

THE KYRGYZ REPUBLIC | SECOND PROFILE 2022

MIGRATION
GOVERNANCE
INDICATORS



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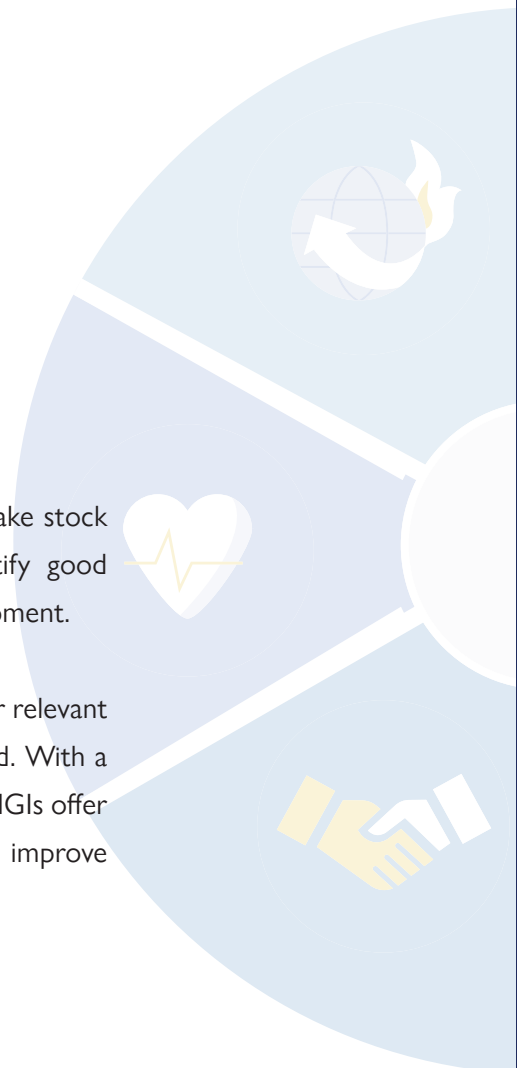
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OBJECTIVES

The MGIs aim to help governments, upon request, take stock of their migration policies and strategies to identify good practices and areas with potential for further development.

The MGIs open dialogues with governments and other relevant stakeholders to identify priorities on the way forward. With a focus on government ownership of the process, the MGIs offer support at the national and local levels to gradually improve migration management systems.



INTRODUCTION

“ Migration has been part of the human experience throughout history, and we recognize that it is a source of prosperity, innovation and sustainable development in our globalized world, and that these positive impacts can be optimized by improving migration governance.¹

The need to maximize the opportunities and face the challenges that mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, and with the adoption of the Global Compact for Safe, Orderly and Regular Migration. The incorporation of target 10.7 into the 2030 Agenda created the need to define “planned and well-managed migration policies”. This is why, in 2015, the International Organization for Migration (IOM) developed the Migration Governance² Framework (MiGOF). This Framework³ offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGIs), a standard set of almost 100 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities that a given country is facing.

The MGIs are characterized by three main fundamental attributes:

1. The MGI process is a **voluntary** exercise: The MGIs are conducted in countries that have requested to be part of the process.
2. The MGIs are **sensitive to national specificities**: The MGIs recognize the different challenges and opportunities of each context, and therefore, do not propose a one-size-fits-all solution, but rather aim to spark a discussion on what well-governed migration can mean.
3. The MGIs constitute a **process**: The MGI process is not a static tool to collect data on countries’ migration frameworks. It is rather the first step of a dynamic exercise that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

The MGIs recognize that all countries have different realities, challenges and opportunities in relation to migration. Therefore, the MGIs do not rank countries on the design or implementation of their migration policies.

Finally, the MGIs do not measure migration policy outcomes or institutional effectiveness. Instead, they take stock of the migration-related policies in place and operate as a benchmarking framework that provides insights on policy measures that countries can consider as they further progress towards good migration governance.

¹ United Nations, [Global Compact for Safe, Orderly and Regular Migration](#) (A/RES/73/195 of 11 January 2019), paragraph 8.

² “Migration governance” refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term “migration management”, although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

³ IOM Council, [Migration Governance Framework](#), 106th Session, C/106/40 (4 November 2015), page 1, footnote 1.

MGI follow-up assessments aim to show the progress that countries have made in their migration governance policies since their first MGI assessment. In September 2021, the Kyrgyz Republic agreed to participate in the MGI follow-up assessment. In December 2021, an induction workshop was subsequently organized by IOM (the United Nations Migration Agency) in collaboration with the Ministry of Foreign Affairs of the Kyrgyz Republic to present the process to the different stakeholders. Over the following months, a consultant collected the information from the focal points designated during the introductory workshop, which helped to strengthen this report.⁴

Concretely, this report presents a summary of the main changes and achievements that have taken place in the migration governance structures of the Kyrgyz Republic (hereinafter also referred to as Kyrgyzstan), since the first assessment in 2018,⁵ as well as the areas with potential for further development, as assessed by the MGIs.⁶

⁴ The different ministries and agencies that participated in the data collection include the Ministry of Labour, Social Security and Migration and its Centre for Employment of Citizens Abroad, the Ministry of Internal Affairs, the National Statistical Committee, the State Committee for National Security, the Ministry of Emergency Situations, the Ministry of Health, the National Bank of the Kyrgyz Republic, the Ministry of Education and Science, the Ministry of Economy and Commerce, and the Ministry of Digital Development. Mr Almaz Asanov, national expert on migration, and Ms Shamsia Ibragimova, national expert on statistics, coordinated the data collection at the national level.

⁵ The 2018 Migration Governance Profile for the Kyrgyz Republic is available [here](#).

⁶ The MGI initiative is a policy-benchmarking programme led by IOM and implemented with the support of Economist Impact. Funding is provided by IOM Member States.

CONCEPTUAL FRAMEWORK

MiGOF

IOM's MiGOF sets out the essential elements to support planned and well-managed migration. It seeks to present, in a consolidated, coherent and comprehensive way, a set of three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane and orderly, and benefits migrants and society.

At the basis of

PRINCIPLES

1. **Adhere** to international standards and fulfil migrants' rights.
2. **Formulate** policy using evidence and a whole-of-government approach.
3. **Engage** with partners to address migration and related issues.

OBJECTIVES

1. **Advance** the socioeconomic well-being of migrants and society.
2. **Effectively address** the mobility dimensions of crises.
3. **Ensure** that migration takes place in a safe, orderly and dignified manner.


MGIs

WHAT THEY ARE

-  A set of indicators that offers insights on policy levers that countries can use to strengthen their migration governance structures
-  A tool that identifies good practices and areas that could be further developed
-  A consultative process that advances dialogues on migration governance by clarifying what "well-governed migration" might look like in the context of SDG target 10.7 and the Global Compact for Migration implementation*

Which support the measurement of

WHAT THEY ARE NOT

-  Not a ranking of countries
-  Not an assessment of policy impacts
-  Not prescriptive



Note: The Global Compact for Migration is framed in a way consistent with target 10.7 of the 2030 Agenda for Sustainable Development in which Member States committed to cooperate internationally to facilitate safe, orderly and regular migration." More information is available [here](#).



KEY

FINDINGS

The MGIs consist of almost 100 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS'
RIGHTS
PAGE 15

Indicators in this domain look at the extent to which migrants have access to certain social services such as health, education and social security. They look at family reunification, access to work, and access to residency and citizenship. The international conventions signed and ratified are also included.



WHOLE-OF-GOVERNMENT
APPROACH
PAGE 17

Indicators in this area assess countries' institutional, legal and regulatory frameworks related to migration policies. This area also looks at the existence of national migration strategies that are in line with development objectives and overseas development efforts, as well as institutional transparency and coherence in relation to migration management.



PARTNERSHIPS
PAGE 19

This category focuses on countries' efforts to cooperate on migration-related issues with other States and relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING
OF MIGRANTS
PAGE 21

Indicators in this area assess countries' policies on the recognition of migrants' educational and professional qualifications, provisions regulating student migration and the existence of bilateral labour agreements between countries. Aspects of diaspora engagement in the country of origin and migrant remittances are also under this domain.



MOBILITY DIMENSION
OF CRISES
PAGE 23

This category looks at the type and level of preparedness of countries when they are faced with mobility dimensions of crises. The questions look at the processes in place for nationals and non-nationals in relation to disasters and climate change, including if humanitarian assistance is equally available to migrants as it is to citizens.



SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 25

This area looks at countries' approach to migration management in terms of border control and enforcement policies, admission criteria for migrants, preparedness and resilience in the case of significant and unexpected migration flows, as well as the fight against trafficking in persons.

SUMMARY OF UPDATES SINCE 2018⁷

Migrants' rights (page 15)

Law No. 89 on Amendments to Certain Legislative Acts of the Kyrgyz Republic on the Legal Status of Compatriots with Foreign Citizenship (2020) establishes the new “compatriots with foreign citizenship” visa. This visa can be obtained by people who have acquired foreign citizenship but previously held Kyrgyz citizenship, by people born in the Kirghiz Soviet Socialist Republic, or by their first- and second-degree descendants. Those with a “compatriots with foreign citizenship” visa do not need a work permit, and they have access to health, education, vocational training and labour under the same conditions as Kyrgyz nationals.

In July 2020, Kyrgyzstan ratified the Agreement on Pension Provision of Workers of the Member States of the Eurasian Economic Union (EAEU) (2019), which provides for the portability of social security entitlements and earned benefits, including old-age pensions within the EAEU.

Nationals with the right to vote can register and vote from the diplomatic and consular missions of the Kyrgyz Republic if they live in another country, as established by the Constitutional Law of the Kyrgyz Republic on the Presidential and Parliamentary Elections in the Kyrgyz Republic (adopted in 2011, last amended in 2021). Kyrgyzstan adopted the Human Rights Action Plan for 2019–2021,⁸ the Inter-agency Action Plan for 2019–2022 on the implementation of the recommendations of the United Nations Committee on the Elimination of Racial Discrimination, and an Action Plan for the Implementation of the Concept of the Migration Policy (2022) as policy documents that detail measures to combat hate crimes, violence, xenophobia and discrimination against migrants.

Whole-of-government approach (page 17)

In 2021, Kyrgyzstan established the Concept of the Migration Policy of the Kyrgyz Republic for 2021–2030 through Decree No. 191 (2021) and approved the Action Plan for the Implementation of the Concept of the Migration Policy (2022), which details the tasks and activities, including mechanisms, for gender equality, integration of foreign migrants, and reintegration of returned migrants.

Decree No. 4 on the Adoption of Measures Aimed at Improving the Migration Situation (2021) sets out recommendations to address the legal, economic, social and domestic issues faced by Kyrgyz migrants abroad and returnees, mainly triggered by the COVID-19 pandemic.⁹

Partnerships (page 19)

In November 2018, Kyrgyzstan created the Council for Relations with Compatriots Abroad under the President, which is tasked with ensuring that the country adopts coordinated decisions on the development and implementation of measures to strengthen interaction with compatriots, and which engages with non-profit organizations and convenes at least once a year.

Well-being of migrants (page 21)

Since the first MGI assessment, Law No. 4 on External Labour Migration (2006) was amended in 2020 to lay out procedures for determining the yearly foreign labour intake (yearly quota) by taking into account the labour market demands.

⁷ Structural reforms are ongoing as of November 2022, and all ministries and agencies are named as currently standing.

⁸ In November 2022, the Chairman of the Cabinet of Ministers, by virtue of Order 655-r of the Cabinet of Ministers, endorsed a new National Human Rights Action Plan for 2022–2024.

⁹ Some of the recommendations are to (a) intensify work on protecting the rights and interests of labour migrants abroad; (b) continuously provide information and consulting services, using modern digital technologies; (c) take measures for the adaptation and reintegration of labour migrants returning to the Kyrgyz Republic; and (d) carry out investment projects for developing new industries in the country's regions with the highest levels of migration outflow.

In 2020, Kyrgyzstan formalized the criteria for recognizing foreign qualifications for highly skilled foreign workers by amending its Regulations on the Procedure for the Implementation of Labour Activities by Foreign Citizens and Stateless Persons on the Territory of the Kyrgyz Republic (2019).¹⁰ In February 2022, the Council of the Eurasian Economic Commission (the permanent regulatory body of the EAEU) also approved the draft Agreement on Mutual Recognition of Documents on Academic Degrees in the Countries of the EAEU for referral to domestic procedures necessary for signing.¹¹

In March 2022, the Centre for Employment of Citizens Abroad (CECA) under the Ministry of Labour, Social Security and Migration of Kyrgyzstan signed a labour agreement with the United Kingdom's AGRI-HR, a company to facilitate the employment of Kyrgyz nationals as seasonal agricultural workers in the United Kingdom. On 16 April 2019, the Kyrgyz Government adopted Resolution No. 175 on Some Issues in the Field of Labour Migration in the Kyrgyz Republic (2019), which defines the responsibility of private recruitment agencies and the State CECA to monitor that employers in the country of destination respect the rights of migrant workers.

Mobility dimension of crises (page 23)

Since the first assessment, Kyrgyzstan has developed the Concept of Comprehensive Protection of the Population and Territory of the Kyrgyz Republic from Emergencies for 2018–2030. The strategy lists measures for prevention and reducing risks by increasing preparedness to respond to emergencies.¹² In addition, Kyrgyzstan enacted Law No. 54 on Civil Protection (2018), which established that “all citizens of the Kyrgyz Republic, foreign citizens and stateless persons” who are on the national territory, regardless of the time of stay, are subject to protection from emergencies.

Safe, orderly and regular migration (page 25)

Presidential Decree No. 4 on the Adoption of Measures Aimed at Improving the Migration Situation recommends measures for the adaptation and reintegration of labour migrants returning to the Kyrgyz Republic.

In May 2021, Kyrgyzstan adopted its new Migration Policy Concept for 2021–2030, under Decree No. 191 (2021); and in April 2022, the Mid-term Action Plan until 2025 on the implementation of the Migration Policy Concept was also adopted.

In April 2022, the Cabinet adopted the Programme of the Cabinet of Ministers of the Kyrgyz Republic on Combating Human Trafficking for 2022–2025 and its Action Plan through Resolution No. 227 (2022). The Programme aims to provide a systematic approach to combating human trafficking and increase the effectiveness of anti-trafficking efforts while promoting the human rights of victims of this crime.

In September 2021, the Cabinet of Ministers of the Kyrgyz Republic and the Programme Office of the Organization for Security and Co-operation in Europe in Bishkek launched the first National Simulation Exercise on Combating Trafficking in Human Beings, which was held in Issyk-Kul oblast.¹³ In September 2022, the second National Simulation Exercise was conducted.¹⁴

¹⁰ The regulation lists mandatory documents to be submitted when applying for a work permit, including a specific notarized translation of the diploma of education for foreigners who intend to work in the fields of education, medicine or pharmaceuticals.

¹¹ More information is available [here](#).

¹² The strategy has dedicated measures to ensure (a) adequate communication for alerting and informing the population in the case of the evolving nature of crises, and (b) relocation of residents prior to the occurrence of major industrial accidents, catastrophes and natural disasters. The new communication system does not stipulate the use of other languages rather than the official State languages Russian and Kyrgyz.

¹³ More information is available [here](#).

¹⁴ More information is available [here](#).



1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

All migrants have access to health services under the same conditions as Kyrgyz nationals according to Resolution No. 346 on Medical Services of Foreign Citizens (2000). The Law on Health Protection of the Citizens of the Kyrgyz Republic (adopted in 2005, last amended in 2021) grants migrants access to all health services on equal payment terms and through compulsory health insurance¹⁵ for migrants residing in Kyrgyzstan. Since the last assessment, the Law on Health Protection of the Citizens of the Kyrgyz Republic has been amended (2021) to grant all holders of the “compatriots with foreign citizenship” visa¹⁶ access to health care.

All migrants have the same access as citizens to Government-funded education and vocational training. Law No. 1296-XII on the Legal Status of Foreign Nationals in the Kyrgyz Republic (adopted in 1993, last amended in 2020), Article 12, and the Law on Education (adopted in 2003, last amended in 2021) stipulate that foreign nationals and stateless people have access to education on an equal basis with Kyrgyz nationals, regardless of their migratory status.

Kyrgyzstan adopted the Human Rights Action Plan for 2019–2021,¹⁷ the Inter-agency Action Plan for 2019–2022 (2019) on the implementation of the recommendations of the United Nations Committee on the Elimination of Racial Discrimination (CERD), and the Action Plan for the Implementation of the Concept of the Migration Policy (2022) – all of which detail measures to combat hate crimes, violence, xenophobia and discrimination against migrants. The country has implemented 584 out of 664 recommendations by United Nations Human Rights Treaty Bodies through various programmes and strategies, while the remaining 80 recommendations were included in the Human Rights Action Plan 2019–2021. The action plan includes provisions such as consular assistance to migrants and the possibility of increasing financial support for the institution of the Ombudsman in order to protect the rights of labour workers and their families. The Kyrgyz Republic also adopted an Inter-agency Action Plan for 2019–2022 on the implementation of the recommendations of CERD.

Since the first MGI assessment, Kyrgyzstan has established new agreements with other countries on the portability of social security entitlements and earned benefits. In November 2020, an agreement between Kyrgyzstan and Türkiye came into effect whereby migrants from both countries were guaranteed equal social and pension security rights. In July 2020, Kyrgyzstan ratified the Agreement on Pension Provision of Workers of the Member States of the Eurasian Economic Union (EAEU) (2019), which establishes that citizens from a member State who are employed in another country of the EAEU must participate in the host country’s social security retirement system. Furthermore, these citizens are entitled to access a mechanism for the transfer of pension savings between the member States if they have at least 12 months of full-time employment.

In Kyrgyzstan, family reunification is possible for migrants under all visa and residency categories. According to Article 9 of Law No. 4 on External Labour Migration (2006), the exercise of the right to reunite with

¹⁵ A compulsory medical insurance policy guarantees the provision of medical care to the insured person at the expense of health insurance under the State Guarantee Programme (2015). The following are subject to compulsory medical insurance: foreign citizens temporarily or permanently residing in the territory of the Kyrgyz Republic and stateless persons permanently residing in the country. Persons not covered by the compulsory health insurance system pay for medical, preventive, rehabilitation and health services.

¹⁶ This status can be obtained by people who have acquired foreign citizenship but previously held Kyrgyz citizenship, by people born in the Kirghiz Soviet Socialist Republic, or by the first- and second-degree descendants (children, grandchildren) of the aforementioned groups.

¹⁷ In November 2022, the Chairman of the Cabinet of Ministers, by virtue of Order 655-r of the Cabinet of Ministers, endorsed a new National Human Rights Action Plan for 2022–2024.

family members is conditional on the migrant's ability to provide suitable living conditions and support them. A family visa is then issued to a spouse, all dependent children and dependent parents of a foreign citizen who resides in the country for up to one year, with the possibility of an extension on an annual basis.

All Kyrgyz citizens can vote in national elections of the Kyrgyz Republic even if they live in another country. The Constitutional Law of the Kyrgyz Republic on the Presidential and Parliamentary Elections in the Kyrgyz Republic (adopted in 2011, last amended in 2021) stipulates that Kyrgyz citizens who are abroad at the time of the election can exercise their electoral right at diplomatic and consular missions of the Kyrgyz Republic.

1.2. Areas with potential for further development

Only permanent residents have equal access to employment as nationals in Kyrgyzstan. Law No. 1296-XII on the Legal Status of Foreign Nationals in the Kyrgyz Republic stipulates that permanent residents and “compatriots with foreign citizenship” may work or can be employees at enterprises, institutions and organizations, or engage in any other labour activities on the basis of regulations established for citizens of the country. Foreign citizens and stateless persons who are not permanent residents or compatriots with foreign citizenship can take on employment only after receiving a work permit. The Law also lays out requirements for a work permit application, which include completing an application form, the notarized translation of the passport, a valid visa, photographs, and an employment contract indicating the salary or remuneration (for a highly qualified foreign specialist). As per the amendment in 2020 of Law No. 4 on External Labour Migration, laying out the procedures for determining foreign labour quotas, foreign nationals receive a work permit for up to one year upon request of the employer and in line with the quota limits, and the work permit is tied to a specific employment. Foreign entrepreneurs receive a work permit for up to one year upon their individual application within the established quota and have to pay the tax authorities for a patent. However, migrant workers from EAEU¹⁸ member States are not subject to the quota system.

Equal access to social protection in Kyrgyzstan is provided only to permanent residents and migrant workers and their family members from EAEU member States. Article 10 of Law No. 1296-XII states that permanent residents have the right to receive benefits, pensions and other forms of social security on the same terms as Kyrgyz citizens. Law No. 163 on State Benefits in the Kyrgyz Republic (adopted in 2017, last amended in 2020) states that its scope applies to foreign citizens residing in Kyrgyzstan only “if they are citizens of countries with which an international agreement in the field of benefits has been concluded and entered into force”.¹⁹ However, the Law of the Kyrgyz Republic on Refugees (2002) provides for access to social protection measures for refugees in the country.

In Kyrgyzstan, permanent residents and residents on temporary permits have equal access to self-employment as nationals. However, foreigners on family reunification visas are not allowed to take up any employment. Law No. 4 on External Labour Migration and the Regulations on the Procedure for the Implementation of Labour Activities by Foreign Citizens and Stateless Persons on the Territory of the Kyrgyz Republic (2019) include a category for “foreign individual entrepreneur”, defined as “a foreign citizen or a stateless person who carries out individual entrepreneurial activities without forming an organization”. A foreign individual entrepreneur can obtain a work permit for up to one year, renewable indefinitely, and can carry out business activities only at the place indicated in the work permit.

¹⁸ Member States of the Eurasian Economic Union include Armenia, Belarus, Kazakhstan, Kyrgyzstan and the Russian Federation.

¹⁹ Social benefits covered by this Law include the following: a one-time childbirth payment, a monthly allowance to low-income families with children under 16, a monthly allowance for those not entitled to a pension, and a monthly allowance for children whose parents are both unknown.



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

In 2021, Kyrgyzstan enacted its national migration strategy, the Migration Policy Concept of the Kyrgyz Republic for 2021–2030 under Resolution No. 191 (2021). As established in Resolution No. 252 (2021), the Ministry of Labour, Social Security and Migration (MLSSM) is responsible for the implementation of the Policy, through the Office of Migration, which includes the Department of Migration Policy, the Department for Work with Foreign Citizens, and the Department for Work with Kairylmans (Kyrgyz ethnic returnees) and Refugees; and in September 2022, as per Resolution No. 482, the portfolio of the Office of Migration was extended to include the Department for Diaspora Engagement. The key objectives of the strategy include improving conditions for realizing the educational, labour, professional, and cultural potential and opportunities of Kyrgyz nationals, compatriots, as well as foreign nationals and stateless people living in the country; creating a system for protecting the rights of Kyrgyz citizens abroad and foreign nationals and stateless people residing in Kyrgyzstan; creating safe migration pathways; and utilizing the full potential of migration for the country’s development. The strategy actively promotes the development of a gender-sensitive approach to the process of migration data collection and explicitly pushes for the development of measures aimed at reducing gender segregation in the labour market. Likewise, it includes mechanisms for the integration of migrants and the reintegration of returned migrants, taking into account the psychological and economic conditions of migrants and their families.

Kyrgyzstan has an interministerial coordination mechanism on migration issues. In 2020, the Council on Migration was established under the Speaker of the Kyrgyz Republic Parliament. The Council serves as a platform to discuss legislative initiatives for migration-related issues. Since the first assessment in 2018, MLSSM now coordinates the implementation of the Action Plan for the Migration Policy Concept.

As per Decree of the Chairman of the Cabinet of Ministers of the Kyrgyz Republic No. 407 of 14 June 2022, the Coordination Council for Migration, under the Chairman of the Cabinet of Ministers of the Kyrgyz Republic, was established. The Coordination Council is tasked with reviewing and resolving issues on migration. According to the decree, meetings are held biannually and on an ad hoc basis as necessary.

There is national legislation in place regulating both immigration and emigration. Law No. 61 on External Migration (2000) ensures the “regulation of external migration processes in the Kyrgyz Republic; the protection of the rights and legitimate interests of migrants; prevention of illegal migration; [and] the stabilization of migration in the Kyrgyz Republic”. Law No. 61 on External Migration provides the legal basis on which visas are granted to applicants but does not guide the procedural aspect of obtaining a visa or the various types of visas offered by the Government. Similarly, the Law on External Migration regulates emigration by detailing the categories of persons who can and cannot be regarded as emigrants; lays down that no limitation of emigrants’ civil, social, employment, residence or other rights is allowed; and establishes the right of emigrants to take any belongings out of the country or into the country.

The Council for Relations with Compatriots Abroad, under the President of the Kyrgyz Republic, was established in November 2018 and is responsible for engaging with the diaspora population.²⁰ For example, in 2018, the Council conducted a meeting in Bishkek with around 30 diaspora representatives from more than 15 countries and developed the National Development Strategy for 2018–2040. The Strategy contains

²⁰ The Department of External Migration under the Ministry of Foreign Affairs, which previously coordinated engagement with compatriots and the diaspora, no longer exists as from July 2022.

measures for developing State policies to create favourable conditions for investments by the diaspora population in developing regions of the country.

The country collects and publishes migration data regularly. The Ministry of Foreign Affairs and MLSSM both collect data on the number of Kyrgyz nationals working abroad. The Ministry of Digital Development, the Ministry of Internal Affairs and the State Committee for National Security also collect data on the number of foreign nationals staying in the country for various purposes. The data are shared among stakeholders upon request. The National Statistical Committee of the Kyrgyz Republic (NSC) collects and annually publishes migration data through the Statistical Yearbook, which provides data on emigration, disaggregated by the destination country; on immigration, disaggregated by country of origin; the net migration rate; and the composition of Kyrgyzstan's population by nationality.²¹ The latest report was published in September 2021 and included data on internal migration, which is disaggregated by region and sex; on the number of emigrants, disaggregated by the destination country; on the number of immigrants, disaggregated by the country of origin; and the net migration rate. Internal and external²² migration data are collected monthly and include the number of foreign migrants entering and departing from the country; the number of foreign nationals working in Kyrgyzstan; and the number of Kyrgyz nationals working abroad, including their age and sex.

Kyrgyzstan's national census includes questions on migration. NSC is responsible for the preparation, implementation, development and publication of the census according to Law No. 59 on Population and Housing Census (2008). Kyrgyzstan conducted a new national census from 25 March to 3 April 2022, which was initially scheduled to take place in 2020 but was postponed due to the COVID-19 pandemic. Questionnaire 2 on "Population" has a question on migration. Questionnaire 4 is dedicated to "Former household members currently living abroad", requiring information on gender, age, marital status, country of birth, citizenship, year of departure from the Kyrgyz Republic and the main reason for departure. Finally, Questionnaire 5 is dedicated to temporary residents and includes questions on gender, age, place of permanent residence, country of birth and citizenship.

Kyrgyzstan has a clear set of rules and regulations pertaining to migration. Since the previous assessment, the Centre for Employment of Citizens Abroad (CECA), under MLSSM, has developed the Migrant.kg website to inform and advise citizens on issues with regard to safe labour migration. All necessary information, including on the main countries of destination, can be provided both during a personal visit to the CECA in Bishkek or Osh, or through the website, available in Russian and Kyrgyz. The website primarily focuses on providing information to Kyrgyz nationals intending to work or already working abroad and includes specific information related to 17 countries (Bahrain, Japan, Latvia, the Republic of Korea, the Russian Federation and Slovakia, among others). All necessary information on the rules and requirements for entering the Kyrgyz Republic and obtaining permits is available on the website of the Ministry of Foreign Affairs.

2.2. Areas with potential for further development

The National Strategy of the Kyrgyz Republic for Achieving Gender Equality until 2020 (2015) did not include specific measures for migrant women. However, on 16 September 2022, the Cabinet of Ministers of the Kyrgyz Republic adopted Enactment No. 513 on the National Strategy of the Kyrgyz Republic for Achieving Gender Equality until 2030 (2022) and the National Action Plan on Gender Equality for 2022–2024, which includes some measures related to migrant women.²³ Furthermore, a toll-free helpline for all those who have suffered from gender and family violence, including migrants, was established by MLSSM in 2021.

²¹ More information is available [here](#).

²² External labour migration is understood to be the voluntary departure of citizens of the Kyrgyz Republic outside its borders, as well as the entry of foreign citizens and stateless persons into the territory of the Kyrgyz Republic for the purpose of employment.

²³ More information is available [here](#).



3

ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

Kyrgyzstan participates in the Almaty Process on Refugee Protection and International Migration, to improve cooperation and coordination between Central Asian States to address the region's migration challenges. Through promoting dialogue and information-sharing, it particularly aims to tackle irregular migration, human trafficking and migrant vulnerability, while also being concerned with migrant integration, human mobility, and the human rights of migrants. Furthermore, Kyrgyzstan participates in the Budapest Process, a consultative forum bringing together over 50 governments and international organizations to develop comprehensive and sustainable systems for orderly migration through dialogue, information-sharing and cooperation. Finally, the country participates in the Prague Process, a regional consultative process that aims to strengthen migration management cooperation and foster migration partnerships between participating countries.

The country is part of the Eurasian Economic Union (EAEU) Treaty (2014), a regional agreement promoting labour mobility. The Treaty warrants access to employment of nationals within the bloc regardless of individual State regulations on work permits, quotas or other limitations aimed at protecting their labour markets, and qualifications are reciprocally accepted. In September 2022, the Ministry of Labour, Social Security and Migration (MLSSM) of the Kyrgyz Republic held the first forum with the theme "Eurasian dialogue on the labour market", where the participants discussed issues relating to access to the labour market for workers of EAEU States, social security of these workers and their families, as well as education and health-care issues.

Kyrgyzstan formally engages members of diaspora and expatriate communities in agenda-setting and the implementation of development policy. In 2018, the Council for Relations with Compatriots Abroad was established to ensure that the country adopts coordinated decisions on developing and implementing measures to strengthen interaction with compatriots. It also develops and prepares recommendations and proposals for measures to support compatriots abroad, protect their rights and interests, as well as help them maintain cultural and spiritual connections with the country. The 14 diaspora representatives are chosen on the basis of recommendations, which can be provided by non-profit organizations, associations of compatriots, Kyrgyz communities, diplomatic missions, permanent missions, consular institutions or visa offices of the Kyrgyz Republic.

3.2. Areas with potential for further development

Kyrgyzstan has specific legislation on the engagement of the civil society and the private sector in policy development. Law of the Kyrgyz Republic No. 241 on Regulatory Legal Acts of the Kyrgyz Republic requires the organizing of public hearings in the process of laws development (2009). Resolution No. 504 of September 2020 updated the Methodology for Regulatory Impact Analysis (RIA), which regulates the engagement of the private sector in RIA (2020). Law No. 74 on Public Councils of State Bodies (2014) mandates the participation of civil society in the public monitoring of ministries and agencies. The Public Council of the Ministry of Foreign Affairs includes representatives from the private sector, migrant communities and academia.

However, there is a need to engage more with the private sector in the formulation of migration policies. Law No. 154 on Social Partnership in the Area of Employment Relations (2003) states that employment policies are discussed with representatives of the private sector within the framework of social cooperation. However, the legislation does not explicitly mention migrant workers and has not been amended since 2003.

As a follow-up after the ongoing structural reforms, the Public Council under MLSSM of the Kyrgyz Republic is planned to be established. During the process of its setting up, the inclusion of representatives of migrant communities, non-governmental organizations working in the field of migration, and representatives of private recruitment agencies could be considered.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

In 2020, Kyrgyzstan amended Law No. 4 on External Labour Migration (2006), establishing processes for managing labour immigration and laying out the procedures for determining the yearly foreign labour intake, “taking into consideration the interests and situation of the internal labour market”. The annual intake is determined by the Interdepartmental Permitting Commission, which comprises representatives from the Ministry of the Interior, the Ministry of Labour, Social Security and Migration (MLSSM) and the State Committee for National Security, among others, using up-to-date domestic labour market data. The National Statistical Committee of the Kyrgyz Republic (NSC) conducts labour force surveys on a quarterly basis. NSC issues an annual statistical publication based on data obtained by the State statistics bodies through the labour force survey, which is part of the integrated sample survey of household budgets and the labour force.²⁴

Kyrgyzstan has formalized criteria for recognizing foreign qualifications for highly skilled foreign workers. Law No. 4 on External Labour Migration, Article 20, states that “[d]ocuments on professional education received by foreign workers in educational institutions of foreign countries are recognized in the Kyrgyz Republic after the document legalization process has been conducted”. For foreign workers who intend to work in the field of education, medicine or pharmaceuticals, a notarized translation is mandatory so that MLSSM can ascertain that the diploma matches its description. Furthermore, Kyrgyzstan also implements the Agreement of the Commonwealth of Independent States²⁵ on mutual recognition of documents on the highest/higher education.

Kyrgyzstan has legal provisions to ensure gender equality in the labour market. The Constitution of the Kyrgyz Republic (2021) and Law No. 184 on State Guarantees of Equal Rights and Equal Opportunities for Men and Women (2008) guarantee equal rights and opportunities for men and women. Law No. 184 specifically states that the provisions are also applicable to “foreign citizens and stateless persons permanently or temporarily staying in the territory of the Kyrgyz Republic”.

Law No. 4 on External Labour Migration enforces the ethical recruitment of migrant workers and emphasizes that “it is prohibited to hire migrant workers under conditions that humiliate human dignity, harm their health and threaten their lives”. In 2019, the Kyrgyz Government adopted Resolution No. 175 on issues in the field of labour migration in the Kyrgyz Republic. This provision defines the responsibility of private recruitment agencies and the State Centre for Employment of Citizens Abroad (CECA) to monitor that employers in the country of destination respect the rights of migrant workers from Kyrgyzstan. The Migration Policy Concept provides some measures to ensure the fair recruitment of workers and conditions to protect the interests of workers, such as establishing an electronic labour contract.

In 2019, Kyrgyzstan initiated a pilot project with the support of the German Corporation for International Cooperation (GIZ) titled “Skills for reintegration”, under which it launched the subprogramme Migrant Ishker. Migrant Ishker aims to improve the professional skills of returning Kyrgyz migrants, including for self-employment purposes.

²⁴ The publication provides data characterizing the size and composition of the labour force (employed and unemployed), the level of participation in the labour force, and employment and unemployment levels. It also provides data on new indicators recommended for implementation in statistical practice by the Nineteenth International Conference of Labour Statisticians, characterizing labour underutilization, such as the potential labour force and unemployment rate.

²⁵ The Commonwealth of Independent States was created in 1991 and includes Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, the Republic of Moldova, the Russian Federation, Tajikistan, Turkmenistan, Uzbekistan and Ukraine.

Kyrgyzstan has bilateral labour agreements (BLAs) in place with the Russian Federation (1996, amended in 2003) and the Republic of Kazakhstan (2006) on labour mobility and protection of the rights of migrant workers working in the two countries. In March 2022, it signed a BLA with the United Kingdom to enable the recruitment of 1,000 Kyrgyz people for the British agricultural sector for up to six months.²⁶ Likewise, since August 2015, the multilateral integration framework of the Eurasian Economic Union (EAEU) has allowed for the free flow of labour between the member States.²⁷

The country also enforces mechanisms to protect the rights of Kyrgyz nationals working abroad through its embassies and consulates. Under MLSSM, the CECA is responsible for ensuring that private recruitment agencies help migrant workers whom they sent for work abroad to return to Kyrgyzstan if the employer has violated their rights or in order to find another suitable job.

The Financial Inclusion Strategy for 2022–2026 was developed by the National Bank of the Kyrgyz Republic and approved by the Cabinet of Ministers of the Kyrgyz Republic in March 2022. It was developed in collaboration with representatives of the public and private sectors, jointly with the International Finance Corporation (World Bank Group) and with the financial assistance of the Swiss State Secretariat for Economic Affairs. The Strategy seeks to expand the availability of financial services, and it provides an overview of current achievements and challenges, as well as goals and priorities in the area of financial inclusion.

The National Bank promotes the financial inclusion of migrants. For example, it provides online financial literacy training courses and videos on how to use remittances, developed within the framework of the joint project by the International Labour Organization, IOM and UN-Women, “Empowering women and girls affected by migration for inclusive and peaceful community development” (2019–2021), with the financial support of the United Nations Peacebuilding Fund.

Decree No. 4 of 29 January 2021 on the Adoption of Measures Aimed at Improving the Migration Situation provides for the adoption of the Meken Card. The Meken Card was enacted by Decree No. 203 of 8 October 2021 and grants former nationals of the Kyrgyz Republic who obtained foreign citizenship (and their descendants) and want to invest in the economy free entry into and exit from the country without a visa. Meken Card holders also have equal access as nationals to work, education, and social and medical services.

4.2. Areas with potential for further development

The amendment in 2020 of Law No. 4 on External Labour Migration lays out the procedures for determining foreign labour quotas. However, the data on labour migrants is not published. Similarly, the Department of Labour and Employment within MLSSM conducts regular monitoring of the labour market, but it does not gather data relating to the impact of emigration on the domestic labour market.

While Kyrgyzstan has formalized criteria for recognizing foreign qualifications for highly skilled foreign workers, it does not participate in international schemes with common qualifications frameworks. In February 2022, the Council of the Eurasian Economic Commission approved the Agreement on Mutual Recognition of Documents on Academic Degrees in the Countries of the EAEU for referral to domestic procedures necessary for its signing. In June 2022, the Cabinet adopted the agreement and will establish domestic procedures.

²⁶ More information is available [here](#).

²⁷ More information is available [here](#).



5

EFFECTIVELY ADDRESSES THE
MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The Ministry of Emergency Situations implements a unified State policy in the field of civil protection and coordinates the National Platform for Disaster Risk Reduction as per the Regulations on the Ministry of Emergency Situations of the Kyrgyz Republic (2021). The Government enacted the Concept of Comprehensive Protection of the Population and Territory of the Kyrgyz Republic from Emergencies for 2018–2030, which includes specific provisions for preventing and addressing the displacement impacts of disasters. The strategy follows the recommendations of the Sendai Framework for Disaster Risk Reduction 2015–2030.

Kyrgyzstan has strategies for addressing migration linked to environmental degradation and the adverse effects of climate change. Law No. 133 on Internal Migration (2002) has a chapter dedicated to forced migration, which encompasses environmental migrants; migrants fleeing from natural disasters, major accidents or catastrophes; and migrants from areas with armed conflicts or riots – while excluding economic and labour migrants. According to the Law, national and local authorities must provide accommodation and assistance to environmental migrants.²⁸

Additionally, the Ministry of Emergency Situations issues a special annual report to each of the country's administrative regions, which is tailored to each region's situation, including any environment-related concerns. Furthermore, Law No. 54 on Civil Protection (2018) establishes that “all citizens of the Kyrgyz Republic, foreign citizens and stateless persons” who are on the national territory, regardless of the time of stay, are subject to protection from emergencies. Similarly, the Ministry of Emergency Situations developed the Guide on Disaster Risk Analysis and Assessment (GDRAA) at the Local Level in the Kyrgyz Republic, a methodology for local government bodies to analyze disaster risks. The Guide suggests considering information on the socioeconomic situation of the population, including migratory status, to characterize and manage the adverse effects of climate change.

The Kyrgyz Republic has a contingency plan to manage large-scale population movements in times of crisis. Response to crisis situations, including but not limited to environmental emergencies, armed conflict and mass revolt, is regulated by Law No. 54 on Civil Protection, which establishes that the Government of the Kyrgyz Republic “decides on the management of the elimination of the consequences of large-scale emergencies and the provision of State assistance in case of their occurrence”. In parallel, displacement due to a crisis is regulated by Law No. 133 on Internal Migration, which guarantees the rights of the displaced to State assistance in the provision of shelter and medical treatment, as well as in returning to their place of residence after the crisis has passed and restoring their lives there (including rebuilding any destroyed homes). Furthermore, the Sequence of Evacuation and Relocation of the Population, and Evacuation of Material and Cultural Valuables to Secure Regional Communities (2019) aims to solve several challenges associated with planned relocation due to large-scale population movements in time of climate crisis, and establishes formal procedures to ensure the relocation of vulnerable groups.

Since 2011, Kyrgyzstan has implemented a Unified Information Management System overseen by the Ministry of Emergency Situations. In the event of an evolving environment-related crisis, the population is alerted by sirens with sound amplifiers and receives information transmitted over the radio, through mobile alerts and other means of communication in languages that most migrants also understand.²⁹ Moreover, the

²⁸ The assistance includes food, medicine, rehabilitation services and social protection. It also stipulates the provision of financial compensation.

²⁹ Environment-related crises may include earthquakes, avalanches, landslides, mudflows and floods.

country developed a mobile application, available in English, Russian and Kyrgyz, which provides up-to-date information on potential threats and gives advice on how to act in case of an emergency, and it enables citizens and migrants to report emergencies, as well as access statistics and other features.

Kyrgyzstan keeps records of its nationals living abroad through its embassies and consulates, to assist them in times of crises. Kyrgyz citizens travelling abroad for a period of over three months are required to register at an embassy or consulate within 15 days of arrival.³⁰

Under Law No. 4 on External Labour Migration (2006), Kyrgyz nationals abroad may turn to embassies and consulates for assistance in protecting their rights and freedom to seek employment. In 2020, during the COVID-19 pandemic, the Government created an Operational Headquarters at the Embassy of the Kyrgyz Republic in the Russian Federation for the repatriation of stranded migrants and daily delivery and distribution of food to citizens in need.

5.2. Areas with potential for further development

The Kyrgyz Concept of Comprehensive Protection of the Population and Territory of the Kyrgyz Republic from Emergencies for 2018–2030 lists measures for supporting people before, during and after crises. However, it does not specifically refer to migrants or nationality.

Kyrgyzstan does not have measures in place to make exceptions to the immigration procedures for migrants whose country of origin is experiencing crisis, except for measures dedicated to refugees. The main legislation concerning the immigration procedures for migrants fleeing their country due to crisis is Law No. 44 on Refugees (2002), which stipulates offering shelter to persons fleeing from their country of citizenship or residence due to armed and ethnic conflicts, as well as to those who fear becoming victims of persecution on the basis of race, religion, nationality, political opinion or an affiliation to a specific social group. Article 4 of the Law states that in the event of a mass arrival of refugees, the administration of applications is carried out immediately. The Law does not include any provisions for other types of migrants.

Kyrgyzstan's National Development Strategy does not have measures in place regarding displacement or the reintegration of returning migrants. Regarding returning migrants, the National Development Strategy for 2018–2040 covers ethnic Kyrgyz and Kyrgyz citizens as historical and contemporary (mainly labour) migrants living abroad and as re-emigrants; however, it does not lay out specific measures for their reintegration. The Government of Kyrgyzstan endorsed the programme until 2026, but it envisages specialized training programmes (foreign languages, engineering specialties, basics of entrepreneurship, and digital and financial literacy skills) to be launched for youth and migrant workers who are already in Kyrgyzstan, rather than for returning migrants.

³⁰ If the consulates or embassies are unavailable, the citizen may inform the Kyrgyz Government through email or by fax.



6

ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

Kyrgyzstan has a system to monitor visa overstays. The Unified System of Tracking External Migration in the Republic of Kyrgyzstan (ESUVM) was launched in 2015 and integrates the Ministry of Foreign Affairs, the Ministry of Internal Affairs, the Border Service of the State Committee for National Security, and the Ministry of Labour, Social Security and Migration (MLSSM) through an automated information system. The ESUVM is managed by the State Committee for National Security, and it contains modules for registering, maintaining, storing, processing and generating information about reviewed, issued, extended, cancelled and denied visas.

A national strategy to combat human trafficking is provided by Law No. 55 on Preventing and Combating Human Trafficking (2005), which aims at preventing and fighting human trafficking and protecting victims, including children. The National Referral Mechanism for Victims of Human Trafficking, established in 2019, provides a set of actions and instructions for State bodies, non-profit organizations, and specialized institutions for identifying and offering assistance and protection to victims of human trafficking. The national referral mechanism provides detailed instructions for identifying victims of human trafficking to ensure their safety, and extending legal and social help.³¹

Victims of human trafficking in Kyrgyzstan can access medical services, sociopsychological support, social and labour services (e.g. practical skills training), social and cultural services (e.g. access to leisure activities, communicating with family and friends), and social and legal services. This is secured through Law No. 55 on Preventing and Combating Human Trafficking; and Resolution No. 101 on Issues of Preventing and Combating Human Trafficking (2019), which provides for the “[o]rganization of shelters, procedure for their operation, management, financing and organization of control over their activities”.

In April 2022, the Cabinet adopted the Programme of the Cabinet of Ministers of the Kyrgyz Republic on Combating Human Trafficking for 2022–2025 and its Action Plan through Resolution No. 227 (2022). The Programme aims to provide a systematic approach to combating human trafficking and increase the effectiveness of anti-trafficking efforts while promoting the human rights of victims of this crime. MLSSM also adopted internal standard operating procedures for providing assistance to victims of trafficking in 2022.

Kyrgyzstan has measures to combat migrant labour exploitation, such as Law No. 4 on External Labour Migration (2006), which offers guarantees of the rights of labour migrants; and the Criminal Code of the Kyrgyz Republic (2021), which stipulates punishment for forced labour. The Programme of the Cabinet of Ministers of the Kyrgyz Republic on Combating Human Trafficking in the Kyrgyz Republic for 2022–2025 and its Action Plan also include some measures to combat labour exploitation.

6.2. Areas with potential for further development

Kyrgyzstan has a national policy that includes certain measures only for attracting ethnic Kyrgyz, who do not yet hold Kyrgyz citizenship (or *kairylmans*), to return to Kyrgyzstan. Law No. 175 on State Guarantees for Ethnic Kyrgyz Immigrating to the Kyrgyz Republic (2007) encourages and supports the return of *kairylmans*. The Government guarantees administrative and financial assistance, social and medical support,

³¹ It was developed within the framework of the IOM project “Assisting the Government of the Kyrgyz Republic in Strengthening the Legal and Technical Basis for Combating Trafficking in Human Beings”.

compensation for transportation costs, a lump-sum allowance, housing allowance, vocational training and job search assistance. The Concept of Migration Policy of the Kyrgyz Republic for 2021–2030 (2021) does envisage the “creation of conditions for migrants, compatriots and their associations, allowing them to plan their return to their homeland and apply the labour skills acquired in the process of migration”, and it also acknowledges that there were no such programmes at the time of adopting the policy.

As of November 2022, Kyrgyzstan is working on a national programme to provide compatriots with assistance for reintegration, but it has not yet been published or implemented. The National Development Programme of the Kyrgyz Republic until 2026 (2021) foresees training programmes for youth and migrant workers, but it is not focused on returning migrants.

Kyrgyzstan has some ad hoc measures in place to trace and identify missing migrants. The Ministry of Internal Affairs has established a representative office in the Russian Federation to ensure prompt response to requests to search for missing migrants in the Russian Federation, as the main destination country. The representative office collaborates with law enforcement agencies in the Russian Federation to find Kyrgyz citizens, and it provides the necessary legal assistance to migrants in difficult life situations.

After the MGI assessment

IOM would like to thank the Government of Kyrgyzstan for their engagement in this process. IOM hopes that the results of this assessment can feed into the Government's strengthening of their migration governance. After an MGI assessment, the following are recommended:



The MGI report can be used to inform policy work with the support of IOM (if desired).



The findings can feed into capacity-building activities, which may connect to other IOM initiatives.



A follow-up assessment can be conducted after three years to verify progress.



Governments can exchange best practices and innovative solutions with other governments that have conducted the MGI process.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key national COVID-19 policy responses in Kyrgyzstan from a migration governance perspective. It is based on 12 questions that were added to the standard Migration Governance Indicators (MGIs) assessment in the country in order to effectively assess national migration governance in the context of the COVID-19 pandemic.



All migrants in Kyrgyzstan had access to COVID-19-related health services under the same conditions as Kyrgyz nationals. In September 2021, Law No. 6 on Health Protection of the Citizens of the Kyrgyz Republic (2005)¹ was amended to state that “all citizens, regardless of gender, race, language, disability, ethnicity, religion, age, political or other beliefs, education, origin, official property or another status, as well as other circumstances”, such as being migrants, have equal access as nationals to medical–sanitary and medicosocial assistance. All migrants have equal access as nationals to free vaccination against COVID-19. The Ministry of Health developed an electronic registration system for residents who wish to receive a COVID-19 vaccine, which includes an option for registering as a foreigner.²



The Kyrgyz Government’s social protection measures in the context of COVID-19 has been limited.³ The only measure in the first public policy package directly aimed at vulnerable households was the provision of food assistance. In 2020, the State Migration Service established a representative unit in Moscow, the Russian Federation, to protect the rights of and provide assistance to Kyrgyz nationals working there. In cooperation with international organizations, particularly with IOM, Kyrgyzstan assisted its nationals stranded abroad with the provision of free medical care, organizing accommodation and catering, and purchasing return flight tickets.



The Government of Kyrgyzstan adopted measures to ensure that migrant visas, residence permits and work permits did not expire during the COVID-19 crisis. The Resolution on Issues of Providing the Population with Identity Documents of Citizens of the Kyrgyz Republic, Foreign Citizens and Stateless Persons (2020) sought to ensure the rights and protection of the legitimate interests of citizens of the Kyrgyz Republic, foreign citizens and stateless persons, as well as to protect public health and take urgent measures to prevent the spread of COVID-19 infections in the national territory.⁴ The Resolution allowed the extension of the validity period of registration or the renewal of registration of a foreign citizen or stateless person for the period of the state of emergency. The Cabinet of Ministers of the

¹ Government of the Kyrgyz Republic, Law No. 6 of the Kyrgyz Republic, On Health Protection of the Citizens of the Kyrgyz Republic. 9 January 2005.

² Ministry of Health of the Kyrgyz Republic, A system for recording vaccinations in the territory of the Kyrgyz Republic (accessed 3 January 2021).

³ Asian Development Bank and United Nations Development Programme, COVID-19 in the Kyrgyz Republic: Socioeconomic impact and vulnerability assessment and policy responses (August 2020).

⁴ Government of the Kyrgyz Republic, Resolution No. 256, On Issues of Providing the Population with Identity Documents of Citizens of the Kyrgyz Republic, Foreign Citizens and Stateless Persons. 19 May 2020.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

Kyrgyz Republic also applied a “migration amnesty” (green corridor) for migrants in the country from March 2020 to March 2022. This provision meant that foreign nationals and stateless persons in the country on a visa or visa-free basis could leave the country without an exit visa.



Kyrgyzstan ensured physical distancing measures and adequate prevention measures in settings with a concentration of migrants and asylum seekers. Sanitary measures were ensured for migrants in pre-court detention, providing disinfectants and enforcing the required distance when, for instance, meeting with a lawyer or attending court.



Migrants in Kyrgyzstan have access to information related to COVID-19 and can share their needs. The website of the Ministry of Health of the Kyrgyz Republic includes information in Kyrgyz, Russian and English. An online COVID-19 dashboard with regularly updated statistics, announcements and recommendations that specifically address preventive measures against COVID-19 is also available in all three languages. Information pertaining to COVID-19 has been provided to Kyrgyz migrants abroad through the informative website Migrant.kg, and Kyrgyz diaspora organizations have been active in disseminating information to members in their respective countries.



IOM, in collaboration with national partners from Central Asia, including Kyrgyzstan and the Russian Federation, launched a regional initiative, Mitigating the Socioeconomic Effects of the COVID-19 Pandemic on Migrants and Communities in Central Asia and the Russian Federation.⁵ In March 2021, it published the *Kyrgyzstan: Study on the Socioeconomic Effects of COVID-19 on Returnees* report.⁶ The overall objective of the regional initiative is to mitigate the socioeconomic effects of the COVID-19 pandemic on migrants and their families, and help governments of Central Asian States and the Russian Federation address the operational challenges of migration management due to the current global health crisis.



During the COVID-19 outbreak, the Board of the National Bank of the Kyrgyz Republic adopted measures to allow for zero commissions for holders of the Pension Card and Social Card, while cashing out using the Elcart bank payment card settlement system (for customers of all banks). In addition, during lockdowns, mobile cash service points where customers could process bank transactions, such as withdraw cash from a bank payment card or

⁵ International Organization for Migration (IOM), *Regional Overview: Survey on the Socioeconomic Effects of COVID-19 on Returnees and Stranded Migrants in Central Asia and the Russian Federation* (March 2021).

⁶ IOM, *Kyrgyzstan: Study on the Socioeconomic Effects of COVID-19 on Returnees* (2021).





PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

make money transfers, were organized by commercial banks for all residents in the vicinity of Bishkek and some nearby regions.⁷ According to the National Bank of the Kyrgyz Republic, between January 2020 and May 2020, the gross inflow of remittances decreased by 25.2 per cent due to the economic downturn in the Russian Federation, the loss of jobs due to quarantine measures, and the weakening of the Russian ruble against the United States dollar.⁸ Since June 2020, the gross inflow of remittances has been growing as a result of the easing of quarantine measures in the host countries of migrant workers.



The Government of Kyrgyzstan adopted measures to facilitate the safe and orderly return of Kyrgyz citizens, resulting in requests for the return of 8,712 citizens from 52 countries to the foreign missions of the Ministry of Foreign Affairs in May 2020.⁹ By 24 August 2020, some 35,469 Kyrgyz migrants had returned from the Russian Federation via bus transfers and charter flights, the country's main assistance measure in terms of facilitating the return of Kyrgyz citizens.¹⁰

⁷ Money transfers can be done without opening an account, using specialized money transfer systems.

⁸ The main destination country for Kyrgyz labour migrants is the Russian Federation. Kyrgyzstan ranks among the top five remittance-receiving countries in the world, and the cost of sending remittances in the Russian Federation–Central Asia (including Kyrgyzstan) corridor is one of the lowest in the world. See: IOM, *The Role of Digital Remittances: Consolidated Findings from Supply and Demand Research* (2021).

⁹ 24.KG, *More than 8.7 thousand Kyrgyzstanis from 52 countries of the world want to return to their homeland*. 12 May 2020.

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ANNEXES

List of migration-related legislation in the Kyrgyz Republic

No.	Title	Date of adoption
1.	Constitution of the Kyrgyz Republic	Referendum of 11 April 2021
I. MIGRATION RELATED LAWS OF THE KYRGYZ REPUBLIC		
2.	Law of the Kyrgyz Republic on Internal Migration	30 July 2002, No. 133
3.	Law of the Kyrgyz Republic on External Migration	17 July 2000, No. 61
4.	Law of the Kyrgyz Republic on External Labour Migration	13 January 2006, No. 4
5.	Law of the Kyrgyz Republic on Refugees	25 March 2002, No. 44
6.	Law of the Kyrgyz Republic on the Legal Status of Foreign Nationals in the Kyrgyz Republic	14 December 1993, No. 1296-XII
7.	Law of the Kyrgyz Republic on State Guarantees for Ethnic Kyrgyz Immigrating to the Kyrgyz Republic	26 November 2007, No. 175
8.	Law of the Kyrgyz Republic on Preventing and Combating Human Trafficking	17 March 2005, No. 55
9.	Law of the Kyrgyz Republic on the Basis of State Policy Support for Compatriots Abroad	3 August 2013, No. 183
II. INTERNATIONAL TREATIES		
10.	Law of the Kyrgyz Republic on the Ratification of Agreements between the Government of the Kyrgyz Republic and the Government of the Russian Federation on the Legal Status of the Representative Office of the Ministry of Labour, Migration and Youth of the Kyrgyz Republic in the Russian Federation, signed on 15 April 2015 in Moscow	27 July 2015, No. 197
11.	Law of the Kyrgyz Republic on the Ratification of Protocol on Amendments and Additions to The Agreement between the Government of the Kyrgyz Republic and the Government of the Russian Federation on Labour Activity and Social Protection of Migrant Workers, dated 28 March 1996, signed on 22 September 2003 in Moscow	11 May 2004, No. 65
12.	Law of the Kyrgyz Republic on the Ratification by the Kyrgyz Republic of the United Nations Convention against Transnational Organized Crime of 15 November 2000, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of 15 December 2000, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air of 15 December 2000, supplementing the United Nations Convention against Transnational Organized Crime	15 April 2003, No. 74

13.	Law of the Kyrgyz Republic on the Ratification of the Agreement between the Government of the Kyrgyz Republic and the Government of the Republic of Kazakhstan on Labour Activities and Social Protection of Migrant Workers Employed in Agricultural Work in the Border Areas, signed 9 July 2002 in Bishkek	1 August 2003, No. 186
14.	Law of the Kyrgyz Republic on the Ratification of the Agreement on Cooperation between the Member States of the Commonwealth of Independent States in the Fight against Illegal Migration	1 August 2003, No. 180
15.	Law of the Kyrgyz Republic on the Accession of the Kyrgyz Republic to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 18 December 1990	15 April 2003, No. 80
16.	Law of the Kyrgyz Republic on the Ratification of the Agreement between the Government of the Kyrgyz Republic and the Government of the Russian Federation on the Legal Status of the Representative Office of the Federal Migration Service (Russian Federation) in the Kyrgyz Republic, signed on 21 October 2011 in Dushanbe	27 November 2013, No. 207
17.	Law of the Kyrgyz Republic on the Ratification of the Convention on the Legal Status of Migrant Workers and Members of Their Families in Member States of the Commonwealth of Independent States, signed on 14 November 2008 in the city of Chişinău	26 November 2009, No. 305
18.	Law of the Kyrgyz Republic on the Ratification of the Decision on the Cooperation between the Member States of the Commonwealth of Independent States in Opposition to Illegal Migration for 2006–2008, signed on 26 August 2005 in the city of Kazan	28 April 2008, No. 77
19.	Law of the Kyrgyz Republic on the Ratification of the Agreement between the Government of the Kyrgyz Republic and the International Organization for Migration on Cooperation in the Field of Migration, signed 9 February 1998 in Bishkek	15 April 2003, No. 81
20.	Law of the Kyrgyz Republic on the Ratification of the Agreement between the Government of the Kyrgyz Republic and the Government of the Republic of Kazakhstan on the Labour Activities and Protection of the Rights of Migrant Workers, Citizens of the Kyrgyz Republic, Temporarily Working on the Territory of the Republic of Kazakhstan, and on the Labour Activities and Protection of the Rights of Migrant Workers, Citizens of the Republic of Kazakhstan, Temporarily Working on the Territory of the Kyrgyz Republic, signed on 4 July 2006 in the city of Astana	28 April 2007, No. 50
21.	Law of the Kyrgyz Republic on the Ratification of the Protocol on the Introduction Amendments and Additions to the Agreement on Cooperation in the Field of Labour Migration and Social Protection of Migrant Workers of 15 April 1994, signed on 25 November 2005 in Moscow	6 December 2006, No. 203

22.	Law of the Kyrgyz Republic on the Ratification of the Protocol to the Agreement on Assistance to Refugees and Internally Displaced Persons of 24 September 1993, signed on 10 February 1995 in Almaty	19 March 2004, No. 30
23.	Law of the Kyrgyz Republic on the Ratification of the Agreement on Pension Provision for Workers of the Member States of the Eurasian Economic Union, signed on 20 December 2019 in the city of Saint Petersburg	24 July 2020, No. 93
24.	Law of the Kyrgyz Republic on the Ratification of the Agreement on Social Security between the Government of the Kyrgyz Republic and the Government of the Republic of Türkiye, signed on 9 April 2018 in the city of Ankara	20 December 2018
III. NORMATIVE AND LEGAL ACTS OF THE KYRGYZ REPUBLIC		
25.	Decree of the Government of the Kyrgyz Republic on Some Issues in the Field of Labour Migration in the Kyrgyz Republic	16 April 2019, No. 175
26.	Decree of the Government of the Kyrgyz Republic on Measures to Cover the Costs associated with the Repatriation to the Kyrgyz Republic of the Bodies of Citizens of the Kyrgyz Republic Who Died Abroad	21 April 2021, No. 169
27.	Decree of the Government of the Kyrgyz Republic on Approval of the Concept of the Migration Policy of the Kyrgyz Republic for 2021–2030	4 May 2021, No. 191
28.	Decree of the Cabinet of Ministers of the Kyrgyz Republic on Issues of the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic	15 November 2021, No. 252
29.	Decree of the Cabinet of Ministers of the Kyrgyz Republic on the Centre for Employment of Citizens Abroad under the Ministry of Labour, Social Security and Migration of the Kyrgyz Republic	17 December 2021, No. 319
30.	Decree of the Government of the Kyrgyz Republic on Employment of the Population and the Regulation of Internal and External Labour Migration until 2020	6 September 2013, No. 485
31.	Decree of the Government of the Kyrgyz Republic on Approval of the Programme of the Government of the Kyrgyz Republic Kairylman to Assist Ethnic Kyrgyz Resettling in the Kyrgyz Republic and Kairylmans for 2017–2022	30 September 2016, No. 518
32.	Resolution of the Cabinet of Ministers on the Programme of the Cabinet of Ministers of the Kyrgyz Republic to Combat Human Trafficking in the Kyrgyz Republic for 2022–2025	15 April 2022, No. 227
33.	Decree of the Government of the Kyrgyz Republic on Approval of the Regulations on the Recognition of a Citizen of the Kyrgyz Republic as a Forced Migrant	5 April 2004, No. 229

34.	Decree of the Government of the Kyrgyz Republic on Approval of the Regulations on the Procedure for Granting the Status of Kairylman	23 June 2015, No. 402
35.	Decree of the Government of the Kyrgyz Republic on Approval of the Regulations on Work with Refugees in the Kyrgyz Republic	4 April 2003, No. 188
36.	Decree of the Government of the Kyrgyz Republic on Approval of the Regulations on the Procedure and Issuing Temporary and Permanent Residence Permits to Foreign Citizens and Stateless Persons in the Territory of the Kyrgyz Republic	13 November 2008, No. 626
37.	Decree of the Government of the Kyrgyz Republic on Approval of the Regulations on the Procedure for Granting Immigrant Status in the Kyrgyz Republic	15 December 2001, No. 793
38.	Decree of the Government of the Kyrgyz Republic on Approval of the Instructions on the Procedure for Issuing Visas in the Kyrgyz Republic	15 March 2017, No. 155
39.	Decree of the Cabinet of Ministers on Approval of the Action Plan for the Implementation of the First Stage of the Concept of the Migration Policy of the Kyrgyz Republic for 2021–2030	13 April 2022, No. 191-p
40.	On determining the quota for labour migration, which establishes the maximum number of foreign citizens and stateless persons arriving in the Kyrgyz Republic for the purpose of carrying out labour activities, by sectors of the economy and regions of the Kyrgyz Republic	Annually adopted by the government resolution

The MGI process



1

Launch of the MGI process

The first step of the process is to explain what the MGIs entail to key government officials, in order to ensure full understanding of the project and complete buy-in.



2

Data collection

The second step of the process is to start the collection and analysis of data, based on about 90 indicators grounded in the six dimensions of the MiGOF. A migration governance profile based on the analysis of the findings is then drafted and shared with the government counterparts.



3

Interministerial consultation

The third step of the process is to convene an interministerial consultation where all relevant ministries and other stakeholders discuss the good practices and main areas that could be developed further as identified in the draft migration governance profile, as well as priorities on the way forward. It is also an opportunity for them to comment and provide suggestions on the draft profile.



4

Publication of the report on the Global Migration Data Portal

After the migration governance profiles are finalized and vetted by government counterparts, they are published on the Global Migration Data Portal³² and the IOM Publications Platform.³³

³² You can find the profiles here.

³³ Please visit this link.



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