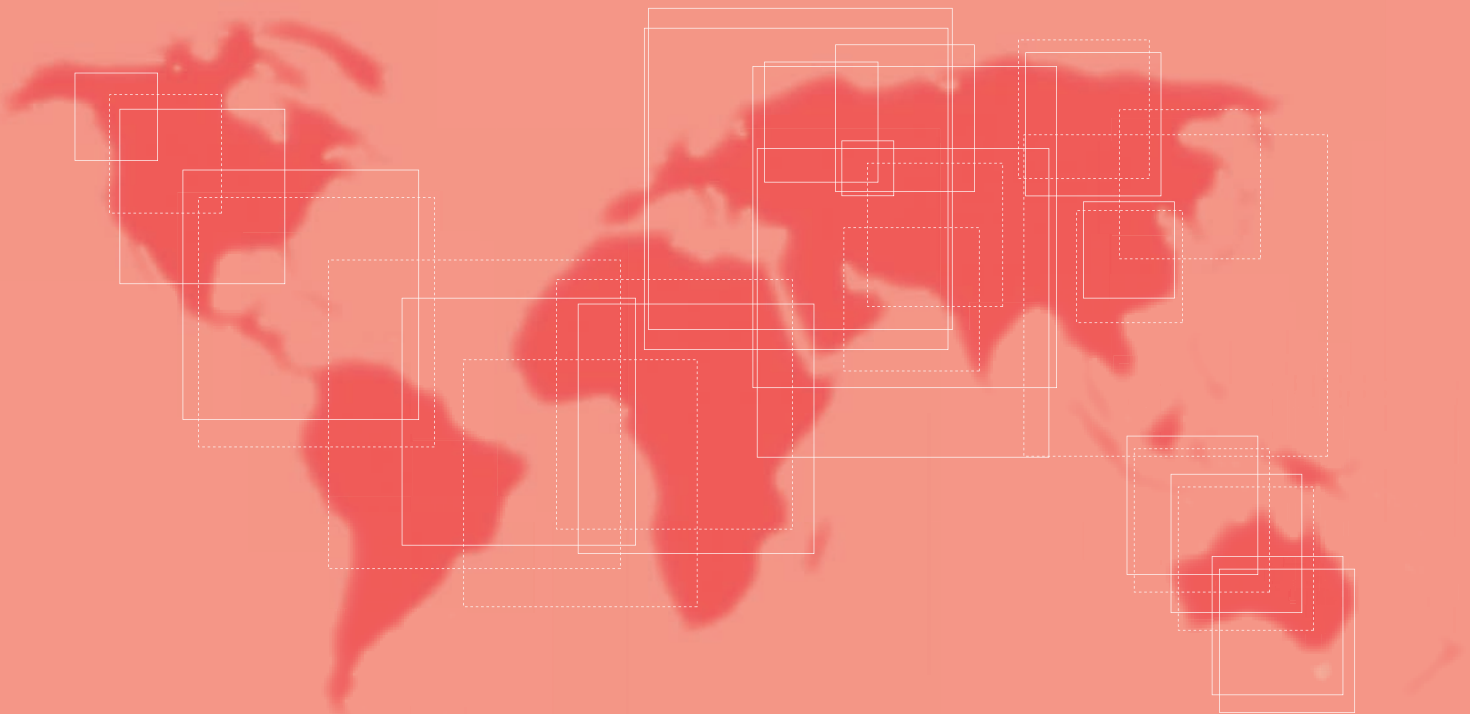




International
Labour
Office
Geneva

Independent Evaluation of the ILO's Decent Work Country Programme for **Kyrgyzstan: 2006-2009**



EVALUATION
UNIT

Independent Evaluation of the ILO's Decent Work Country Programme for Kyrgyzstan: 2006–2009

International Labour Organization

March 2010

Prepared by
Alexey Kuzmin
Erkina Ubysheva
Craig Russon

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Preface

This report was prepared by an evaluation team led by: Alexey Kuzmin, international evaluation consultant; Erkina Ubysheva, national evaluation consultant; and Craig Russon, Senior Evaluation Officer in the ILO Evaluation Unit. Eliza Isabaeva and Detoubab Gueye, ILO Research Assistants, conducted special analyses for the report.

The evaluation was carried out under the leadership of Carole Logan, Head of the ILO Evaluation Unit. Irina Sinelina, Evaluation Officer in the ILO Subregional Office in Moscow, provided strong support to the evaluation team. Special thanks are due to the National Coordinator, Bolotbek Orokov, for his logistic support and for the information that he provided.

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Finally, the evaluation team wishes to express its appreciation to officials of ILO's Regional Office for Europe and Central Asia and to those in the Subregional Office in Moscow who agreed to be interviewed for the evaluation.

The draft report of the evaluation benefited from helpful and constructive suggestions from numerous stakeholders. However, any errors or omissions are entirely the responsibility of the evaluation team.



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ABBREVIATIONS

ACTRAV	Bureau for Workers' Activities
ADDECO	Employment Agency Service, Switzerland
AWP	Annual Workplan
BYE	Boosting Youth Employment
CA	Central Asia
CEKR	Confederation of Employers of the Kyrgyz Republic
CCA	Common Country Assessment
CDF	Comprehensive Development Framework
CDS	Country Development Strategy
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CIS	Commonwealth of Independent States
CL	Child Labour
CP	Country Programme
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DAO	Delivering as One
DCOMM	Department of Communication and Public Information
DFID/UK	UK Department For International Development
DWCP	Decent Work Country Programme
EAK	Employers' Association of Kyrgyzstan
EAP	Economically active population
EAST	Education and Skills Training for Youth Employment
EC	European Commission
ECOSOC	UN Economic and Social Council
EYE	Education and Youth Employment
FIDH	International Federation for Human Rights
FTUK	Federation of Trade Unions of Kyrgyzstan
GDP	Gross Domestic Product
GNI	Gross National Income
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index

HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
IALI	International Association of Labour Inspection
ICF	International Community Foundation
ICFTU	International Confederation of Free Trade Unions
ILO	International Labour Organization
IOM	International Organization for Migration
IP	Implementation Plan
IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
JICA	Japanese International Cooperation Agency
JOY	Job Opportunities for Youth
KAB	Know About Business
KG Som	Kyrgyz Som
LED	Local economic development
LI	Labour Inspection
LM	Labour Migration
MCB	Minimum Consumption Budget
MDG	Millennium Development Goal
MES	Modules of Employable Skills
MLEM	Ministry of Labour, Employment and Migration
MLSD	Ministry of Labour and Social Development of the Kyrgyz Republic
MOU	Memorandum of Understanding
MST	Modular Skills Training
MTDP	Medium-Term Development Plan
MTO	Mid-term outcome
NC	National Coordinator
NEP	National Employment Policy
NDWP	National Decent Work Programme
NGO	Non-governmental organization
NPRS	National Poverty Reduction Strategy
NSC	National Statistical Committee
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OSH	Occupational Safety and Health

P&B	Programme and Budget
PRSP	Poverty Reduction Strategy Paper
RBM	Results-based management
RMA	Rapid Market Appraisal
RO	Regional Office
SAVE	State Agency on Vocational Training and Education
SCME	Kyrgyz State Committee for Migration and Employment
SHD	Sustainable Human Development
SIYB	Start and Improve Your Business
SME	Small and Medium-sized Enterprises
SPF	Strategic Policy Framework
SRO	Subregional Office
STO	Short-term outcome
SWOT	Strengths – Weaknesses – Opportunities – Threats
SWTC	School to Work Transition Survey
TC	Technical Cooperation
TCP	Technical cooperation project
TOT	Training of Trainers
TUC	Trade Unions Congress, the United Kingdom
UN	United Nations
UN HSF	United Nations Human Security Fund
UNAIDS	The United Nations Joint Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economical Commission for Europe
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNIFEM	United Nations Development Fund for Women
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNV	United Nations Volunteers
US\$	U.S. Dollar
USDOL	U.S. Department of Labor
VESC	Vocational Education for Street Children in the Kyrgyz Republic

VET	Vocational Education and Training
WB	World Bank
WED	Women Entrepreneurship Development
WFCL	Worst Forms of Child Labour
WHO	World Health Organization
WIND	Work Improvement in Neighbourhood Development

Executive Summary

This report presents analyses, findings and recommendations of the independent evaluation of the ILO's Decent Work Country Programme (DWCP) in Kyrgyzstan, conducted in late 2009. The evaluation reviews the ILO's performance throughout the period 2006–2009, during which 40 ILO projects were implemented. The percentage of the total ILO technical cooperation project budget allocated to the country could not, however, be verified.

The evaluation focuses on the ILO's strategic positioning in the country; its approach to setting an ILO agenda; as well as the composition, implementation and evolution of ILO national strategies as they relate to the Decent Work Agenda.

The evaluation team used primarily qualitative methods to collect data on the DWCP results. During data collection, the evaluation team reviewed 33 documents, interviewed 56 stakeholders, and conducted direct observation of several ILO projects.

Decent Work Country Programming in Kyrgyzstan

The DWCP document for Kyrgyzstan was developed during a meeting in Bishkek in May 2006 between the ILO staff and the tripartite constituents. The document was subsequently refined through an exchange of drafts between Moscow and Bishkek.

Kyrgyzstan's current DWCP is composed of three main priorities, which together encompass seven mid-term outcomes, nine short-term outcomes, and 27 outcome indicators. The three priorities are:

- **Priority A: *Employment creation, skills and employability for women and men*** covers issues such as creating more job opportunities for both young women and men, including improving their work abilities, in order to increase their employability.
- **Priority B: *Improving the national Occupational Safety and Health (OSH) system*** focuses on upgrading policies, programmes and practices pertaining to the Kyrgyz national Occupational Safety and Health system.
- **Priority C: *Reducing the decent work deficit in the informal economy*** focuses on extending decent work reality and standards to other sectors of work, in particular the informal economy.

The DWCP encompasses an additional priority area within which one mid-term outcome is targeted: *Policy of the partners* is aimed at developing institutional mechanisms of the social partnership system through enhanced activity of the tripartite commissions and promotion of collective bargaining at all levels.

Programme design

An analysis of the project portfolio showed that 16 technical cooperation projects were being implemented in Kyrgyzstan when the DWCP began in 2006. Of those 16, half were new and half were ongoing. Blending new and ongoing projects into a new programme posed challenges to the programme design process.

Analysis showed that three out of the seven DWCP mid-term outcomes (MO 1.1, MO 1.2 and MO 3.2) were in line with all of the United Nations and Government strategic documents. Other mid-term outcomes were in line with some, but not all, of those documents. This shows that the strategic alignment of the DWCP with national and international development frameworks was uneven.

In order to analyse the design of the DWCP, the evaluation team used programme documents to create a logic model. Most of the DWCP mid-term outcomes were logically connected to their respective priorities. However, many short-term outcomes were not logically connected to their respective mid-term outcomes.

For example, it is not quite clear how *applying* tools and approaches that are grounded in ILO core values (STO 1.2.1) would *equip* ILO's constituents, stakeholders, and intermediaries with practical tools and methodologies for applying an integrated approach to employment creation (MTO 1.2). It seems more logical that the ILO's constituents would only be able to apply the tools and approaches with which they had been previously equipped.

Evaluability

An evaluability assessment conducted by the evaluation team revealed that few of the indicators included in the DWCP were specific, measurable, relevant or had a means of verification. The 2006 DWCP document included neither baselines nor targets for the indicators. In addition, a monitoring and evaluation plan that provides information on outcomes, indicators, baselines, targets, milestones and risks/assumptions was not prepared. The techniques of results-based management would be very difficult to implement without these elements.

The evaluation team recognizes that the guidance from the ILO was less than complete. ILO Circular No. 598¹ and No. 599,² which introduced the concepts of Decent Work Country Programmes in 2004, did not provide definitions of the above concepts; nor did the first version of the DWCP Guidebook. Furthermore, the *Results-Based Management Guidebook* was not published until 2008, long after the DWCP in Kyrgyzstan had begun.

Programme implementation

The DWCP Implementation Plan (IP) was finalized in October 2007—almost a year after the DWCP document was signed in November 2006. The plan included 81 activities such as study tours, workshops, research, policy analysis and awareness-raising activities. There was an understanding that the DWCP would be used for resource mobilization among donors.

Although the Moscow Subregional Office, supported by the Regional Office for Europe and Central Asia, tried to raise funds for the DWCP, success was only partial. Over one-third of the planned activities had no funding sources three-and-a-half months prior to the end of the DWCP in 2009. This resource gap posed serious challenges to the implementation of the programme.

¹ ILO: *A framework for implementing the decent work agenda*, Director-General's Announcements, Series 1, No. 598, 20 May 2004

² ILO: *Decent work country programmes*, Director-General's Announcements, Series 1, No. 599, 20 May 2004

Technical cooperation

Most of the activities mentioned above were implemented through 28 subregional projects. The evaluation team estimates that Kyrgyzstan's share of technical cooperation funding amounted to at least US\$ 4,885,813. However, the exact amount could not be established.

There were a number of problems with having a country project portfolio that was dominated by subregional projects. First, such a programme does not conform to the principles of country led development contained in the *Paris Declaration*, the *Accra Agenda for Action*, or for that matter, the DWCP Guidebook.

Second, the projects that constituted the core of the DWCP were designed by several different offices at various times during the programme cycle. Thus, the programme was not based on a comprehensive and holistic approach.

Third, there were multiple lines of accountability for the DWCP. It was unlikely that a DWCP that included independent global, regional and subregional projects could be managed or coordinated effectively from multiple centres.

Visibility

Interviews with stakeholders revealed that the DWCP had internal and external marketing challenges. Respondents who were not directly involved in the DWCP or with ILO projects were not aware of the existence of the programme and, in general, were not well informed about ILO activities in Kyrgyzstan.

ILO staff members in Kyrgyzstan representing various projects were aware of the DWCP. However, they had a clear understanding only of those components of the DWCP that were related to their respective projects.

The individuals who were well informed about the DWCP were tripartite constituents who participated in the planning and implementation—representatives of the Ministry of Labour, Federation of Workers' Organizations and the Confederation of Employers' Organizations.

Results

Lack of a proper results-based management framework made it difficult to assess progress toward outcomes. However, the evaluation determined that in the area of employment creation, skills and employability, the ILO made substantial contributions through commissioning high-quality research, providing policy advice and capacity building—especially in vocational education and business skills development. ILO products such as Know About Business (KAB) and the Modular Skills Training methodology have been institutionalized in the national vocational education and training system.

In the area of improving the National Occupational Safety and Health System, the ILO made important contributions through the Work Improvement in Neighbourhood Development (WIND) project that brought improvements in the everyday practices of farmers around the country. Another important result was the development of the capacity

of labour inspection. But the DWCP long-term goals in this area were achieved only partially due to the contradictions between constituents and the political context.

The overall effect of the DWCP efforts in the area of reducing work deficits in the informal economy could not be assessed. However, the DWCP made considerable progress in developing social dialogue in the agriculture and textile industries through the WIND project. It also made progress in combating the Worst Forms of Child Labour (WFCL) through the International Programme on the Elimination of Child Labour (IPEC) project. For example, a National Plan of Action on the elimination of WFCL was successfully developed and over 100 activities were implemented. Limited progress was made in the area of local economic development.

UN reform/Gender

The United Nations reform process is driven by the United Nations Development Assistance Framework (UNDAF)—a strategic framework for the operational activities of the UN system at the national level. UNDAF guidelines contain five key programming principles that should guide the work of United Nations Country Teams: (1) human rights-based approach; (2) gender equality; (3) environmental sustainability; (4) capacity development; and (5) results-based management.

The ILO in Kyrgyzstan developed comparative advantages in programming principles 2 and 4: gender equality and capacity development. GENDER was administratively responsible for implementing two technical cooperation projects in the country. The participation of ILO officials from headquarters and from the Subregional Office in gender training had both positive and negative implications. The expertise of these officials was well regarded and appreciated. However, when technical advice was needed, some strategic partners bypassed the ILO in Kyrgyzstan and contacted the Subregional Office directly because of a perception that information was easier to obtain and that it was provided in a more timely manner.

Delivering as One

The ILO and UNDP have been exploring ways of working together through the Delivering as One (DAO) initiative. A joint ILO-UNDP workplan to implement the DWCP was signed in March 2008. This workplan was one of the first steps towards strengthening cooperation of the two agencies. Collaboration with UNDP was for the most part related to the Boosting Youth Employment (BYE) project. The partnership with UNDP was mutually beneficial. UNDP helped with the outreach, funds and logistics. The ILO provided high-quality products and services to beneficiaries that also helped develop UNDP capacity.

Recommendations

The recommendations are presented below.

1. **Conduct a financial reconciliation.** It was not possible to verify the percentage of the total technical cooperation project budget that was allocated to the country. Therefore, it is recommended that the Subregional Office conduct a financial reconciliation of the programme. In addition, an accounting mechanism should be implemented that would enable the percentages to be verified in the future.

2. **Harmonize the DWCP with the NDWP.** The National Coordinator and the tripartite constituents, with support from the Subregional Office, should harmonize the next DWCP with the National Decent Work Programme (NDWP) that was envisaged by the Government of Kyrgyzstan at the end of 2009. The DWCP should contribute to the NDWP design and implementation. The ILO may consider Kyrgyzstan to be a pilot country where a national government has accepted and implemented a Decent Work Programme approach. This topic should be included in the ILO agenda and discussed with the tripartite constituents in the near future.
3. **Develop a coherent programme logic based on priorities.** The new DWCP programme logic should be coherent and focused on the priorities identified by the tripartite constituents rather than on the existing regional projects with secure funding. Special attention should be paid by the National Coordinator to the development of high-quality indicators and a DWCP monitoring system based on those indicators. The new DWCP should be supported with adequate resources for its implementation.
4. **Build on the ILO's strengths.** The ILO contributions to the DWCP should be based on its strengths and comparative advantages in the areas of research, policy advice and capacity building.
5. **Strengthen the ILO's presence in Kyrgyzstan.** To have a strong DWCP, the ILO should strengthen its presence in Kyrgyzstan. Ideally, the ILO should consider the possibility of establishing a fully functional Country Office with the proper technical capacity and funding authority. There are numerous barriers that make it unrealistic to immediately implement all the proposed changes aimed at strengthening the ILO's presence in Kyrgyzstan. The evaluation team suggests considering this as a long-term goal towards which the ILO should work. In the interim, the ILO should strengthen the role of the National Coordinator. The Regional Office should review options for giving the National Coordinator greater responsibility for overseeing DWCP implementation and for creating synergies. The ILO should explore the possibility of moving the National Coordinator to the UN House in Bishkek.
6. **Encourage resource mobilization for technical cooperation.** The ILO in Kyrgyzstan should adopt a more proactive approach, much as it does in Indonesia. A priority-based approach to the DWCP design (as opposed to a subregional projects-based approach) will most likely result in some new Kyrgyzstan-based projects of considerable importance which will require substantial amounts of funding. Hence, resource mobilization should be included in the DWCP and Implementation Plan. The National Coordinator in Kyrgyzstan should be given more responsibility to do resource mobilization for the needs of the DWCP. National constituents should be involved.
7. **Develop public relations and communications.** The National Coordinator and technical cooperation project managers should build awareness of ILO activities in Kyrgyzstan among important target audiences. They should include the expert community, the donor community and the business community. Systematic communication activities should be implemented and the web presence of the ILO in Kyrgyzstan increased on the Russian section of the Internet.

1. Introduction

1.1 Context: ILO's country programme evaluation

Consistent with its policy concerning independent evaluations of Decent Work Country Programmes (DWCP), the International Labour Organization (ILO) has evaluated its programme of support to Kyrgyzstan. This report presents analyses, findings and recommendations of the independent evaluation conducted in late 2009.

The evaluation was managed by the Evaluation Unit in close coordination with the ILO Regional Office for Europe and Central Asia and the Subregional Office in Moscow. The evaluation also benefited from tripartite national constituent consultation and feedback.

The evaluation team consisted of an independent international evaluation consultant, an independent national evaluation consultant, and a Senior Evaluation Officer from the ILO's Evaluation Unit who had no prior association with the DWCP in Kyrgyzstan.

1.2 Purpose of the evaluation

The purpose of the evaluation was to: 1) give the Governing Body an account of the results achieved by the ILO programme of support for Kyrgyzstan, 2) provide an opportunity for reflection and lesson-learning regarding how the ILO could improve the effectiveness of its operations in the next Kyrgyzstan Decent Work Country Programme, and 3) analyse the effectiveness of the ILO's programme in terms of supporting the development objectives set forth in the Comprehensive Development Framework for 2000-2010 and the new mid-term Country Development Strategy.

1.3 Scope and methodology

The evaluation reviewed the ILO's performance in Kyrgyzstan from 2006 to 2009. During this period, 40 ILO projects were implemented. However, it was not possible to verify the percentage of the total technical cooperation project budget that was allocated to the country.

The criteria that guided the evaluation exercise were:

- (1) the *relevance* of the programme of support to the development challenges and priorities of the country (tripartite constituents);
- (2) the *coherence* among the definition of a programmatic focus, the integration across ILO instruments in support of programme objectives and the coordination with other developmental actors;
- (3) the *efficiency* measured both in administrative costs and timeliness of execution; and
- (4) the *effectiveness* of individual interventions at the level of the programme as a whole.

The evaluation also paid attention to the sustainability of the results and the programme's contribution to the institutional development of the national constituents. See Annex 1 for the evaluation's Terms of Reference.

The issues that the evaluation addressed were:

- 1) The role and relevance of the ILO in Kyrgyzstan, its niche and comparative advantage, and partnership approach;
- 2) The role and effectiveness of the national tripartite constituents as well as the United Nations and development partners in promoting decent work;
- 3) The focus and coherence of the country programme's design and strategies;
- 4) Evidence of the direct and indirect use of ILO and counterpart contributions and support at the national level (outcomes);
- 5) Evidence of pathways towards longer-term impact;
- 6) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Kyrgyzstan;
- 7) Knowledge management and sharing;
- 8) Lessons learned and good practices.

The methods that were used included a desk review of project documentation and other related literature. From 22 November 2009 to 5 December 2009, a field mission was conducted in Kyrgyzstan. The evaluation team used interviews and focus-group sessions to collect data from ILO staff, national constituents, strategic partners and implementing agents in the field. A stakeholder workshop was eventually conducted to present the evaluation findings to constituents. See Annex 2 for the list of key persons interviewed and Annex 3 for the list of key documents reviewed.

The evaluation complied with the *UN Evaluation Group Norms and Standards for Evaluation*, the *Organization for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) Evaluation Quality Standards*, and the *International Program Evaluation Network (for Russia and the Common Wealth of Independent States) Guiding Principles for Evaluators*.

1.4 Limitations of the evaluation

The desk review involved reading thousands of pages of project documents, reports, evaluations, mission reports, financial statements and other communications. However, it was not possible to gather all historical project reports, and many projects did not have mid-term or final evaluations. Therefore, certain gaps remain.

The documentary record was augmented with interviews and focus groups conducted during field visits in addition to the accumulated technical and cross-regional experience of the evaluation team. However, there was limited time available to conduct the evaluation. The field mission lasted only seven Kyrgyzstan working days before a preliminary presentation was given.

The evaluation conclusions and recommendations are based on the analysis and data presented in the report. Evaluative judgments are always subjective, but to keep subjectivity to a minimum, ILO management, national officials and social partners were

asked to react to these findings and issues, producing their own subjective opinions regarding lessons for the future which they gleaned from this exercise.

1.5 Report layout

Following the introduction, Chapter 2 lays out the basic context within which the ILO programme of assistance was developed. Chapter 3 assesses the programme design with a special emphasis on the programme's logic and evaluability. Chapter 4 focuses on the programme implementation and describes findings related to programme management. Chapter 5 describes the programme's contributions to the promotion of decent work in Kyrgyzstan. Chapter 6 contains general conclusions and recommendations developed by the evaluation team.

2. Country Context

2.1 General information

Kyrgyzstan is a small and mountainous country located in the south east of Central Asia with a predominantly agricultural economy. With an area of 195,000 square kilometres, it shares borders with Uzbekistan, Kazakhstan, Tajikistan and China. Its 5.2 million inhabitants are ethnically divided into Kyrgyz, Russian, Uzbeks and others.

Meat, cotton, wool and tobacco are the main agricultural products, although only wool and tobacco are considered to be export-oriented goods. The country's plentiful water resources and mountainous territory enable Kyrgyzstan to produce and export a large amount of hydroelectric power. However, it heavily depends on the import of gas and oil from neighbouring countries. The mining industry is an important sector of the economy, and the Kyrgyz government has been attempting to attract foreign investments, particularly gold mining. The main trading partners are China, Russia, Kazakhstan and Uzbekistan.

Since gaining its independence in 1991, the local economy has contracted by almost 30 per cent as subsidies from Moscow vanished and trade links with other former Soviet republics eroded. At the same time, the Kyrgyz Government was among the first countries in the Commonwealth of Independent States (CIS) to take steps toward building a democratic society and implementing social and economic reforms³. Nevertheless, despite repeated efforts to strengthen the market economy and to bring power to the lower levels of the administrative system, there have remained numerous obstacles to the structural reforms and their objectives. In 2001, Kyrgyzstan incurred the highest foreign debt of all CIS countries. In 2002, the International Monetary Fund (IMF) and the Kyrgyz Government agreed on a Poverty Reduction Strategy. This paved the way for debt rescheduling with the Paris Club of State Creditors in 2005.

With scarce natural resources, Kyrgyzstan has struggled to keep an average GDP growth rate of around five per cent since 1996, with a significant rise equal to eight per cent in 2007 and 2008⁴. Kyrgyzstan is argued to be the second poorest country in the CIS both in terms of per capita income and incidence of poverty. According to the 2008 World Development Indicators, the share of the Kyrgyz population living in absolute poverty was 35 per cent.

2.2 Economy

The collapse of the Soviet Union had a huge impact on the local economy because an overwhelming portion of Kyrgyz goods and commodities were exported to the other Soviet Republics. Consequently, the economic situation in Kyrgyzstan was close to collapse in the early 1990s. In order to resurrect the economy, Kyrgyzstan designed and implemented numerous market economy reforms. As a result, the transition period resulted in a severe contraction of all sectors in the 1990s. Government actions were aimed at cutting

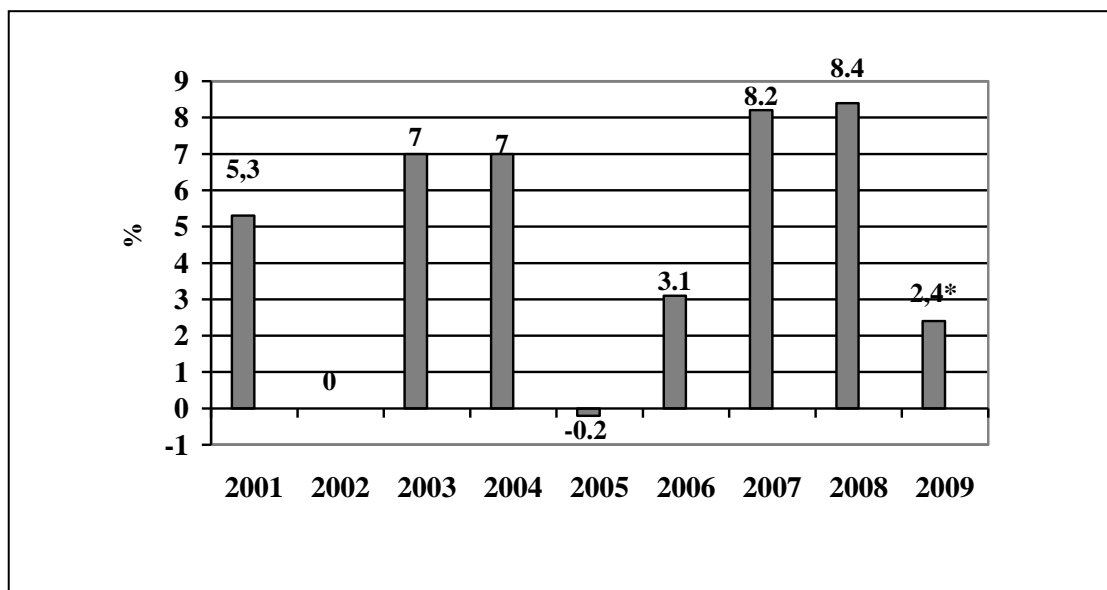
³IDA at work, Kyrgyz Republic: A Rocky Path to Success, World Bank, Washington, DC. <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/IDA/0,,contentMDK:22305016~pagePK:51236175~piPK:437394~theSitePK:73154,00.html>

⁴ Ibid.

expenditures, abolishing price subsidies, and introducing a new taxation system including a value-added tax.

With financial and technical support from The World Bank and the International Monetary Fund, the Kyrgyz Government introduced new legal and regulatory mechanisms based on market economy principles. For instance, privatization schemes were developed and banking and financial systems were significantly reformed. Moreover, private ownership of land was allowed based on constitutional amendments in 1998⁵.

Figure 1. Real GDP growth rate 2002-2009



The National Development Council approved a new Country Development Strategy for 2007-2010 in order to enhance the overall synergy of the government's efforts to promote economic growth and poverty reduction. The services sector was the primary contributor to economic growth with construction and gold production contributing strongly to GDP growth in 2007-2008. The average inflation rate increased to 20 per cent both in 2007 and 2008, despite being relatively low in 2005-2006⁶. Negative trends grew due to such factors as direct and indirect price increases for food and energy as well as the administrative increase of utility prices. In addition, the worldwide food price increases, followed by the global economic crisis have affected the country significantly. This has been primarily through trade and remittance channels but also via financial channels, creating fiscal and balance of payments financing needs. Economic growth is expected to slow to one per cent in 2010 broadly in line with growth patterns in the region.

In 2001, Kyrgyzstan incurred the highest foreign debt of all CIS countries and the debt burden was close to 70 per cent of GDP in 2006, despite significant debt relief through two consecutive debt restructurings. However, strong economic performance, improved fiscal

⁵ IDA at work, Kyrgyz Republic: A Rocky Path to Success, World Bank, Washington, DC. <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/IDA/0,,contentMDK:22305016~pagePK:51236175~piPK:437394~theSitePK:73154,00.html>

⁶ International Monetary Fund Regional Economic Outlook: Middle East and Central Asia. <http://www.imf.org/external/pubs/ft/reo/2009/mcd/eng/mreo0509.pdf>

responsibility and improved debt management have allowed the Kyrgyz Government to decrease the debt burden to 48 per cent of GDP by the end of 2008⁷. According to the World Bank⁸, the current challenges for the Kyrgyz economy are as follows:

- Despite positive developments in poverty reduction, the Kyrgyz Republic is among the poorest countries in the world with GNI per capita of US\$780 in 2008.
- The economy needs further diversification. The agriculture, hydropower and mining sectors are vulnerable to adverse weather conditions and natural disasters, and suffer from poor governance, lack of supplementary services, artificial pricing (in energy sector) and low productivity (especially in agriculture).
- Despite some good progress in improving the business climate, major constraints for broad-based and sustainable growth remain.
- Ineffective governance and corruption continue to be serious impediments to growth and poverty reduction. Reforms in the public sector will encourage the development of the private sector and ensure that available public resources are targeted to the most vulnerable groups in the population.

2.3 Poverty

Kyrgyzstan is one of three members of the Commonwealth of Independent States to be classified by the World Bank as a low-income country⁹. Human and social development issues such as improving quality of life and poverty reduction are vitally important in the public policy making process as far as Kyrgyzstan is concerned. This approach is an integral part of the Country Development Strategy until 2011, and the President's Country's Renovation Programme as of March 31 2009.

According to the Second Progress Report on Millennium Development Goals (MDF) in the Kyrgyz Republic, the country has made significant achievements, including absolute poverty reduction. In particular, Kyrgyzstan accomplished one of the Millennium Development Goals by reducing absolute poverty by half (50 per cent) by 2015¹⁰. As the National Statistics Committee (2008) states, the period from 2003 to 2008 was characterized by a consistent trend of poverty reduction.

Table 1. Poverty dynamics

Kyrgyzstan, 2003-2008 (percentages)						
	2003	2004	2005	2006	2007	2008
Poverty level	49.9	45.9	43.1	39.9	35.0	31.7
Extreme poverty level	17.2	13.4	11.1	9.1	6.6	6.1

Source: National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2007, Bishkek, 2008 p.86.

⁷ Same as footnote 3.

⁸ *Country Brief: Kyrgyz Republic*, World Bank, Washington, DC.

⁹ *Data and Statistics: Kyrgyz Republic*, World Bank, Washington, DC.

http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Low_income

¹⁰ *The Second Periodic Progress Report on the Millennium Development Goals in the Kyrgyz Republic*, UNDP, Bishkek, 2009, p.10-11.

According to the National Statistics Committee¹¹ in 2008, the general poverty level was reduced from 35 per cent to 31.7 per cent and the absolute poverty level was reduced from 6.6 per cent to 6.1 per cent. Particular attention should be paid to the following issues:

- The dynamics of poverty reduction is slowing down.
- Following the poverty reduction trend in 2008, there were 1,672 million people living in poverty in Kyrgyzstan, out of which 74.3 per cent were rural population.
- The poverty level in 2008 among rural population (36.8 per cent) was higher than among urban population (22.6 per cent).
- The tendency of poverty growth has changed in regional aspect. For instance, the overall poverty level increased by 13.7 per cent in Issyk-Kul Oblast, by 10.2 per cent in Bishkek, and by 7.7 per cent in Talas Oblast in 2008. As a result, there is a higher overall poverty level in such regions as Issyk-Kul Oblast (52.2 per cent), Talas Oblast (42.7 per cent) and Naryn Oblast (42.7 per cent).

The MDG progress report explained the progress in the area of poverty reduction by growth of real income. The average rate of growth in private consumption from 2003 to 2007 was 17 percent. The growth of private consumption can be explained primarily by a factor that is external to the national economy: remittances from emigrants, which increased dramatically during this period. In 2003, the volume of remittances was only US\$154 million, or 69 per cent of the GDP. In 2007, remittances were more than US\$1 billion, or about 27 per cent of the GDP. The second most influential poverty reduction factor was the increase of the GDP¹².

The MDG progress report indicates that despite some positive trends in poverty reduction dynamics, the scale of poverty among the population is still large and the poverty reduction process is not sustainable due to the following reasons:

- There is a lack of sustainability in economic growth.
- Remittances from emigrants make a substantial contribution to poverty reduction, which means that poverty reduction depends on external factors.
- The sharp growth of food and energy prices has threatened to push the majority of the population back into poverty. Budgetary policy is not properly focused on social security issues. Despite the growth of the national budget in absolute terms and as a share of the GDP, government spending on social assistance declined from 15.3 percent in 2003 to 10.5 percent in 2007.
- There is a lack of access to basic public services such as health, education, electricity, running water and public sewerage as services have deteriorated over the past 18 years.

¹¹ National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2007, Bishkek, 2008 p.86 Man and women. Gender-disaggregated statistics, Bishkek, 2009, p. 11, 109-111.

¹² *The Second Periodic Progress Report on the Millennium Development Goals in the Kyrgyz Republic*, UNDP, Bishkek, 2009, p.10-11.

2.4 Labour market

According to the National Statistics Committee¹³, the population of the Kyrgyz Republic in 2008 was 5.28 million, of whom 49.4 per cent were men and 50.6 per cent were women. Of that figure, 1.7 million (32.3 per cent) were under the working age, more than 3 million (59.4 per cent) were of working age and about 0.4 million (8.3 per cent) were above the working age. The Ministry of Labour, Employment and Migration (MLEM)¹⁴ reported that the economically active population averaged about 2.3 million annually.

The labour market in Kyrgyzstan has the following features:

- It has a labour surplus that can be explained by a high growth rate of the working age population. The surplus is expected to continue growing due to high birth rates and a limited absorption capacity of the economy. Thus, the share of working age population will increase from 57.8 per cent in 2005 to 59.4 per cent in 2009. During the past six years, the labour supply exceeded demand by 32 per cent¹⁵.
- The present labour market has a significant number of inactive workers which is equal to 24 per cent¹⁶ of the population.
- There is a high level of gender segmentation. The male employment rate was higher by 22 per cent than the female employment rate in 2007 (71.3 per cent for men and 48.8 per cent for women¹⁷).
- In general, the structure of employment is predominantly agricultural (36 per cent of employed citizens work in the agricultural sector¹⁸).
- There is uneven regional development. For example, in Naryn oblast the employment rate is 49.4 per cent, while the same rate is 65.8 per cent in Talas¹⁹.
- The issue of youth employment is important because youth make up a large segment of the job market structure, which currently entails a tendency towards growth of the labour supply. About 100,000 young people enter the labour market annually, but job creation is lagging behind²⁰.
- A youth employment expert²¹ provided the following analysis based on 2004 data. Out of the overall labour resources of 2.9 million, youth under the age of 34 comprise 59.4 per cent. The economic activity level among youth, particularly in age groups 25-29 and 30-34, was very high (90 per cent).

¹³ National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2008, pp.39-55 and on <http://www.stat.kg/rus/part/census.htm>

¹⁴ Analyses of labour market of the KR for 2008. Analytical materials of the Ministry of labour, employment and migration. <http://mz.kg/ru/analytics/>

¹⁵ National Employment Policy adopted by Resolution No. 126 of the Government of the KR 14 March 2005.

¹⁶ National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2008, p. 63.

¹⁷ Analyses of labour market of the KR for 2008. Analytical materials of the Ministry of labour, employment and migration. <http://mz.kg/ru/analytics/>

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ National Employment Policy adopted by Resolution No. 126 of the Government of the KR 14 March 2005.

²¹ Musabaeva, A. *Youth unemployment: main trends and solutions*, IPP, Bishkek, Kyrgyz Republic (2009). <http://www.ipp.kg/ru/analysis/300/>

- The overall employment rate in the country was 64.3 per cent in 2004. The share of youth among the unemployed population was more than one-half at approximately 53 per cent.
- Professional and technical education approaches that do not meet set standards hinder labour market development.
- There is insufficient participation of civil society organizations, employers, employees and the unemployed population in the process of raising the employment rate.

Employment

As the MLEM states²², the employment rate in 2007 was 59.8 per cent. In urban areas, the employment rate was lower than in rural areas, 56.3 per cent compared to 61.9 per cent, due to the specifics of rural employment. However, experts believe²³ that the official employment statistics do not reflect reality because of inadequate statistical tools as well as the existing informal employment.

Informal employment in the Kyrgyz Republic is widespread. Due to limited formal employment opportunities, people must seek informal employment in order to earn a living. The informal sector includes low-income activities with limited productivity. Informal employees are not socially protected and labour conditions are not satisfactory.

Table 2. Informal sector employment as a % of total employment, 1999 – 2005

	1999*	2003*	2004**	2005**
Kyrgyzstan	24.9	24.2	68.3	69.1

Source: * ILO:KILM 5th Edition 2008 (ILO Geneva) <http://kilm.ilo.org/KILMnetBeta>

**National Statistical Committee data <http://unstats.un.org/unsd/nationalaccount/workshops/AC141-24.PPT>

The MLEM report states that in 2005, informal employment was around 67 per cent, while NSC (2008) states that it was 69.1 per cent. Over 76 per cent of the informally employed population (1.29 million) is engaged in agricultural sector. At least 1.01 million informal employees do not sign any employment contracts²⁴.

Unemployment

According to the national poll results, unemployment is currently considered the most acute and challenging problem, and consequently the major challenge for families to address is the employment issue²⁵. The National Statistics Committee²⁶ reports that the unemployment rate in 2007 was 8.2 per cent, 7.6 per cent among men and 9.0 per cent among woman. The MLEM gives slightly different figure. Its 2007 data show that 11 per

²² Analyses of labour market of the KR for 2008. Analytical materials of the Ministry of labour, employment and migration. <http://mz.kg/ru/analytics/>

²³ Musabaeva, A. *Youth unemployment: main trends and solutions*, IPP, Bishkek, Kyrgyz Republic (2009). <http://www.ipp.kg/ru/analysis/300/> In Russian.

²⁴ National Employment Policy adopted by Resolution #126 of the Government of the KR 14 March 2005

²⁵ IRI *Baltic Surveys, The Gallup organization*, Bishkek, Kyrgyz Republic (2009). http://www.parties.kg/files/IRI_KR_poll_May_09_RUS.pdf

²⁶ National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2008, p.63.

cent of the work force was unemployed and the overall employment rate increased from 9.2 per cent to 11.07 per cent in 2008. The unemployment rate by education level was 13.4 per cent for higher education, 10.4 per cent for secondary vocational education, and around 51.7 per cent for basic vocational education. The registered unemployment rate is relatively low in the Kyrgyz Republic, at 3.0 per cent in 2007, and has remained stable during the last few years (see Table 3).

Table 3. Employment and unemployment 2003 – 2007

	Kyrgyzstan				
	2003	2004	2005	2006	2007
Employment (% change to previous year)	4.3	3.1	4.3	0.9	2.7
Unemployment (%) based on labour force surveys	9.9	8.5	8.1	8.3	8.2
Registered unemployment (%)	2.7	2.7	3.0	3.2	3.0
Youth unemployment rate (%)	15.4	15.2	14.5	15.2	-

Source: UNECE Countries in Figures – 2009, see <http://www.unece.org/stats/profiles2009/kyrgyzstan.pdf>
NSC Annual publication on social and economical development for 2008, see www.stat.kg

As of January 1, 2009, the number of unemployed people who were registered with the government was around 102,000. Of the registered unemployed, 50 per cent were women. Unemployment benefits were too low to stimulate the unemployed to register. The average unemployment benefit was 370 KG Soms (approximately US\$9.25) per month. In comparison, a salary in the public works is about 1,000 KG Soms (about US\$25)²⁷ per month. In addition, the job placement capacity of employment services is limited. For this reason, referrals are not considered as a real opportunity to get employed. One of the main labour market resources is youth, which face difficulties with employment after graduation. In 2008, there were 40,000 officially unemployed young people. As for age distribution, 57.1 per cent of youth between the ages of 16-35 and 15.1 per cent between the ages of 35-39 were unemployed. This indicator demonstrates the vulnerability of youth in terms of employment as only 27.6 per cent of people aged 40-60 were unemployed²⁸.

The primary cause for unemployment is not the size of the population or a high birth-rate but the inability of the economy to create production cycles and apply its labour resources to them. Kyrgyzstan faces a serious problem of the erosion of its human resources. A receding population movement in the south has created problems with its Southern neighbours in the Ferghana Valley region of the country who are gradually moving in. At a number of high level discussions, it was mentioned that a small population and strong migration outflow trends threaten the cultural and ethnic identity of the Kyrgyz people as a nation.

²⁷ Information from public hearings on Youth employment issues which was held in Parliament 16 December 2008, www.kenesh.kg/f/7037bc75.../Информация%20на%20сайт.doc In Russian.

²⁸ Analyses of labour market of the KR for the first half of 2008. Analytical materials of the Ministry of labour, employment and migration. <http://mz.kg/ru/analytics/>

2.5 Youth employment

Youth make up a large segment of the job market structure, which currently entails a tendency towards growth of the labour supply. About 100,000 young people enter the labour market annually but job creation is lagging behind²⁹. This trend is likely to continue at least in the coming five years due to demographic features of Kyrgyz society. Experts note that according to the Kyrgyz legislation, the category of youth is defined as being from age 14-34. This is contrary to internationally-adopted criteria and precludes valid international comparisons³⁰. According to the official statistics for 2008, youth made up 2,487,000 or 48 per cent of the country's total population³¹.

Youth unemployment is becoming an urgent problem. Experts³² argue that the rate of youth unemployment, based on official data, stands at 10.1 per cent. It is generally accepted that youth comprise more than half of the total registered unemployed (56.8 per cent). Almost 60 per cent of registered unemployed youth are long-term unemployed with a considerable number of university graduates (14 per cent). There are 40,000-50,000 university graduates entering the job market annually. Young people, especially in urban areas, are facing much greater difficulties in the labour market than other groups. Urban youth under the age of 30 account for 13 per cent of the total Kyrgyz labour force, about one-fourth of all the unemployed, according to the World Bank³³.

The urgent need for youth employment is derived from the specifics of the youth labour market, featured by additional barriers for young people. These include: low levels of competitiveness, especially among the first entrants into the job market; poor opportunities for self-employment or starting up own businesses due to insufficient skills and the absence of initial capital and other resources. Employment-related problems, in turn, result in youth moving to the informal sector with poor labour conditions, health risks, lack of social protection and increasing the risk of youth involvement in antisocial activities.

The recently adopted National Employment Policy of the Kyrgyz Republic until 2010 pays particular attention to the youth segment, which is to be employed for the first time, as well as the most vulnerable groups (orphans, people with limited abilities and refugees). The Kyrgyz Government plans to open youth employment services and foster the role of vocational education. Public-paid works are also emphasized; however, there are some doubts about the efficiency of this initiative³⁴.

²⁹ National Employment Policy adopted by Resolution No.126 of the Government of the KR 14 March 2005.

³⁰ Musabaeva, A. *Youth unemployment: main trends and solutions*, IPP, Bishkek, Kyrgyz Republic (2009). <http://www.ipp.kg/ru/analysis/300/> In Russ http://ipp.kg/files/publications/KG_Brief_6_eng.pdf

³¹ National Statistic Committee of Kyrgyz Republic Annual publication on social and economical development for 2008.

³² Musabaeva, A. *Youth unemployment: main trends and solutions*, IPP, Bishkek, Kyrgyz Republic (2009). <http://www.ipp.kg/ru/analysis/300/> In Russ http://ipp.kg/files/publications/KG_Brief_6_eng.pdf

³³ *Poverty Assessment Report*, World Bank, Washington, DC.

³⁴ http://siteresources.worldbank.org/ECAEXT/Resources/publications/454763-1191958320976/Poverty_assessment_Vol2.pdf, poverty assessment, vol 2.

2.6 Gender gap

After the collapse of the Soviet Union, working women faced a significant gender gap. Taking into account the employment/population ratio of women and men, Table 4 illustrates that the female employment/population ratio is lower than that for men.

Table 4. Women and men employment/population ratios, 2000, 2006

Kyrgyzstan				
2000		2006		
Women	Men	Women	Men	
0.49	0.68	0.50	0.68	

Source: Economic Growth and decent work: recent trends in Eastern Europe and Central Asia- Moscow: ILO, 2008, p. 19

Traditional gender division of labour is still widespread in Kyrgyzstan. It could be argued that men represent over 90 per cent of employees in the mining, construction, transportation, and communications sectors. Males also seem to dominate in the production and distribution of electricity, gas, and water with 80.8 per cent employment by men. Women are represented in the education, healthcare and social services sectors³⁵. Moreover, the Second Progress Report on Millennium Development Goals in the Kyrgyz Republic³⁶ states that Kyrgyzstan's legislation is not yet fully aligned with the ILO Convention Concerning Discrimination in Employment and Occupation No. 111. This convention defines the legislative establishment of a list of professions prohibited for women as direct discrimination.

A trend persists of a decreasing proportion of the employed female population due to the vulnerability of women in the labour market. The women's unemployment rate in all age groups is more than 1.5 times higher than the unemployment rate among the male population. Women spend more time searching for jobs and they also account for the majority of people who were officially looking for a job for more than one year. This trend could be explained by the implications of reconciling a career with having children. Legislative reforms are aimed at improving the position of women by granting them unpaid maternity leave for up to 3 years, but the amount of maternity benefits that are financed from the State budget remains low. The liability of the employer in cases of an employee's temporary disability, including maternity leave, results in the unwillingness of employers to recruit female workers.

Table 5. Women's salaries, as a percentage of men's salaries

Kyrgyzstan				
2000	2005	2006	2007	2008
67.6	62.5	65.8	67.3	67.3

Source: Women and man in the Kyrgyz Republic. Gender-disaggregated statistics, Bishkek, 2009

³⁵ Women account for 76 per cent of employees in the educational sector, and 78 per cent of employees in the healthcare sector and in the delivery of social services. Gender-disaggregated statistics, Bishkek, 2008, p. 24.

³⁶ The Second Periodic Progress Report on the Millennium Development Goals in the Kyrgyz Republic, UNDP, Bishkek, 2009, p.16.

The occupational segregation described above appears to be one of the factors affecting the difference in the average salaries of men and women (Table 5). Wages in predominantly female sectors tend to be lower than salaries in the traditionally male sectors. However, in the course of the last two years, the salary gap between female and male workers decreased due to annual increases in the salaries of government employees. Nevertheless, significant progress is doubtful as far as this indicator is concerned due to the growing segregation in vocational education and the labour market. The situation is also complicated by the fact that the female-related sectors are mostly government funded which implies less dependency from market forces. As a result, the wages of female workers in such sectors are lower than in the private employment sector.

2.7 Child labour

The problem of child labour is becoming more complicated in Kyrgyzstan, affecting not only society but the state as a whole. The worst forms of child labour related with health and safety risks for children are already widespread in Kyrgyzstan. That is why the government puts a great emphasis on child development and the prevention of child labour. Nearly a decade ago, the Kyrgyz Republic ratified the UN Convention on child's rights, implying protection of children from economic exploitation. In June 2006, the Kyrgyz Government adopted the Law "On Children". It includes sections on children's rights, freedoms, and the elimination of the worst forms of child labour.

Kyrgyzstan has also ratified both ILO conventions on child labour. In 2008, the National Programme of Social Partners on the elimination of the worst forms of child labour in KR 2008-2011 was developed with the assistance of the ILO's International Programme on the Elimination of Child Labour (IPEC) and was adopted by Resolution 20 of the Government of the Kyrgyz Republic³⁷.

The Government of Kyrgyzstan adopted a Country Development Strategy for 2007–2010 designed to achieve economic growth. One of the measures to achieve the Strategy's labour and social protection goals is through the realization of the State Programme of Social Partners on the Elimination of Child Labour.

According to the child labour survey³⁸, conducted by the ILO and the National Statistics Committee, 672 thousand children, 45.8 per cent of the population between the ages of five and seventeen are economically active. That number comprises 21.9 per cent of the economically-active population in Kyrgyzstan. The number of working children grows in correlation with maturation: 32.6 per cent at age 5-11, up to 55 per cent at age 12-14, and more than 62.3 per cent at age 15-17.

³⁷ National Programme of Social Partners on the elimination of the worst forms of child labour in KR 2008-2011 adopted by Resolution No.20 of the Government of KR 22 January 22 2008, http://www.government.gov.kg/index.php?option=com_content&task=view&id=39

³⁸ Rabotayushchiye deti v Kyrgyzstane: Resultaty obsledovaniya detskogo truda v 2007/ ILO/NSK of KR – B: 2009 – 92 h. http://www.ilo.org/public/russian/region/eurpro/moscow/info/publ/kyrg_ncls_report_may09ru.pdf

The proportion of working children is higher among boys at 49.6 per cent, while the girls' proportion is 41.5 per cent. However, 78.1 per cent of girls are engaged in domestic work. The majority of children, 95 per cent, are involved in agricultural activities, primarily for internal consumption. Only two per cent of economically-active children are paid for their work.

Another child labour issue is the involvement of children in unsafe and unhealthy work conditions. ILO and mass media reports indicate that children work in coal mines and in brick making. There were also reports of children mining near uranium waste dumps. In the south, children are allegedly taken out of school to harvest cotton and also work on commercial tobacco farms³⁹.

Children are vulnerable to commercial sexual exploitation in urban areas throughout the country. Children engaged in prostitution are primarily girls between ages 11-16. It has been asserted that at least 20 per cent of prostitutes in Bishkek were teenagers in 2000. The Kyrgyz Republic is considered a country of origin and transit for trafficked children⁴⁰. Such a scale and character of child labour raise concerns regarding the well-being of children in Kyrgyzstan and the need for efficient measures for the elimination of child labour.

According to the ILO study on Working Children in Kyrgyzstan (2007), despite the workload that children have, their school attendance is very high. Almost ninety-nine per cent of children aged 7-14 and 89.2 per cent of children aged 15-17 attend school⁴¹. Most combine school with activities such as employment (45.8 per cent) and unpaid household services (68.4 per cent)⁴². The overwhelming majority of children employed in Kyrgyzstan work as unpaid family workers. Almost 93 per cent of girls and 90 per cent of boys perform household activities for home production.

Research also shows that children who reside in rural areas have a heavier workload than urban children. Agricultural assets, i.e. household ownership of livestock and arable land, increase children's employment. As a response to eliminate child labour in Kyrgyzstan, two strategies were suggested. The first was to increase the awareness of families towards possible dangers faced by children at work and to urge them to protect their children from these risks. The second was to increase the awareness of children in employment through schools.

Another ILO IPEC study on Child Labour in Europe and Central Asia (2003) suggests that awareness-raising is not sufficient to reduce child labour. The study also recommends the expansion of IPEC's programme throughout Eurasia, more research and strong regional cooperation to fight child labour⁴³.

³⁹ http://www.iuf.org/wdacl/2010/02/kyrgyzstan_the_project_on_elim.html,
<http://media.www.guilfordian.com/media/storage/paper281/news/2007/09/07/World/Kyrgyz.Child.Labor.In.Coal.Mines-2956765.shtml>

⁴⁰ <http://gvnet.com/childprostitution/KyrgyzRepublic.htm>

⁴¹ Working Children in Kyrgyzstan: Results of the 2007 Child Labour Survey. ILO/NSC of KR. Bishkek, Kyrgyzstan. September 2008, pg. 7. <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=12014>

⁴² Ibid, pp. 25-29.

⁴³ Child Labour in Europe and Central Asia: Problems and Response. ILO/IPEC. Geneva, Switzerland, 2003, pp. 37-38. <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=583>

2.8 International migration

The MLEM⁴⁴ reports that approximately 400,000 labour migrants depart to other countries from Kyrgyzstan on an annual basis. There are 20,000 to 25,000 labour migrants who obtain residence permits or continue to stay in other countries illegally. Moreover, it is argued that around 90 per cent of labour migrants work illegally. It appears that an overwhelming majority of these migrants occupy menial, low-paid jobs in the host countries, requiring no particular qualifications. Many migrants are from rural areas and tend to leave Kyrgyzstan immediately after graduating from high school. They often lack vocational training or experience and seek jobs such as yard-keepers, street-cleaners or in retail.

A survey on employment and labour migration conducted in 2006 by the National Statistics Committee and the State Committee on Migration and Employment concluded that 46 per cent of all Kyrgyz migrants work in construction, 36 per cent in commercial (shuttle) trade, six per cent in agriculture and three per cent in various industries and services⁴⁵.

The main incentives for Kyrgyz people to migrate include: increased unemployment; a decrease in income; better wages in other CIS countries; demand for foreign labour in economically stronger countries such as Russia, Kazakhstan, China; and poverty. Because the economic situation is not likely to change in the near future, external migration is likely to continue. Many migrants are willing to obtain citizenship of their destination countries. According to existing data, about 100,000 Kyrgyz citizens have received Russian citizenship during the last 5 years⁴⁶.

According to the ILO's study on Labour Migration and Productive Utilisation of Human Resources, 20-30 per cent of labour migration goes through organized channels (recruitment agencies or the state); whereas 70-80 per cent of migrants do not use formal channels⁴⁷. The study also reports that the majority of labour migrants from Kyrgyzstan are in the 20-35 years old demographic group and that 80 per cent of them are people of Kyrgyz nationality⁴⁸.

One of the principal countries of destination for the Kyrgyz labour migrants is Russia, where they are engaged primarily in the construction and services sectors. The Russian Federal Migration Service⁴⁹ estimated that more than 500,000 Kyrgyz citizens had entered Russia in 2008, including labour migrants. In addition, since 2006, around 240,000 Kyrgyz citizens have received Russian citizenship⁵⁰. Kazakhstan is another major destination

⁴⁴ *On National Program of the Kyrgyz Republic on migration processes regulation for 2007-2010*, in Russian: http://rus.gov.kg/index.php?option=com_content&task=view&id=1296

⁴⁵ Employment, Unemployment, Labour Migration. The results of one-time survey of the population employment in July 2006. National Statistics Committee of the KR & State Committee on Migration and Employment. Special Publication. Bishkek, 2007.

⁴⁶ Akipress, 2 February 2008.

⁴⁷ Labour Migration and Productive Utilisation of Human Resources: Kyrgyz Republic. ILO. Bishkek, 2009, p. 17

⁴⁸ Ibid, p. 17.

⁴⁹ <http://www.24.kg/cis/46285-2009/02/12/106235.html>

⁵⁰ www1.ca-news.org/news:175111

country for migrant workers. According to the MLEM⁵¹, there were nearly 60,000 Kyrgyz citizens in Kazakhstan in 2008. The main reasons for labour migration are argued to be high unemployment rates and financial difficulties.

The International Federation for Human Rights⁵² states that there are numerous cases of violations of the rights of migrant workers in Kazakhstan, especially those working in the agriculture and construction sectors. Migrants lacking official employee status are especially vulnerable to illegal exploitation: unlimited working hours, lack of a leave system, confiscation of passports, non-payment of salaries, and the sale of migrant workers from one employer to another. There is also data⁵³ on female labour migration in Kazakhstan. Women represent a growing segment of labour migrants, and experts estimate that 20-40 per cent of migrants from Kyrgyzstan are women.

Remittances are another crucial factor in migration debates. They have a significant impact on the economies of developing countries in general and of Kyrgyzstan in particular. Since the collapse of the Soviet Union, Kyrgyzstan has been a remittance-dependent country. Recorded remittances in 2006 were US\$ 7.39 million or 27.4 per cent of GDP⁵⁴.

The ILO study makes recommendations to improve the quality of education and portability of qualifications, to improve labour market analysis and statistics, and to have better employment management⁵⁵.

2.9 ILO Conventions⁵⁶

Kyrgyzstan has ratified the majority of the core UN human rights instruments, including the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Convention on the Elimination of Racial Discrimination, the Convention on the Rights of the Child and the Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

Table 6. Ratification of the ILO Fundamental Conventions

Kyrgyzstan							
Forced Labour		Freedom of Association		Discrimination		Child Labour	
C.29	C.105	C.87	C.98	C.100	C.111	C.138	C.182
1992	1999	1992	1992	1992	1992	1992	2004

Source: Economic Growth and decent work: recent trends in Eastern Europe and Central Asia- Moscow: ILO, 2008, p. 33

⁵¹ <http://www.tokmak.kg/357-za-rubezhom-naxodyatsya-500-600-tysyach-grazhdan.html>

⁵² <http://www.tokmak.kg/357-za-rubezhom-naxodyatsya-500-600-tysyach-grazhdan.html>

⁵³ Kazakhstan/Kyrgyzstan: Exploitation of migrant workers, protection denied to asylum seekers and refugees, FIDH mission report, October 2009, <http://www.fidh.org/FIDH-and-KIBHR-call-on-Kazakhstan-to-increase>

⁵⁴ Otsenka nuzhd i potrebnostej zhenshin trudjashihsa migrantov. Tsentralnaja Azia i Rossia”, red E. Turukanova, R. Abazov, UNIFEM 2009, <http://www.unifemcis.org/img/database/149.pdf>

⁵⁵ Ibid, p. 18.

⁵⁶ Op.cit. Labour Migration and Productive Utilisation of Human Resources: Kyrgyz Republic, pp. 58-59.

⁵⁶ This section based on Economic Growth and decent work: recent trends in Eastern Europe and Central Asia- Moscow: ILO, 2008.

To date, Kyrgyzstan has ratified 53 ILO Conventions, including the eight fundamental Conventions on freedom of association and recognition of the right to bargain collectively; the elimination of all forms of forced or compulsory labour; the elimination of discrimination in respect of employment or occupation; and the abolition of child labour.

Table 7. Ratification of the ILO Priority Conventions

Kyrgyzstan			
Employment	Labour Inspection Policy		Tripartite Consultation
C.122	C.81	C.129	C.144
1992	2000	-	2007

Source: Source: Economic Growth and decent work: recent trends in Eastern Europe and Central Asia- Moscow: ILO, 2008, p. 33

Kyrgyzstan has ratified three of the four priority ILO Conventions. Labour Inspection (Agriculture) Convention No.129 has not yet been ratified. In 2007, Kyrgyzstan ratified Convention No. 144 on tripartite consultations which enable the participation of employers' and workers' organizations in making comments to reports. However, they do not have the right to comment on the Governments' compliance.

2.10 Social dialogue

Trade unions, employers' organizations, and Government agencies are considered the key actors of social dialogue. The Kyrgyz legal framework on promoting social dialogue includes three main legal acts:

- Law on Trade Unions of 5 October 1998
- Law on Employers' Associations of 13 April 2004
- Law on Social Partnership in the Domain of Labour Relations of 5 June 2003. As a result, a tripartite commission, the Republican Tripartite Commission, was established. This Commission worked on a three-year agreement (2005-2008), which has since been extended.

This legal framework enables interested parties to take a proactive role in the social dialogue model and the related laws that comply with requirements of the ILO regulations⁵⁷. According to survey results on social dialogue, workers' organizations, trade unions, and some government agencies are interested in and willing to improve the format of the existing social dialogue. However, in general, the scope and the intensity of social dialogue are relatively weak. Governmental agencies do not possess established structural mechanisms for communicating with trade unions and employers' organizations. It is essential to strengthen social dialogue through establishing direct and tangible partnership mechanisms such as joint representation bodies (secretariat of the tripartite commission). A tripartite institute could become an efficient and flexible tool of building consensus on complex issues in the respective areas of competence. The other challenge arises from the

⁵⁷ Mission Report on the Social Dialogue in Kyrgyzstan, <http://www.jur.uva.nl/hsi/actueel.cfm/39C2875D-1321-B0BE-685EFFB9EE2D93C0>

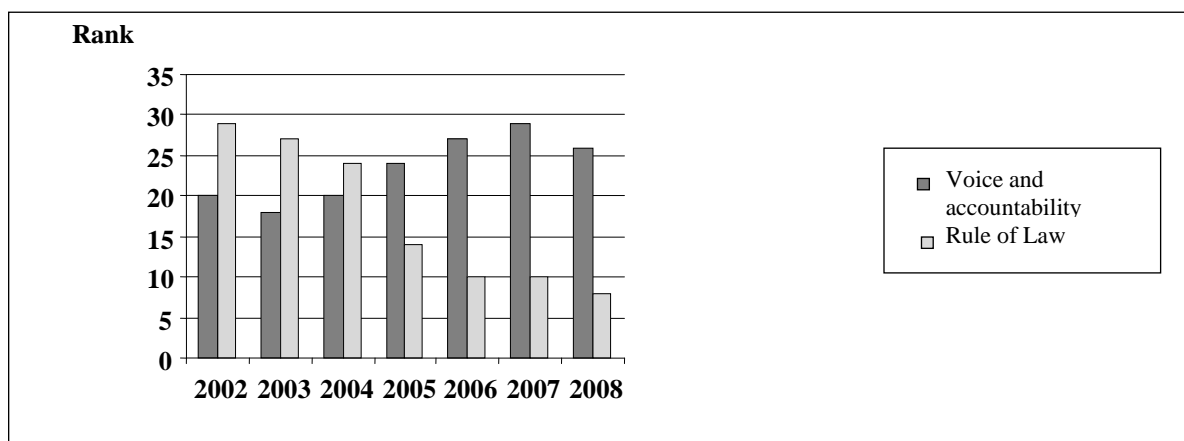
lack of sustainable cooperation between governmental agencies and other social partners. Top-down decisions appear to be common due to a centralized decision-making process.

Public participation in decision making should be considered in a wider context. Kyrgyzstan has been implementing reforms to promote effective and accountable governance at all levels. However, independent mass media seems to be under pressure from the Government and political debate is constrained. Basic civic rights such as the freedom of speech and the freedom of association, essential element of the sound social dialogue, are being hindered⁵⁸.

World Bank Governance Matter demonstrated the extent to which the Kyrgyzstan citizens are capable of participating in delegating powers and exercising public control, as well as having freedom of expression and freedom of association⁵⁹. As shown in Figure 10, there was a certain progress in the period of 2003-2007 with downward tendencies emerging in 2008.

According to Transparency International’s Corruption Perceptions Index⁶⁰, Kyrgyzstan is among the world’s most corrupt countries. The country’s rating was 1.9 in 2009, putting it on par with such countries as Turkmenistan, Uzbekistan, and Zimbabwe. Corruption poses a challenge for the whole society, jeopardizing social dialogue initiatives at various levels.

Figure 2. Voice and accountability, Rule of Law by percentile rank, 2002-2008



2.11 Workers’ organizations

According to the NSC data, there are 533 workers organizations officially registered in Kyrgyzstan⁶¹. As in Table 8, the number of workers organization members comprises only

⁵⁸ Freedom House Assessment “Freedom in the World 2010: Global Erosion of Freedom” Kyrgyzstan was moved from “partly free” to “not free”, see http://centralasiaonline.com/cocoon/caii/xhtml/en_GB/features/caii/features/politics/2010/01/12/feature-03

⁵⁹ Measures the extent to which citizens can select their government, as well as freedom of expressions, freedom of association etc. The percentile rank indicates rank of country among all countries of the world. Zero corresponds to the lowest rank and 100 to the highest rank. *Source: World Bank: Governance Matter 2008, please see <http://info.worldbank.org/governance/wgi2008>*

⁶⁰ http://www.transparency.org/policy_research/surveys_indices/cpi/2009/cpi_2009_table

⁶¹ Annual publication on social and economical development for 2008, National Statistic Committee of Kyrgyz Republic, p.21.

half of the economically-active population. An independent expert mission⁶² states that workers organizations are operational only in some large organizations and industrial enterprises, of which there are few in the country. Vulnerable and risk categories of employees such as the unemployed, workers in the informal sector and the self-employed lack access to workers organization membership. Therefore, at least 1.2 million people experience difficulties exercising their labour rights. Moreover, there are few NGOs protecting their rights and advocating their interests, especially regarding social and economic policies⁶³.

Table 8. Workers organization membership 2006-2007

Kyrgyzstan			
Economically active population (000's)	Trade union members (000's)	% EAP unionized	# of firms with collective Agreements
2,116	969	45.7%	7,158

Source: Economic Growth and Decent Work: Recent Trends in Eastern Europe and Central Asia, ILO, 2008, refer to ACTRAV, Moscow compiled data

Very few large workers organizations exist in a Kyrgyzstan context. The Confederation of Trade Unions of Kyrgyzstan (FTUK) was established in 1992 and consists of 24 union members. There is also an active workers organization with 19,600 members in the country's biggest mining company. This workers organization organized three strikes in 2009 in order to obtain management's acceptance of a collective bargaining agreement. This collective bargaining agreement has been effective from 1 July 2008 to 31 December 2010. It is worth noting that some workers organizations practice joint membership of management, governing board, staff and employees in the public health, education and science sectors.

Kyrgyz workers organizations are not completely independent and not always driven by employees' interests while negotiating with employers. Thus, it seems to be difficult to establish fair and transparent negotiation mechanisms between the workers organizations and employers. This factor could be explained by the organizational culture and approaches inherited from the Soviet era. Workers organizations in most of the State entities still consider themselves as State-dependent institutes which should place the employer's (State's) interests above those of the employees. As a result, these organizations do not initiate any wage increase campaigns in government-funded organizations (e.g. public healthcare network). The amount of remuneration is not negotiated between the interested parties and no social dialogue or participatory decision making process takes place.

The Kyrgyz government's interference in workers' organization activities was reported in the Global Annual Survey of Trade Union Rights and Violations conducted by the International Trade Union Confederation (ITUC) in 2008⁶⁴. The ITUC stated that with new

⁶² Mission Report on the Social Dialogue in Kyrgyzstan, <http://www.jur.uva.nl/hsi/actueel.cfm/39C2875D-1321-B0BE-685EFFB9EE2D93C0>

⁶³ Mission Report on the Social Dialogue in Kyrgyzstan, <http://www.jur.uva.nl/hsi/actueel.cfm/39C2875D-1321-B0BE-685EFFB9EE2D93C0>

⁶⁴ ITUC Annual Survey of Trade Union Rights & Violations. see <http://survey09.ituc-csi.org/survey.php?IDContinent=4&IDCountry=KGZ&Lang=EN>

leadership under the direct control of the State, the Federation of Trade Unions of Kyrgyzstan lost its ITUC-associated organization status in December 2008, just one year after this status was granted.

2.12 Employers' organizations

The number of employers' organization in Kyrgyzstan is limited and they are constrained by the challenges of institutional capacity building and organizational development. There is a National Confederation of Employers, which has been supported by the Work Improvement in Neighbourhood Development project (WIND 2009) and represents primarily agricultural sector related organizations. The Alliance of Entrepreneurs is another large employers' organization which consists of three agencies: 1) the Federation of Employers of Industries—Guild of Directors, 2) the Entrepreneurs' Union of Kyrgyzstan, and 3) the Union of Construction Companies.

The Alliance is a newly established entity with limited capacity in terms of social dialogue compared to the Confederation of Employers, which has a seven-year experience of operational activities. Seven years ago, there were no employers' organizations in Kyrgyzstan. The Confederation of Employers obtained its official status only in May 2008 after accepting its General Convention. Before that, the Confederation of Employers had been an informal consultative body of the employers' community. The Confederation of Employers took an active part in the review and discussion of some laws related to the Labour Code and Customs' operations and has been involved as a working group member in various ministerial commissions and governmental bodies.

Experts⁶⁵ argue that local employers do not express much interest in establishing partnerships and cooperation mechanisms. Some of the reasons might be related to differences across sectors which lead to a lack of mutual interests among employers. Additionally, enterprises differ in terms of scope, capitalization, political views and vision of social dialogue and labour relations. Finally, factors such as limited institutional capacity and lack of efficient discussion platforms hinder the development of employers' organizations.

2.13 Strategic documents related to the development of Kyrgyzstan

Sustainable Human Development Framework

In 1996, the Government of the Kyrgyz Republic, supported by the United Nations Development Programme, adopted the Sustainable Human Development Framework (SHD) which embodies the idea that economic growth is not an end in itself, but rather is a means to achieve a higher quality of life. Among the programme's goals are: eliminating poverty; reducing unemployment; improving governance; strengthening participation, especially for women; and protecting the environment. This programme is currently being implemented with UNDP assistance.

In early 1999, Kyrgyzstan authorities expressed an interest in becoming a pilot country for the Comprehensive Development Framework (CDF). Building on the SHD experience and

⁶⁵ Mission Report on the Social Dialogue in Kyrgyzstan, <http://www.jur.uva.nl/hsi/actueel.cfm/39C2875D-1321-B0BE-685EFFB9EE2D93C0>

approach, the authorities developed a vision for Kyrgyzstan 2010, which established short-, medium- and long-term national goals and objectives.

Comprehensive Development Framework⁶⁶

Developed in early 2000, the Comprehensive Development Framework of the Kyrgyz Republic to 2010 (CDF) is a long-term strategy, which is designed to “allow to overcome existing problems in a systematic way, and to provide for a dynamic development of the state and the society in the political, social and economic areas.” The CDF is based on the “effective application of the nation’s human and natural potential for development through the formation and participation of partnerships comprising the state, the private sector, civil society and the international community⁶⁷.”

The overarching goal of the CDF is to “achieve political and social well being, economic prosperity of the people of Kyrgyzstan, together with freedom, human dignity and equal opportunities for all.” The CDF “identifies the ideology, prospects and expected outcomes of the current and upcoming reforms aimed at meeting the people’s needs⁶⁸.”

The statement of the national vision in CDF identifies “the overall development goal and its three basic constituent parts, as well as their components. The national vision focuses on the improvement of the material well-being of people, provision of human freedoms, dignity and equal opportunities for all. The three basic parts of the overall goal are effective and transparent state governance; fair society providing human development and protection; sustainable economic growth and development⁶⁹.”

The 2010 Vision outlined three phases: 2000-2003, 2004-2006 and 2007-2010. For each stage, a Country Development Strategy (CDS), also known as a Poverty Reduction Strategy Paper (PRSP), was developed. For the purpose of this study, the evaluation team used the latest CDS for 2007-2010 (see below).

Country Development Strategy

The Country Development Strategy for 2007-2010 was approved by the President of Kyrgyzstan in 2007. It is a “concept document that outlines a medium-term vision for the Kyrgyz Republic, determining the major directions of development activities for 2007-2010. The overall goal of the CDS is to improve the level and quality of people’s life by ensuring sustainable economic growth, creating opportunities for employment and earning high and sustainable incomes, and improving access to a wide range of social services to achieve high living standards in a sustainable environment⁷⁰.”

The CDS includes the following vision statement: “Kyrgyz Republic views the development process comprehensively through the prism of sustainable human development, i.e. development focused on and aiming at the human being. This development aims at poverty reduction and improvement of living standards by creating

⁶⁶ Comprehensive Development Framework of the Kyrgyz Republic to 2010.

⁶⁷ CDF, p.4.

⁶⁸ CDF, p.4.

⁶⁹ CDF, p.4.

⁷⁰ CDS, p.5.

conditions for decent labour⁷¹, health and life friendly environment, integration of society, the safeguarding and accumulation of cultural and moral values of the people, human rights protection and achievement of gender equality and effective democratic management. In this case, democratic governance means involvement of each active citizen in the decision-making process, and providing such formats and procedures, which would guarantee an opportunity to participate in public administration, which will make it realistic and efficient⁷².”

Common Country Assessment⁷³

The Common Country Assessment (CCA) of the United Nations System in the Kyrgyz Republic “serves as an overview and analysis of the development situation in the Republic and identifies key challenges and strategies for the UN system and national partners in addressing development needs. The CCA is the outcome of a collaborative process involving all the members of the UN family in the Kyrgyz Republic with contributions from non-resident agencies. It is a primary instrument of the comprehensive reform process initiated in 1997 towards strengthening and harmonizing the work of the UN so that the organization may contribute more effectively to world peace, human rights and development in the 21st century. The Millennium Development Goals, the National Comprehensive Development Framework and the National Poverty Reduction Strategy have all guided the preparation of this CCA. However, the CCA places greater focus on the realities and lived experiences of specific groups of marginalized citizens and examines the challenges faced in realizing the human rights of these citizens. It is the first step towards identifying areas for joint strategic action through the articulation of a UN Development Assistance Framework (UNDAF)⁷⁴”.

UN Development Assistance Framework

The UNDAF is the result of an ongoing consultative process, both within the United Nations and with the Government and its partners in Kyrgyzstan. It is intended to operationalize global targets such as the Millennium Development Goals (MDGs) as well as being guided by national priorities outlined in the Comprehensive Development Framework (CDF) and National Poverty Reduction Strategy (NPRS). The UNDAF translates the key dimensions of these documents into a common operational framework for development activities upon which the individual United Nations Agencies, Funds and Programmes will formulate their actions for the period 2005-2010.

⁷¹ The «decent labour» notion has been defined by ILO and is used in preparing country strategies for their member-states, including the Kyrgyz Republic.

⁷² CDS, p.11.

⁷³ Common Country Assessment, Kyrgyzstan, 2003

⁷⁴ CCA, p.5.

3. ILO DCWP in Kyrgyzstan: Programme Design

This chapter presents an analysis of the DWCP design with a special emphasis on the strategic alignment with the national and international development frameworks described in the previous chapter, the programme's logic and its evaluability.

3.1. ILO regulations on DWCP design

The ILO focuses its assistance to member States on achieving decent work objectives through time-bound and resourced vehicles called Decent Work Country Programmes (DWCPs).

DWCPs are ILO governance documents that⁷⁵:

1. specify the Office's intended results during a specific time period in a specific country (Country Programme outcomes or CP outcomes);
2. are consistent with the ILO commitment to Tripartism and social dialogue, draw on consultation with constituents (governments, workers' organizations and employers' organizations) to help establish Country Programme priorities (CP priorities);
3. are implemented with the engagement of constituents; and
4. provide a vehicle for the Office to manage its collaboration with other UN agencies and partners through UN Development Assistance Frameworks (UNDAFs) that also engage ILO constituents.

3.2. Design of the DWCP in Kyrgyzstan

3.2.1 Description of the DWCP priorities and outcomes

Kyrgyzstan's DWCP was composed of three main priorities, which together encompassed seven mid-term outcomes, nine short-term outcomes, and 27 outcome indicators. The three priorities and corresponding outcomes were:

Priority 1: *Employment creation, skills and employability for women and men* covers issues such as creating more job opportunities for both young women and men, including improving their work abilities in order to increase their employability. This priority area aimed to achieve two desired mid-term outcomes and three desired short-term outcomes:

- 1.1 Capacities of the Government and social partners' institutions are enhanced to formulate labour market policies and effectively contribute to the implementation of employment strategies and programmes at national and local levels, aimed at ensuring equal access of men and women to decent jobs.

⁷⁵ ILO Decent Work Country Programmes, A Guidebook, Version 2 Geneva, International Labour Office, 2008. p.1.

- 1.1.1 Labour market situation of youth in Kyrgyzstan is documented through the ILO School-To-Work transition survey and other data-collection exercises that allow for labour market development analysis and planning.
- 1.1.2 Constituents take action to alleviate the socio-economic impact of HIV/AIDS in the world of work.
- 1.2 The ILO's constituents are equipped with practical tools and methodologies for applying an integrated approach to employment creation and meeting the current demands for increased productivity and employability of men's and women's labour force, better job quality and working conditions.
 - 1.2.1 The ILO's constituents and stakeholders and intermediaries apply tools and approaches that are grounded in ILO core values to assist enterprises, including cooperatives, to increase employment and income opportunities for young women and men.

Priority 2: *Improving the national Occupational Safety and Health (OSH) system* focuses on upgrading policies, programmes and practices pertained to the Kyrgyz national Occupational Safety and Health system. This priority area aimed to achieve one mid-term outcome and one short-term outcome:

- 2.1 Review and upgrading of the Kyrgyz national OSH system.
 - 2.1.1 Improved working conditions in selected high-risk industrial sector.

Priority 3: *Reducing decent work deficit in the informal economy* focuses on extending decent work reality and standards to other sectors of work, in particular the informal economy. This priority area aimed to achieve three mid-term outcomes and four short-term outcomes:

- 3.1 Local social dialogue improved in agriculture and other sectors of informal economy, particularly in the textile industry.
 - 3.1.1 Knowledge of actors within the labour administration system of the principles of good governance and their relevance for a sound labour and social policy has increased, as well as their capacity to address in an efficient way key issues of social and economic development, including the issue of informal economy and unregistered work.
 - 3.1.2 Provision of decent and safe living and working conditions in rural informal economy through local economy development.
- 3.2 ILO constituents and key partners apply integrated local development strategies including in the rural and urban informal economy.
 - 3.2.1 Cooperative development in agricultural sector.
- 3.3 The capacity of the Government and social partners in Kyrgyzstan to address the worst forms of child labour strengthened and the general

awareness of the population of the hazards of the worst forms of child labour issue increased.

3.3.1 Information base on the geography, magnitude and characteristics of child labour is developed and accessible to the partners.

The DWCP encompasses an additional priority area within which one mid-term outcome was targeted: *Policy of the partners* is aimed at developing institutional mechanisms of the social partnership system through enhanced activity of the tripartite commissions and promotion of collective bargaining at all levels. and (1.1) Implementation of the state poverty reduction programmes through a series of increases of minimum wage by improvements of the national legislation in line with the international labour standards in order to reach the Minimum Consumption Budget (MCB) of a working age person.

DWCP strategic alignment

In the national development context, the DWCP priorities were aligned with the major development objectives of the long-term Comprehensive Development Framework for 2000-2010 (poverty mitigation, economic growth, governance reform), and with the priorities of the new mid-term Country Development Strategy for the period of 2006-2010 (enhancement of effective and transparent governance, building a fair society, ensuring protection and human development for every citizen, and ensuring sustainable economic growth).

The evaluation team's analysis shown in Table 9 (also see Annex 4) confirmed that DWCP priorities were in line with United Nations and Government strategic documents. However, the same did not always hold true for the DWCP outcomes.

- Table 9 shows that three out of the seven DWCP outcomes (MO 1.1, MO 1.2 and MO 3.2) were in line with all the strategic documents.
- The Kyrgyz national OSH system (MO 2.1) was not mentioned in the CCA, UNDAF and PRSP, although it was included into the CDF and ILO Strategy.
- Social dialogue (MO 3.1) was not explicitly described in the CDF and UNDAF, but was included in the three other documents.
- Although, it was fully in line with the ILO strategy, MO 3.3 related to the Worst Forms of Child Labour (WFCL) was not relevant to PRSP, UNDAF and CDF. WFCL were not explicitly mentioned in those documents. In addition, only one of the WFCL, prostitution, was mentioned in the CCA.
- A Social Partnership System (MO 4.1) was mentioned in the ILO Strategy, but not in the CCA, PRSP, CDF or UNDAF.

Table 9. Strategic alignment of the DWCP priorities and outcomes

	DWCP outcomes	ILO Strategic Policy Framework objectives	Common Country Assessment	Country Development Strategy (PRSP)	Comprehensive Development Framework	United Nations Development Assistance Framework (UNDAF)
Priority 1	MO 1.1 <i>Capacities</i> of the government and social partner institutions are enhanced to formulate <i>labour market policies</i> and effectively contribute to implementation of <i>employment strategies and programmes</i> at national and local levels, aimed at ensuring <i>equal access of men and women to decent jobs</i> .	+	+	+	+	+
	MO 1.2 ILO constituents are equipped with practical tools and methodologies for <i>applying an integrated approach to employment creation</i> and meeting the current demands for increased productivity and employability of men's and women's labour force, <i>better job quality and working conditions</i> .	+	+	+	+	+
Priority 2	MO 2.1 Review and upgrading of the <i>Kyrgyz national OSH system</i>	+	-	-	+	-
Priority 3	MO 3.1 <i>Local social dialogue improved</i> in agriculture and other sectors of informal economy, particularly in the textile industry.	+	+	+	-	-
	MO 3.2 ILO constituents and key partners apply <i>integrated local development strategies</i> including in the rural and urban informal economy.	+	+	+	+	+
	MO 3.3 The capacity of the Government and social partners in Kyrgyzstan to <i>address the worst forms of child labour</i> strengthened and the general awareness of the population of the hazards of the worst forms of child labour issue increased.	+	+	-	-	-
	MO 4.1 Policy of the partners is aimed at developing institutional mechanisms of the social partnership system through enhanced activity of the tripartite commissions and promotion of collective bargaining at all levels	+	-	-	-	-

3.2.2. Analysis of the DWCP design

In order to analyse the design of the DWCP, the evaluation team used programme documents to create the logic model found in Figure 3. According to the programme logic,

if the labour market situation of youth in Kyrgyzstan is documented (STO 1.1.1) and if the constituents take action to alleviate the socio-economic impact of HIV/AIDS (STO 1.1.2), then capacities of the Government and social partners' institutions will be enhanced to formulate labour market policies and effectively contribute to implementation of employment strategies and programmes (MTO 1.1). The latter should contribute to employment creation, skills and employability for women and men (P1). While the causal link between P 1 and MTO 1.1 was clear, causal links between STOs and MTO1 was questionable.

Formulations of MTO 1.2 and STO 1.2.1 were very similar. In this case, it is expected that if the ILO's constituents, stakeholders, and intermediaries *apply* tools and approaches that are grounded in ILO core values (STO 1.2.1), they *will be equipped* with practical tools and methodologies for applying an integrated approach to employment creation (MTO 1.2). The logic here was questionable. It was more likely that the ILO's constituents would apply tools and techniques if they were equipped with the latter. The logical link between MTO 1.2 and P1 was clear.

It was not quite clear how improved working conditions in the selected high-risk industrial sector (STO 2.1.1) would contribute to the review and upgrading of the Kyrgyz national OSH system (MTO 2.1). It seems more logical that an upgrade of the OSH national system would contribute to the improvement of working conditions. Upgrading the OSH national system appeared to be a synonym for the improvement of the OSH system. Thus, MTO 2.1 was, to a great extent, similar to P 2.

The knowledge of actors within the labour administration system (STO 3.1.1) is logically connected to improved local social dialogue (MTO 3.1) and may contribute to it. However, the provision of decent and safe living and working conditions in rural informal economy through local economy development (STO 3.1.2) appears to be a possible consequence of MTO 3.1 than one of its potential causes. The link between MTO 3.1 and P3 is clear.

There was no logical connection between cooperative development in the agriculture sector (STO 3.2.1) and ILO constituents and key partners applying integrated local development strategies including the rural and urban informal economy (MTO 3.2). It was more likely that the application of integrated strategies (MTO in DWCP) would contribute to the cooperative development (STO in DWCP).

Development of a specialized information base (STO 3.3.1) may contribute to capacity building (MTO 3.3). In principle, each of the MTOs 3.1, 3.2 and 3.3 was logically connected to P 1. However, collectively, they were not coherent and could hardly be synergetic. The STO 4.1.1 statement was too complicated. It was actually a compilation of several outcomes. Thus, it was difficult to assess a possible contribution of STO 4.1.1 to the MTO 4.1.

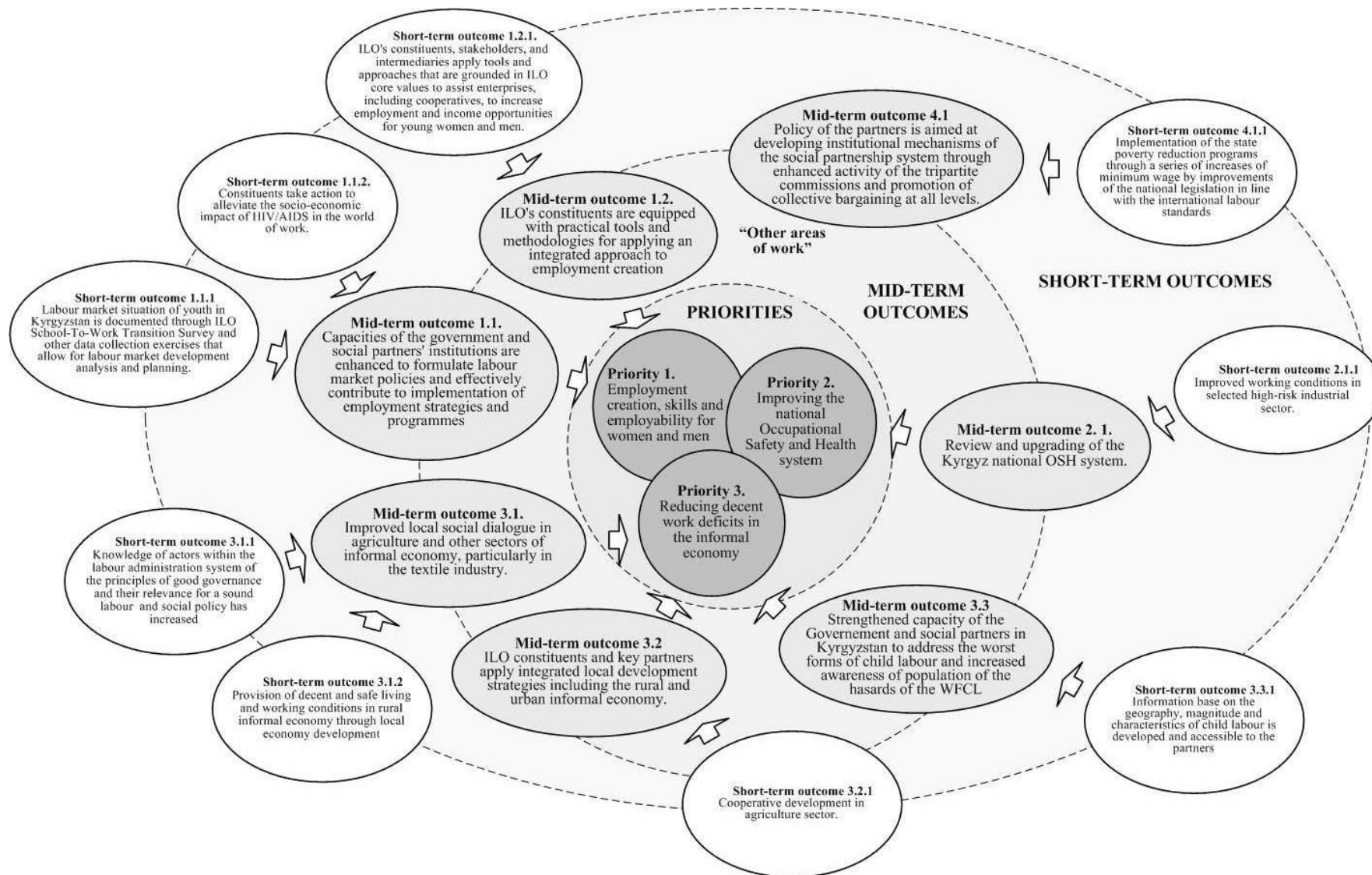


Figure 3. Kyrgyzstan DWCP logic model

3.2.3 Evaluability of the DWCP

The Decent Work Country Programme Guidebook states that there should be one to five performance indicators for each outcome. The complete list of indicators is included in Annex 5. An evaluability assessment (Annex 6) conducted by the evaluation team revealed that few of the indicators included in the DWCP were specific, measurable, relevant or had a means of verification.

Indicators in the DWCP were often described as if they were outcomes, for example: “Labour market information and analysis is improved in Kyrgyzstan with special attention to employment and equal access to decent and productive employment for young women and men.” In some cases, indicators simply described activities to be implemented: “School-To-Work Transition Survey carried out is analysed and report is widely disseminated.”

The 2006 DWCP document included neither baselines nor targets for the indicators. In addition, a monitoring and evaluation plan that provides information on outcomes, indicators, baselines, targets, milestones and risks/assumptions was never prepared. The techniques of results-based management would be very difficult to implement without these elements.

The evaluation team recognizes that the guidance from the ILO was less than complete. ILO Circular No. 598⁷⁶ and No. 599,⁷⁷ which introduced the concepts of Decent Work Country Programmes in 2004, did not provide definitions of the above concepts; nor did the first version of the DWCP Guidebook. Furthermore, the *Result-Based Management Guidebook* was not published until 2008, long after the DWCP in Kyrgyzstan had begun.

3.2.4 Strategies

Each specified outcome was followed by a brief “strategy” statement describing the approach that the ILO and its partners planned to take in order to achieve the DWCP outcomes. Strategy statements clearly described what ILO and its partners were going to do. The envisioned activities included training, research, development of information systems and information management, and consultations. In most cases, these activities were aimed at capacity building. The ongoing subregional projects, such as WIND, that were implemented by the ILO in Kyrgyzstan were also considered in the strategies.

3.3 Conclusions

- The DWCP had three clear priorities that were in line with ILO strategy, UNDAF, CCA and PRSP.
- Most DWCP mid-term outcomes were logically connected to their respective priorities.

⁷⁶ ILO: *A framework for implementing the decent work agenda*, Director-General’s Announcements, Series 1, No. 598, 20 May 2004

⁷⁷ ILO: *Decent work country programmes*, Director-General’s Announcements, Series 1, No. 599, 20 May 2004

- Three out of the seven DWCP mid-term outcomes (MO 1.1, MO 1.2 and MO 3.2) were in line with all the UN and Kyrgyzstan Government strategic documents. Other mid-term outcomes were in line only with some of those documents.
- Most DWCP short-term outcomes were not logically connected to their respective mid-term outcomes.
- Some outcomes were not clear and were too complicated, i.e. they included several statements that could be interpreted as outcomes.
- Indicators were specified in the DWCP but their quality was very poor and they could not be used to measure the programme's progress and results.
- "Strategy" statements in the DWCP clearly described approaches and actions that should be undertaken to achieve the outcomes.
- Overall, the DWCP logic was not coherent.

4. Programme Implementation

This chapter focuses on several key aspects of the programme's implementation that include: development of the DWCP document, technical cooperation projects implemented in support of the programme, sources of funding for the TC projects, programme management, and perception of the programme by the important stakeholders in Kyrgyzstan.

4.1 DWCP development, implementation and funding

4.1.1 DWCP development

It is important to mention that prior to the launch of DWCP in Kyrgyzstan in 2006; all the ILO activities were organized by projects. The DWCP document for Kyrgyzstan was developed in May 2006 between the ILO and the tripartite constituents. The document was subsequently refined through an exchange of drafts between the ILO Moscow Subregional Office and Bishkek (see Section 4.2.4). This accounts for the similarity among all of the DWCP's of Central Asian countries.

An analysis of the project portfolio showed that 16 technical cooperation projects were being implemented in Kyrgyzstan when the DWCP began in 2006. Of those 16, half were new and half were ongoing. Blending new and ongoing projects into a new programme poses challenges to the programme design process.

Over its four-year timeframe (2006-2009), the outcomes of the DWCP were supported by nine major Technical Cooperation projects. Table 10 clearly shows that all those projects except one were implemented in two or more countries. Most of the projects in Table 10 were managed at the Regional or Subregional Office levels.

Table 10. The major ILO projects implemented in Kyrgyzstan⁷⁸

Project information	Countries where the project is implemented
Boosting Youth Employment Using an Integrated Approach in the Framework of DWCPs in Azerbaijan and Kyrgyzstan, 2006-09; funded by the Netherlands' Government (BYE project , US\$3,800,000)	Azerbaijan and Kyrgyzstan
Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia, 2007-2009 (LM project, US\$3,351,944)	Russian Federation, the Caucasus and Central Asia
UNDP global project “ Employment for Poverty Reduction”	Global
Occupational Safety and Health in Central Asia: Tajikistan, Uzbekistan, Kyrgyzstan, Kazakhstan (US\$50,000)	Tajikistan, Uzbekistan, Kyrgyzstan, Kazakhstan
Promotion of Good Governance in Labour Administration in the Caucasus and Central Asia, 2007-08, funded by the German Government (US\$410,272)	Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan
ILO-IPECs programme for addressing and combating WFCL in four Central Asian republics: 1) CAR Capacity Building Project: Regional Programme on the Worst Forms of Child Labour in Central Asia; 2) Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment (EYE). 2005-2007	Tajikistan, Uzbekistan, Kyrgyzstan, Kazakhstan
Elimination of Child Labour in Kyrgyzstan: Strengthening Trade Union Position, ILO – ICFTU – IUF – UNI Project 2004-2007	Kyrgyzstan
Work Improvement in Neighbourhood Development (WIND). The project is executed and co-funded jointly with several ILO headquarters technical units: SECTOR, TRAVAIL, CIS, IPEC and GENDER. The project is cooperating with the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF). Begun in May 2004.	Central Asia
“Regulating Labour Migration as an Instrument of Development and Regional Cooperation in Central Asia.” Project actual start was 1 September 2008, end is 28 February 2011 with a request for 6 month no-cost extension 31 August 2011 which has already been included in the Interim Report. Budget EUR 1 199 765.	Three in-focus countries: Kazakhstan, Kyrgyzstan, Tajikistan, and two outreach countries: Turkmenistan and Uzbekistan were invited to regional consultations and envisaged to join the Action at the next stage.

4.1.2 DWCP Implementation Plan

The DWCP intent was to develop an implementation plan on a biennial basis in close cooperation with the tripartite constituents. Cooperation in the implementation of the Programme could take place in the following forms:

- exchange of information and materials in the sphere of labour relations;
- consultations between experts and the constituents;
- participation of experts of the constituents in conferences, workshops and other international activities;

⁷⁸ Comprehensive information on the ILO Project Portfolio for Kyrgyzstan is available in Annex 8.

- provision of technical assistance to the constituents within the framework of potential technical cooperation projects.

The DWCP Implementation Plan (IP) was finalized in October 2007—almost a year after the DWCP document was signed in November 2006. The plan included 81 activities such as study tours, workshops, research, policy analysis and awareness-raising activities. There was an understanding that the DWCP would be used for resource mobilization among donors. The results of an analysis of the sources of funding for the IP activities can be found in Figure 4.

Figure 4. Sources of funding for activities included into the DWCP IP

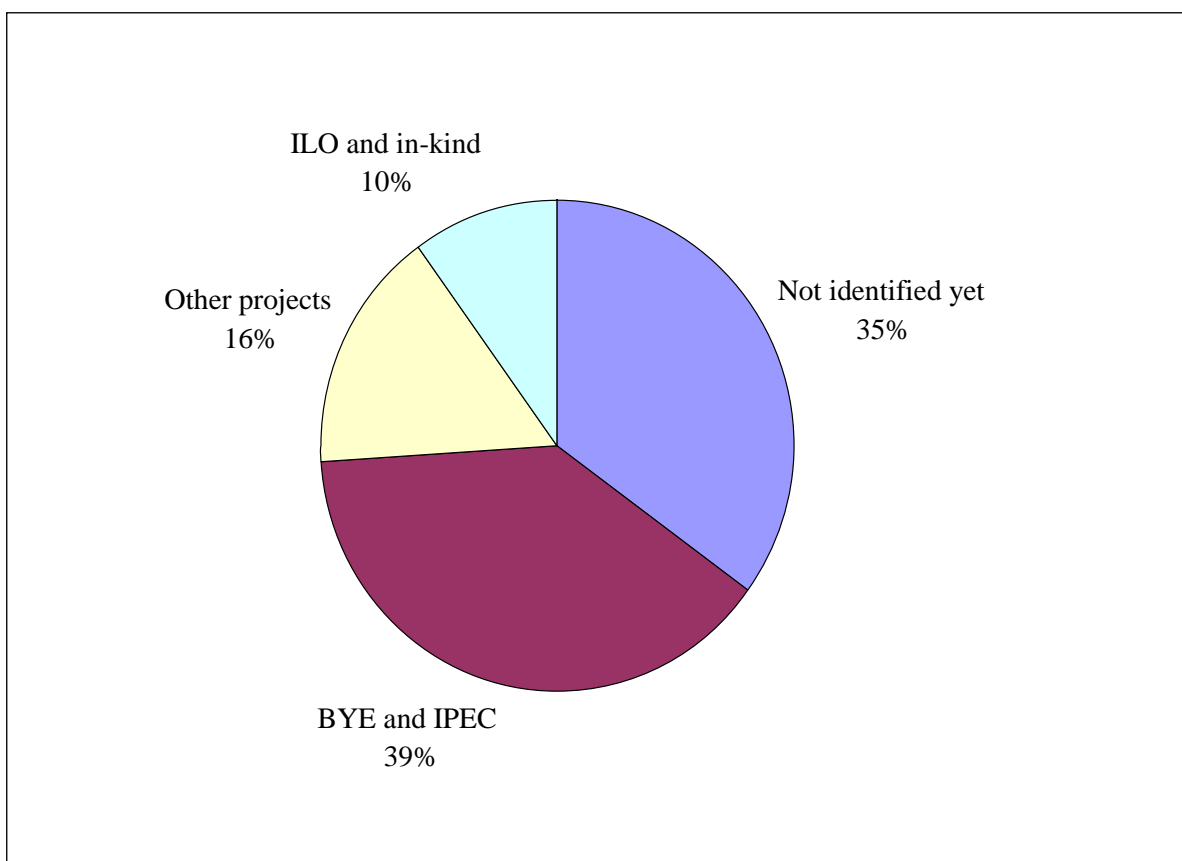


Figure 4 shows that:

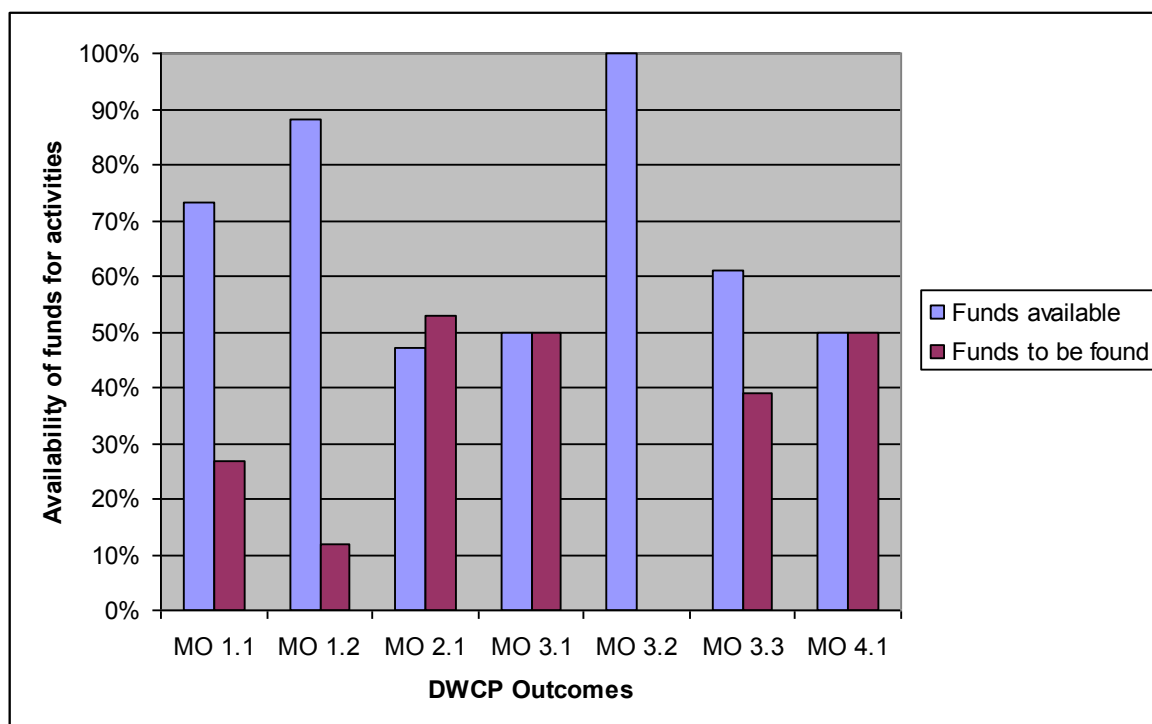
- Thirty-two activities (39 per cent) had funding from the Boosting Youth Employment (BYE) and the International Programme on the Elimination of Child Labour (IPEC) projects.
- Eight activities (10 per cent) were supported by internal ILO funds and/or in-kind contributions from national constituents.
- The remaining 13 activities (16 per cent) were funded from other projects implemented in Kyrgyzstan and supported by the external organizations.
- As of September 2009 (see Figure 5), sources of funding had not been identified for 28 activities⁷⁹ (35 per cent).

⁷⁹ See Annex 10 for a complete list of activities that had no secure sources of funding in September 2009.

Thus, over one-third of the activities included in the IP did not have funding three-and-a-half months prior to the end of the DWCP in 2009. This finding suggests that there were serious resource gaps in the DWCP that posed challenges to the implementation of the programme.

Figure 5⁸⁰ illustrates the ratios between activities with secured funding and activities with no funds available by the DWCP outcomes as of September 2009. The figure shows that the resource gaps of Midterm Outcomes (MO) 1.1, 1.2, 3.2 and 3.3 were smaller than those of the other MOs. This is because the BYE and/or IPEC projects made substantial contributions to those outcomes.

Figure 5. Availability of funds by the DWCP outcomes



4.1.3 Role of subregional projects in the implementation of the DWCP in Kyrgyzstan

ILO subregional projects played a dual role in Kyrgyzstan. As per the ILO DWCP Guidebook, activities that were carried out in support of projects also supported DWCP outcomes⁸¹. Thus, the core of the DWCP can be presented as a combination of subregional project activities implemented in Kyrgyzstan that contributed to programme outcomes.

Figure 6 shows the projects that made major contributions to the implementation of the DWCP. The project marked grey is the only national project, i.e. a project implemented exclusively in Kyrgyzstan. Many of those projects were started long before the official launch of the DWCP (see Table 10; Annexes 7 and 8).

⁸⁰ Figure 5 is based on the data contained in Annex 9.

⁸¹ The ILO DWCP Guidebook recommends: “The implementation plan should incorporate all existing ILO activities and fundings that are relevant to the strategies for achieving CP outcomes.”

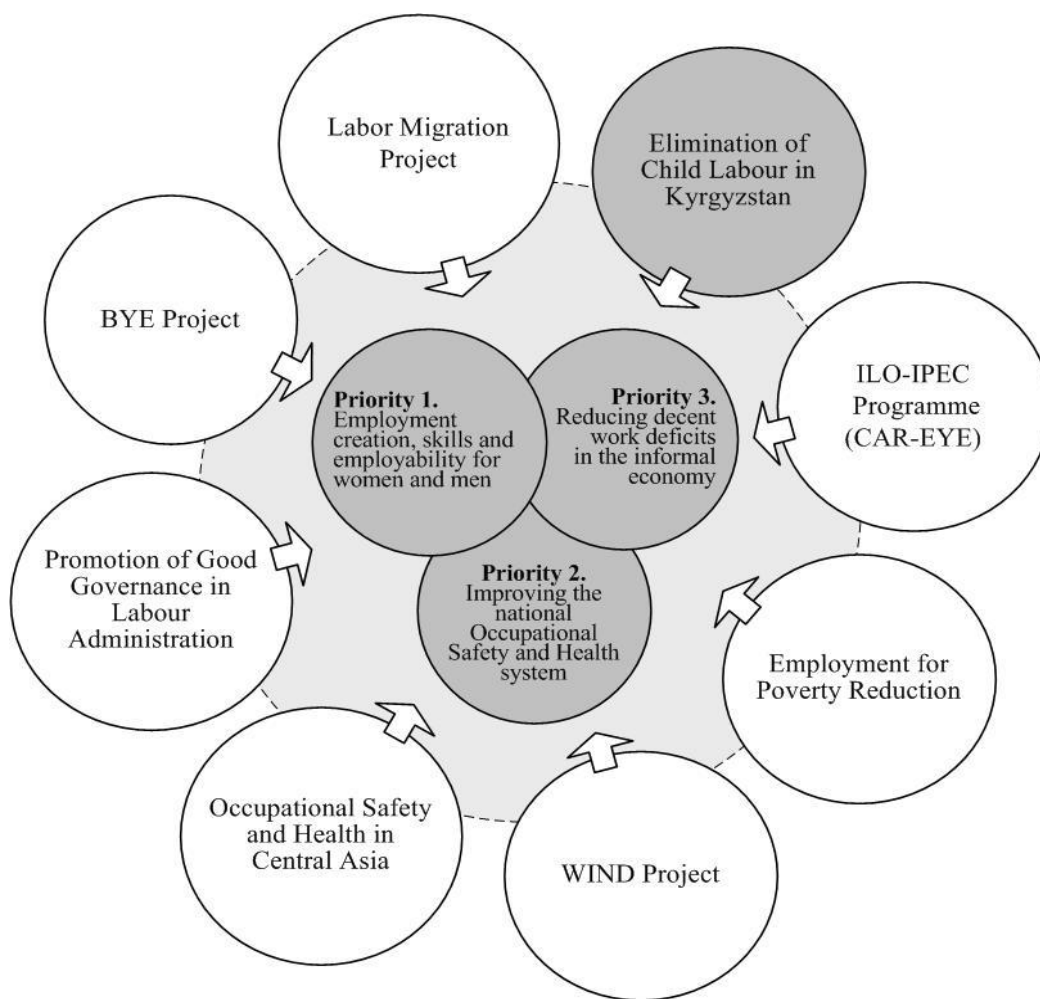
For example, the BYE project produced several dozen outputs on various youth employment issues. These included: analytical reports, research studies, policy advice, manuals, training workshops, study tours, national job fairs, information and communication materials (print and multimedia), information management systems (database); and adaptations of educational tools and modular training packages. Most, if not all of these outputs, were in line with DWCP Priority 1.

The Work Improvement in Neighbourhood Development (WIND) programme in agriculture played the role of the main driving force in the overall progress towards improving the national OSH system (DWCP Priority 2). In an effort to meet the need to improve working conditions in agriculture, the WIND programme was able to maximize its impact with very modest resources, mostly due to its grassroots, participatory and action-oriented approach. As an example, after a training of trainers for 120 participants, WIND was able to reach approximately 11,000 small farmers to bring improvements in their routine daily practices in villages around the country.

With the technical assistance provided by the IPEC-funded project, the national constituents have increased their skills in addressing the Worst Forms of Child Labour (WFCL). A National Plan of Action on the elimination of WFCL was successfully developed by the Association of Social Workers. That was an important contribution to the DWCP Priority 3.

The tripartite constituents who were responsible for drafting the Kyrgyzstan DWCP document naturally considered subregional projects like BYE, WIND and IPEC while identifying priorities. This is because those projects already had secure funding and could virtually guarantee that most activities would be implemented in accordance with the projects' plans. That is why the subregional projects are in line with the broadly formulated DWCP priorities in Kyrgyzstan.

Figure 6. Projects contributing to the DWCP in Kyrgyzstan



4.1.4 Problems with the DWCP caused by ‘domination’ of subregional projects

The ‘domination’ of subregional projects in the Decent Work Country Programme causes several problems. First, such a programme does not conform to the principles of country-led development contained in the *Paris Declaration*, the *Accra Agenda for Action*, or for that matter, the DWCP Guidebook. Global, regional and subregional projects are initiated, designed and led by headquarters, Regional and Subregional Offices, respectively. Due to their nature, they simply can not be led by the constituents representing one country.

Second, the projects that constitute the core of the DWCP were designed by several different offices at various times during the programme cycle. Thus, the programme was not based on a comprehensive and holistic approach.

Third, global, regional and subregional projects were implemented and managed independently. Their managers did not report to the National Coordinator. They had no formal obligation to share information with that individual. It was unlikely that a DWCP that included independent global, regional and subregional projects could be managed or coordinated effectively from multiple centres. DWCP management is discussed in greater detail in the next section of this report.

To conclude, the evaluation team notes that even though projects like “Towards sustainable partnerships for the effective governance of labour migration in the Russian Federation, the Caucasus and Central Asia” are managed at a subregional level, some objectives and activities are national. As migration is a cross-border issue and subregional phenomena for Kyrgyzstan, a subregional approach was necessary.

4.2. How the Kyrgyzstan DWCP is managed

4.2.1 ILO recommendations on the DWCP management

The ILO DWCP Guidebook⁸² describes specific management responsibilities and accountabilities as follows: “*Regional Directors* provide the final approval for the DWCPs in their respective regions. They provide ongoing oversight of DWCPs at all stages of development and implementation and are responsible for convening DWCP Regional Support Groups that include regional and headquarters representatives”.

Under the responsibility of the Regional Director, *ILO Office Directors* serve as country programme managers throughout the DWCP process, from designing to reporting, in the countries for which they are responsible. Thus, Regional Directors are supposed to be responsible for strategic management and oversight while Office Directors are responsible for all aspects of DWCP planning and implementation. Such an approach is consistent with the overall DWCP paradigm: this is a *Country Programme*.

4.2.2 What Kyrgyzstan DWCP says about its management system

Because there was no ILO Country Office in Kyrgyzstan, the DWCP had to be implemented differently from the recommendations described above. Overall responsibility for management was shared by the ILO Subregional Office for Eastern Europe and Central Asia in Moscow (SRO Moscow) and the ILO Regional Office for Europe. The SRO in Moscow, together with ILO technical units and other units, was supposed to provide support to the implementation through technical and financial inputs.

There was an National Correspondent, later called National Coordinator, in Kyrgyzstan. The role of the National Coordinator (NC), as the name implies, was to assist the SRO in coordination. The NC was responsible for facilitation of DWCP planning, coordination of some activities under the DWCP, collection of information on the DWCP progress and preparing reports.

The list of ILO stakeholders described above would be incomplete without the subregional projects that were implemented in Kyrgyzstan and which played a crucial role in the DWCP (see Section 2.1). The managers of these projects reported either directly to the ILO RO in Geneva or to SRO in Moscow (see Figure 7).

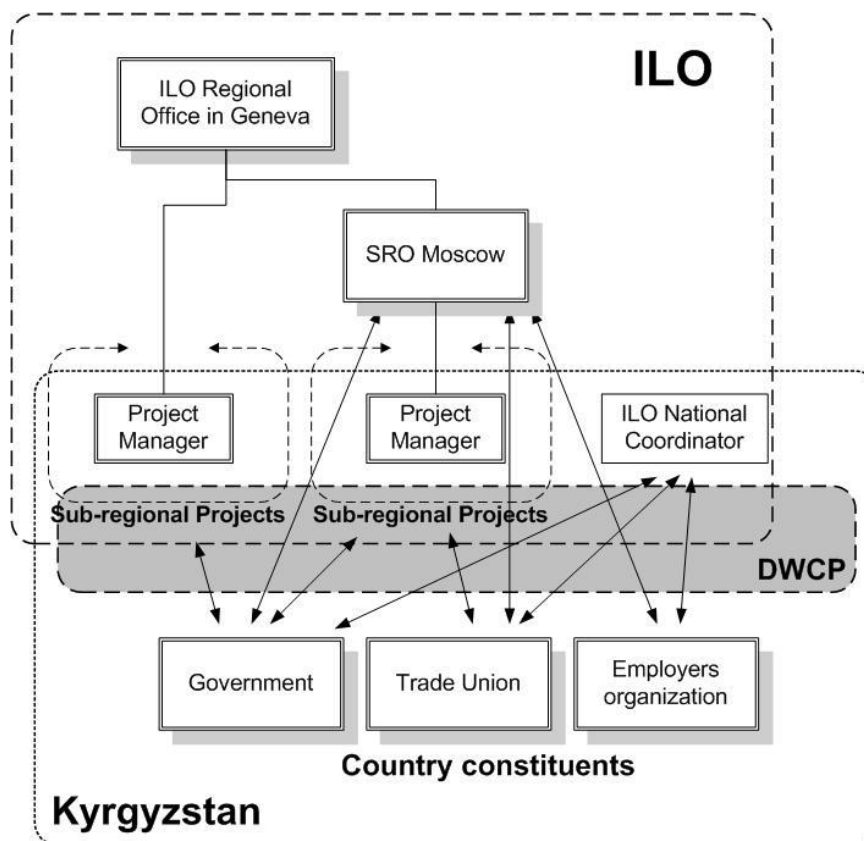
The subregional project managers rented their own offices that were dispersed throughout the city of Bishkek. They worked independently and used their budgets to purchase equipment, hire staff and implement activities. Subregional projects had direct contact with

⁸² ILO Decent Work Country Programmes, A Guidebook, Version 2 Geneva, International Labour Office, 2008. p.10.

ILO country constituents such as the Ministry of Labour, the Ministry of Education and Trade Unions. There was no need to go through the National Coordinator.

While subregional projects constitute a major part of the DWCP, the project managers had no formal responsibility to report to or even to share information with the National Coordinator, who was responsible for implementation of the DWCP.

Figure 7. DWCP key players



4.2.3 DWCP in Kyrgyzstan: Tripartite constituents

The key government ILO partners were formerly the Ministry of Labour and Social Protection and the State Committee for Migration and Employment. Due to the recent major restructuring of the Government of Kyrgyzstan, the Ministry of Labour merged with the State Committee of Migration and the ex-chair of the Committee on Migration became the new Minister of Labour. These changes did not negatively affect ILO cooperation with the Ministry.

The Federation of Trade Unions of Kyrgyzstan (FTUK) was another key partner of the ILO. This was the major trade union in the country and the most influential one. After the recent elections, a new individual became the FTUK leader, but a long history of collaboration between the ILO and FTUK helped to sustain working relationships.

The ILO made an important contribution to the development of the FTUK's capacity. For instance, one ILO project was aimed at providing decent and secured work within enterprises of textile and light industry through the creation of primary trade union

organizations and the decline of informal employment levels. It helped to establish 45 primary trade union organizations with a total number of 1,245 new members joining the union. There were 15 new collective agreements concluded as the result of the collective bargaining process initiated during the project period.

The Confederation of Employers was another ILO key partner in Kyrgyzstan. According to the evaluation team's information, the very concept of an employer's organization was new to the country. Thus, the ILO had to deal with a partner that was not necessarily a mature employers' organization. Several respondents, including FTUK leaders, expressed concern regarding that choice. They were critical about the Confederation of Employers and characterized it as not inclusive enough, not representative enough and most likely controlled by a single business group. The decision, who will participate in the signing of the DWCP from Kyrgyzstan, was a purely internal decision of the Government. The ILO did not participate in decision-making.

Several respondents also mentioned a recent case when the Confederation of Employers signed a new regulation proposed by the government without proper preliminary consultations with employers in Kyrgyzstan. Numerous employers considered the new regulation inappropriate and criticised Confederation of Employers for misrepresenting the employers' community interests.

The ILO understands this criticism and, on the one hand, is open to other partnerships of employers' organizations such as the League of Managers. On the other hand, the ILO facilitates development of the Confederation of Employers into a mature effective organization. One of the important contributions was made to its capacity building through the ACT/EMP global project on "Capacity Building for Employers Organizations on Productivity and Competitiveness." SRO specialists in Moscow believe that the Confederation is making progress.

It is important to mention here that the ILO in Kyrgyzstan is not accredited—it is not represented in the country as a legal entity and does not have a bank account⁸³. Hence, the National Coordinator who plays a key role in the DWCP management has very limited resources that prevent him from even having a professional-looking office. The Ministry of Labour granted a small room to the ILO NC as an in-kind contribution⁸⁴. The room is cramped, has intermittent electricity, is poorly heated, and has inadequate toilette facilities. It does not look like a proper representative office of a respected UN entity working with the Government of Kyrgyzstan on the issues of strategic importance. In contrast, the ILO subregional projects have spacious offices with modern furniture that project a professional image (see Annex 11).

As shown in Diagram 4, the DWCP includes activities implemented by the regional projects, activities implemented by the ILO staff together with country constituents and other interested parties, and activities planned but not implemented due to the absence of funding. The DWCP has none of its own staff and has no formal manager since there is no ILO Country Office and Country Director in Kyrgyzstan, who can become fully accountable for the DWCP.

⁸³ That is why, as previously mentioned, there is no position of ILO Country Director in Kyrgyzstan.

⁸⁴ At the end of the field work in Bishkek, the Ministry of Labour informed the ILO NC that it could not grant office space to him any longer. The problem was solved but it indicated how much the ILO NC depends on the good will and circumstances of the partnering government entity.

4.2.4 How the key management functions are implemented

This section contains an assessment of how the key management functions were implemented in the DWCP. Included in the analysis is how the DWCP was planned, how it motivated individuals and groups to implement it, and how it was organized and controlled.

Planning

DWCP planning included two stages: development of the programme and development of the implementation plan. In both cases, planning was conducted in close collaboration of the national constituents, ILO Regional and Subregional Offices and the National Coordinator. The latter was responsible for facilitation of the discussions between all the parties involved. On behalf of Kyrgyzstan, the DWCP was signed by the Minister of Labour and Social Protection, Chair of the State Committee for Migration and Employment, Chairman of the Federation of Trade Unions and Chairman of the Confederation of Employers. On behalf of the ILO, the DWCP was signed by the Regional Director for Europe and Central Asia and by the Subregional Office Director.

The DWCP design process took several months. Since the task was rather new and the parties involved had no proper training when they started planning, it probably took longer than it should have. However, the process resulted in a document to which all parties agreed.

The implementation plan was finalized after a year-long process of consultations with the national constituents. The purpose of this review was to “assess progress made by each of the planned outcomes, and assess if and how the activities in the Implementation Plan contribute to the planned outcomes⁸⁵”. This process was facilitated by the ILO NC. According to the evaluation team’s respondents in Bishkek and in Moscow, another reason for such a long planning process was the time required for approval of the implementation plan by the ILO SRO and RO. Therefore, it took an excessive amount of time as the initial intent was to develop an implementation plan on a biennial basis.

When the implementation plan was approved by the parties, many activities that were included had no secure source of funding. It was assumed that the partners involved would find funds. The ILO Guidebook emphasizes that DWCP should be a “resourced vehicle” and recommends that “the indicative implementation plan should draw attention to funding gaps and the anticipated resource mobilization needs, including local resource mobilization, and offer an extra-budgetary resource mobilization strategy.” These recommendations were not taken into consideration in Kyrgyzstan and no resource mobilization plan was developed. None of the parties involved had responsibility for raising funds needed to implement everything they planned. This flaw in planning was caused by several factors:

- Raising funds for DWCPs is clearly not the responsibility of the ILO RO and SRO. Even if they decide to do so, it would be unrealistic.

⁸⁵ Review of Decent Work Country Programme for Kyrgyzstan (October 2007 - December 2008), ILO SRO MOSCOW.

- The ILO's core funds are very limited and could not cover all the needs of all the DWCPs.
- Government entities have limited budgets, and new activities could be included in their budgets only at a certain time when the budget is formed.
- The ILO Country Representative does not have enough capacity and time to do resource mobilization on his own. Resource mobilization is not included in his job description. There are no formal mechanisms in place, such as formal accreditation and a bank account, which are required to obtain funds for DWCP purposes⁸⁶.
- ILO NC was not encouraged by the RO and SRO to undertake resource mobilization activities locally for the purposes of the DWCP.

Motivation

What motivated people and organizations to implement activities under the DWCP? The subregional project teams were primarily interested in implementing their respective projects. According to information provided to the evaluation team, they were not fully aware of the DWCP and did not really care about it. Subregional project managers had direct influence on their staff and could motivate them. The national constituents were primarily interested in the concrete results achieved by the regional projects.

In the cases in which DWCP activities were supported by the ILO internal funds (small projects), individuals involved were motivated to use those funds properly and achieve the expected results. The evaluation team did not find evidence of any additional motivation related specifically to the implementation of DWCP. People involved were motivated through the systems and relationships of their respective organizations and projects for which they were working. The ILO NC responsible for DWCP coordination had no motivational mechanisms at his disposal.

Organization

The organizational foundation of the DWCP in Kyrgyzstan simply did not exist. The ILO NC had very limited resources and capabilities. He organized a number of activities for which he was responsible and was very effective at that. For instance, he did an excellent job arranging the logistics of this evaluation. However, a person is not the equivalent of an organization. The ILO NC could not and did not *organize* implementation of the DWCP. Programme implementation as well as its design was fragmented and organized by people who had organizational mechanisms at their disposal and were responsible for various projects that were considered DWCP components.

Control

Activities implemented under various projects were controlled by the respective project managers. Some projects such as BYE had governing boards that included tripartite constituents. Thus, the projects' progress and results were controlled by those boards.

⁸⁶ It was explained that the ILO, as well as some other smaller UN agencies, uses the services of UNDP to get funds, but not in terms of resource mobilization. It relates only to transfer services from the SRO, RO or ILO HQs to pay on behalf of the ILO to certain payees only.

According to the DWCP, monitoring of its implementation had to be “related to performance indicators and to be done on a continuous basis through interactive methods based on exchange of information with the constituents, missions of ILO experts and their internal reports.”

Since the quality of indicators was very low (see Chapter 3) and there were no baselines and targets, implementation of the monitoring function was quite challenging. Data on the activities implemented could be considered reliable. Data on the ‘indicators’ was rather subjective as none of them were measurable.

The ILO NC was responsible for collecting data on the activities included in the DWCP and the results achieved. Since he had no formal authority over the regional projects, even the data collection function sometimes became challenging for him. He personally should be given credit for collecting comprehensive data on the DWCP progress and results under difficult circumstances.

All monitoring data was sent to the Moscow SRO which was responsible for the evaluation of DWCP implementation on an annual basis. The Moscow SRO prepared one comprehensive report on DWCP progress based on data received from the NC, ILO projects and ILO specialists.

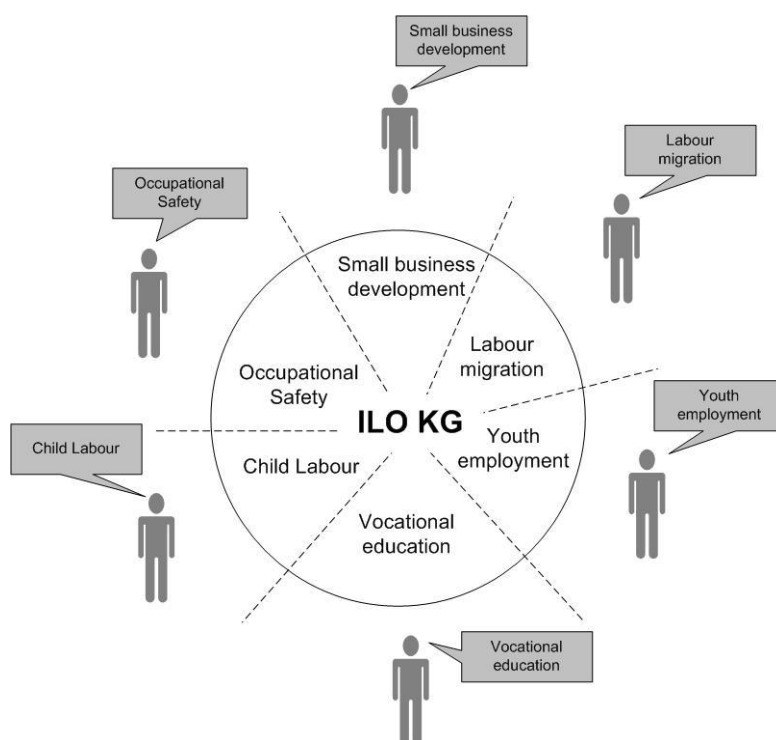
4.3 Visibility and perceptions of ILO and DWCP

Interviews with stakeholders revealed that the DWCP had internal and external marketing challenges. Respondents who were not directly involved in the DWCP or ILO projects were not aware of the existence of the programme and, in general, were not well-informed regarding ILO activities in Kyrgyzstan. That was true even in the cases when the respondents were very well-informed regarding country development.

For example, one of the lead experts currently working with the government on the youth policy issues knew nothing about the DWCP or even the BYE project. Another expert, who was formerly an advisor to the President of Kyrgyzstan and then Deputy Minister of Economy, did not know about the DWCP. The President of Kyrgyz Concept Company, known as one of the business leaders actively promoting ideas of socially responsible business and very knowledgeable about various aspects of the country development, knew nothing about ILO activities in Kyrgyzstan, let alone DWCP.

Respondents who were directly involved with ILO projects were well-informed regarding those projects, but knew very little about the other ILO projects and usually knew nothing about the DWCP. Thus in many cases, the individual perception of the DWCP depended upon the ILO activity in which the person was participating. As Figure 8 shows, individuals dealing with the child labour project have an image of the ILO as an organization dealing exclusively with child labour issues. People working with youth employment projects have an image of the ILO as an organization dealing exclusively with youth employment.

Figure 8. Perceptions of ILO and DWCP



ILO staff members in Kyrgyzstan representing various projects were aware of the DWCP. However, they had a clear picture only of those components of the DWCP that were related to their respective projects. ILO staff members told us that they would like to participate in DWCP training because they currently do not have enough information of its concept and implications for their work.

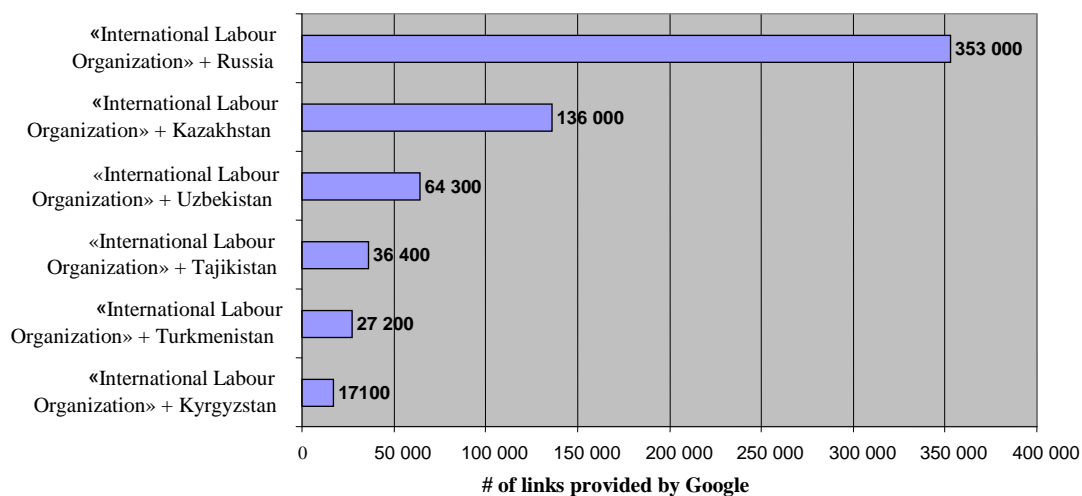
The individuals who were well-informed about the DWCP were tripartite constituents who participated in the planning and implementation—representatives of the Ministry of Labour, Federation of Workers’ Organizations and the Confederation of Employers’ Organizations.

Low visibility of the ILO in Kyrgyzstan, fragmentation of its perception by various individuals and the lack of awareness of most people about DWCP can be explained by the fact that the ILO did not undertake any systematic efforts in the areas of communications and public relations in the country.

For example, although the Russian version of Kyrgyzstan DWCP could be found at the Kyrgyzstan page of the ILO Subregional Office⁸⁷, the web presence of ILO Kyrgyzstan in the Russian sector of Internet (called Runet) is 20 times lower (see Figure 9) as compared to Russia, and is the lowest among the Central Asian countries.

⁸⁷ <http://www.ilo.org/public/russian/region/eurpro/moscow/countries/kyrgyzstan.htm>

Figure 9. Web presence of ILO (Google search results)⁸⁸



4.4 Conclusions

- Subregional projects that covered Kyrgyzstan along with other countries constituted the core of the DWCP in Kyrgyzstan. They used their funds to implement activities that were also described as part of the DWCP implementation plan. A relatively small number of activities under the DWCP were designed locally and implemented in Kyrgyzstan alone.
- ‘Domination’ of subregional projects automatically made the DWCP in Kyrgyzstan virtually led by the Regional and Subregional Offices rather than by the national constituents. It also put at risk the coherence of the DWCP as a whole and created management challenges.
- The ILO in Kyrgyzstan established good sustainable working relationships with the country tripartite constituents and invested in their capacity building.
- DWCP management functions were distributed among the National Coordinator in Kyrgyzstan, Moscow SRO, RO and Geneva. As a result, no one was fully accountable for the DWCP management.
- Key management functions such as planning, motivation, organization and control were not implemented in an effective manner. Planning was carried out better than the other three functions. Although even in planning, there was an important flaw: resource mobilization for the DWCP was not included in the plan. As a result, 35 per cent of activities included in the IP did not have funding three-and-a-half months before the end of the DWCP.
- Low effectiveness of the DWCP management was caused by a fault of the system. The programme management system was poorly designed and supported by insufficient resources.
- Overall visibility of the ILO and DWCP in Kyrgyzstan was low. Perception of the ILO by different stakeholders varied and depended on the nature of their involvement in the programme. ILO Kyrgyzstan’s web-presence was relatively low as compared to the other Central Asian countries. Low visibility was caused by a lack of relevant, systematic public relations and communication activities on the part of the ILO.

⁸⁸ Google search was conducted in Russian.

5. DWCP contributions to the promotion of decent work in Kyrgyzstan

This chapter presents an analysis of contributions made by the DWCP to the promotion of decent work in Kyrgyzstan. As was shown in Chapter 3, the DWCP did not have a proper results-based management framework. Therefore, progress could not be measured towards the outcomes. For this reason, the evaluation team decided to assess contributions to the priority areas made by various activities. This was deemed to be the best way of exploring DWCP effectiveness under the existing circumstances.

5.1 Employment creation, skills and employability for women and men (Priority 1)

In this area, the DWCP aimed to enhance social partner institutions' capacities to develop and implement effective labour market policies, employment strategies and programmes based on an integrated approach to employment creation.

5.1.1 Research

In order to provide information for employment-related evidence-based decision-making, several studies were conducted. Some of those studies were focused on youth employment issues. An ILO school-to-work transition survey provided information on the labour market situation of youth in Kyrgyzstan. Survey results were analysed and widely disseminated. Situational analysis on youth employment and a local survey on youth employment in the Batken region were conducted in 2007. Value chain analysis and rapid market appraisal for the textile industry were done in 2008.

Another priority area for Kyrgyzstan is labour migration. The DWCP contributed to that area by conducting studies on human resources and the labour market⁸⁹ and assisting constituents in developing new policies and regulations.

A comprehensive study entitled *Labour Migration and Productive Utilization of Human Resources in the Kyrgyz Republic (2008)* was useful in informing national policy-making and helping in the formulation of new policies. The purpose of the study was to contribute to the productive utilization of human resources in Kyrgyzstan and in the region by making an analysis and recommendations towards improving the quality of education/training and portability of qualifications of middle- and lower-skilled Kyrgyz workers, in high-demand occupations in CIS countries and where there is surplus within the country. The study suggested possible measures to improve the quality of education (quality of manpower) and portability of qualifications of middle- and lower-skilled workers to enable them to obtain decent jobs. The findings of the study are being used by the government and social partners to rethink their policies on migration, employment, vocational education and training.

All representatives of the Ministry of Labour with whom we had a chance to talk expressed the opinion that the ILO commissioned high-quality research on the issues of primary

⁸⁹ Rapid market appraisal was conducted in the fall of 2009.

importance. The Deputy Minister stated, “ILO knowledge products are as important as financial support from other international organizations”.

5.1.2 Policy advice

The ILO assisted constituents with developing relevant policy and programme documents such as the Labour Migration Programme for 2008-2010 (developed and adopted by FTUK, Resolution 20-1 28.07.08) and the new version of Qualification Reference Book of Jobs and Professions⁹⁰.

The FTUK Labour Migration Programme is based on the modern international approaches to Labour Migration (LM), including ILO Convention 97 (migration for employment). It is a significant step forward which sets out short-, mid- and long-term strategies to enable the unions to play a constructive role in the development of national policies in this field and promote norms and standards in labour migration. More specifically, the Programme envisages increasing the level of protection of labour and social rights of Kyrgyz migrant workers, improving national regulation of LM processes and increasing public awareness on LM issues through an information campaign. FTUK leaders emphasized the high-quality of ILO technical assistance and importance of international contacts with their colleagues abroad facilitated by the ILO.

Another good example of the ILO’s contribution to policy development was support provided to the Anti-Crisis Action Planning process upon the specific request of SCME⁹¹. The Government-led Anti-Crisis group action plan included a youth chapter. At least three action points on labour migration were included. The CTA provided analytical resources at workshops and meetings to which he was invited by the SCME Head.

Taking advantage of the solid knowledge base, the BYE project developed a number of specific recommendations for consideration by the national partners, including the introduction of gender-disaggregated statistics in the market analysis, integration of gender issues⁹² to the National Employment Policy (NEP), development of differential strategies with regard to vulnerable groups, and an “outreach to employers” antidiscrimination programme in the framework of NEP. There was also a recommendation to consider specific measures for the informal economy as part of the National Employment Policy (which is currently not covering the informal economy).

A tripartite approach to labour migration issues was institutionalized by the partners: an interagency working group on migration policy was created with the participation of trade unions and employers organizations.

5.1.3 Capacity building to alleviate HIV/AIDS impact in the World of Work (WOW)

To help constituents undertake action to alleviate the socio-economic impact of HIV/AIDS in the world of work, the ILO planned and implemented a range of HIV/AIDS awareness-raising activities. The ILO Code of Practice on HIV/AIDS and World-of-Work was

⁹⁰ Work on this document is in progress.

⁹¹ State Committee on Migration and Employment.

⁹² See more detailed analysis of the ILO’s contribution to the gender equality in the Section 5.4.

translated and published in the Kyrgyz language in 2007 to provide the Kyrgyz constituents with the major ILO tools to counteract HIV/AIDS in the workplace.

Tripartite round table discussions took place in Bishkek in November 2007 to identify ways and means of tripartite cooperation in the area of HIV prevention in the World-of-Work and to strengthen the ILO constituents' contribution to the implementation of the National AIDS Programme. UN agencies and national NGOs involved in HIV prevention activities participated in the discussions.

In 2007, in order to establish a network of trainers on HIV/AIDS in the workplace, the ILO, in cooperation with UNDP, arranged a training of trainers on the application of ILO tools and methodologies. The training focused on the implementation of the ILO Code on HIV/AIDS and the World-of-Work with 10 trainers prepared. In 2008, focal points on HIV/AIDS were appointed in each of the constituent's organizations. The ILO assisted the constituents in building their capacity to contribute to the national responses to the HIV epidemic by providing training.

HIV/AIDS workplace education components have been successfully integrated into the Youth Employment vocational education training packages (SIYB). A pocket book for young people on HIV/AIDS was published (2009). A national action plan for combating HIV/AIDS in the World-of-Work was developed in 2009.

5.1.4 Modular Skills Training

The DWCP equipped ILO constituents with practical tools and methodologies for implementing an integrated approach to employment creation and helped them apply those tools and methodologies by further developing Modular Skills Training (MST) in Kyrgyzstan. Eight National MST Methodologists, 21 national developers and 32 teachers were trained. There is now a diverse pool of trainers and master trainers established to facilitate the usage of the service packages in the country. The Women Entrepreneurship Development (WED) Assessment Guide was tested as well.

A study tour to the Modular Training Centre in Kiev was organized by the BYE project for Kyrgyz partners. They brought 26 modular packages from Ukraine. Four more packages were developed by national expert teams. Kyrgyzstan specialists involved in modular training activities consider such a system very effective. They thought that when training content is divided into independent units or modules that can be combined to form a programme suited to individual needs, technical developments, or occupational structure, it makes possible continuous adaptation of the programme and increases its utility.

The idea of the creation of a Modular Training Centre in Kyrgyzstan, such as the one in Kiev, is strongly supported by most professionals participating in the programme to increase availability of modular skills training (MST) and institutionalize it. The constituents thought that the process should begin with the initiation of a government decree on new methods in vocational training, which establishes conditions for the development of a new provision on modular education by Vocational Education and Training (VET), followed by discussion of the creation of a modular centre within the VET system.

ILO tools aimed at individual skills and entrepreneurial training (e.g. SIYB, KAB, and MES) were further improved and made available for Kyrgyz constituents for increasing employability of youth. Two KAB national facilitators and ten university students were trained on KAB module. They adapted the module to the need of out-of-school children in rural areas and then trained 50 children from five villages.

5.2 Improving the national Occupational Safety and Health system (Priority 2)

The DWCP strategic intent in this area was to review and upgrade the national OSH system in Kyrgyzstan. Being consistent in its approach, the ILO proposed to establish a Tripartite OSH Council. However, due to unresolved contradictions between the parties involved, a Council still was not established and the National OSH Programme has not been approved⁹³. Thus, the DWCP was only partially able to realize its strategy in this area. However, OSH issues are discussed by the National Tripartite Committee, and OSH has been included as a part of the General Agreement in 2009.

5.2.1 Introducing OSH management system

As a result of the ILO's efforts, an interstate GOST 12.0.230 (ILO-OSH) was approved at the CIS level. It created important pre-conditions for the changes at the national level. ILO-OSH 2001 was approved as a Kyrgyz standard. Based on this, ILO/Moscow organized systematic capacity building activities with two or three seminars a year.

An OSH management system (ILO-OSH 2001) based on social dialogue was introduced to several⁹⁴ selected enterprises at trainings conducted two or three times per year. Participants learned how the tripartite approach provides the strength, flexibility and appropriate basis for the development of a sustainable safety culture in the organization. ILO voluntary guidelines on OSH management systems, which reflect ILO values and instruments relevant to the protection of workers' safety and health, were also presented.

5.2.2 Strengthening Labour Inspection

The ILO believes that effective Labour Inspection (LI) is vital for promoting national legislation and good practice on safety and health at the enterprise level, making Decent Work a reality. Inspectors thus need a sound technical and legal knowledge as well as good communication and other skills to promote compliance with the law, as well as effective and efficient organizations supporting their work. However, in the World-of-Work today, resources for inspection services are often under significant pressure and inspectors face challenges in promoting compliance with the law in all economic sectors.

In particular, their impact in the growing informal economy can be minimal. Nevertheless the ILO was able to train LI trainers in WIND, which is covering the informal rural sector. The implementation of international labour standards by governments and their social partners is vital here. Thus, the ILO places high priority on the need to strengthen and modernize inspection services, and to highlight the need for sufficient resources for

⁹³ But a National OSH Programme for Agriculture Sector was adopted, as described below.

⁹⁴ The Evaluation team estimated the number of enterprises to be five.

inspection⁹⁵. For this reason, the DWCP aimed to strengthen and modernize Labour Inspection in Kyrgyzstan. Labour Inspection social partners' representatives were trained on a modern LI system in 2009. The ILO followed-up the training with regular technical consultations. In addition, a subregional seminar on LI was organized in September 2009 in St. Petersburg.

Labour Inspection officials considered ILO trainings and consultations as a “substantial contribution to the development of the LI capacity.” They allowed training participants from LI to further disseminate information and train others. Three seminars were conducted locally for Labour inspectors in Bishkek and Chui Oblast. Based on information and methodology received from ILO Kyrgyzstan, Labour Inspection also conducts seminars for employers on risk assessment. ILO training materials, consisting of approximately 15 different types, proved to be extremely helpful as was the LI international networking facilitated by the ILO with colleagues from CIS and IALI⁹⁶.

5.2.3 Improving occupational safety in agriculture

Under the existing conditions and in view of the above limitations, the Work Improvement in Neighbourhood Development (WIND) programme in agriculture has played the role of the main driving force in the overall progress towards improving the national OSH system.

With agriculture being nowadays the biggest economic sector in the country, small scale farming is one of the principal occupations after the shift from Soviet sovkhozes, or State farms, which is unfortunately associated with high safety risks due to extreme poverty, lack of equipment, modern processes, techniques and technologies. In an effort to meet the need to improve working conditions in agriculture, the WIND programme was able to maximize its impact with very modest resources, mostly due to its grassroots, participatory and action-oriented approach. As an example, after a training of 12 trainers in three series, WIND was able to reach approximately 11,000 small farmers to improve their routine daily practices in villages around the country. There were three rounds of trainings: 1) basic WIND for all 460 regions covering 10,000 farmers; 2) agrochemicals and veterinary issues for all 440 regions covering 11,000 farmers; and 3) 45 rayon-level seminars for 2,250 participants from Government and WIND.

The successful implementation of WIND produced impressive multiplier effects and had implications on a broader level: triggering the establishment of a new national Agriculture Employers' Organization with over 700 local primary unions in 45 regions; boosting social dialogue at the sectoral level; and even the adoption of a State Programme on OSH in Agriculture, which has substantial practical implications. In each municipality, a person was to be appointed responsible for OSH and WIND. WIND has also influenced the capacity and practices of the Agro-Complex trade union and improved its standing vis-à-vis the Government as an important partner. As a result of the WIND project, the Government decided to organize tripartite commissions on the local level in three pilot regions. Due to its positive influence on the community of policy-makers and practitioners, WIND contributes to the establishment of a more favourable environment for future national-level policy improvements, which are yet to come, when the political will exists.

⁹⁵ http://www.ilo.org/safework/areasofwork/lang--en/WCMS_DOC_SAF_ARE_LI_EN/index.htm

⁹⁶ International Association of Labour Inspection.

5.2.4 Disseminating information

There were 19,000 posters printed and disseminated on OSH, brucellosis and agrochemicals in Russian and Kyrgyz languages, plus WIND manuals, and CDs. Manuals on the safe use of agrichemicals were disseminated among village activists and self-help groups. Targeted campaigns related to the World OSH Day (28 April) were organized in 2007, 2008, 2009 with a special emphasis on construction and agricultural industries. A video on WIND was produced in 2009 for the constituents use and promotional campaigns at the national and international/ headquarters level.

5.3 Reducing decent work deficit in the informal economy (Priority 3)

DWCP strategy in this area was three-fold: the improvement of social dialogue in the informal economy; design and implementation of integrated local development strategies; and capacity building to combat the worst forms of child labour. We fully agree with the assessment provided in the Review of Decent Work Country Programme for Kyrgyzstan by SRO Moscow that states, “Priority 3 represents a greater challenge for analysis, as compared to Priorities 1 and 2 because it is less coherent from the thematic point of view⁹⁷.”

5.3.1 Local social dialogue

Significant progress has been achieved in boosting social dialogue at the sectoral level in agriculture, within the framework of the above mentioned WIND project and in collaboration with other actors. Thus far, social dialogue has been mainly addressing working conditions and safe work practices in the informal sector of the economy, and based on the progress achieved, it now has a strong potential to extend good practices to other sectors.

The Ministry of Agriculture and local administrations took responsibility for further expansion of the WIND project. With the addition of 200 new trainers, a network of trainers is now operational and covers 460 regions. The trainers conducted local seminars for 20,000 farmers.

As an outcome of the ACTRAV project for the textile industry, a workers organization strategy for the sector has been formulated. Forty-five local union branches have been established around the country, 1,245 new members joined the union, and 15 new collective agreements were signed. Moreover, to ensure continuity and follow further developments in the textile sector, tripartite working groups have been established in four regions of the country.

5.3.2 Local economic development

The LED concept was promoted in one pilot region of Kyzyl Kia where it was integrated into ongoing economic planning and local partnerships. A local advisory team was created

⁹⁷ SRO Moscow, *Review of Decent Work Country Programme for Kyrgyzstan (Oct 2007 - Dec 2008)*, p. 5.

and a Local Action Plan on Youth Employment was under development at the time this evaluation was conducted. It is fair to reiterate the conclusion from the 2008 DWCP report related to LED: only limited progress has been achieved on this outcome so far.

5.3.3 Combating the worst forms of child labour

The constituents have increased their skills in addressing the WFCL with the technical assistance provided by the IPEC-funded project. Over 100 activities, programmes and policies covering CL issues were implemented or conceptualized.

A National Plan of Action on the elimination of WFCH was successfully developed by the Association of Social Workers. Social workers are the main providers of social services at the grassroots level. The formulation of a social workers' position and their contribution towards the elimination of the WFCL was extremely necessary. The unintended result was the initiative of the Association to develop and publish the "Toolkit for social workers on tackling child labour". The results of the National Child Labour Survey are available with disaggregated data by gender, age, and type of work.

Child Labour issues have been successfully mainstreamed into the Issykkul regional tripartite agreement for 2007-2009 and the State Programme of Social Partners on the Elimination of Worst Forms of Child Labour for 2008-2011. A National Information Resource Centre on the WFCL, established under the Ministry of Labour and Social Development with IPEC technical support in 2007, is now compiling information on national efforts on combating child labour and coordinating the realization of the State Programme on the WFCL. The Working Group under the Coordination Council on Child Labour has been successfully established. In addition, a State Programme of Social Partners on the Elimination of WFCL for 2008-11 has been adopted in line with the provisions of ILO Conventions 138 and 182.

5.4 UN Reform/Gender

The ILO in Kyrgyzstan is contributing to United Nation's reform efforts. UN reform is a process of improving and revitalizing the way the United Nations and its specialized agencies, funds and programmes work and fulfil the duties foreseen in the United Nations charter and the follow-up to all United Nations conferences, agreements, treaties, conventions, and goals.

The United Nations reform process is driven by the United Nations Development Assistance Framework (UNDAF)—a strategic framework for the operational activities of the UN system at the national level. UNDAF guidelines contain five key programming principles that should guide the work of UN Country Teams: (1) human rights-based approach, (2) gender equality, (3) environmental sustainability, (4) capacity development and (5) results-based management.

The ILO in Kyrgyzstan developed comparative advantages in programming principles 2 and 4: gender equality and capacity development. The development of these comparative advantages began in 2008 when an ILO official and staff from a local NGO conducted a Training of Trainers (TOT) on gender issues for 20 government officials. The training led

to a gender audit of the Social and Economic Policy Department (SEPD). As a result of the audit, the SEPD subunit staffing became more gender balanced.

Some time later, the UNDP became aware of the gender training and negotiated a partnership with the ILO. Through this partnership, gender training was provided to parliamentary staff and UNDP officials. This training ultimately led to a gender audit of the Kyrgyzstan Parliament, one of the first of its kind in the world. As a result of the gender audit, deliberations on election codes were held and a quota system was established. In 2002, there were no women in the parliament. In 2009, there were 26.

The participation of ILO officials from headquarters and from the Subregional Office in gender training had both positive and negative implications. The expertise of these officials was well-regarded and appreciated. However, when technical advice was needed, some strategic partners bypassed the ILO in Kyrgyzstan and contacted the Subregional Office directly because of a perception that information was easier to obtain and that it was provided in a more timely manner.

A third gender audit was conducted of the ILO's implementing partner, the State Agency on Vocational Training and Education (SAVE). The gender auditors reported that they were surprised by strong resistance. For example, the SYIB guidelines say that education should be gender sensitive. However, the SAVE administrators are reported to have said, "We have just to provide quality education. Whether for boys or girls is not important."

The experiences described above can be summarized with a quote from a person who participated in both gender training and auditing. "The ILO may propose gender sensitive policy in the labour area. But implementation is done by national partners: government, employers' and workers' organizations. All three parties were poorly trained in gender and sometimes they do not see the benefits of the gender approach."

5.5 Delivering as One (DAO): UNDP-ILO partnership contribution to the DWCP

The Delivering as One initiative aims to bring together resources and rationalize operations by drawing on the strengths of different members of the UN family so that they can deliver in a more coherent and coordinating way at the country level. The ILO and the UN Development Programme (UNDP) are exploring ways to work together through this initiative.

A joint UNDP-ILO workplan to implement the Kyrgyz Republic Decent Work Country Programme for 2008 was signed on 24 March 2008. This workplan was one of the first steps towards strengthening cooperation of the two agencies. The basis for this cooperation was laid out in an agreement signed between the two agencies at the meeting on 18-19 January 2007.

This partnership is directed at strengthening the role of each agency in the realization of the ECOSOC Ministerial Declaration of June 2006 that calls for making a commitment to "make the goals of full and productive employment and decent work for all" one of the major objectives of the UN System's policies, programmes and activities. The Joint UNDP-ILO Workplan in Kyrgyzstan included the following activities⁹⁸:

⁹⁸ See Annex 13 for more details.

Completed activities

2007

- Conducted situational analysis on youth employment. Facilitated integration into the National Youth Policy through Youth Project (IPEC, 2007)
- Study and National Seminar Economic Growth, Employment and Poverty (2007)
- Translation of the ILO Code of Practice into Kyrgyz and its presentation to the tripartite constituents and launch with the UN community (2007)
- Development of TOT programme on HIV/AIDS at workplace component (2007)
- Trainings for KAB key facilitators (2007)

2008

- Gender Audit TOT for government and civic society representatives (Feb 2008)
- VESC and ILO initiated Labour Market survey⁹⁹ (2008)
- Conducted two WIND TOTs in Osh with participation of UNDP Poverty Reduction Programme staff (Nov2009)

Ongoing activities (as of Nov 2009)

- Delivered UNDP MDGs advocacy campaign in 2008 and 2009 through Poverty Reduction Programme.
- Developed “Dry construction” and “Landscape design” curriculums based on ILO modular packages. UNDP procured necessary equipment and raw materials through VESC.
- Conducted Start and Improve Your Business TOT workshops in selected regions to strengthen the local and national trainer pools. Conducted SIYB TOT for 10 field Programme staff (September 2007). Budgeted a series of SIYB trainings for the beneficiaries in each year AWP of Poverty Reduction Programme.
- UNDP VESC Project engaged two resource persons duly prepared by ILO through TOT on Modular Skills Trainings to ensure further knowledge transfer and adaptation of ILO methodology at pilot schools.

Activities not implemented

Value chain analysis and rapid market appraisals in selected regions were included into the Annual Workplan of Poverty Reduction Programme in 2007 and 2008. However, Rapid Market Appraisal tools have not been adapted and tested in Kyrgyzstan. According to our information, RMA has been conducted in 2009, but this is not in line with what the UNDP staff told the evaluation team.

The BYE project was directly involved in most joint activities: youth employment, gender mainstreaming, SIYB entrepreneurship training, MST skills training, and a safe start for the young. Thus, the BYE project plays a crucial role on the ILO side in the partnership

⁹⁹ ToR was initially coordinated with ILO. However, due to an absence of financial authorization of ILO funding, the process of research and further launch were fully funded by UNDP through VESC project.

with UNDP. Interestingly, the ILO developed the capacity of UNDP staff through this partnership. Now UNDP staff is certified to conduct ILO training by itself.

UNDP specialists with whom we had an opportunity to talk were very positive about the quality of ILO training packages and research products. They think that joint research activities could be continued in the future since UNDP is represented in the region and could use its staff to help at least with data collection and logistics.

The total amount of financial inputs into the joint workplan¹⁰⁰ was US\$164,467. The ILO contributed US\$86,348 and the UNDP contributed US\$78,119. Even though the ILO has a smaller country programme budget than the UNDP, it appears to have contributed a larger proportion of the total, and the technical contribution of the ILO was even larger.

5.6 ILO and the One UN Joint Programme

In November 2009, the Resident Coordinator presented a document to the One UN Joint Programme for Kyrgyzstan. “This concept note sets out the Kyrgyzstan UN Country Team’s plan to move forward UN coherence, efficiency and effectiveness in its efforts to assist the Government of Kyrgyzstan to recover from recent humanitarian concerns, to advance Kyrgyzstan’s national development plans and to move towards achievement of the goals set forth in the Millennium Declaration¹⁰¹.”

In conjunction with the presentation of the concept note, the Director of the Moscow Subregional Office signed a Memorandum of Understanding (MOU) on behalf of the ILO for the “One Fund in Kyrgyzstan Using Pass-Through Fund Management.”

On 9 March 2010, the First Vice-Prime Minister of the Kyrgyz Republic and the UN Resident Coordinator announced the launch of the One UN Programme in Kyrgyzstan¹⁰². Funding of US\$3.6 million was committed for the implementation of the programme in Kyrgyzstan. This sum represents core UN funding granted to the UN system in Kyrgyzstan to be allocated to projects determined jointly between the United Nations and the Government of the Kyrgyz Republic through the Joint Steering Committee.

The plans for implementation are detailed in a document entitled the *One UN Programme in Kyrgyzstan: Addressing Energy, Food and Economic Insecurities*¹⁰³. The document explicitly mentioned the roles of OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, UNV and WHO. Although it was a signatory to the MOU, the ILO was not explicitly mentioned in the document as being a member of the UN Country Team responsible for implementing the programme.

Despite being a full partner in the ‘One UN’ Programme, the visibility of the ILO, in comparison with other UN agencies, in Kyrgyzstan was low. There were at least two factors that caused this lack of visibility: the status of National Coordinator and the location of the ILO office. The status of the National Coordinator was discussed in Chapter

¹⁰⁰ See Annex 14.

¹⁰¹ ‘Delivering as One’ in Kyrgyzstan. Concept Note, November, 2009.

¹⁰² <http://www.un.org.kg/en/news-center/news-releases/article/65-news-center/3971-one-un-programme-is-launched-in-kyrgyzstan>

¹⁰³ *One UN Programme in Kyrgyzstan: Addressing Energy, Food and Economic Insecurities*, 15 December 2009.

4. However, with regard to the location of the ILO office, the evaluation team noted that all of the UN agencies that were explicitly mentioned above are housed in the UN House in Bishkek. The ILO office is housed elsewhere.

5.7 Conclusions

- In the area of employment creation, skills and employability, the ILO made substantial contributions through commissioning high-quality research, providing policy advice, and capacity building especially in vocational education and business skills development. The ILO's modular training products were valued by the constituents and used in vocational education and training. It is important to note that those products were valued by other UN and donor agencies, such as UNDP. Swiss Helvetas began using the ILO Modular Skills Training (MST) approach in the agricultural sector as well. Based on the information from National MST facilitators, the Aga-Kahn Foundation and ADB have also expressed interest in using the ILO MST approach.
- In the area of improving the national Occupational Safety and Health system, the ILO made important contributions through the WIND project that brought improvements in the everyday practices of farmers around the country. Another important result was the development of the Labour Inspection capacity. However, the DWCP goals in this area were not achieved due to the contradictions between constituents and the political context.
- The overall effect of ILO/DWCP efforts in the area of reducing work deficit in the informal economy can not be assessed since the interventions were not coherent and were rather limited. DWCP achieved considerable progress in developing social dialogue in the agriculture and textile industries (through the WIND project) and in combating WFCL (through IPEC project). Limited progress was achieved in the area of local economic development.
- The ILO achieved outstanding sustainable results in the area of promoting gender equality.
- A partnership with UNDP was mutually beneficial. UNDP helped with the outreach, funds and logistics. ILO/DWCP provided high-quality products and services to beneficiaries that helped develop UNDP capacity as well.
- Collaboration with UNDP was for the most part related to the BYE project.
- ILO played an important role in the One UN Joint Programme in Kyrgyzstan although its visibility was low as compared to the other UN agencies.

6. Conclusions and Recommendations

6.1 ILO/DWCP SWOT Analysis

This chapter presents a SWOT-analysis to distil the most important evaluation findings and build a ‘bridge’ between those findings and the main conclusions and recommendations. It also includes some very important data on the situation in Kyrgyzstan which is most relevant in the SWOT context.

6.1.1 Strengths

Strengths are attributes of the ILO/DWCP in Kyrgyzstan that are helpful to achieving the DWCP strategic goals (priorities).

- The ILO had several high-quality products and services that included: Modular Training, Business skills training, a TOT system for preparation and certification of business trainers.
- Opportunities for further professional growth were available for the country-based professionals through ILO in-country programmes and its training centre in Turin. It helped not only to develop professional skills but also to motivate people and open new career opportunities for them.
- The ILO’s gender audit methodology was successfully implemented in Kyrgyzstan and appreciated by the constituents. In the area of promoting gender equality, the ILO had a very good reputation and competitive advantage.
- The ILO, together with its partners, has already trained dozens of committed professionals in the areas of modular training skills and business training skills. Those people are a great asset for the ILO’s future programmes in Kyrgyzstan.
- The ILO has a proven record and rich experience in conducting high-quality studies and developing knowledge products related to labour issues such as labour migration, child labour, and labour market analysis.
- ILO staff in Moscow and Geneva includes world class experts who can provide timely professional technical assistance to the DWCP and country constituents in Kyrgyzstan both in distance and in face-to-face modes. In some cases, such consultations could be free of charge for them.
- The ILO’s international experience was available to the country through the ILO’s internal network.
- The ILO was very well-connected with governments, trade unions and employers’ organizations around the world. It effectively facilitated international networking for its country counterparts.
- The ILO took risks and experimented with innovative approaches such as ‘Open Space Technology’ that increased the effectiveness of its efforts.
- The ILO had good sustainable relationships with its tripartite constituents in Kyrgyzstan and made substantial contributions to their capacity building.
- The DWCP approach was in line with the desire of the ILO’s constituents to develop and implement country led programmes focused on the priorities identified by them.

6.1.2 Weaknesses

Weaknesses are attributes of the ILO/DWCP in Kyrgyzstan that are harmful to achieving the DWCP strategic goals (priorities).

- The ILO did not have a country office in Kyrgyzstan. This affected the ILO's image, especially in its relations with government entities. It also influenced the ILO's programmatic and management capabilities at the country level. For example, it limited the ILO's ability to develop, mobilize resources and implement country programmes and projects. These were serious disadvantages of the ILO in Kyrgyzstan in comparison with other UN agencies and non-UN actors.
- ILO regular budget funding was rather limited and could not cover all the needs of its Constituents in Kyrgyzstan.
- Programming and resource mobilization were predominantly conducted by the ILO's SRO in Moscow. They naturally promoted subregional programmes and had few opportunities to mobilize resources for the specific needs of Kyrgyzstan.
- Under such circumstances, the DWCP was developed "back to front" as it included activities that were already resourced. That led to the 'domination' of subregional projects in the DWCP and to its fragmentation. In fact, the DWCP in Kyrgyzstan today looks more like a 'Decent Work Subregional Programme'¹⁰⁴.
- The ILO's management system was extremely centralized and the ILO's internal approval procedures were rather slow, which limited the flexibility of its DWCP in Kyrgyzstan.
- The National Coordinator did not have enough authority to effectively manage the DWCP.
- The DWCP in Kyrgyzstan was not based on a coherent intervention theory (logic model).
- The DWCP did not have an effective results-based management system due to the low quality of indicators and the ILO's limited capacity in the country (see above).
- The visibility of the ILO in general and the Kyrgyzstan DWCP in particular was rather limited. The ILO did not undertake systematic public relations and communication efforts to increase DWCP visibility and to build its own image. The ILO's web presence in Kyrgyzstan was rather weak.

6.1.3 Opportunities

Opportunities are external conditions that are helpful to achieving the DWCP strategic goals (priorities).

- An opportunity unique to Kyrgyzstan that could be used by the ILO was the decision made by the President to develop and implement a National Decent Work Programme (NDWP). A brief concept paper was developed and submitted to the President right before major government restructuring in 2008. Thus, the further development of the NDWP was postponed and will most likely be continued in 2009. The evaluation team was informed about this by the newly appointed Deputy

¹⁰⁴ This is only a metaphor. Such a programme does not exist and the evaluation team is aware of this fact.

Minister of Labour, Employment and Migration¹⁰⁵. Thus, the ILO's DWCP in Kyrgyzstan may potentially become a model if the ILO and its constituents manage to find a way to harmonize the NDWP and DWCP.

- The One UN Joint Programme in Kyrgyzstan created new opportunities for ILO to position its self as an equal member of the UNCT.
- Overall, the constituents were very positive about the ILO's work in Kyrgyzstan and looked forward to continued cooperation. The newly formed Ministry of Labour, Employment and Migration was interested in strengthening the ILO's presence in the country.
- There are resource mobilization opportunities for the Kyrgyzstan DWCP both inside and outside the country. The evaluation team carefully explored potential opportunities with Swiss Helvetas, GTZ and UNDP.
- The ILO's constituents and other interested parties had many interesting and innovative project ideas¹⁰⁶ that were in line with the ILO's priorities. Local stakeholders were ready to take a more pro-active position in developing new projects and programmes and mobilizing resources.

6.1.4 Threats

Threats are external conditions which could do damage to achieving the DWCP strategic goals (priorities).

- The constituents could move forward on the National Decent Work Programme (NDWP) and the ILO may lose the momentum for harmonizing this programme with the DWCP. At some point, it might become too late.
- The Government of Kyrgyzstan considered country ownership of the development programmes¹⁰⁷ as one of its top priorities. Thus, it may become more assertive in promoting its agenda and simply refuse to participate in the new ILO subregional programmes if they are not properly negotiated.
- Staff turnover in constituents' organizations was high and constant capacity development is required.
- Resources were not available for some of the key newly developed DWCP activities that were not a part of the existing projects and hence were not resourced.
- Contradictions between the constituents in Kyrgyzstan may cause problems that are beyond the ILO's influence such as the situation with the National OSH Programme described in Chapter 5.

¹⁰⁵ A formal interview was not conducted with Mr. Dzhunushaliev because he was appointed in the middle of the field mission to Bishkek in November, 2009. However, the evaluation team met twice with him to informally discuss issues of mutual interest.

¹⁰⁶ The evaluation team collected over 50 project ideas in the course of its field mission and shared them with the constituents at the feedback meeting.

¹⁰⁷ This is fully in line with the *Paris Declaration on the AID Effectiveness* (2005).

6.2 Main conclusions

- The DWCP in Kyrgyzstan focused on the priorities jointly developed by the ILO and its constituents. Those priorities were relevant to the challenges Kyrgyzstan faced and were in line with key ILO strategic documents.
- Although it focused on the three clearly defined priorities relevant to the country context, the programme was not based on a clearly defined logic model and was not logically coherent. DWCP indicators were not properly designed and could not be used to monitor DWCP progress and results.
- The major portion of the programme activities was implemented through several subregional projects that covered Kyrgyzstan. Thus, subregional projects dominated the country programme, which was not in line with the concept of DWCP, the *Paris Declaration*, or the *Accra Agenda for Action*.
- Most activities under the programme were successfully implemented in accordance with the Implementation Plan and made substantial contributions to the programme's priority areas. The credit of those achievements though should be given to the respective subregional projects especially BYE and IPEC rather than to the DWCP.
- Most outstanding and sustainable results were achieved in the areas of: (a) gender equality; (b) development of vocational education for young people on the basis of modular approach; (c) boosting youth employment through business awareness raising and business skills development; (d) conducting research and providing policy advice on the labour related issues such as labour migration and child labour; and (e) improvement of occupational safety and health in agriculture.
- The ILO contributed to the capacity building of its country constituents and established good and sustainable relationships with them.
- The ILO competitive advantages in Kyrgyzstan lie in the above-mentioned areas. The ILO is particularly good at research and capacity building in its areas of specialization.
- The programme management system was not properly developed and supported by resources. While implementation of planning function was satisfactory, organization, motivation and control functions were not implemented in an effective manner. That was a system fault but not the fault of the National Coordinator who worked hard and performed well under extremely difficult circumstances.
- The ILO's visibility in Kyrgyzstan was limited to people and organizations directly involved in ILO activities. The ILO and the DWCP did not undertake systematic activities to raise awareness of the ILO and its work among the groups that were important for DWCP success such as expert community and business community.
- A strong programme can not exist without a strong Office. The ILO can not have a strong and highly effective Decent Work Country Programme in Kyrgyzstan without having a strong Country Office there. The Moscow SRO could not effectively operate in the capacity of a Country Office for Kyrgyzstan because it was responsible for a huge and diverse region that includes many countries.
- Currently, there are favourable conditions in Kyrgyzstan to develop and implement a new effective DWCP: (a) Kyrgyzstan Government is going to develop a National Decent Work Programme and is very supportive of the ILO efforts in that respect; and (b) there are resource mobilization opportunities both inside and outside the

country that could be used to support the new initiatives included into the DWCP in Kyrgyzstan.

6.3 Lessons learned

The historically nomadic culture in Kyrgyzstan is rich in idioms, proverbs and sayings. The evaluation team used several of these to express the lessons learned:

1. “Well begun is half done.” Evaluability of the DWCP substantially depends on the quality of its design. If the programme logic is not coherent and a results-based management framework is not in place, the DWCP will face serious challenges in measuring its progress and results. It is much more effective to conduct an evaluability assessment at the design stage of the DWCP than to undertake it when the programme is in progress or coming to an end.
2. “Nothing comes out of the sack but what was in it.” It is not possible to have a strong DWCP without having a strong ILO presence. The ILO country representatives play a crucial role at all stages of the programme cycle including needs assessment, design, implementation and evaluation. At the present time, the country team is made up of a National Coordinator and four project managers.
3. “No bees, no honey; no work, no money.” In order to implement the DWCP in accordance with the country priorities, technical cooperation resource mobilization should be done at the country level by the ILO country representatives/offices and constituents. This is because neither the Regional Office nor the Subregional Office is able to provide the funding necessary to meet all the country’s needs. Such resource mobilization should be encouraged and supported.

6.4 Main recommendations

1. **Conduct a financial reconciliation.** It was not possible to verify the percentage of the total technical cooperation project budget that was allocated to the country. Therefore, it is recommended that the Subregional Office conduct a financial reconciliation of the programme. In addition, an accounting mechanism should be implemented that would enable the percentages to be verified in the future.
2. **Harmonize the DWCP with the NDWP.** The National Coordinator and the tripartite constituents, with support from the Subregional Office, should harmonize the next DWCP with the National Decent Work Programme (NDWP) that was envisaged by the Government of Kyrgyzstan at the end of 2009. The DWCP should contribute to the NDWP design and implementation. The ILO may consider Kyrgyzstan to be a pilot country where a national government has accepted and implemented a Decent Work Programme approach. This topic should be included in the ILO agenda and discussed with the tripartite constituents in the near future.
3. **Develop a coherent programme logic based on priorities.** The new DWCP programme logic should be coherent and focused on the priorities identified by the tripartite constituents rather than on the existing regional projects with secure funding. Special attention should be paid by the National Coordinator to

the development of high-quality indicators and a DWCP monitoring system based on those indicators. The new DWCP should be supported with adequate resources for its implementation.

4. **Build on the ILO's strengths.** The ILO contributions to the DWCP should be based on its strengths and comparative advantages in the areas of research, policy advice and capacity building.
5. **Strengthen the ILO's presence in Kyrgyzstan.** To have a strong DWCP, the ILO should strengthen its presence in Kyrgyzstan. Ideally, the ILO should consider the possibility of establishing a fully functional Country Office with the proper technical capacity and funding authority. There are numerous barriers that make it unrealistic to immediately implement all the proposed changes aimed at strengthening the ILO's presence in Kyrgyzstan. The evaluation team suggests considering this as a long-term goal toward which the ILO should work. In the interim, the ILO should strengthen the role of the National Coordinator. The Regional Office should review options for giving the National Coordinator greater responsibility for overseeing DWCP implementation and for creating synergies. The ILO should explore the possibility of moving the National Coordinator to the UN House in Bishkek.
6. **Encourage resource mobilization for technical cooperation.** The ILO in Kyrgyzstan should adopt a more proactive approach, much as it does in Indonesia. A priority-based approach to the DWCP design (as opposed to a subregional projects-based approach) will most likely result in some new Kyrgyzstan-based projects of considerable importance which will require substantial amounts of funding. Hence, resource mobilization should be included in the DWCP and Implementation Plan. The National Coordinator in Kyrgyzstan should be given more responsibility to do resource mobilization for the needs of the DWCP. National constituents should be involved.
7. **Develop public relations and communications.** The National Coordinator and technical cooperation project managers should build awareness of ILO activities in Kyrgyzstan among important target audiences. They should include the expert community, the donor community and the business community. Systematic communication activities should be implemented and the web presence of the ILO in Kyrgyzstan increased on the Russian section of the Internet.

6.5 Comments from the Office

The Regional Office for Europe and Central Asia welcomes the independent evaluation of the DWCP for Kyrgyzstan.

The Regional Office endorses the findings of the evaluation that the ILO, through the implementation of the DWCP, made substantial contributions to all of the three priorities. Within the first priority on employment creation, skills and employability, ILO methodologies on business skills development and modular vocational education and training have been included in the curricula of national vocational schools and training facilities. The ILO also contributed significantly to the improvement of the National Occupational Safety and Health system through the capacity building of the national labour inspection system and to the reduction of the decent work deficit in the informal sector through upgrading productivity and safety practices of small farmers.

The Regional Office accepts the constructive recommendations made by the independent evaluation and would like to make the following comments:

This DWCP was formulated in 2006 when the practice of designing DWCPs was not yet well established across the ILO. This impacted on the lack of measurability of some indicators and the absence of targets and baselines, and of the monitoring and evaluation plan. The evaluation report recognizes this in paragraph 12. Moreover, in the endeavour to ensure full ownership of the DWCP by the constituents, the tripartite constituents themselves prepared the first draft of the DWCP. They formulated the programme priorities, the mid-term and short-term outcomes.

The domination of the technical cooperation projects portfolio by subregional projects is mainly driven by donors' preferences. This is because donors are often not willing to provide funds to a single country and prefer to stimulate cooperation among neighbouring countries. Many countries in the subregion also prefer subregional projects and activities since they share many challenges and can thus learn from each other's approach. For the ILO, the subregional approach is also more cost-effective. Nevertheless, it is important to emphasize that subregional projects always include also country-specific activities that address special needs.

Successful implementation of DWCPs depends to a large extent on the availability of extra-budgetary resources, which are sometimes difficult to attract for the Central Asian subregion to support country priorities identified by the constituents. Moreover, it is very difficult to have all technical cooperation projects in place at the time of the DWCP formulation and to base the programme on "a comprehensive and holistic programme theory". Concerning the management and coordination of all DWCP related activities in the country, the Moscow Office is responsible for all the DWCPs in its subregion, with the support of National Coordinators, where they exist. It also directly supervises all decentralized projects and cooperates closely with the project staff of the few centralized projects. The Moscow Office takes responsibility for formulating the project documentation itself or provides comments on it in order to create synergies among different projects. During implementation, it should make sure that these synergies are exploited.

With regard to paragraph 26, it should be noted that the Moscow Office has capacity to provide technical advice to the constituents and strategic partners in Kyrgyzstan. The role of the National Coordinator is to liaise with the ILO and the national tripartite constituents but not to provide technical advice. Therefore, the constituents can rely on the Moscow Office for technical advice, including on gender matters.

The recommendation on conducting a financial reconciliation will be implemented.

A new DWCP will be designed in support of a national development strategy. Once a stable government is in place and determines its development priorities, negotiations will re-start on the new DWCP in full compliance with the national development strategy.

The new DWCP will be designed in close consultation with the tripartite constituents and in line with the new DWCP guidelines. It should be noted that it is not the task of the National Coordinator to develop programme indicators and the monitoring system. This is

the responsibility of the Decent Work Technical Support Team and Country Office (DWT/CO) for Eastern Europe and Central Asia in Moscow.

While the Regional Office finds the recommendation on the strengthening of the ILO's presence in Kyrgyzstan through establishing a Country Office with the proper technical capacity and funding authority very interesting, it also recognizes that this is currently not feasible given the number of countries covered by the Regional Office, the number of DWCPs (10) and the extremely scarce financial resources. This will most probably remain so in the future. The Regional Office will seek to strengthen the coordination and facilitation role of the National Coordinator in the course of the DWCP implementation and in promoting synergies among its different parts and projects within the integrated approach. The financial implications of moving the National Coordinator from the accommodation provided free of charge by the labour ministry to premises in UN House would have to be carefully examined before such a move could be implemented.

While the recommendation encouraging local resource mobilization for technical cooperation and its inclusion in the DWCP and the Implementation Plan is in principle good, the guidance and assistance of PARDEV is very important for raising funds for Kyrgyzstan and for guiding the National Coordinator appropriately. It should also be noted that any decentralized resource mobilization for technical activities should be led by the DWT/CO for Eastern Europe and Central Asia in Moscow.

The recommendation on developing public relations and communication at the national level by the National Coordinator and technical cooperation project staff is very important. DCOMM could assist by providing appropriate training to the National Coordinator and technical cooperation staff and the Moscow Subregional Office Communications Officer can provide further guidance.

6.6 Tripartite constituents' comments

Ministry of Labour:¹⁰⁸ “The Ministry of Labour, Employment and Migration of the Kyrgyz Republic expresses its gratitude for the work accomplished and for the information provided.

Overall, the Ministry agrees with the conclusions and recommendations in the Summary, in particular:

- on point III.23 on the improvement of the National Occupational Safety and Health system;
- on point V.26.a on the necessity to implement a mechanism of accounting;
- on point V.26.b on the necessity for the National Coordinator and tripartite constituents with the support of the ILO Subregional office to implement the DWCP in line with the National Decent Work Programme; and

Also, the Ministry fully supports the experts' recommendations regarding the strengthening of the ILO's presence in Kyrgyzstan (POINT v.26.e).”

¹⁰⁸ Signed by Deputy Minister of Labour Mr. M. Bakashov. Letter dated July 1, 2010.

Federation of Trade Unions of Kyrgyzstan:¹⁰⁹ “The Federation of Trade Unions of Kyrgyzstan believes that the independent consultants of the ILO provided an objective assessment of the implementation of the DWCP (2006-2009).

The unions support the views that in the new DWCP it is necessary to pay attention to:

- the priority areas of activity, defined by the tripartite constituents;
- development of quality indicators and monitoring system of DWCP;
- establishment of a fully functional ILO representative office in the country; and
- delegation of additional responsibilities to the National Coordinator for the mobilization of resources for the implementation of the DWCP.”

Federation of Employers of Industries “Guild of Directors:”¹¹⁰ “The Federation of Employers of Industries “Guild of Directors” familiarized with the evaluation results summary and has no objections to it.”

¹⁰⁹ Signed by Chairperson of the Federation Mr. K. Osmonov. Letter dated June 30, 2010.

¹¹⁰ Email dated June 29, 2010.

Annex 1. Evaluation Terms of Reference

Independent evaluation of the ILO's country programme in Kyrgyzstan

August, 2009

1. Introduction

The ILO is conducting an evaluation of the ILO's country programme of support to Kyrgyzstan. The evaluation will be managed by the Evaluation Unit in close coordination with the ILO Regional Office for Europe and Central Asia and the ILO Subregional Office in Moscow. The evaluation team will consist of three persons: an external evaluator to act as team leader, a national evaluation consultant, and ILO Evaluation Officer from EVAL. The Regional Evaluation Officer will provide direct support to the team.

2. Background and Context

In order to facilitate preparation of Decent Work Country Programme, Kyrgyz social partners established a national tripartite Working Group. The discussions within the group with the participation of ILO senior managers resulted in signing a Memorandum of Understanding (MoU) between the Kyrgyz constituents and the ILO in May 2006 in Bishkek, whereas it has been agreed that building on current technical cooperation between the Kyrgyz Republic and the ILO, the Parties shall cooperate in the development of Decent Work Country Programme as an operational framework for joint activities in the Kyrgyz Republic under the following country priorities:

1. Employment creation, skills and employability for women and men;
2. Improving the national occupational safety and health system;
3. Reducing Decent Work deficits in the informal economy.

In the national development context, the DWCP priorities are aligned with the major development objectives of the long-term Comprehensive Development Framework for 2000-2010 (Poverty mitigation, Economic growth, Governance reform), and with the priorities of the newly drafted mid-term Country Development Strategy that was supposed to be adopted in 2006 for the period of 2006-2010 (Enhancement of effective and transparent governance, Building a fair society, ensuring protection for every citizen and human development, Ensuring sustainable economic growth).

The country priorities that have been identified jointly with the Kyrgyz constituents as development objectives of the DWCP correspond to ILO regional priorities for Europe and Central Asia (Good governance, Sustainable economic development, Decent Work objectives, and Social dialogue). Most of the activities under this DWCP aim at promoting employment and supporting Decent Work. The issues of Good governance will be addressed mainly through improving business environment for SME's (start-ups and micro-credit systems), documenting and monitoring the informal economy, and supporting inclusion mechanisms for groups of workers currently active exclusively in the informal economy through both policy intervention

and direct programmes. It is understood that Social dialogue is the main vehicle through which the outputs delivered under this DWCP should be converted into intended outcomes. This Programme both assumes and requires a very active engagement of the Kyrgyz constituents in its implementation.

In terms of ILO Strategic Framework the priorities correspond mainly to the Strategic Objectives 2 and 3, and within these to the Operational Objectives 2a, 2b, and 3b. However, the needs of the country cannot be subsumed into such a clear-cut classification, and several issues dealt with under Other Areas of Work are related to other items within the ILO's strategic framework.

3. Client

The principal clients for the evaluation are the ILO's national constituents, international partners in Kyrgyzstan and national implementing partners, all of whom support national efforts to decent work and poverty reduction, and who share responsibility for deciding on follow up to the findings and recommendations of the evaluation. The evaluation is also intended for the Office by providing a basis for improved insights as to how to better design, implement, monitor and assess country programmes in the future. The ILO's Governing Body is also an important client.

When conducting the evaluation, in addition to the Office (headquarters and field), the tripartite constituents - as well as other parties involved in the country programme and targeted for making use of the ILO's support, will be asked to participate.

4. Purpose/Objective

The purpose of this independent evaluation of the ILO's country programme of support to Kyrgyzstan for the 2006-2009 period is to: 1) provide an account to the Governing Body regarding the results achieved from ILO programme of support for Kyrgyzstan over an extended period of time, 2) provide an opportunity for reflection and lesson-learning regarding how the ILO could improve the effectiveness of its operations in the next Decent Work Country Programme for Kyrgyzstan, and 3) analyse the effectiveness of the ILO's programme in terms of supporting the development objectives set forth in the Comprehensive Development Framework for 2000-2010 and the new mid-term Country Development Strategy. The evaluation has two further intents:

- 1) to provide an ex-post assessment of major initiatives undertaken during the evaluation period that should have longer term impact
- 2) to assess the evaluability of ongoing projects supporting the DWCP within the context of the DWCP strategy and links to UNDAF and national development monitoring and evaluation.

5. Evaluation Scope and Purpose

The evaluation timeframe proposed for study is 2006 to 2009. This will allow an analysis of some of the advisory work and TC projects launched under the previous programme of cooperation and continued during the DWCP. The evaluation will focus on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition,

implementation and evolution of ILO national strategies as they relate to the decent work agenda. Finally, recommendations and lessons learned related to ILO management and organizational effectiveness will be noted. The evaluation will make recommendations for use in preparation for the next DWCP including the following:

- 1) The role and relevance of the ILO in Kyrgyzstan, its niche and comparative advantage, and partnership approach;
- 2) The role and effectiveness of the national tripartite constituents and UN and development partners in promoting decent work;
- 3) The focus and coherence of the country programme's design and strategies;
- 4) Evidence of the direct and indirect use of ILO's (and counterparts') contributions and support at national level(outcomes); evidence of pathways towards longer term impact
- 5) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Kyrgyzstan;
- 6) Knowledge management and sharing;
- 7) Lessons learned and good practices

6. Methodology

The evaluation will involve constituents during the several stages and levels of analysis presented below:

Phase I:

- A desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas.
- A scoping mission will be undertaken by an ILO Senior Evaluation Officer and the Regional Evaluation Officer to gather input from key stakeholders, gauge evaluability of the programme, and confirm proposed coverage and methodology for the study.

Phase II: November 09-January 10

- The entire Evaluation team will conduct a field mission to Kyrgyzstan in order to collect data in the form of interviews with key international and national constituents, development partners, implementing partners, relevant regional office specialists and management. ILO staff working in the field, Moscow and Geneva on Kyrgyzstan activities, as well as current and past project staff in the Kyrgyzstan will be consulted. Travel to selected parts of the country will support more in depth case review at project/outcome level.
- A review of internal organizational capacities and practices to support ILO's work in Kyrgyzstan will be conducted. This will include interviews with SRO staff and other ILO officials working substantively with the country programme to:
 - Address opportunities to improve cost containment and efficiencies.
 - Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest "best practices" for the ILO, as appropriate.
- A draft report based on analysis of all information will be circulated to key stakeholders for comment and factual correction.

7. Expected Outputs

- A full report of findings and recommendations to be finalized by the Evaluation Unit and presented to the ILO Director General. The content of this report will focus on recommendations on how to revise the country programme to be better positioned for future action in the current national, regional and global environment in light of the financial crisis.
- Background documentation and analysis on which the findings, conclusions and recommendations are based.

8. Provisional workplan and schedule

These terms of reference will be finalized in August 2009. The draft report will be written in December 2009, circulated for comments in January 2010, and then finalized by February, 2010. A summary of the evaluation report will be included in the November 2010 submissions to the PFA Committee of the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

Annex 2. List of people interviewed

#	Name	Organization/Project	Position	Contact
ILO staff, Bishkek				
1.	Bolot Orokov	ILO	National Coordinator in KR	orokov@ilo.org, Tel: (0312) 624539
2.	Svetlana Rakhimova	“Regulating Labour Migration as an Instrument of Development and Regional Cooperation in Central Asia”	Chief Technical Adviser/Regional Coordinator	rakhimova@ilo.org Tel: (0312) 694082
3.	Amina Kurbanova	ILO-IPEC PROACT-CAR	National Project Coordinator	kurbanova@ilo.org Tel: (312) 69 03 53
4.	Aziz Kirgizbaev	"Boosting Youth Employment using and integrated approach in the framework of DWCPs in Azerbaijan and Kyrgyzstan"	National Project Coordinator	kirgizbaev@ilo.org, Tel: (0312) 624539
5.	Kylych Isa	“Regulating Labour Migration as an Instrument of Development and Regional Cooperation in Central Asia”	National Project Coordinator	isa@ilo.org Tel: (0312) 694082
6.	Ms. Kumushkan Konurbaeva	“Towards Sustainable Partnerships for Effective Governance of Labour Migration in the Russian Federation, Caucasus and Central Asia”	National Project Coordinator	konurbaeva@ilo.org tel: (312) 69 40 79
ILO staff, SRO				
7.	Wiking Husberg	Subregional Office for Eastern Europe and Central Asia	Senior Specialist on Occupational Safety and Health	+7 (495) 933-0827 husberg@ilo.org
8.	Sten Toft Petersen	Subregional Office for Eastern Europe and Central Asia	Workers activities, Senior Specialist	(7-495)933-08-24 pcterscn@ilo.org
9.	Shorenchimeg Zokhiolt	Subregional Office for Eastern Europe and Central Asia	Employers activities, Senior Specialist	(7-495)933-58-91 zdchiolt@ilo.org
10.	Roman Litvyakov	Subregional Office for Eastern Europe and Central Asia	Regional Coordinator on Occupational Safety and Health	+7(495)933-08-99 litvyakov@ilo.org
11.	Alain Pelce	Subregional Office for Eastern Europe and Central Asia	Senior International Labour Standards Specialist	(7-495)933-08-25 pelce@ilo.org
12.	Irina Sinelina	Subregional Office for Eastern Europe and Central Asia	Evaluation Officer	+7 (495) 933-58-93 sinelina@ilo.org
13.	Martina Lubyova	Subregional Office for Eastern Europe and Central Asia	Director	+7 (495) 933-58-93
ILO staff, HQ				
14.	Alena Nesporova	Regional Office for Europe and Central Asia	Deputy Regional Director	+41 22 799 6781
15.	Peter Rademaker	Bureau of Programming and Management	Senior Programme Officer	+41 22 799 6934
16.	Yuka Okumura	Bureau of Programming and Management	Senior Programme Officer	+41 22 799 6557
Ministry of Labour, Employment and Migration				
17.	Janysh Alimbaev	Ministry of Labour, Employment and Migration	Acting Deputy Minister	Tel: (312) 625245
18.	Abdul Aziz Idrisov	Youth Labour Exchange	Director	Tel.: (312) 652900 icc_tr@elcat.kg

#	Name	Organization/Project	Position	Contact
19.	Aida Ajihodjaeva	Ministry of Labour, Employment and Migration	Head of Department for Employment and Labour Market Programmes	Tel: (312) 620153
20.	Ainura Jooshbekova	Ministry of Labour, Employment and Migration	Senior Specialist of the Law and International Cooperation Division	Tel: (312) 662214
21.	Ainura Asanbaeva	Information & consulting center, Bishkek	Senior Specialist on Foreign Labour Migration	Tel: (312) 620153
22.	Galina Fesyun	Bishkek committee on migration and employment	Head of Division for Analyses, Forecasting and IT	Tel: (312) 641689
23.	Gulmira Kasymalieva	Ministry of Labour, Employment and Migration	Deputy Head of Department for Labour and Social Partnership	Tel: (312) 624521
24.	Cholpon Abdylkanova	Ministry of Labour, Employment and Migration	Department for Labour and Social Partnership, Senior Specialist	Tel: (312) 624521
25.	Kenje Kadyrkulova	Ministry of Labour, Employment and Migration	Department for Labour and Social Partnership, Senior Specialist	Tel: (312) 624549 otdtrud@mlsp.kg
26.	Azamat Adamaliev	Ministry of Labour, Employment and Migration	Department for labour and social partnership, Specialist on OSH system	Tel: (312) 624521 deblab@mlsp.kg
27.	Ogan Karabalev	State Labour Inspection under the Ministry of Labour, Employment and Migration of KR	Head of State Labour Inspection	Tel: (312) 303081 gosinsp@mlsp.kg
State Agency on Vocational Education under the Ministry of Labour, Employment and Migration				
28.	Adyl Tailakov	State Agency on Vocational Education	Deputy Director	Tel: (312) 45-40-39,
29.	Irina Gordeeva	State Agency on Vocational Education	Head of the Division for International Cooperation and Policies	Tel: (312) 45-40-19
30.	Irina Sarieva	State Agency on Vocational Education	Chief Specialist of the Division for Educational Development	Tel: (0550) 160418
31.	Bakyt Jusupova	Vocational school #43	Director	Tel: (0543) 065286
32.	Urmat Mambetaliev	Vocational school #3, teacher	SIAB Master Trainer	Tel: (0770) 440800
33.	Galina Pismennaya	Trainer	SIYB Trainer	Tel: (312) 36-01-37
Federation of trade Unions				
34.	Rysgul Babaeva	Federation of Trade Unions	First Deputy of Trade Union Federation	Tel: (312) 61 32 85
35.	Svetlana Semenova	Federation of Trade Unions	Head of Social Partnership and Economic Development	Tel: (312) 613271
36.	Kumushbek Mambetov	Trade Union for agriculture sector	Head of Central Committee	Tel: (312) 613261
37.	Gulnara Mamaeva	Federation of Trade Unions	Head of Organizational Works Division	Tel: (312) 613250
38.	Dogdurbai Tynybekov	Federation of Trade Unions	Head of Technical	Tel: (312) 613250

#	Name	Organization/Project	Position	Contact
			Inspection	
39.	Mirbek Torgoev	Federation of Trade Unions	Head of International Cooperation Division	Tel: (312) 613221
40.	Anvar Djanybaev	Federation of Trade Unions	Member of the Youth Committee, Chief Specialist on Education	Tel: (312) 625652
Other trade unions				
41.	Nurmat Jailobaev	Trade Union of Telecom	Head	Tel: (312) 601115
Employers' organizations				
42.	Alybek Kadyrov	Confederation of Employers of KR	Chair	Tel: (312) 665375 kadyrov@yandex.tu
43.	Adyl Sydykov	Entrepreneurs' Union of Kyrgyzstan	Executive Director	Tel: (312) 312937
44.	Takhmina Adilbekova	Confederation of Employers of KR ILO pilot project in Kyzyl Kia	Project Coordinator	Tel: (0552) 546254
45.	Bektur Kubanychbekov	Confederation of Employers of KR	Head of Agriculture Sector of Confederation	Tel: (0555) 798821
46.	Emil Umetaliev	Kyrgyz Concept, business company	President	Tel: (312)
UNDP				
47.	Nurlan Atakanov	UNDP Poverty Reduction Programme	Small and Medium Enterprises Development Component Coordinator	Tel: (312) 653270 na@prp.undp.kg
48.	Guljigit Ermatov	UNDP Poverty Reduction Programme	Capacity Development and Knowledge Management Coordinator	Tel: (312) 653277 ge@prp.undp.kg
49.	Suyn Aidarov	UNDP Project Vocational Education for Street Children	National Project Coordinator	Tel: (312) 653277 suyn@prp.undp.kg
50.	Gulmira Mamatkerimova	UNDP, Democratic Governance Programme	Programme Manager (Parliament)	gm@dgov.undp.kg Tel.: 996 312 653296
International organizations working in Kyrgyzstan				
51.	Siroco Messerli	Helvetas	Project Manager	Tel: (312) 682014
52.	Uirich Winkler	GTZ, German Technical Cooperation, Regional Office in Central Asia	Deputy Regional Director Central Asia	+996 312 90 65 60 Ulrich.Winkler@gtz.de
Experts				
53.	Tamara Kojomuratova	Business incubator	SIYB Master Trainer	Tel: (312) 530201)
54.	Mira Karybaeva	ILO expert on Gender, Agency on Social Technologies (NGO)	Director	Tel: 0551981645
55.	Tatyana Tretyakova	NGO Institute for Humanitarian Design	Director	Tel: (312) 627472 institut_hp@mail.ru; ttatiana2000@mail.ru
56.	Rafkat Hasanov	Investment Round Table (NGO)	Director	

Annex 3. List of documents studied

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5. BYE Project Mid-Term Evaluation Report, 2008
6. Comprehensive Development Framework of the Kyrgyz Republic to 2010
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25. National Statistic Committee: Annual Publication on Social and Economic Development for 2008
26. Occupational Safety and Health Kyrgyzstan National Profile
27. Progress reports for 2008 and 2009 on the Boosting Youth Employment using an integrated approach in the framework of DWCPs in Azerbaijan and Kyrgyzstan (BYE Project).
28. Regional Economic Outlook: Middle East and Central Asia (Data provided by IMF and NSC). See: www.imf.org/external/pubs/ft/reo/2009/mcd/eng/mreo0509.pdf
29. Review of Decent Work Country Programme for Kyrgyzstan (October 2007 - December 2008), ILO Moscow SRO
30. State programme of the Kyrgyz Republic on regulation of migration processes for 2007-2010, adopted on 25 September 2007
31. The Decent Work Country Programme for the Kyrgyz Republic (2006-2009)
32. The Program of improving protection, safety and working conditions in agriculture in 2007-2009, Kyrgyzstan
33. Why Kyrgyzstan needs a new country concept of youth policy, 4 November 2008, <http://www.for.kg/goid.php?id=75799&print> with reference to www.akipress.kg

Annex 4. DWCP links to ILO Strategic Policy Framework, CCA, PRSP and CDF

DWCP outcomes	ILO Strategic Policy Framework objectives	Common Country Assessment	Comprehensive Development Framework	Country Development Strategy (PRSP)	United Nations Development Assistance Framework (UNDAF)
<p>MO 1.1 <i>Capacities</i> of the government and social partner institutions are enhanced to formulate <i>labour market policies</i> and effectively contribute to implementation of <i>employment strategies and programmes</i> at national and local levels, aimed at ensuring <i>equal access of men and women to decent jobs</i>.</p>	<p>Outcome 1: Employment promotion More women and men have access to productive employment, decent work and income opportunities</p> <p>Outcome 2: Skills development Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth.</p>	<p>- The UN System should provide support in the form of <i>capacity-building to government and institutions to establish legislative frameworks and an enabling environment to achieve good governance</i> (effective state) and rights (fair society) in different domains, to ultimately achieve human security.</p> <p>- The period of transition in the Kyrgyz Republic has been characterised by <i>increasing unemployment, with social security measures coming under increasing strain</i>, due to the lack of resources.</p>	<p>- A <i>well functioning labour market</i> is necessary to increase employment. Well-targeted efforts are required to create efficient employment services, system of industrial training and retraining and genuine protection of the rights of employees including migratory labour.</p> <p>- A system of targeted social assistance to the poor is being developed in the country, along with a transition towards insurance based pensions and unemployment benefits, and <i>active labour market policy programmes</i>.</p>	<p>- Development aims at poverty reduction and improvement of living standards by <i>creating conditions for decent labour</i>.</p> <p>- Harmonious and dynamic development of <i>national labour market</i>, achievement of its territorial and structural balances.</p>	<p>- Increased employment and income generation, with special emphasis on women and the disadvantaged, to expand choices of the poor.</p>

<p>MO 1.2 ILO constituents are equipped with practical tools and methodologies for applying an integrated approach to employment creation and meeting the current demands for increased productivity and employability of men's and women's labour force, better job quality and working conditions.</p>	<p>Outcome 19: Mainstreaming decent work Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies.</p> <p>Capacity development for constituents will be a central component of all outcome strategies to be detailed in each programme and budget document over the planning period.</p>	<p>- Development of small and medium businesses and agriculture. These sectors are most important from the point of view of poverty reduction, as the majority of employment and income generation opportunities are concentrated in this part of the economy.</p>	<p>- The basic approach to be used in this area under the CDF will be to raise the level of employment by developing a system of social partnership and increasing the efficiency of employment programmes.</p> <p>- The government will keep in touch with employers and employment services in order to assess labour market demand for qualified personnel.</p>	<p>- Progressive development of national and regional labour markets and implementation of intensive measures promoting employment.</p> <p>- Establishment of analysis, monitoring and forecasting system for the labour market.</p> <p>- The employment rate will be increased, competitiveness of labour resources, quality of life, life standards will be raised, number of unemployed, as well as economically passive population and social tension will be reduced.</p>	<p>- Capacity of the government increased to formulate and implement pro-poor economic policies.</p>
<p>MO 2.1 Review and upgrading of the Kyrgyz national OSH system.</p>	<p>Outcome 6: Occupational safety and health Workers and enterprises benefit from improved safety and health conditions at work.</p>	<p>- Although, the area of healthcare is described as a priority, OSH is not explicitly mentioned in the CCA.</p>	<p>- Higher efficiency of the system of state and civil control and supervision of labour protection and labour conditions.</p> <p>- Reduction of employment injuries, occupational diseases and compensation costs.</p> <p>- Reduction in the number of fatal accidents and number of handicapped due to occupational diseases and employment injuries.</p>	<p>- OSH is not explicitly mentioned in the CDS, while the development of the national healthcare system is one of the top priorities.</p>	<p>- OSH is not explicitly mentioned in the UNDAF.</p>

<p>MO 3.1 <i>Local social dialogue improved</i> in agriculture and other sectors of informal economy, particularly in the textile industry.</p>	<p>Outcome 12: Social dialogue and industrial relations Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations.</p> <p>Outcome 13: Decent work in economic sectors A sector-specific approach to decent work is applied</p>	<p>- Participatory development and poverty reduction require countrywide dialogue and consultation and strengthening of civil society.</p>	<p>Social Dialogue is not explicitly mentioned in the CDF.</p>	<p>- Developing tripartite partnerships between governmental institutions, trade unions and employers. In this case, authorities of governmental institutions will be delegated to local authorities and their role in rendering social services will be strengthened.</p>	<p>Social Dialogue is not explicitly mentioned in the UNDAF. Dialogue as a UN approach is mentioned though: partnership strategy that revolves around joint dialogue and creating a high-quality civic environment for civil society organizations.</p>
<p>MO 3.2 ILO constituents and key partners apply integrated local development strategies including in the rural and urban informal economy.</p>	<p>Indicator 1.5: Number of member States that, with ILO support, show an increasing employment content of investments in employment-intensive infrastructure programmes for local development.</p>	<p>- There is a need to create a policy and legal environment that enables local communities, non-governmental organizations and individuals to undertake actions which complement and reinforce national objectives.</p> <p>- Social mobilization and capacity building of communities, local governing bodies and community-based organizations for local action on, for example, poverty, economic revival and employment, gender equality, HIV/AIDS, conflict prevention, rights issues and other areas.</p>	<p>- Regions will have to create effective modern systems of local self - government designed to resolve problems of local development with available local resources. Measures aimed at strengthening the economic foundation of local communities will include transfer of some state property to municipalities, decentralization of budgets and introduction of an effective system of local taxes.</p>	<p>- The decentralization of public administration will allow delegating more authority to local communities and strengthening local budgets, thus enhancing community mobilization in order to achieve the strategic goal – ensuring adequate living standards for each Kyrgyz citizen by 2010.</p>	<p>- The United Nations System will make particular efforts to strengthen capacities of institutions and organizations at the regional and local levels in support of decentralized governance.</p>
<p>MO 3.3 The capacity of the</p>	<p>Outcome 16: Child labour</p>	<p>Child labour is prohibited by</p>	<p>Child labour issues are not</p>	<p>WFCL are not mentioned</p>	<p>WFCL are not mentioned</p>

<p>Government and social partners in Kyrgyzstan to address the worst forms of child labour strengthened and the general awareness of the population of the hazards of the worst forms of child labour issue increased.</p>	<p>Child labour is eliminated, with priority being given to the worst forms</p>	<p>law, but is a common occurrence in family-owned small enterprises or on family farms. With reduced state support to homes and orphanages, the UNICEF study quoted above found that children in these institutions were sometimes sent out to work to earn money for their upkeep.</p> <p><i>The term “WFCL” is not explicitly mentioned in the CCA, but CCA addresses the issue of child prostitution:</i> “Child prostitution, though little discussed or documented, is known to exist. The IOM study on trafficking found that girls as young as ten were being trafficked from remote mountain villages.”</p>	<p><i>explicitly addressed in CDF.</i></p>	<p><i>in the CDS.</i> Child labour is mentioned once along with a few other problems.</p> <p>- Child support is one of the most crucial problems. There are over ... 23,000 children at work... Child support issues must be given more attention since insufficient child support can lead to the «decapitalization» of the country’s human potential.</p>	<p><i>in the UNDAF. Child labour issues are mentioned in the context of the pro-poor policies (see DWCP priority 1).</i></p>
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Annex 5. Framework for the DWCP for the Kyrgyz Republic (outcomes and indicators)

Results	Indicators
Priority 1. Employment creation, skills and employability for women and men	
Mid-term outcome 1.1 Capacities of the government and social partners' institutions are enhanced to formulate labour market policies and effectively contribute to implementation of employment strategies and programmes at national and local levels, aimed at ensuring equal access of men and women to decent jobs.	1.1.a The Kyrgyz Republic develops more effective skills and employability programmes with a view to improve the living standards of the population. 1.1.b Labour market information and analysis is improved in Kyrgyzstan with special attention to employment and equal access to decent and productive employment for young women and men. 1.1.c Assistance on National migration policy improvement is provided in line with relevant ILO Conventions, in particular labour migration. 1.1.d Federation of Trade Unions of Kyrgyzstan developed and adopted Labour Migration Programme for the period 2008-2010.
Short-term outcome 1.1.1 Labour market situation of youth in Kyrgyzstan is documented through ILO School-To-Work Transition Survey and other data collection exercises that allow for labour market development analysis and planning.	1.1.1.a School-To-Work Transition Survey carried out is analysed and report is widely disseminated.
Short-term outcome 1.1.2 Constituents take action to alleviate the socio-economic impact of HIV/AIDS in the world of work.	1.1.2.a Awareness-raising organized and national action plan for combating HIV/AIDS in the world of work is developed and adopted by constituents.
Mid-term outcome 1.2 ILO's constituents are equipped with practical tools and methodologies for applying an integrated approach to employment creation and meeting the current demands for increased productivity and employability of men's and women's labour force, better job quality and working conditions.	1.2.a ILO tools are pilot tested and available for constituents and other key stakeholders in Kyrgyzstan to improve the policy and regulatory environment for enterprises, and promote an enterprise culture that supports the creation of decent jobs.
Short-term outcome 1.2.1 ILO's constituents, stakeholders, and intermediaries apply tools and approaches that are grounded in ILO core values to assist enterprises, including cooperatives, to increase employment and income opportunities for young women and men.	1.2.1.a ILO tools aimed at individual skills and entrepreneurial training (SIYB,KAB,MES) are further improved and available for Kyrgyz constituents for increasing employability of youth. 1.2.1.b The list of occupations in the construction sector revised, and updating the Qualification Reference Book for workers in the construction sector is in the process.
Priority 2. Improving the national Occupational Safety and Health system (OSH)	
Mid-term outcome 2.1 Review and upgrading of the Kyrgyz national OSH	2.1.a A tripartite OSH Council is established. 2.1.b A national OSH programme is approved as a part of a tripartite modernization of the national OSH system.

system.	<p>2.1.c An OSH management system (ILO-OSH 2001) based on social dialogue is introduced in selected enterprises.</p> <p>2.1.d The labour inspection is strengthened and modernized, obstacles for free access to inspection of work places are removed in accordance with ratified Convention 81.</p> <p>2.1.e Inspectors and OSH specialists among social partners are trained, including on HIV/AIDS and child labour.</p>
<p>Short-term outcome 2.1.1 Improved working conditions in selected high-risk industrial sector.</p>	<p>2.1.1.a OSH specialists among tripartite constituents are trained to organize targeted campaigns.</p> <p>2.1.1.b The OSH information centre is established and operational.</p> <p>2.1.1.c Promotional and training material is produced and disseminated.</p> <p>2.1.1.d Targeted campaigns are organized related to the World OSH Day 28 April (construction, chemicals in agriculture)</p>
Priority 3. Reducing decent work deficits in the informal economy	
<p>Mid-term outcome 3.1 Improved local social dialogue in agriculture and other sectors of informal economy, particularly in the textile industry.</p>	<p>3.1.a Constituents use social dialogue to target and take effective action to improve social and labour outcomes in specific economic sectors.</p>
<p>Short-term outcome 3.1.1 Knowledge of actors within the labour administration system of the principles of good governance and their relevance for a sound labour and social policy has increased, as well as their capacity to address in an efficient way key issues of social and economic development including the issue of informal economy and unregistered work.</p>	<p>3.1.1.a Kyrgyzstan takes practical steps to foster labour administration in accordance with the ratified Convention 150.</p>
<p>Short-term outcome 3.1.2 Provision of decent and safe living and working conditions in rural informal economy through local economy development.</p>	<p>3.1.2.a The WIND programme is integrated into the local administration Ayil Okmotus.</p> <p>3.1.2.b A network of WIND trainers cover all regions.</p>
<p>Mid-term outcome 3.2 ILO constituents and key partners apply integrated local development strategies including the rural and urban informal economy.</p>	<p>3.2.a The Kyrgyz Republic applies ILO innovative approaches and policy orientations local economic development (LED).</p>
<p>Short-term outcome 3.2.1 Cooperative development in agriculture sector.</p>	<p>3.2.1.a Constituents, public and private support agencies in Kyrgyzstan apply ILO tools and approaches to provide effective business development service particularly for small business and cooperatives, to help them improve their productivity and market access.</p>

<p>Mid-term outcome 3.3 Strengthened capacity of the Government and social partners in Kyrgyzstan to address the worst forms of child labour and increased awareness of population of the hazards of the worst forms of child labour issue.</p>	<p>3.3.a Mainstreaming/integration of the worst forms of child labour issues with other development initiatives both at national and local levels (policies, programmes, activities, plans of actions). 3.3.b Number of programmes, policies and events developed and implemented by the Government and social partners aimed at elimination of children' exploitation, their withdrawal from exploitation and further rehabilitation. 3.3.c Development of child labour monitoring system and models for the withdrawal of children from child labour, their rehabilitation and for the prevention of child labour. 3.3.d Regularity of sessions of the Coordination Council on Child Labour, as well as Working Group and tripartite commissions at the regional level. 3.3.e Progress in the application of ILO Conventions 138 and 182.</p>
<p>Short-term outcome 3.3.1 Information base on the geography, magnitude and characteristics of child labour is developed and accessible to the partners.</p>	<p>3.3.1a Indicators and forms for statistical reporting on child labour are developed and applied</p>
<p>Other areas of work</p>	
<p>Mid-term outcome 4.1 Policy of the partners is aimed at developing institutional mechanisms of the social partnership system through enhanced activity of the tripartite commissions and promotion of collective bargaining at all levels.</p>	<p>No indicators in the DWCP</p>
<p>Short-term outcome 4.1.1 Implementation of the state poverty reduction programmes through a series of increases of minimum wage by improvements of the national legislation in line with the international labour standards in order to reach the minimum consumption budget (MCP) of a working age person.</p>	<p>No indicators in the DWCP</p>

Annex 6. Evaluability Assessment

Dimensions	Criteria	Comments
Objectives		
	Clear identification of long-term ILO priorities and outcomes.	<ul style="list-style-type: none"> As stated DWCP priorities indicate clear identification of long-term ILO priorities and outcomes. In addition, one observes a consistency with objectives of the international development frameworks. Indications allow confirming clear identification of areas of agreement and disagreement with the Constituent's priorities and strategies. Indicative involvement of ILO constituents and partnerships outlined. For each outcome set out, a brief strategy statement reveals how and what will be undertaken toward effective achievements.
	Consistency with objectives of the international development frameworks.	
	Clear identification of areas of agreement and disagreement with the Constituent's priorities and strategies.	
	Full involvement of ILO constituents and partnerships.	
	Clear definition of proposals and action towards achieving outcomes through chosen strategy.	
Indicators		
	Indicators are quantitative, or are qualitative and include comparison points of level, quality or grade.	<ul style="list-style-type: none"> ILO guidance stipulates that performance indicators should SMART (Specific, Measurable, Attainable, Relevant, and Time-Bound). Few of the DWCP outcomes indicators seem to be fulfill these requirements. The DWCP document does not provide indications on likely means of verification.
	Indicators are specific.	
	Indicators are measurable.	
	Indicators are attainable.	
	Indicators are relevant.	
	Indicators are time-bound.	
	Indicators have means of verification.	
Baselines		
	Baselines are explicitly stated for each indicator or are implicit in the stated objectives.	<ul style="list-style-type: none"> The document does not provide baseline data. A baseline data is basic information collected about an indicator before DWCP starts.
	Are baselines specific to the programme/project?	
	Baselines are unambiguous.	
	Baselines clearly describe the situation prior to the intervention.	
	Baselines permit comparison and measurement of results.	
Targets		<ul style="list-style-type: none"> Targets have not been included in the document. Targets are baseline data to plus the amount of desired improvement. The SRO made up targets for the evaluation but they require

		additional work.
Milestones		
	Milestones provide a clear sense of the time frame of achievement of results.	<ul style="list-style-type: none"> • Milestones have not been included in the document. • Milestones are targets divided up into incremental periods of time.
	Milestones help identify the path toward outcomes.	
	Milestones provide clear sense of progress towards development goal.	
Risks/Assumptions		
	Identification of principal restrictions to achieving outcomes.	<ul style="list-style-type: none"> • Risks/Assumptions information not found in the document.
	Identification of risks associated with each strategy option and/or achieving project outcomes.	
	Clear definition of risk mitigation measures, supported by theory, logic, empirical evidence and/or past ILO experience.	
Monitoring and Evaluation		
	Results framework clearly defines actions to be undertaken to achieve appropriate evaluation and monitoring.	<ul style="list-style-type: none"> • A results-based framework and M&E system were not in place so even if the programme produced results, they would be difficult to monitor and evaluate.
	Progress monitoring system defined for objectives and strategy, including actions to be undertaken to record progress.	
	Risks monitoring system defined, including actions to be undertaken to achieve this.	

Annex 7. Kyrgyzstan DWCP: Project Portfolio Table (Financial Expenditures, 2004-09)

	Description of Technical Cooperation Project	Source of fund	2004 (US\$)	2005 (US\$)	2006 (US\$)	2007 (US\$)	2008 (US\$)	2009 (US\$)
1. ¹⁾	Poverty Reduction Through Promoting Employment of Youth and Other Vulnerable Groups in Informal Economy (12263)	DFID/UK	2 028 426 (4 countries)					
2. ²⁾	ILO Social Security Database (12293)		(20 countries)					
3. ²⁾	Technical Coordination and knowledge sharing on the theme 'gender equality in the world of work' (12298)		(28 countries)					
4. ¹⁾	Combating Human Trafficking and Forced Labour Outcomes in central Asia and Russian Federation (12357)	Netherlands	1 249 997 (3 countries)					
5. ¹⁾	Increasing Employability of Disadvantaged Young Women and Men Through Skills Development and Entrepreneurial Education (12358)	Netherlands/ILO Cooperation Programme	1 236 999 (6 countries)					
6. ¹⁾	Strengthening the Dialogue in Public Utilities Sector in Countries of Central Asia (12329)	Luxemburg	220 642 (3 countries)					
7. ²⁾	Capacity Building Project (PROACT) Combating Child Labour in Central Asia: Regional programme with focus on the worst forms of Child Labour (12472)	USDOL	2 500 000 (4 countries)					
8. ²⁾	ACT/EMP Global Project on "Capacity Building of Employers Organizations on Productivity and Competitiveness"	Norway		53 000 (6 countries)				
9. ¹⁾	Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment (EYE) (100171)	Germany		1 211 339 (4 countries)				
10. ²⁾	Elimination of Child Labour in Kyrgyzstan by Strengthening Trade Union Position	Norway			20 000			
11. ²⁾	Discrimination of Women at the workplace in Central and Eastern Europe (100376)							
12. ¹⁾	Boosting youth employment using an integrated approach in the framework of DWCPs in Azerbaijan and Kyrgyzstan (100500)	Netherlands/ILO Cooperation Programme			4 317 729 (2 countries)			

	Description of Technical Cooperation Project	Source of fund	2004 (US\$)	2005 (US\$)	2006 (US\$)	2007 (US\$)	2008 (US\$)	2009 (US\$)
13. ¹⁾	Technical support and knowledge sharing of gender mainstreaming in ILO/NCP (100503)	Netherlands			1 300 000 (16 countries)			
14. ¹⁾	Trade Union action against Child Labour (100518)	Norway			93 129 (8 countries)			
15. ¹⁾	Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia (100704)	European Commission, ILO			2 120 390 (5 countries)			
16. ¹⁾	Mainstreaming Tripartism and Social Dialogue (100869)	Netherlands			1 850 000 (16 countries)			
17. ¹⁾	Strengthening the Capacity of Employers' and Workers' Organizations to be Effective Partners in Social Dialogue (100875)	Netherlands			850 000 (15 countries)			
18. ¹⁾	Promotion of Good Governance in Labour Administration in the Caucasus and Central Asia (100792)	Germany				410 274 (4 countries)		
19. ¹⁾	Improving Occupational Safety and Health in Central Asia, Phase 1 (100861)	Finland				49 999 (4 countries)		
20. ¹⁾	Mainstreaming Tripartism across the NCP and Product Development for Employers' and Workers' Organizations	Netherlands/ILO Cooperation Programme					14 500 (2 countries)	
21. ¹⁾	Regulating Labour Migration as an instrument of development and regional cooperation (100850)	European Commission, ILO					720 429 (3 countries)	
22. ¹⁾	Combating Child Labour in Central Asia. "Commitment Becomes Action" Phase II (101058)						1 593 190 (4 countries)	
23. ¹⁾	Improving Occupational Safety Health Systems in Central Asia, Phase 2 (101080)						70 000 (4 countries)	
24. ¹⁾	Occupational Safety Health in Central Asia-prevention at work, protection for life (101590)	Korea					572 245 (5 countries)	
25. ²⁾	Improving Occupational Safety and Health Systems in Central Asia, Phase 3 (101841)							(4 countries)

	Description of Technical Cooperation Project	Source of fund	2004 (US\$)	2005 (US\$)	2006 (US\$)	2007 (US\$)	2008 (US\$)	2009 (US\$)
26. ²⁾	WIND Programme (Practical Training of Informal Rural Sector and Small Farmers in Self-improvement of Living and Working Conditions)	SECTOR, IPEC, TRAVAIL, ETC	216 000					

¹⁾ FINANCE was able to verify the total expenditure for the project, but is not able to verify the amount for Kyrgyzstan separately

²⁾ FINANCE is not able to verify the expenditure figures as these projects mentioned are not found in the system

Annex 8. Activities in Support of the Kyrgyzstan DWCP as of May 2009

Project Number	Project Title	Duration	Total Budget (US\$) ³⁾	Allocations for Kyrgyzstan		Status	Adm. Unit
				% Share	Amount		
12263 ⁴⁾	Poverty Reduction Through Promoting Employment of Youth and Other Vulnerable Groups in Informal Economy (for 4 countries)	1 May 2003 31 Dec 2006	2 028 426	25	507 107	complete	ILO-SRO Moscow
12293	ILO Social Security Database	1 March 2004 28 Feb 2006		5		complete	SOC/FAS
12298	Technical Coordination and knowledge sharing on the theme 'gender equality in the world of work'	1 March 2004 28 Feb 2006		4		complete	GENDER
12329 ⁴⁾	Strengthening the Dialogue in Public Utilities Sector in Countries of Central Asia	1 April 2004 31 Mar 2007	220 642	25	55 160	complete	SECTOR
12357 ⁴⁾	Combating Human Trafficking and Forced Labour Outcomes in central Asia and Russian Federation	1 March 2004 28 Feb 2006	1 249 997	30	374 999	complete	ILO-SRO Moscow
12358 ⁴⁾	Increasing Employability of Disadvantaged Young Women and Men Through Skills Development and Entrepreneurial Education	1 March 2004 28 Feb 2006	1 236 999	15	185 550	complete	ILO-SRO Moscow
12472	Combating Child Labour in Central Asia: Regional programme with focus on the worst forms of Child Labour	30 Sep 2004 31 Dec 2007		25		complete	IPEC
100171 ⁴⁾	Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment (EYE)	31 Aug 2005 31 Dec 2007	1 211 339	25	302 835	complete	IPEC
100376	Discrimination of Women at the workplace in Central and Eastern Europe	1 March 2006 31 Dec 2007		4		financially closed	ACTRAV
100500 ⁴⁾	Boosting youth employment using an integrated approach in the framework of DWCPs in Azerbaijan and Kyrgyzstan	1 July 2006 30 April 2010	4 317 729	50	2 158 865	active	ILO-SRO Moscow
100503 ⁴⁾	Technical support and knowledge sharing of gender mainstreaming in ILO/NCP	1 July 2006 30 Apr 2010	1 300 000	5	65 000	active	GENDER
100518 ⁴⁾	Trade Union action against Child Labour	1 June 2006 30 April 2009	931 294	10	93 129	active	ACTRAV
100704 ⁴⁾	Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian	14 Nov 2006 13 Nov 2009	2 120 390	20	424 078	active	ILO-SRO Moscow

Project Number	Project Title	Duration	Total Budget (US\$) ³⁾	Allocations for Kyrgyzstan		Status	Adm. Unit
				% Share	Amount		
	Federation, the Caucasus and Central Asia						
100792 ⁴⁾	Promotion of Good Governance in Labour Administration in the Caucasus and Central Asia	19 Mar 2007 31 Dec 2009	410 274	25	102 569	complete	ILO-SRO Moscow
100850 ⁴⁾	Regulating Labour Migration as an instrument of development and regional cooperation	1 March 2008 28 Feb 2011	720 429	33	237 742	active	MIGRANT
100861 ⁴⁾	Improving Occupational Safety and Health in Central Asia, Phase I	1 July 2007 31 May 2008	49 999	25	12 500	complete	ILO-SRO Moscow
100869 ⁴⁾	Mainstreaming Tripartism and Social Dialogue	1 June 2006 30 April 2010	1 850 000	6	111 000	active	ACT/EMP
100875 ⁴⁾	Strengthening the Capacity of Employers' and Workers' Organizations to be Effective Partners in Social Dialogue	1 June 2006 30 April 2010	850 000	8	68 000	active	ITC
101058 ⁴⁾	Combating Child Labour in Central Asia. "Commitment becomes Action" Phase II	21 Jan 2008 31 Dec 2009	1 593 190	25	398 298	active	IPEC
101180 ⁴⁾	Improving Occupational safety Health (OSH) systems in Central Asia, Phase II	30 April 2008 30 Sept 2009	70 000	25	17 500	complete	ILO-SRO Moscow
101590 ⁴⁾	Occupational Safety Health (OSH) in Central Asia- prevention at work, protection for life	22 Dec. 2008 21 Feb. 2011	572 245	22.5	128 755	active	ILO-SRO Moscow
101841	Improving Occupational Safety and Health Systems in Central Asia, Phase 3	1 Aug 2009 31 Dec 2010		25		active	ILO SRO Moscow
102112	From the crisis towards decent and safe jobs in Central Asia and Southern Caucasus	1 Jan 2010 31 Dec 2013		13			ILO SRO Moscow
5)	International seminar on Health and Safety	2004	6 825	100	6 825	complete	ILO-SRO Moscow
5)	ILO/ICFTU Project on Child labour in Kyrgyzstan. Building trade Union Response	2004-2005	46 525			complete	ILO-SRO Moscow
5)	Response to Crisis in Central Asia	2004-2005	130 633			complete	ILO-SRO Moscow
5)	WIND programme (Practical training of informal rural sector and small farmers in self-improvement of living and working conditions)	2004-2009	216 000			active	ILO-SRO Moscow

Project Number	Project Title	Duration	Total Budget (US\$) ₃₎	Allocations for Kyrgyzstan		Status	Adm. Unit
				% Share	Amount		
5)	The Capacity Building Project on Worst Forms of Child Labour	2005-2007	211 159			complete	ILO-SRO Moscow
5)	ACT/EMP global project on "Capacity Building of Employers Organizations on Productivity and Competitiveness"	2005-2007	53 000			complete	ILO-SRO Moscow
5)	Elimination of Child Labour in Kyrgyzstan by strengthening Trade Union Position	2006	20 000			complete	ILO-SRO Moscow
5)	Occupational Safety and Health textile sector unions. Not a TC project. Joint activity with BYE project funded by EPA from SECTOR.	2007	2 000			complete	ILO-SRO Moscow
5)	Seminar for capacity building of employers on Productivity and Competitiveness	2007	1 900	100	1 900	complete	ILO-SRO Moscow
5)	ILO code of practice on HIV/AIDS and the World of Work. Not a TC project. Separate activity funded by EPA from ILO/AIDS.	2007-2008	9 405			complete	ILO-SRO Moscow
5)	Providing decent and secured work within enterprises of textile and light industry through creation of primary trade union organizations and decline of informal employment level. NICP funded activity funded by EPA from ACTRAV.	2008	51 557			complete	ILO-SRO Moscow
5)	Subregional training constituents' focal points on HIV/AIDS in Kyrgyzstan	2008	5 000	100	5 000		ILO-SRO Moscow
5)	Two seminars on C 131, C 87, and C 98 conducted by Federation of Trade Unions of Kyrgyzstan	2008	4 000	100	4 000		ILO-SRO Moscow
5)	Organization of Cooperatives Conference. Awareness-raising activity funded by COOP.	2008-2009	31 500			active	ILO-SRO Moscow
5)	ILO-UNDP Joint Workplan. Support for MDG advocacy campaign with a focus on Decent Work	2008-2009	10 000			active	ILO-SRO Moscow

Project Number	Project Title	Duration	Total Budget (US\$) ³⁾	Allocations for Kyrgyzstan		Status	Adm. Unit
				% Share	Amount		
5)	Mainstreaming tripartism across the NICP and product development for employers' and workers' organizations	2008-2010	14 500			active	ILO-SRO Moscow
5)	Subregional training network for young women and men	2009	517 521			active	ILO-SRO Moscow

³⁾ FINANCE verified that the total budget was correct as of 06 May 2010. FINANCE was not able to verify if the per cent allocated and the amount derived from this are correct.

⁴⁾ FINANCE was able to verify the total budgets for these projects.

⁵⁾ FINANCE was not able to verify the total budgets for these projects.

Annex 9. Sources of funds for DWCP activities by outcomes

Outcomes	# of activities by outcome	Sources of funding				
		BYE	IPEC	Other projects	ILO and in-kind	Not identified
MO 1.1	15	6	0	5	0	4
MO 1.2	17	8	2	5	0	2
MO 2.1	17	4	0	1	3	9
MO 3.1	2	0	0	1	0	1
MO 3.2	1	1	0	0	0	0
MO 3.3	23	1	9	1	3	9
MO 4.1	6	1	0	0	2	3

Annex 10. Activities with unidentified sources of funding as of September 2009¹¹¹

Main activities	Timeframe/ Place	Leading institution	Partners (including ILO technical units)	Resources
1. MDG advocacy campaign carried out with the focus on decent work agenda (within MDGs 1, 2, 3,5, 6 and 8)	2006-2009/ Bishkek and pilot regions	ILO	All ILO technical units, UNDP, ILO constituents	To be identified
2. Revision of current legislation on employment. Development and application of new version of the employment law	2007-2008/ Bishkek	SCME	CEKR, FTUK	To be identified
3. Consultations on establishing the system of supervision on employment legislation with the purpose of on-time amendments in case of changes on labour market of KR	2008-2009/ Bishkek	SCME	CEKR, FTUK, SRO Moscow	To be identified
4. Support to the Development and implementation of a labour migration policy and legislation	2007-2009/ Bishkek	SCME, respective Parliament's committee	TP, IOM, UNDP, LM	LM - to be identified
5. Organization of discussions on SWTS and its application for labour market analysis in the KR	2007/ Bishkek	SCME	TP, BYE	To be identified
6. Awareness raising activities on HIV	2008-2010/ Bishkek	ILO	Government HIV/AIDS	To be identified

¹¹¹ Based on the Implementation Plan with comments of 18 September 2009.

and the World of Work at enterprise level			Secretariat, TP	
7. Support in structural reorganization of technical labour inspection of FTUK to increase its technical/political role as a constructive partner in social dialog to consider joint management and OSH systems	2008-2009/ Bishkek	FTUK	SRO OSH specialists, TP	To be identified
8. Introduction and application of ISO-9001, international management standards, and voluntary certification of personnel, goods and services	2008-2009/ Selected enterprises in pilot areas	CEKR	Government, Commercial companies specialized in certification issues	To be identified
9. Proving consultations for strengthening labour inspections and implementing convention #81	2008 and continuing/ Bishkek	LI	SRO OSH and Standards specialists, TP	To be identified
10. Joint training of technical labour inspectors of TU and State labour inspectors a) on HIV/AIDS; b) on Inspection methodologies c) on Basic OSH	a) 2008-2009/ Bishkek b-c) 2008/ Bishkek	LI	SRO OSH specialists, FTUK	a) To be identified b-c) Funding is pending
11. Conducting training on OSH for Employers	2008/ Bishkek	CEKR	SRO OSH specialists, ACT/EMP	To be identified
12. Analyzing current and elaborating new normative acts on OSH	2008-2009/ Bishkek	CEKR and FTUK	SRO OSH specialists, LI	To be identified
13. Organization of	2007-2008/ Bishkek	FTUK	SRO OSH specialists,	To be identified

training and targeted campaigns for OSH specialists on safety in textile sectors: a) survey; b) training.	Bishkek, pilot regions		BYE, LA, TP	identified
14. Support to establishment of the National and collaborative OSH Information Centers a) Providing information, publications and minor equipment; b) Joining to the ILO/CIS network.	2008/ Bishkek	LI	TP, SRO OSH specialists	To be identified
15. Conducting Republican OSH Conference	25- 26.09.07- Next years on each 28 April/ Bishkek	LI	TP	To be identified
16. Organization of a National Round Table discussion on the capacity of workers' and employers' organizations to improve social and labour outcomes in textile sector (including informal economy)	2008-2009/ Bishkek	MLSD	TP	To be identified
17. Support to the FTUK in implementing the Project "Trade Unions are for elimination of worst forms of child labour through the development of tri-partite structures"	2008/ Bishkek	FTUK	ACTRAV	To be identified
18. Support in	2008/	FTUK	SRO Moscow	To be

development of training materials and provision of training on ILO fundamental principles and their applications	Bishkek			identified
19. Possible measures to facilitate the transition from informal to formal employment in the textile industry are discussed in a tripartite setting	2008/ Bishkek	MLSD	DIALOGUE, TP, LA	To be identified
20. Tripartite review of the ratification status of ILO Conventions with a view to ensuring that ratified Conventions are relevant to the country and up to date	2008/ Bishkek	MLSD	TP	To be identified
21. Strengthening of the capacity of the workers' and employers' organizations to engage into collective bargaining and to increase their outreach (training seminars)	2008-09/ Bishkek	FTUK Emp. Org.	ACTRAV,ACTEMP, ITC TURIN	To be identified
22. Consolidation of WIND trainers network	2007/ Bishkek	SRO Moscow	FTUK, LI, Ministry of Agriculture	To be identified
23. Gathering information (quantitative and qualitative) on best practices of elimination of worst forms child labour and its distribution on national and	2008/ all over the country	FTUK	TP	To be identified

subnational level				
24. Awareness raising among families and children on harm and danger of child labour	2008/ Bishkek and pilot regions	FTUK	TP	To be identified
25. Development of the Guidelines on elimination of WFCL	2008/ Bishkek	FTUK	TP	To be identified
26. Capacity building of tripartite constituents on setting minimum wage level in accordance with Convention 131	2008/ Bishkek	MLSD	TP	To be identified
27. Support to the adoption of the Law “On minimum wage” in line with ILS	2007/ Bishkek	MLSD	TP	To be identified
28. Gradually increase the minimum wage to minimum consumption budget	2008-2010/ Bishkek	MLSD	TP	To be identified

Annex 11. Offices of the regional projects and ILO NC office (photos)



Labour Migration Projects' office building



Labour Migration Projects' office



ILO-IPEC Project office (entrance)



ILO-IPEC Project office



ILO National Coordinator's office building (entrance to the office on the far left)



National Coordinator's office

Annex 12. Progress on the targets in ILO Kyrgyzstan's DWCP, 2006–2009

DWCP priority/outcome and outcome indicator	Comments
Priority 1: Employment creation, skills and employability for women and men	
MO 1.1 Capacities of the government and social partner institutions are enhanced to formulate labour market policies and effectively contribute to implementation of employment strategies and programmes at national and local levels, aimed at ensuring equal access of men and women to decent jobs.	
Indicator 1.1.a The Kyrgyz Republic develops more effective skills and employability programmes with a view to improve the living standards of the population.	Increased capacity of three constituents to development policy
Indicator 1.1.b Labour market information and analysis is improved in Kyrgyzstan with special attention to employment and equal access to decent and productive employment for young women and men	Better LM info and analysis - Have done rapid market appraisal. Findings are to be analysed.
Indicator 1.1.c Assistance on National migration policy improvement provided in line with relevant ILO Conventions, in particular (migration for employment)	New policy documents developed and adopted by the constituents - FTUK developed and adopted the Labour Migration Programme for 2008-2010 (resolution 20-1 28.07.08) - An interagency working group on migration policy created with the participation of TUs and employers organizations - The issue of utilization of human resources ranks higher on the government agenda. - Constituents started work on the Updated Qualification Reference Book of Jobs and Professions.
SO 1.1.1 Labour market situation of youth in Kyrgyzstan is documented through ILO school-to-work transition survey and other data-collection exercises that allow for labour market development analysis and planning.	
Indicator 1.1.1.a School to Work Transition Survey (SWTS) carried out is analysed and report is widely disseminated	At least three studies completed -Situational analysis on youth employment conducted in 2007; -Local survey on YE in Batken region conducted in 2007; -Value chain analysis and rapid market appraisal for textile industry conducted in 2008.
SO 1.1.2 Constituents take action to alleviate the socio-economic impact of HIV/AIDS in the world of work.	
Indicator 1.1.2.a Awareness-raising organized and national action plan for combating HIV/AIDS in the world of work is developed and adopted by constituents	Three constituents' organizations increased their capacity to effectively help them in the development of the national action plan

DWCP priority/outcome and outcome indicator	Comments
	<p>-Tripartite round table discussion held in Bishkek Nov. 2007 -A training of trainers on the application of ILO tools and methodologies held in 2007 -10 trainers prepared -3 committed and trained Focal Points on HIV/AIDS in the constituents' organizations began working in 2008.</p>
MO 1.2 ILO constituents are equipped with practical tools and methodologies for applying an integrated approach to employment creation and meeting the current demands for increased productivity and employability of men's and women's labour force, better job quality and working conditions.	
Indicator 1.2.a ILO tools are pilot tested and available for constituents and other key stakeholders in Kyrgyzstan to improve the policy and regulatory environment for enterprises, and promote an enterprise culture that supports the creation of decent jobs	<p>MST national methodologists were trained National developers were certified Teachers were certified At least one ILO Guide was tested</p> <p>8 MST methodologists were trained; 21 national developers were certified; 32 teachers were certified; WED Assessment Guide was tested.</p>
SO 1.2.1 ILO constituents and other stakeholders and intermediaries apply tools and approaches that are grounded in ILO core values to assist enterprises, including cooperatives, to increase employment and income opportunities for young women and men.	
Indicator 1.2.1.a ILO tools aimed at individual skills and entrepreneurial training (SIYB, KAB, MES) are further improved and available for Kyrgyz constituents for increasing employability of youth.	<p>Modular training packages adapted or developed Generic Carrier Guide was developed</p> <p>8 MST methodologists were trained; 21 national developers were certified; 32 teachers were certified;</p> <p>26 modular packages were brought from Ukraine ; 4 modular packages were developed by national expert teams; 2 KAB national facilitators were trained; Carrier Guide was developed (2009);</p> <p>10 university students were trained on KAB module. They adapted the module to the needs of out-of-school children in rural areas. Fifty children from 5 villages were</p>

DWCP priority/outcome and outcome indicator	Comments
	trained.
Priority B: Improving the national Occupational Safety and Health system	
MO 2.1 Review and upgrading of the Kyrgyz national OSH system	
Indicator 2.1a A Tripartite OSH Council is established	Established Tripartite Council Not currently feasible due to disagreement between the government entities. However, OSH issues are discussed in the national tripartite committee.
Indicator 2.1.b A national OSH programme is approved as a part of a tripartite modernization of the national OSH system	Approved OSH programme Work ongoing
Indicator 2.1.c A National OSH management system (ILO-OSH 2001) based on social dialogue is introduced in selected enterprises	Enterprises with OSH management system Approximately five enterprise representatives trained in Oct. 2009.
Indicator 2.1.d The Labour Inspection (LI) is strengthened and modernized, obstacles for free access to inspection of work places are removed in accordance with ratified Convention 81	LI staff with better skills and knowledge LI representatives trained on modern LI system in 2009. Technical consultations provided on a regular basis helped not to add more restrictions on the LI.
Indicator 2.1.e Inspectors and OSH specialists among social partners are trained, including on HIV/AIDS and child labour	Social partners' organizations representatives trained Additional training needed
SO 2.1.1 Improved working conditions in selected high-risk industrial sector	
Indicator 2.1.1a OSH Specialists among the three constituents are trained to organize targeted campaigns	Three OSH specialists trained Postponed
Indicator 2.1.1b The OSH information centre is established and operational	Info centre established Partners have not agreed on where to place such a centre.
Indicator 2.1.1c Promotional and training materials are produced and disseminated	Posters on OSH, brucellosis and agrochemicals Brochures on WIND and Manuals on safe use of agrichemicals Posters in Russian and Kyrgyz were designed and printed; Brochures and manual were translated into Kyrgyz and printed; Materials were disseminated among village activists and self-help groups
Indicator 2.1.1d Targeted campaigns are organized related to the World OSH Day 28 April (construction and chemicals in agriculture)	Annual Organized successfully in 2007, 2008 and 2009
Priority C: Reducing decent work deficit in the informal economy	

DWCP priority/outcome and outcome indicator	Comments
MO 3.1 Local social dialogue improved in agriculture and other sectors of informal economy, particularly in the textile industry.	
Indicator 3.1a Constituents use social dialogue to target and take effective action to improve social and labour outcomes in specific economic sectors	<p>Complete a project, Ensuring decent work in the textile industry and reducing informal employment through the creation of TU in informal economy enterprises</p> <p>1 245 new members joined the union 45 local branches were established; 15 new collective agreements were signed; Tripartite working groups established in four regions to follow the development in the textile sector.</p>
SO 3.1.1 Knowledge of actors within the labour administration system of the principles of good governance and their relevance for a sound labour and social policy has increased. As well as their capacity to address in an efficient way key issues of social and economic development, including the issue of informal economy and unregistered work.	
Indicator 3.1.1a Kyrgyzstan takes practical steps to foster labour administration in accordance with the ratified Convention 150.	
SO 3.1.2 Provision of decent and safe living and working conditions in rural informal economy through local economic development.	
Indicator 3.1.2a The WIND programme is integrated into the local administration Ayil Okmotus	<p>WIND programme was integrated</p> <p>Min Agro and local administration have taken responsibility for the WIND programme. 200 trainers trained. 20,000 farmers participated in local seminars. Kyr WIND experience promoted internationally for ILO/GB</p>
Indicator 3.1.2b A network of WIND trainers cover all regions	<p>A network of trainers is operational</p> <p>Covers 460 regions</p>
MO 3.2 ILO constituents and key partners apply integrated local development strategies including in the rural and urban informal economy.	
Indicator 3.2a The Kyrgyz Republic applies ILO innovative approaches and policy orientations local economic development	<p>LED concept promoted at least in one pilot region</p> <p>LED concept integrated in ongoing economic planning and local partnerships in the pilot region of Kyzyl Kia. A local advisory team was created and a Local Action Plan on Youth Employment is under development.</p>
SO 3.2.1 Cooperative development in agricultural sector.	
Indicator 3.2.1a Constituents and public and private support agencies in Kyrgyzstan	LED was promoted using an integrated approach to combat the negative effects of the

DWCP priority/outcome and outcome indicator	Comments
apply ILO tools and approaches to provide effective business development service particularly for small businesses and cooperatives, to help them improve their productivity and market access.	informal economy Work ongoing (LED pilot activities)
MO 3.3 The capacity of the Government and social partners in Kyrgyzstan to address the worst forms of child labour strengthened and the general awareness of the population of the hazards of the worst forms of child labour issue increased.	
SO 3.3.1 Information base on the geography, magnitude and characteristics of child labour is developed and accessible for the partners	
Indicator 3.3.1a Indicators and forms for statistical reporting on child labour are developed and applied	The results of the National Child Labour Survey is available with disaggregated data by gender, age and types of work.
Indicator	Support on the adoption of the law on minimum wage is in line with International Labour Standards. It was completed in 2007

Annex 13. UNDP and ILO joint activities for 2007-2009 as of November 2009

Joint Activities 2007-2008	Joint Activities 2009	Status
MDG advocacy campaign carried out with the focus on Decent Work Agenda (within MDGs 1, 2, 3, 5, 6 and 8)		<u>Ongoing</u> UNDP MDGs advocacy campaign has been delivered in 2008 and 2009 through Poverty Reduction Programme
Development of Youth Employment Policy Project as a part of Joint UN Programme "Operationalizing Good Governance for Social Justice" Proposal to DFID		<u>Cancelled</u> Non-availability of DFID funding
Conducting National Seminar on Informal Economy		
Gender Audit TOT for government and civic society representatives		Completed in February 2008
Carrying out situational analysis on youth employment Facilitate integration into the National Youth Policy through Youth Project		Report was completed by IPEC Project in 2007.
Carrying out local survey on youth employment in selected region and enterprise culture assessment (Batken region and Bishkek)	Carrying out local survey on youth employment in selected region and enterprise culture assessment (Batken region and Bishkek)	<u>Implemented</u> VESC and ILO initiated Labour Market survey in 2008. ToR was initially coordinated with the ILO. However <i>due to absence of financial authorization of ILO funding the process of research and further launch were fully funded by UNDP through VESC project.</i>
Carrying out value chain analysis and rapid market appraisals in selected regions (need to train NSC&SCME)	Carrying out Rapid Market appraisals and/or enterprise culture assessment in selected regions (need to train NSC&SCME)	<u>Not implemented</u> This activity was included into AWP of Poverty Reduction Programme in 2007 and 2008. However RMA tools have not been adapted and tested in Kyrgyzstan yet. So far no information on specific timeframes received.
Preparation of the study on Economic Growth, Employment and Poverty, carrying out a national seminar, and publication of the study in English and Russian	National conference in Bishkek on Growth, Employment and Poverty carried out by ILO/UNDP with participation of ILO constituents, other national key stakeholders, and international community	<u>Implemented</u> Study and National Seminar completed in 2007. The study was funded by the ILO and Bureau for Development Policy, UNDP HQ, New York under a global project entitled Employment for Poverty Reduction GLO/39/394/E01/11 The National Seminar was funded by both UNDP (through Poverty Reduction Programme) and the ILO
Translation of the ILO Code of Practice into Kyrgyz and its presentation to the tripartite constituents and launch with the UN community		Completed in 2007
Development of TOT programme on HIV/AIDS at workplace component		Completed

Joint Activities 2007-2008	Joint Activities 2009	Status
Institutionalize Modular skills training (MST) methodology	Development of Modular Employable Skills (MES) training system	<u>Ongoing</u> “Dry construction” curriculum development based on ILO modular packages. UNDP through VESC procured necessary equipment and raw materials. “Landscape design” curriculum development based on ILO modular packages. UNDP through VESC procured necessary equipment and raw materials.
Institutionalization of Entrepreneurship development programmes with the focus on youth, including access to other BDS and financial services	Conduct Start and Improve Your Business TOT workshops in selected regions to strengthen the local and national trainer pools	<u>Ongoing</u> SIYB TOT was conducted for 10 field Programme staff in September 2007. All 10 have successfully passed through an exam and received certificates of SIYB trainings. Series of SIYB trainings for the beneficiaries have been budgeted in each year AWP of Poverty Reduction Programme
Institutionalization of Entrepreneurship orientation on the basis of KAB for youth at educational system (VET and Secondary schools)	Technical assistance to the constituents towards establishment of entrepreneurship training on the basis of Know About Business for youth at public sector (on the example of TVET) in the capacity of a national programme	<u>On going</u> Trainings for KAB key facilitators done in 2007. UNDP VESC Project engaged 2 resource persons duly prepared by ILO through ToT on Modular Skills Trainings to ensure further knowledge transfer and adaptation of ILO methodology at pilot schools
Pilot seminar among UNDP Poverty Reduction Programme field specialists on OSH/(WIND, with the subsequent upgrading, printing and dissemination of OSH/WIND materials among village activists, self-help groups, and village administrators	Conduct WIND TOT workshops in selected regions to strengthen the local and national trainer pools	<u>Completed</u> 2 TOTs on Osh and WIND have been conducted in November 2009 with participation of UNDP Poverty Reduction Programme staff.
Develop and agenda for the World OSH Day Activities		
	Developing indicators and forms for statistical reporting on child labour	This issue has not been negotiated yet. It was not clear if Child Labour Project would be extended in 2008.

Annex 14. ILO and UNDP inputs to the joint workplan

Joint Activities	ILO Inputs	UNDP Inputs
MDG advocacy campaign carried out with the focus on decent work agenda (within MDGs 1, 2, 3, 5, 6 and 8)	Expert consulting services on linking decent work agenda to MDG - US\$5 000	Resources for comprehensive mass-media campaign to promote MDGs at national and local levels – US\$32 619
Development of Youth Employment Policy Project as a part of Joint UN Programme “Operationalizing Good Governance for Social Justice” Proposal to DFID	Contribution with national and international staff expertise	Contribution with national and international staff expertise
Conducting National Seminar on Informal Economy	Cost of international experts- US\$15 000	Substantive contribution with presentations during the seminar and administrative support for organization of the event
Gender Audit TOT for government and civic society representatives	Cost of international experts - US\$9 000	Two UNDP representatives to take part in TOT
Carrying out situational analysis on youth employment	Survey with recommendations for possible development of National Action Plan on Youth Employment is completed - US\$5 485	Facilitate integration into the National Youth Policy through Vocational Education Project
Carrying out local survey on youth employment in selected region and enterprise culture assessment (Batken region and Bishkek)	Pooling resources for the survey with recommendations for labour market development analysis and planning in pilot region US\$10 000	Pooling resources for the survey with recommendations for labour market development analysis and planning in pilot region 2007 VESC Project: US\$5 000
Carrying out value chain analysis and rapid market appraisals in selected regions (need to train NSC and SCME)	Resources to conduct TOT on RMA for field Programme staff (trainers fee, training materials) US\$5 000	Resources to conduct TOT on RMA for field Programme staff (travel, boarding and lodging of the participants) 2008 Poverty Programme: US\$8 000
Preparation of the study on Economic Growth, Employment and Poverty, carrying out a National Seminar, and Publication of the study in English and Russian	Pooling resources for the National conference in Bishkek on Growth, Employment and Poverty – US\$6 000 plus the cost of local and international consultants	Pooling resources for the National conference in Bishkek on Growth, Employment and Poverty 2007 Poverty Programme: US\$2 500
Translation of the ILO Code of Practice into Kyrgyz and its presentation to the tripartite constituents and launch with the UN community	Organization of a round table to present Code of Practice plus cost of international experts US\$5 000	UNDP HIV/AIDS expert made a presentation on HIV/AIDS situation in Kyrgyzstan
Development of TOT programme on HIV/AIDS at workplace component	Cost of an international expert	Support to the organization of a seminar on HIV/AIDS (logistics fees) US\$5 000

Joint Activities	ILO Inputs	UNDP Inputs
Institutionalize Modular skills training (MST) methodology	ILO-provision of MES methods, support to the adoption of MES to the national context, capacity building to the creation of master classes, training of trainers, and expert consulting services - US\$5000	Resources to support to the creation master classes (investment to the infrastructure) for target VES 2007 VESC Project: US\$15 000 for VES # 43
Institutionalization of Entrepreneurship development programmes with the focus on youth, including access to other BDS and financial services	Resources to conduct TOT on SIYB for field Programme staff (trainers fee and training materials) US\$5 000	Resources to conduct TOT on SIYB for field Programme staff (travel, boarding and lodging of the participants) 2007 Poverty Reduction: US\$5 000
Institutionalization of Entrepreneurship orientation on the basis of KAB for youth at educational system (VET and Secondary schools)	Resources to conduct TOT on KAB for field Programme staff (trainers fee and training materials) US\$15 863	Resources to conduct TOT on KAB for the teachers of pilot VESs # 43, 91 and 18 (hall rent and other TOT logistics) 2007 VESC Project: US\$1 000
Pilot seminar among UNDP Poverty Reduction Programme field specialists on OSH/(WIND, with the subsequent upgrading, printing and dissemination of OSH/WIND materials among village activists, self-help groups and village administrators	Resources to conduct TOT on WIND for field Programme staff (trainers fee, training materials) US\$5 000	Resources to conduct TOT on WIND for field Programme staff + Village Animators (travel, boarding and lodging of the participants) 2007 Poverty Reduction: US\$2 000
Develop and agenda for the World OSH Day activities	Report on the World Day will be provided	Will place the World Day Report on UNDP/UN website, disseminate the message and the report via its own channels
		Pooling resources for development of indicators and forms of statistical reporting on child labour 2008 VESC Project: US\$4 000