the country in the field of statistics;
- To assess the institutional aspects of the NSOS and its technical and organisational capacity to produce and disseminate official statistics in all relevant areas;
- To assess the compliance level of the NSOS with International standards and requirements and to identify the areas where the adoption of European regulations (*acquis communautaire*) is a relevant objective;
- To prepare recommendations regarding the prospective fields of co-operation within future technical assistance programmes of international organisations and other cooperation partners.

The Global Statistical Assessment of Kyrgyzstan is jointly undertaken by the United Nations Economic Commission for Europe (UNECE), the European Commission (Eurostat) and the European Free Trade Association (EFTA). The assessment process was initiated in response to the request by the NSC to the UNECE in February 2010.

English will be the working language of the assessment exercise (this includes papers, e-mail exchanges, and meetings).

Participants

The assessment will be conducted in partnership between the assessors and the NSC. The team of assessors will include:

- Gabriel Gamez, Regional Adviser, UNECE
- Andres Vikat, Head of Social and Demographic Statistics, UNECE
- Andrea Scheller, Head of the EFTA Statistical Office

- Heinrich Brünger, consultant on behalf of EFTA
- Ernesto Azorin, International Statistical Cooperation, Eurostat

Other experts may participate in the assessment as needed.

Timeline

The assessment will consist of 5 stages:

Stage 1 – Preparatory work

Available reference and information materials will be collected. Missing information or translations will be requested from the NSC. An assessment guidance questionnaire will be produced and distributed to the NSC at least 6 weeks before the first assessment mission. The completed questionnaire will be sent back to UNECE at least 2 weeks prior the first assessment mission.

Stage 2 – First Assessment mission

It is foreseen that the first assessment mission to Kyrgyzstan will take place during 4-8 April 2011. The mission will consolidate the information that is already available from the completed guidance questionnaire and will serve to provide an in-depth perspective on various assessment components.

The NSC will organise the logistics of the meetings based on the meeting request list provided by the assessors and will provide Kyrgyz/Russian-English translation and interpretation.

Stage 3 – Interim consultations

The assessors will draw up a draft assessment report by the end of May 2011. The draft report will be provided for comments and inputs to the NSC. The consultation with the NSC will be ongoing when necessary.

Stage 4 – Second Assessment mission

This mission will take place during the first half of July 2011 (exact time still to be confirmed). The objectives of the mission include discussing the draft report with the NSC, resolving outstanding items, as well as clarifying remaining issues and questions.

5 stage – Final reporting

The Assessment report will be finalised during this stage, approved by the parties, and made available by the end of October 2011.

Report content and assessment approach

The Global Assessment Guidance Questionnaire is enclosed in the Annex. The outline of the final global assessment report will follow the structure of the questionnaire.

Global Assessment Guidance Questionnaire

The objective of this questionnaire is to provide the National Statistics Committee of the Kyrgyz Republic (NSC) with the framework of questions that will be addressed throughout the assessment process and to enable the NSC to prepare the relevant information. Short and concise answers would be appreciated.

Legal setting

Law on state statistics

1. Is the mandate to collect information for the production and dissemination of official statistics specified in the law?
2. Is the NSC allowed to use administrative sources for statistical purposes by legislation or by other forms of agreement?
3. Are the ministries and institutions allowed to provide data on the basis of their specific legislation?
4. Is the obligation to reply to a survey present in the statistical legislation of your country? If yes, which types of reporting units (entities) are included?
5. If households or enterprises refuse to reply to a survey, is there a system of sanctions in place? If yes, how often do you exercise it?
6. What actions you would take to strengthen the NSC mandate for data collection?
7. Does your Statistical Law require user consultation?

Census-related legislation

8. Please explain the Kyrgyz Republic's law on Population Census.
9. Are there specific legal acts relating to the Census?

Other legislation affecting statistics

10. What other legislation affects the official statistics in Kyrgyzstan?
11. Is the NSC responsible – through other legislation – for carrying out any non-statistical activities? If yes, please describe these activities and indicate their legal basis.
12. In your opinion, do these non-statistical activities lead to any complications with the core task of official statistics?

Protection of independence

13. Is the independence of the NSC from political and other external interference in producing and disseminating official statistics laid down in the law?

14. Is the hierarchical level of the President of the NSC comparable to a ministerial position (or senior political position), top-level non-political public servant, or other authority (please explain)?

15. Is the appointment of the President of the NSC renewable?

16. Is the content and/or timing of statistical press releases subject to Ministerial approval?

17. Is the choice of statistical methods, standards and procedures subject to Ministerial approval?

18. Does the NSC produce and publish an Annual Report on its activities? How is it published and distributed?

19. What procedures are used to ensure objectivity in the content of statistical releases, statements made in press conferences and similar related events?

20. Are statistical releases issued separately from political/policy statements?

21. Have there been any political statements included in statistical releases during the last few years?

22. Does the NSC have a specific policy to intervene publicly on statistical issues, in case of criticism, misuse, or misinterpretation of official statistics? If yes, please explain the policy. Can the NSC publicly intervene without prior clearance by another authority?

23. What actions you would like to take to further promote the NSC professional independence?

24. What actions on a national level could lead to promotion of the NSC professional independence?

Data security and statistical confidentiality

25. Is statistical confidentiality guaranteed by national legislation?

26. Do NSC staff sign legal confidentiality clauses when appointed?

27. Are penalties prescribed for any wilful breaches of statistical confidentiality for the NSC employees? For other persons?

28. Do guidelines exist for the protection of statistical confidentiality for production and for dissemination processes? Are they made known to the public?

29. Are there procedures to guarantee the security and integrity of confidential data? If yes, please specify the procedures (legal provisions, special security protection entity within NSC, technical provisions, etc.).

30. Are there restrictions to the organisations/institutions to which access is granted to statistical microdata?

31. Can the NSC be obliged to grant access to statistical microdata to other authorities (for example, law enforcement) by legislation or political/administrative practices?

- 32.** Have there been examples in the past two years of the NSC granting access to confidential data for non-statistical (administrative) purposes? If yes, please describe the authority that was granted the access and the legal/administrative basis permitting this access?
- 33.** Does the NSC grant access to statistical microdata for research purposes? If yes, on the basis of legal provisions, protocols, etc.? What are the procedures to release statistical microdata to external users for research purposes?
- 34.** What actions could be taken to further promote statistical confidentiality in the work of the NSC?
- 35.** What actions on the national level could lead to improvements in the area of statistical confidentiality?
- 36.** Are all users given access to statistical releases at the same time? If not, is information about this pre-release access publicly available; also please explain the reasons, specify the user group(s) and situations.
- 37.** Are there existing procedures to prevent leaks (occurrences of information divulged prior to its official release)?
- 38.** Have there been any cases where information was divulged prior to its official release (leaks) in the last two years?

National statistical system

Structure of the system

- 39.** Please list the providers of official statistics and their areas of responsibility. Are these areas of responsibility reflected in the legislation?
- 40.** Are producers other than the NSC required to have a special organisational unit for their statistical activities? If yes, is it a legal requirement?

National statistical programming

- 41.** Who is in charge of preparing and approving both the multi-annual and annual statistical programme?
- 42.** Considering annual and multi-annual programmes, are the statistical activities of all producers considered?
- 43.** Are statistical activities based on administrative sources included in the annual and multi-annual programmes?
- 44.** Is the data collection for non-statistical purposes included in the annual and multi-annual programmes?
- 45.** Are activities financed from other sources than the regular budgets (for example, international donors) included in the annual and multi-annual programmes?
- 46.** Are activities not directly related to the collection or processing data (for example, training or information and communication technology infrastructure) included in the annual and multi-annual programmes?

47. What is the link between the activities listed in the statistical programmes and the resources?

48. To what extent is the compliance to international and European standards and requirements part of the statistical programme?

System coordination mechanisms

49. Are there formal provisions in place to allow for data sharing among statistical authorities?

50. How are data shared amongst statistical authorities and on which level (national versus regional)?

51. Who is responsible by law for ensuring coordination between the producers?

52. What instruments are foreseen by law to facilitate coordination?

53. What kind of national co-ordination mechanism is in place to avoid duplication of surveys at national level?

54. Is the NSC consulted before a new questionnaire for administrative purposes is implemented?

55. Does the NSC consult other administrations before introducing new statistical classifications?

56. What percentage of official statistics in Kyrgyzstan is produced by the NSC?

National statistical Service

Institutional mission

Organisation of the National Statistical Service

Resource management

57. Please provide the data for the last three years:

a) Total number of full time staff (excluding interviewers), by gender and education levels

b) Total number of full time IT staff

c) Total annual budget including administrative expenses (in KGS)

d) IT expenditures (in KGS)

e) Total annual budget (including administrative expenses) per 100,000 population (in KGS) and in per cent of GDP

58. In real terms (for example, adjusted for special occurrences or tasks of a specific year and for inflation), is your latest budget (2006, 2007, and/or 2008) compared to the previous years higher/lower/about the same?

59. To what extent are resources sufficient to meet current national statistics needs? Please indicate on a scale from 1 = completely adequate to 5 = completely inadequate.

- Magnitude of staff resources
- Quality of staff resources.....
- Magnitude of financial resources.....
- Magnitude of computing resources
- Quality of computing resources.....

60. Evaluate to what extent you consider resources adequate in order to carry out the current Statistical Programme? Please indicate on a scale from 1 = completely adequate to 5 = completely inadequate.

- Magnitude of staff resources
- Quality of staff resources.....
- Magnitude of financial resources.....
- Magnitude of computing resources
- Quality of computing resources.....

61. How would you assess the scope of Kyrgyzstan's statistics as compared to user needs (too low/adequate/excessive)?

62. How would you assess the detail of Kyrgyzstan's statistics as compared to user needs (too low/adequate/excessive)?

63. How would you assess the costs (production costs and respondents' burden) of Kyrgyzstan's statistics as compared to users' needs (too low/adequate/excessive)?

64. How would you evaluate the procedures in place to assess the continuing need for all existing Kyrgyzstan's statistics to see if any can be discontinued or curtailed to free up resources?

65. What actions would need to be taken to improve the adequacy of the NSC resources?

66. Do you have an internal team or process responsible for monitoring the way you allocate human and financial resources?

67. Do you have an external body responsible for monitoring or assessing the way you allocate human and financial resources?

68. To what extent do you use automated data capture/coding/validation techniques?

69. Does the NSC review the use of technology across the statistical value chain (collection, processing, analysis, dissemination)?

70. In your view, what are the obstacles for the NSC that prevents greater use of technology to improve statistical processing?

71. Are you able to influence the statistical potential of administrative data (i.e. the form or content of the data collected for administrative purposes, or the classifications used)?

72. What actions would you like to take to improve the NSC cost-effectiveness?

73. Do you have free access to the labour market to recruit graduates from specific academic disciplines as needed? If no, please explain.

74. Do you have a training programme to improve the expertise of the staff? If yes, please explain.

Internal and external monitoring of quality and performance

75. Does your organisation conduct periodic reviews of individual staff performance? If yes, please elaborate.

76. Approximately for what share of your surveys are field operations, data entry, and coding routinely supervised and revised when required?

77. For what percentage of your statistical outputs do you regularly monitor quality? Where do you disseminate the results of this monitoring? Are the results made available to top management for action?

78. What are the procedures or methods to monitor the quality of the stages in the statistical production process (survey planning, survey design, data collection, data capture and processing, data analysis and dissemination)?

79. Do you have formal processes in place to deal with quality considerations, including trade-offs within quality (for example between timeliness and accuracy)?

80. For what share of your statistics do you systematically collect information on punctuality? On timeliness?

81. Do you have a formal policy in place to guide the planning of the new surveys?

82. Do you have internal handbooks/guidelines/recommendations for the statistical production process? If yes, are they available as well to external users?

83. Do you have specific training to address quality issues at the NSC?

Dissemination policy of the NSC

84. Do you charge a fee for providing your data?

85. Do you publish in advance a release calendar comprising your main statistical outputs? If yes, is there a procedure in place on how to revise this release calendar?

86. Do you have a set time for the release of official statistics?

87. Do you publish in advance divergences from the pre-announced release calendar? If yes, do you include an explanation and publicly announce a new release time?

88. Do you disseminate preliminary results of acceptable aggregate quality when they are considered useful? If yes, do you mark them as such?

89. Do you actively provide statistical releases to all sectors of media and any media, requesting it?

90. Are statistical tables usually accompanied by an explanation (explanation on how the statistics should be used, pointers to related statistical information, etc.)?

- 91.** To what extent do you publish on your website information on the methods and procedures used?
- 92.** To what extent is information on methods and procedures regularly updated?
- 93.** Do you invite user comments on the content and presentation of your statistical output? If yes, do you have active procedures in place to follow-up these user comments?
- 94.** Do you offer training for your staff in writing press releases? Dealing with the media?
- 95.** Approximately what percentage of your statistical output is available via the internet?
- 96.** Do you provide adapted, custom-designed analyses of your statistical output upon request? If yes, do the results of the analysis become generally available?
- 97.** Do you have a standard metadata format for your statistical output? If yes, do you follow an international metadata standard? Which one?
- 98.** Do you apply measures to improve metadata quality?

Relations with main stakeholders

- 99.** Do you have procedures in place to identify and profile your users across domains?
- 100.** Do you have formal procedures to consult users on their statistical needs?
- 101.** Do you have procedures in place to prioritise between different users' needs in your work programme?
- 102.** Do you have official/unofficial agreements with your key users?
- 103.** Do you carry out customer/user satisfaction surveys or studies with an office-wide scope on a regular basis? If yes, please state frequency.
- 104.** Do you hold meetings with the scientific community?
- 105.** Do you work with the scientific community to improve methodology? If yes, please provide a few examples.

International cooperation

- 106.** Do you actively encourage your staff to participate in international conferences, seminars, workshops? How is this participation financed?
- 107.** Currently, do you benefit from international support? If yes, please specify donors, project titles, goals, and financing amounts.

Statistical Domains

Registers and surveys

Population register

- 108.** Do you have a population register at your disposal?

109. What is the registration procedure for this register? What is the responsible registration authority?

110. How does the NSC get the information about registration?

111. What is the register updating procedure?

112. What kind of units (person, household, dwellings) is included in the population register? How many units are there?

113. Is there a unique identification number used for each unit in the population register? If yes, who gives the identification number to the unit?

114. For which statistics is the population register used?

115. Is the population register cross-checked with other registers?

116. What is the coverage of the population register, and what could be done in order to increase its coverage?

Business and farm registers

117. Do you have a farm register, a business register or an address register at your disposal?

118. What is the registration procedure for these registers? What is the responsible registration authority?

119. How does the NSC get the information about registration?

120. What is the register updating procedure?

121. What kind of units (legal, physical, local, local kind-of-activity) is included in the business register? How many units are there?

122. Is there a unique identification number used for all institutions in the business register? If yes, who gives the identification number to the unit?

123. What NSC divisions use the business register?

124. Is the business register cross-checked with other registers?

125. What is the coverage of the business register, especially for the small and medium enterprises?

126. Approximately how many sleeping units are in the business register?

127. What could be done to improve the quality of the business register?

Household surveys

128. What type of sampling frames are used for household surveys and how often are they updated?

129. How often are households surveyed and for which statistics?

130. Do you have procedures in place to evaluate the quality of the sampling frame used for household surveys?

Business surveys

131. To what extent are sampling surveys used? What surveys are still the exhaustive ones? What is the response rate in the surveys?

132. What type of sampling frames are used for business surveys and how often are they updated?

133. How often are the enterprises surveyed? For what kind of statistics/indicators?

134. Do you use integrated questionnaire for all sectors or are there differences? Please explain.

135. What classifications are used in the surveys? Are the classifications also used by other Ministries?

136. How are the national accounts' needs reflected when drafting the questionnaires?

137. Does your organisation have a definition of response burden for individual respondents, for institutional respondents (e.g. enterprises)?

138. Is your organisation required (by legislation or internal targets) to measure, reduce, and/or set targets for the response burden on enterprises?

139. To what extent has the NSC assessed if administrative sources can be used for the production of statistics?

For each subject area hereunder (4.2 to 4.6) please describe briefly all official statistics produced by the NSC and other national agencies using the following outline:

Administrative information:

- Name of the statistics
- National legal framework (to be specified if other than the statistical law)
- Responsible Authority to collect process and disseminate the data

Compliance with International guidelines and European regulations

- Concepts, definitions and scope (if applicable, mention international standards used)
- Nomenclature/Classification/Sector
- Periodicity and timeliness

Collection, Processing and dissemination:

- Source data and validation/correction procedure
- Data processing including validation of statistical outputs
- Revision policy and practice
- Dissemination (forms of dissemination and punctuality)
- Documentation and metadata accessibility

Main issues and future developments

The main purpose of assessing the statistical domains is to evaluate the level of conformity with international and European standards and requirements.

4.2 Demographic and social statistics

- 4.2.1. *Demographic statistics*
- 4.2.2. *Population census*
- 4.2.3. *Living Conditions Survey*
- 4.2.4. *Labour market statistics*
- 4.2.5. *Education statistics*
- 4.2.6. *Health statistics*
- 4.2.7. *Social protection statistics*

4.3. Macroeconomic statistics

- 4.3.1. *National accounts*
- 4.3.2. *External trade statistics (goods)*
- 4.3.3. *Balance of payments*
- 4.3.4. *Foreign direct investment, international investment position, external debt*
- 4.3.5. *Price statistics*

4.4. Business statistics

- 4.4.1. *Short-term business statistics*
- 4.4.2. *Energy statistics*
- 4.4.3. *Transport statistics*
- 4.4.4. *Tourism statistics*
- 4.4.5. *Construction statistics*
- 4.4.6. *Business registers*

4.5. Agriculture statistics

4.6. Multi-domain statistics

- 4.6.1. *Environment statistics*
- 4.6.2. *Statistics on information and communication technologies*

ANNEX 5: PEOPLE MET DURING THE ASSESSMENT

Name of participants	Organisation	Position
National Statistics Committee of the Kyrgyz Republic (central office)		
Orozmat Abdykalykov	NSC	Chairman
Djanbulat Baijumanov	NSC	First Deputy Chairman
Nurbek Tulegabylov	NSC	Deputy Chairman
Akylbek Osmonaliev	NSC	Deputy Chairman
Raisa Plesovskih	National Accounts Department	Head
Azamat Orosbaev	Enterprises and Finance Statistics Department	Head
Galina Samohleb	Sampling Survey Department	Head
Tursun Abdyldaeva	Consumer Market and Services Statistics Department	Head
Chinara Turdubaeva	Summary Works and Information Department	Head
Natalia Vlasova		Deputy Head
Gulmira Ermeimbaeva	Planning, organisation and coordination of statistical works Department	Head
Natalia Iatsuk		Main specialist
Elena Petrovskaja		Main specialist
Malika Abdukadirova	Price Statistics Department	Head
Nadejda Gaidamak	Agriculture Statistics Department	Head
Chinara Abdrahmanova	Industry and Innovations Statistics Department	Head
Victoria Biriukova	Investment and Construction Statistics Department	Head
Elvira Isenkulova	External Trade Statistics Department	Head
Guliyaim Shaiyahmetova		Deputy Head
Ludmila Torgasheva	Demographic Statistics Department	Head

Name of participants	Organisation	Position
Gulsara Sulaimanova	Social and Ecological Statistics Department	Deputy Head
Luksina Tekeeva	Labour and Employment Statistics Department	Head
Lola Baimatova	International Cooperation Department	Head
Gulzeinep Mursabekova	Population and Housing Census Department	Head
Elmira Moltoeva	Administration Department	Lawyer, main specialist
Main Computing Centre (MCC) of NSC		
Beken Kenjebaev	MCC	Deputy Head
Viacheslav Bodakov	MCC	Deputy Head, IT provision
Marina Sorokoletova	GIS and New Technologies Department	Head
Larisa Kobtsova	Information Funds Department	Head
Natalia Kipkalova		Deputy Head
Svetlana Tumakova	Programming Department	Head
Chui Regional Statistical Office (CRSO)		
Jyrgalbek Ishenov	CRSO	Head
Training Centre (TC) of NSC		
Shara Amanova	TC	Director
Institute of Statistical Researches (ISR) of NSC		
Baiysbek Kasymbekov	ISR	Director
Mass Media		
Svetlana Ahmedshina	Akipress	
Olga Fedorova	Barometer.kg	
Bermet Omurova		
Denis Parmenov	Infox.kg	Director General
International organisations		

Name of participants	Organisation	Position
Leonid Komarover	UNDP	Senior Policy Adviser
Meder Omurzakov	UNFPA	Executive Representative of UNFPA in Kyrgyzstan
Tolgonai Berdikeyeva	UNFPA	Program Associate on Population Development and Gender
Muktar Minbaev	UNICEF	UNICEF Project manager in Kyrgyzstan
Baibagysh uulu Aibek	World Bank	Economist on poverty issues
Erkaim Shambetova	International Monetary Fund (IMF)	Economist
Dr. Olaf Heidelbach	Delegation of the European Union to the Kyrgyz Republic	Project manager
Olga Tszu	FAO	Project assistant
Bolotbek Orokov	ILO	National Coordinator in Kyrgyzstan
Tatyana Jiteneva	UN Women	Gender Adviser/Program Specialist
Aigul Sydykova	DFID	DFID Program officer in Kyrgyzstan
Ministries and agencies		
Aigul Berdigulova	National Bank of the KR	Head of division for balance of payment and external debt, Department of financial statistics and review
Olga Matuhova	National Bank of the KR	Main specialist of division for financial statistics Department of financial statistics and review
Gulzana Baimatova	National Bank of the KR	Leading economist of Division for balance of payment and external debt of Department of financial statistics and review
Ainura Alimova	National Bank of the KR	Economist of Division for balance of payment and external debt of Department of financial statistics and review
Elena Ereshenko	Ministry of Finance of the KR	Acting head of Division for financial programming of Department of financial programming and forecasting

Name of participants	Organisation	Position
Asia Tynybekova	Ministry of Finance of the KR	Head of Division for medium-term forecasting of Main Department of budget policy implementation
Saira Toichubekova	Ministry of Economic Regulation of the KR	Main specialist of Department for external trade and WTO of Ministry of Economic Regulation
Elmira Sarybaeva	State Custom Service of the KR	Main specialist of Division for statistics of Department of statistics, analysis and forecasting
Alik Akmashaev	State Registration Service of the KR	Department for Population Registration
Maria Alybaeva	State Registration Service of the KR	Head of department for registration of commercial and legal persons and civil registration
Ainura Abdyldaeva	State Registration Service of the KR	Leading specialist of Department for Strategic Development
Olga Kindiakova	Ministry of Health, Regional Medical Information Centre (RMIC)	Head of Demography Department