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Master's Thesis of Public Administration

**The Analysis of Gender Policy
Impact in Kyrgyz Republic**

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Abstract

The Analysis of Gender Policy Impact in Kyrgyz Republic

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Gender equality became foreground responsibility for the Kyrgyz Republic after ratifying International Convention on Achievement of Gender Equality. Democratization processes have allowed Kyrgyzstan to make far progress in the area of normative and legal supports for gender equality, but the practical implementations of the adopted norms and commitments are still problematic. The government has implemented different gender policies to improve female's political participation, female education, female access to the justice, reproductive health, protection from domestic violence, and expansion of economic activity. But, due to the strong traditions and cultural backgrounds women still face discrimination in political and socio-economic spheres. The growth of systematic problems in the spheres of gender inequality and discrimination requires significant changes in the basis of social mechanisms, strengthening of government attention to these issues, and public recognition of the existing problems.

This study aims to evaluate the impacts of implemented gender policies on women's empowerment in the Kyrgyzstan. This study covers women's empowerments in political, economic, and social areas, and examines the

correlation between them. Differentiation of women's empowerment into political, economic and social areas, is necessary to deeply analyze causes and consequences of gender inequality issues. Secondary data are used to show the trends of women's empowerment from 2000 to 2016. The analysis shows improvement of women's empowerment after the implementations of a series of gender policies as well as disadvantages of them. This study concludes with the summary of the impacts of each gender policy and some practical recommendations for the further development of gender policies in the Kyrgyz Republic.

Key words: gender equality, women empowerment, gender policies, gender-sensitive indicators.

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LIST OF ABBREVIATIONS

JK	Jogorky Kenesh (Parliament)
CKR	Constitution of Kyrgyz Republic
NSC KR	National Statistic Committee of Kyrgyz Republic
NSAGE	National strategy on Achieving Gender Equality
NSPPRH	National Strategy on Protection of Population Reproductive Health
HRW	Human rights watch
UNDP	United Nations Development Program
CEDAW	Committee On the Elimination of Discrimination Against Women.
GMIF	Gender Mainstreaming Implementation Framework

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CHAPTER 1. INTRODUCTION

1.1. The study background

The Kyrgyz Republic on the way toward achieving democracy, and one of the key steps is the achievement of gender equality. Ratification of international conventions, such as the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1997 and “Beijing Platform for Actions” in 1995, by the government of Kyrgyz Republic has become the starting point for developing gender policy on the national context. Carrying out the accepted international and national obligations, Kyrgyz Republic develops different gender policies and adopts special programs in order to achieve gender equality in all areas of development, including political, economic and social areas.

The importance of this issue is also growing in connection with the emergence of new trends in the global gender issues, that are following the path of gender development. Therefore, the transition from the concept and policy of "women's issue" to the gender policy, which today is one of the ways to achieve real equality of men and women, was necessary and historically justified. At the same time, the traditional notions that social roles are biologically predetermined, and that form the basis of gender discrimination have been preserved and become part of the culture. Kyrgyz Republic has developed many rules and policies based on the international outcome documents of the Fourth UN World Conference on Women and the UN General Assembly Special Session "Women 2000: gender equality, development, and peace for the twenty-first century” recognized by the world community as a human rights program for women.

In 2012, the KR for the first time adopted a long-term document – “The National Strategy for the Achievement of Gender Equality until 2020”, which includes the development priorities such as active participation of women in the economy, education for girls and women, access to justice and political equality. The main aim of “The National Strategy for the Achievement of Gender Equality until 2020” is ensuring equal rights and opportunities for women and men, both from the state and from society. The right of women to participate in decision-making will be recognized not only at the level of official institutions, where it is still supported by special measures, but also in the spheres of private life.

In order to enhance the role of women in peace and security, the Government of the KR in 2013 and then in 2015 approved “National Action Plan for the implementation of UN Security Council Resolution № 1325”. First of all, there should be a recognition of women’s right to control their lives, making a choice between family and career. Another important right is the freedom in choice of the spouse and the opportunity to marry or dissolve the marriage at will, without experiencing financial or moral restrictions. Such a new degree of freedom will increase women's access to politics and administrative affairs at all levels, which will make women's contribution to the development of the country truly visible and tangible. The government's activities in implementing various gender policies do not include monitoring of the gender component inclusion in these activities. In particular, the mechanism of non-governmental organizations (NGO) participation in the process of implementing gender policies is not taken into account in the National Action Plan of Achieving Gender Equality. The lack of actions being coordinated and the disparate activity of government bodies affect the results and do not allow to solve specific tasks to promote the protection of women's rights in Kyrgyzstan.

Looking at the historical background of the Kyrgyz Republic there are some factors which have influenced the contemporary gender perception in

society. KR used to be part of the Soviet Union from 1924 to 1991. The combination of nomadic culture and communism created a specific mentality of society. Looking through historical characteristics of the Kyrgyz women status, the following 3 main periods have been identified:

- The first is the period of the traditional, patriarchal-clan way of life. A feature of this period is the consolidation of the traditional functions of women as a "guardian of the home", in conditions of male domination in social relations. At the same time, myths and historical legends emphasize the traditional respect for the Mother as a symbol of national unity, and based on historical examples of active involvement of women in the political and state decision-making processes;
- The second stage is the "inclusion" of Kyrgyz society in the Western-oriented civilization movement. The traditional foundations of attitudes toward women were violated, and Western tradition values and attitudes of gender equality were accepted in the context of the Russian Empire and then the Soviet Union. During the Soviet Union period, despite the obvious positive changes in the "women's issue", this process was carried out in line with the rigid ideological dictates of the Communist Party;
- And, finally, the third period - from the moment of gaining state sovereignty in 1991 by KR characterized by the search for new forms of national and civic identity, where the gender equality issues occupy a special place. At the present time, on the one hand, the revival of the national, spiritual and cultural traditions of the Kyrgyz people is actualized, and on the other hand, liberalization and adoption of global trends in the solution of the "women's issue" and gender equality is taking place.

1.2. The problem description

According to the global gender gap report 2016, Kyrgyzstan was ranked 81th on the gender equality index. The rating for 2016 was published by the World Economic Forum. In 2015 the republic occupied 76th place. There is a significant increase in the proportion of women legislators, officials, and leaders in the country. However, this progress overshadows the increase in gender differences in participation of labor activity and in terms of income, which leads to a decrease in the overall rating. The political and civil rights of citizens, enshrined in the first Constitution (1993) of the KR, which became the basis for the development of various forms of political expression.

By the mid-1990s, the authoritarian trends began to manifest themselves in the government of the state. Despite the recognition of the republic as a democracy, the first president Askar Akayev abused his authority and reelected himself for the third term of Presidency. His administration brought imbalance in the distribution of power, lack of transparency and accountability of public administration, numerous violations in the electoral process caused the subsequent political and economic instability in the country. KR has experienced the deepest crises on the wave of population discontent in 2005 and 2010, violent changes of the first and second presidents and serious ethnic conflicts between Uzbekistan refugees and local Kyrgyz people. As a result, there was a critical weakening of the public administration system.

All these factors influenced the opportunities, nature, and forms of citizen's political participation, including women's participation. In particular, the organization of the women's movement, expressing dissatisfaction against the total absence of women deputies in the Parliament after the elections in 2005 were able to mobilize and lobbied for the introduction of special measures to support women in politics. An election in 2010 of the first

woman as the President of the country became a significant event. Talking about the possibilities for political participation, it is necessary to note the strengthening of conservative movements in the KR, which had a negative impact on women's rights. For example, initiatives on legalizing polygamy, banning women's right to abortion, abolishing school curricula on sexual education, prohibiting the right of young women to move (migration without the permission of their parents), etc. have been repeatedly raised at the highest level. The voices of the conservatives have intensified since 2010. During the discussion of the new version of the Constitution, representatives of religious groups made an attempt remove the definition of the KR as a secular state. The processes of democratization, as noted above, significantly increased the opportunities for women's political participation. However, the transition period has been associated with new challenges in the economic, social and cultural spheres that limit the political and social activity of women. Despite the progressive legislative base and the availability of various programs, KR failed in many areas to achieve the gender equality.

The current situation in the country shows the following key problems in the sphere of gender equality:

1. The weakness of the institutional mechanism and the lack of coordination in the implementation of gender policy at the sectoral, territorial and national levels.

2. Economic dependence and vulnerability of women caused by unequal distribution of reproductive and family responsibilities, as well as an unbalanced labor market, with a predominance of women in the informal economy and low-paid spheres of manufacturing, services and trade.

3. The existence of gender discrimination and the restriction of access to problems in this area within the legal system.

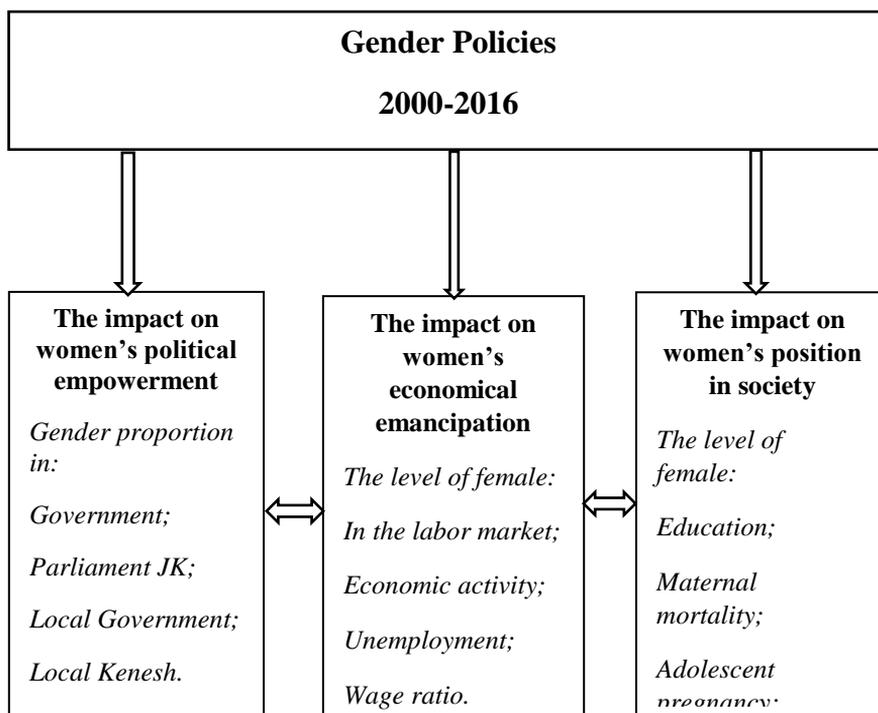
1.3. The purpose of research

The subject of the research is the peculiarities of women's empowerment in Kyrgyzstan during last two decades and the process of changing the status and role of women in the socio-economic and political life of Kyrgyzstan.

The purpose of this research is to carry out a historical analysis of the changing role of women in the Kyrgyz society of the 20th century in the process of socio-political, economic and cultural changes.

The following main research task is analysis of women's status in the context of large-scale social changes the country has undergone from 2000 to 2016, and the analysis of empirical and statistical materials characterizing the change in the role of women in Kyrgyz society. This research covers the time frame from 2000 - 2016.

Picture 1 Theoretical framework



Women's empowerment was divided into three areas such as political, economic and social as it was described before. The implementation of gender policies by government influences changes of socio-economic status through enhancing women's political empowerment. Attainment of women's political empowerment and economical emancipation leads to improvement of women's position in the society.

Women's political empowerment requires equality in the political spheres and ensures women's promotion and support, as well as *women's economic emancipation* requires financial independence of women from the other family members, this allows women to enhance *their position in society* and protect themselves from domestic violence. The UN believes that if the parliament of a country has more than 20% of women, legislators are seriously beginning to develop bills in interest's socio-economic women empowerment. And only when the proportion of women is approaching 30%, there are laws and state programs that meet the vital interests of women.¹ If there are no women on the decision-making level due to systemic barriers or direct discrimination, women's participation becomes an issue of justice. All citizens have the right to political participation, and the duty of the government is to ensure that men and women can use this right equally. These aspects lead to women's empowerment as a whole towards achieving gender equality.

The research questions are as follows:

- 1) *If and how gender policy had a positive impact on women's political empowerment?*
- 2) *If and how gender policy had a positive impact on women's economic empowerment?*
- 3) *If and how gender policy had a positive impact on women's social empowerment?*

¹ Mamutova A, Koshoeva C. «Manual Gender Mainstreaming in Public Administration.» 2009

CHAPTER 2. LITERATURE REVIEW

2.1. The concept of gender equality and women's empowerment

Gender is a specific set of cultural characteristics that determine the social behavior of women and men and their mutual relations. Gender is an integral part of the socio-political process and it refers not only to women or men, but also to the relations between them, and to the state of contact of these relations. Since "gender" is a concept that includes relationships, the term "gender" should apply to both women and men. Like the concepts of classes, race, and ethnicity, the notion of "gender" is an analytical tool for understanding social processes (Shvedova 2002).

Gender equality means that women and men have equal conditions for realizing their full human rights and for contributing to and benefiting from economic, social, cultural and political development. Therefore, gender equality is the similarities and the differences between men and women, and the roles they play, valued by the society. It is based on women and men being full partners in their home, their community and their society (UNESCO 2003). These are not only biological facts, but cultural-specific beliefs that organize social practice. Indeed, feminist anthropologists have demonstrated that universal gender roles for men or women do not exist. Although each culture to some extent institutionalized the roles of women and men, the character that we consider inherent in one sex can be just one of the variants of the human character, which with greater or less success can be trained or accustomed to different individuals (Mead 1935). The concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to control her own

destiny (Malhotra A. 2002). This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources, and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions) and to exercise agency, women must live without the fear of coercion and violence (UN 2005).

2.1.1. Previous Studies

The term "gender studies" appeared in the world during the 1980s, when the corresponding faculties and departments were opened in the universities of Western Europe and North America. In Europe, there were associations and research centers, leading the development of gender issues. Women's research as an academic discipline is rooted in the first wave feminism, in feminist criticism of traditional science and higher education, which became especially influential after the publication of the book "The Second Sex" (Beauvoir 1949). However, academic education has only recently become a characteristic of the history of the women's movement, during the second wave feminism. A number of courses on the role of women in history and literature existed before, although they were scattered and isolated, and until the early 1970s, women's research did not appear in that name at universities and colleges in the United States. For a long time, archaeologists have developed and confirmed theories about the origin and development of man, expanding knowledge about the tools of labor and the norms of behavior associated with the male sphere of activity - hunting (Yarskaya-Smirnova 2001). There was a question about what the women were doing at that time, it turned out that there is a very scant information

about women's activities in pre-agrarian societies (Slocum 1975). One of the tasks of women's research is to find the missing information about women of the past and present: writers and artists, thinkers and poetesses, those who provide food to their family, who are engaged in trade and craft, simple and noble, unknown and famous. Historians believed that they had rich information about the Renaissance, until the feminist historian Joan Kelly raised the question in 1977 "was there a Renaissance for women? In fact, what did European women of this period do?".(Kelly-Gadol 1977).

Modern feminist anthropologist's poststructuralist directions and other researchers of gender relations come to the conclusion that in the same way as culture constructs gender - the social construction of sex occurs (Batler 1990).

Feminist analysis of labor.

This is a scientific direction based on social criticism of gender-neutral approaches to the concepts of labor and the labor process. The classical Marxist definitions of these concepts did not take into account the differences between men and women, manifested in the practices of hiring, labor relations, the nature of employment and the size of the remuneration. Researchers C. Delphi and D. Leonard showed in their study that the labor contract is based on the gender contract that is hidden acting in the family, according to which men are free to sell their labor, whereas women, in order to get paid work, need permission from the head of the family (Delphi 1992). K. Paetman, L. Adkins, J. Bruis, D. Kerfoot and other researchers in the late 1980s and the mid-1990s published books that analyzed the types of employment such as prostitution, the leisure industry and secretarial work, they argue that in these cases the abstract labor force understands as an embodied sexuality of women. Other feminist authors for example, A. Hochschild have shown that in the modern society the number of jobs

increases, on which it is required to use not personal knowledge and skills, but personal qualities of employees.

Feminist research on labor also includes a topic such as domestic work. This is a form of work related to the care of children, home and household plot. Domestic work differs in volume and content for households consisting of one person and a family, in an apartment or a house with a garden, has several stages corresponding to the stages of the life cycle of the family or household, it may be carried out by family members or employees. Every society has a certain type of responsibilities division between the sexes: in some communities, women are engaged in agriculture, have burdens, in others it is done by men. There are examples of female hunters and warriors and men involved in childcare. Analyzing the division of labor between the sexes, K. Levi-Strauss comes to the conclusion "that it's not a matter of biological specialization but of providing a union of men and women in such a way that the minimum unit of management would include at least one man and one woman". Based on the works of K. Levi-Strauss and the Marxist approach to the analysis of the reproduction of labor, G. Rubin considers the division of labor between the sexes as a taboo on the equality of men and women, which creates social differences between the sexes (gender), and also as a ban on any organization of relations sexes, except heterosexual marriage. Although domestic work refers to activities within a non-farm economy, it is one of the basic conditions for capitalist profit, while capitalism inherits a non-market tradition, according to which it is usually women who do housework and do not have property rights (Rubin 1975).

Domestic violence.

"Domestic violence" means violence committed by family members in relation to other family members - children, spouse, parents, other relatives. Some specific terms are also used, related only to marital relations - "spouse

abuse" (abuse in relation to the spouse), "wife battering" (beating of the wife), "marital rape" (rape in marriage).

Gondolph and Fisher investigated the historical causes of the domestic violence and treating violence as a relic of the past when the husband had fixed not only by tradition, but also by law, the right to punish and discipline his wife. In the US, under the law 1824, husbands officially were released from responsibility for the moderate physical punishment of his wife in cases of "extreme necessity". (Gondolf 1988)

The theory of social learning emphasizes the role of the nearest environment, which stimulates the development of a man's propensity for violence. (Kaufman 1987) This theory was developed in the works of M. Kaufman. While investigating the origin of violence in modern society, M. Kaufman does not share radical feminist theory, put forward in the 1970s. S. Braumiller, which reduced the origin of violence to the peculiarities of male psychology. Kaufman believes that there is no reason to assert that the human the creature as a whole (regardless of sex) is not inclined to aggression. The main thing to what it seeks to attract attention - this is what society does with this aggression. In his view, male violence begins with violence (prohibiting boys from exercising their feelings), then goes to the level of relations to the woman (the so-called teenage aggression), and then begins to threaten society as a whole. Violence against this is a compensation of feelings of powerlessness and helplessness, experienced by a man at work or in society, and also by the desire subordinate a woman to her power, a way to control it (Kaufman 1987).

2.2. Theoretical background

2.2.1. The theory of social construction of gender

The theory of "social construction of gender" is opposite to the statement that the hierarchy between men and women is biologically justified. It is based on two postulates:

- 1) gender is constructed by socialization, a division of labor, creation of roles, family, mass media;
- 2) gender is confirmed by the level of individual's consciousness.

This theory actively uses the concepts of gender identity, gender ideology, gender differentiation and gender role. Gender identity means that a person takes on the definition of masculinity and femininity, within the cultural framework. Gender ideology is a system based on knowledge of what are "natural" differences or supernatural beliefs. Gender differentiation is defined as a process in which biological differences between men and women find social rights. The gender role is understood as the fulfillment of certain social prescriptions, such as the corresponding to gender behavior in the form of speech, manners, clothing etc. (Zdravomuslova 1995)

(Lebmann 1991) as cited in E. Durkheim relates the change in the position of the sexes with the social division of labor and the development of civilization. As a result of social development, he believes, "one of the sexes possessed emotional functions, and the other - intellectual".

Role-playing approach of T. Parsons and R. Biles had a colossal influence on the interpretation of the relationship between sexes (Parsons 1955). This approach has become paradigmatic. According to role-playing approach, a woman performs expressive role in the social system, man - instrumental. Expressive role means, speaking in modern language, caring, emotional work, maintaining psychological balance of the family. This role is

monopoly of housewife belongs to the sphere of responsibility of women. The instrumental role of men lies in the regulation of relations between the family and other social systems, this is the role of the earner and the defender. The type behavior roles are determined by social status, role stereotypes are acquired in the process of socialization and internalization of norms or role expectations. Correct execution the role is ensured by the system of rewards and punishments (sanctions), positive and negative reinforcements. In this case, the initial basis of the sex-role approach is the implicit recognition of biological determinism role, referring to the Freudian view of the males and females

2.2.2. Theory of gender leadership

Traditionally, gender theory of leadership is divided into five main areas.

The first direction includes theories that were developed within the framework of traditional theoretical paradigms. For example, the concept of "human information processing", which was developed by D. Hamilton and "Schema theory" by S. Taylor and J. Crocker, which was directly related to it. The main essence of these theories is that a person applies a variety of stereotypes during processing social information; (Hamilton P. 1977), (Taylor S.E. 1981).

The second direction consists of theories of common gender differences. According to these theories, the effect of gender stereotypes in the assessment of leaders is due to the influence of non-expressed theories that people have (Eagly A. H. 2004).

The third direction is the classical concepts of leadership. For example, contingency model of leadership, which was developed by F. Fiedler. Its

essence is that women and men will differ in leadership effectiveness only when they apply a different leadership style. (Verkerk 1990).

The fourth direction is actually gender theory of leadership, for example: the concept of "gender selection in leadership", developed by Barbara Gutek. According to her, people in general, and in organizations in particular, make very different demands on leaders of different sexes. The requirements for women are much higher than for men. Its essence is that the perception of the leader, primarily depends on gender. (B. A. Gutek 1982).

The fifth direction related to gender status. For example, status characteristic theory developed by J. Berger. Its essence lies in the fact that in society, man and woman are not equal. Men have a higher status than women (Berger J. 1977).

CHAPTER 3. RESEARCH DESIGN

3.1. Data

The majority of the data has been taken from the National Statistic Committee of Kyrgyz Republic. NSC of KR is in charge of collecting national data and analyzing it for the reports. NSC has a special sector for the gender data, which includes quantitative as well as qualitative data. NSC of KR annually publishes gender reports such as “Male and female in Kyrgyz Republic” which analyses quantitative data and “Gender perception in society” which analyses qualitative data and consists from surveys and interviews. The rest of data was taken from different written reports of NGO’s relevant to gender issue in Kyrgyz Republic. UNPD has developed a lot of studies as well as Human Rights Watch in Kyrgyzstan. The impact of gender policy will be defined by comparing the data from 2000 to 2017 whether there are any positive or negative changes after implementing gender policy.

3.2. Variables

Gender indicators are an indispensable and useful component, in combination with other evaluation techniques, for measuring the performance of the state, for fulfilling international obligations, and in special initiatives implemented in the country that is aimed at taking into account the interests of women. The benefits of gender indicators are due to their ability to point to changes in the status and roles of women and men over time, and thus to measure whether the goal of gender justice has been achieved. Indicators as tools for measuring social progress are at the center of attention of political forces, therefore all indicators have their own

political legacy and bias. This is important to realize, because certain types of indicators, especially quantitative ones, are regarded as "objective" and therefore gain legitimacy. The lack of gender data, indicators that can show positive or negative development trends, can easily create the ground for a blind gender and even negative gender policy. The importance of indicators is due to their ability to indicate changes in the status and roles of women and men in time and, thus, to measure whether the goal of gender justice is achieved. Given that the use of indicators and other relevant methodologies contributes to a better understanding of how to achieve results, the use of gender-sensitive indicators will help to better plan and implement programs in the future. (Mamutova A 2009)

The research uses both types of indicators in the analysis.

Quantitative indicators are based on information obtained from censuses, surveys, calculations and administrative records and are a measure of economic and other aspects of the level and quality of life.

Qualitative indicators are related to the level and quality of life and use information about the level of satisfaction or dissatisfaction with personal and socio-economic conditions.

3.2.1. Dependent variable: Women's empowerment

Women's empowerment has a specific *gender sensitive (indicator)* - these are indicators that use quantitative and qualitative indicators to summarize the gender-relevant changes that occurs in society for a certain period of time. Gender statistics provide factual information about the status of women and men, while a gender sensitive indicator provides direct evidence of a change in relation to some agreed norms or standards or some specific control group. The impact of government involvement will be measured by indicators shown below.

List of gender-sensitive indicators

The level of women's political empowerment will be measured by analyzing:

- Gender composition in Jogorky Kenesh. ²
- Social perception about women in politics.
- Awareness of women's advancement in government.
- Gender composition in Central Government.
- Gender composition in Local Government.
- Gender composition in Local Keneshes. ³

The level of women's economic empowerment will be measured by analyzing:

- Economic activity rate by gender.
- Gender segregation in the labor market.
- The ratio of wage by gender.
- Unemployed population by gender.

The level of women's social empowerment will be measured by analyzing:

- The number of students attending schools by gender.
- The number of students attending universities by gender.
- The number of female attending schools and universities.
- The adolescent pregnancy rate.
- The maternal mortality rate.
- The number of total recorded crimes committed against women.
- The number of domestic violence victims.
- The number of registered facts of domestic violence.

² Jogorky Kenesh is a Parliament of Kyrgyz Republic

³ Local Kenesh is a Local Parliament of Kyrgyz Republic

3.2.2. Independent variable: Implemented Gender Policies 2000-2016

The Kyrgyz Republic adopted more 30 international gender policies and over than 100 national laws and regulations. But not all of them had any impact. The research analyzes gender policies which had influenced to the women empowerment in each area.

Here is a list of the gender policies implemented during last two decades which played a significant role on women's empowerment. There were positive as well as negative effect. These effects will explain the impact of women's empowerment which will be described in analysis part.

- "The National Strategy for the Achievement of Gender Equality until 2020". (2012)
- "National Action Plan for the implementation of UN Security Council Resolution". 2015
- "The National Strategy of Protection of the Population Reproductive Health for 2006-2015". 2006
- The Law of the Kyrgyz Republic "on the State Guarantees of Equal Rights and Equal Opportunities for Men and Women" 2008.
- The Law of the Kyrgyz Republic "on the Local Government". 2002
- The Law of the Kyrgyz Republic "on the status of Local Kenesh deputies". 2000
- The Law of the Kyrgyz Republic "on the Further Improving the Personnel Policy for Involving Women Leaders in the Public Administration of the Kyrgyz Republic". 2000
- The Law of the Kyrgyz Republic "on the monthly provision of the state employment service with information on the availability of vacancies (vacancies), indicating the conditions and remuneration of labor". 2007
- The Law of the Kyrgyz Republic "on the Social and Legal

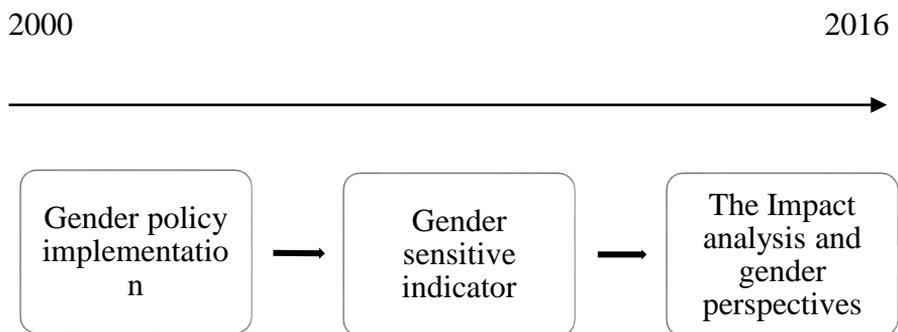
3.3. Methodology

This research is descriptive and explanatory research which analyzes the impact of gender policy implementation by the government on women's empowerment from 2000-2016. Gender analysis provides the necessary information base for the integration of the gender approach. It uses the data, subdivided by sex, and analyzes them from the gender perspective.

Gender analysis is the systematic collection and study of information on gender differences and social relations in order to understand and overcome gender inequities. (Mamutova A 2009)

The first task of gender analysis is to identify the differences between men and women, then to investigate the causes and consequences of these differences in order to analyze current gender situation. The depth and level of gender analysis depend on each area through the defined time period.

Picture 2. Framework of analysis



Gender policy implementation– includes description of specific gender policy and analyzes its impact on political and socio-economic empowerment of women. *Analysis* - involves analyzing the data and answering the question "Whether there was any significant change after implementing certain law or an action plan?".

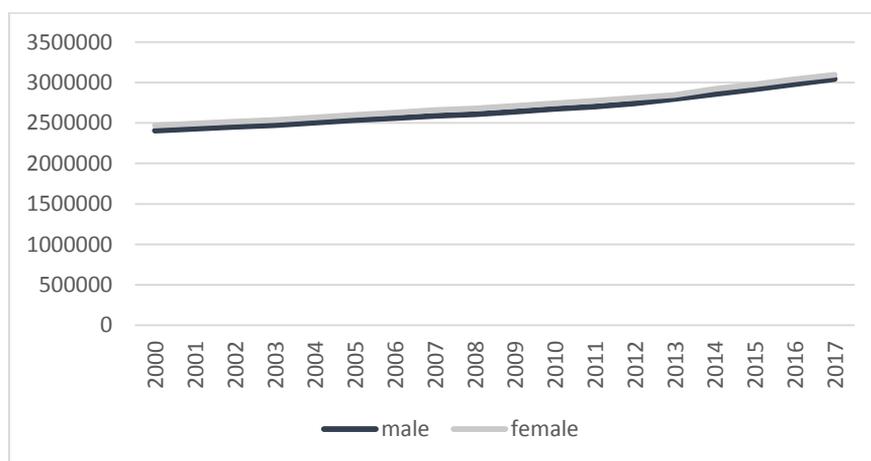
Gender-sensitive (indicator) - these are indicators that use quantitative and qualitative indicators to summarize the gender-relevant changes that occur in society for a certain period of time. The main strategy, based on gender-sensitive indicators, is the combined use of quantitative and qualitative methods to measure changes in the gender status of society that occur over time. *Gender Perspective* - The above analysis indicates a difference between men and women, but it does not address the causes and consequences of this difference. Applying a gender perspective means that data analysis is carried out in accordance with modern theories that explain the existing differences in the society between men and women. To formulate a policy, program, strategy and decision-making, it is extremely important to use a gender perspective, which helps to move away from habitual stereotypes and plan adequate actions.

CHAPTER 4. ANALYSIS AND FINDINGS

4.1. Women's political empowerment in Kyrgyz Republic

According to the census of population the number of the total population in Kyrgyz Republic has reached 6 million in 2017. The female compose half of the population and gender balance of population is symmetrically growing. (*Chart 1*).

Chart 1. Population by gender.



Source: NSC KR

The world community decided that in order to achieve the Millennium Development Goals (MDG), it is necessary to concrete measures with the agreed terms of implementation. It is important to note that gender equality is the third goal, and this is a recognition of the fact that gender equality in all areas of life - economic, social, political and cultural - is necessary to ensure inclusive and sustainable development. An important indicator of

progress towards this goal is at least 30 per cent representation of women in Parliament. Although the MDG indicators are by definition limited in scope, the Millennium Declaration has clearly reflected the commitment to gender equality, as well as the reaffirmation of the right of any person to participate in governance processes at all levels. The implementation of international obligations and the norms of national legislation were included to the National Plan on Gender Equality Achievement.

The priority tasks of women's political empowerment expansions are:

1. Promotion of women's political leadership;
2. Development of gender-oriented personnel policy in the bodies of state and municipal service;
3. Increase the representation of women to 30% at all levels of decision-making.

Expected outcomes:

• *Institutional, procedural changes:*

- a) the functioning of the social order mechanism for supporting women's political activism at all levels and increasing the capacity of women leaders, including in the state and municipal service, is;
- b) the gender expertise and analysis become an obligatory part of the personnel policy and included in all reporting forms;
- c) the gender analysis includes different issues - ethnic, age, regional, on health opportunities, etc.;
- d) the gender training and gender competency enhancement become an obligatory norm in the bodies of central and local government at all levels;
- e) affirmative measures, including gender quotas, become the key principle of personnel work of state and municipal bodies.

• *Level of representation:*

- a) the implementation of the strategy involves the adoption of a number of affirmative measures to promote women from vulnerable groups;
- b) the equal representation of men and women civil servants in the central government;
- c) the increase of female representation in Parliament (Jogorky Kenesh) (up to 30%);
- d) the equal representation of men and women civil servants in the local government;
- e) the increase of female representation in Local Keneshes (up to 30%).

• *Impact on performance:*

- a) the increase of activities to support women's political leadership;
- b) the personnel policy of state and municipal bodies become sensitive to the family roles of employees, takes into account the specific needs and interests of employees;
- c) public policies are built on the interests and needs of all groups in order to achieve social justice and effective human development;
- d) the idea of supporting and explaining the importance of affirmative measures to support gender parity in state / municipal bodies is constantly covered in the media and in the public space as a whole;
- e) a favorable environment for the development of women's political leadership requires the promotion of gender sensitive information policies in traditional and new media;

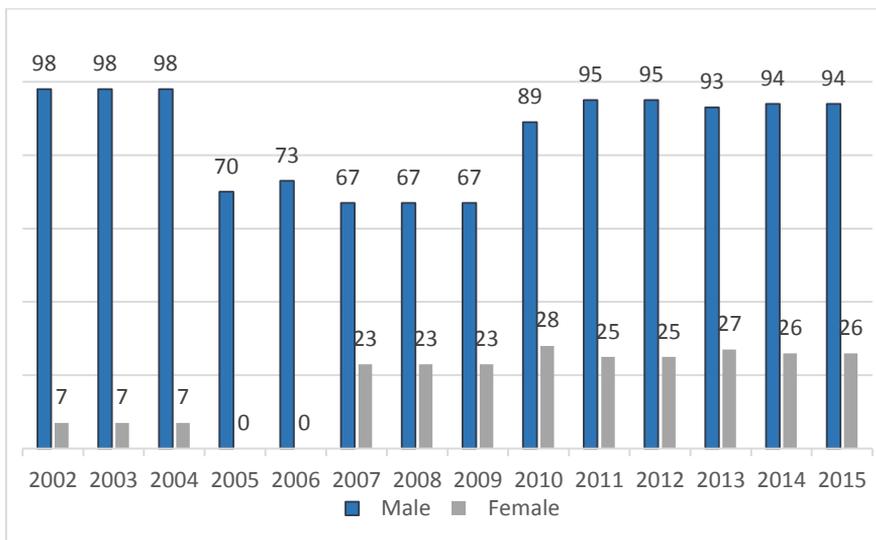
f) a dialogue has been formed between the state and civil society institutions, including political parties on supporting and promoting women's political leadership.⁴

Achievement of gender equality and expansion of women's political participation in decision-making processes, the development of gender-oriented personnel policy in the central and municipal (local) government is international and national obligation of the Kyrgyz Republic. This direction is one of the main indicators of the progress of democratic development society, aimed at the observance of equality of rights and opportunities rights. Political leadership and representation of women are visible at all levels of decision-making and are guaranteed by special laws and measures. However, the existing system of guarantees is not strong enough to ensure full implementation of these rights in practice.

At the same time, despite the developed gender legislation, the achievement of de facto equality remains problematic. The indicators of women's political participation, namely the representation of women at decision-making levels, are clear evidence of this. Chart 2 shows that during two years in 2005-2006, there was an absolute absence of women the Parliament of KR “Jogorky Kenesh” (JK).

⁴ “The National Strategy for the Achievement of Gender Equality until 2020”.
2012

Chart 2. Gender composition in Jogorky Kenesh.

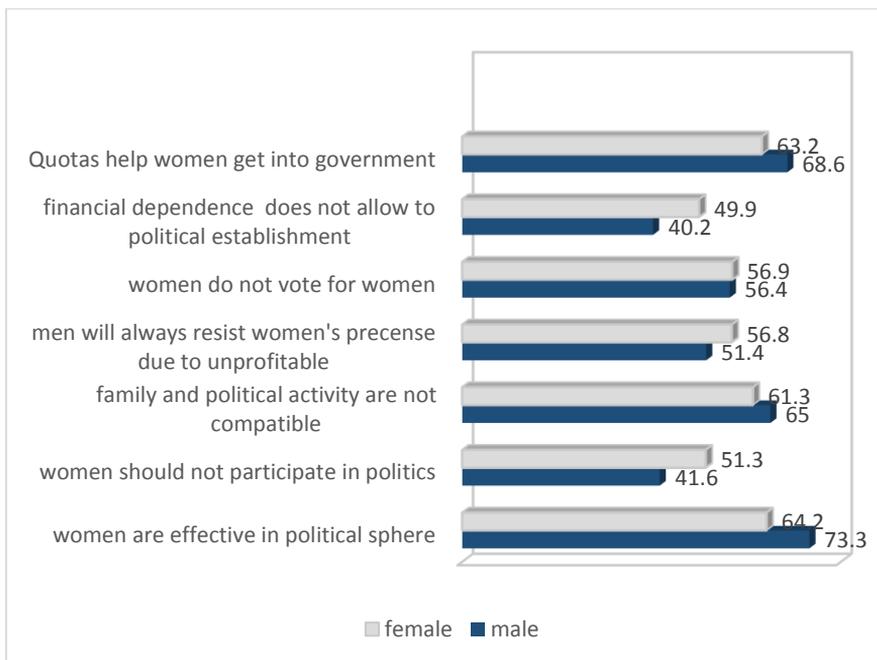


Source: NSC KR

A significant achievement in strengthening the political participation of women was the changes in the electoral legislation 2007, according to which quotas for women, youth and representatives of national minorities are mandatory among members of JK. Only after adopting quota mechanism, it was possible to reverse the situation. The quota principle establishes the presence of the same sex representatives should not exceed 70 %, while the difference in order in the lists of candidates should not exceed three positions. At the same time, it should be noted that due to the weakness of the quota mechanism, the level of representation of women in the JK has never reached 30%.

According to national gender survey conducted in 2016, there are barriers that prevent women from participating in politics equally to the men. Chart 3 presents the level of consent of women and men with different statements about the role of women in politics.

Chart 3. Social perception about women in politics

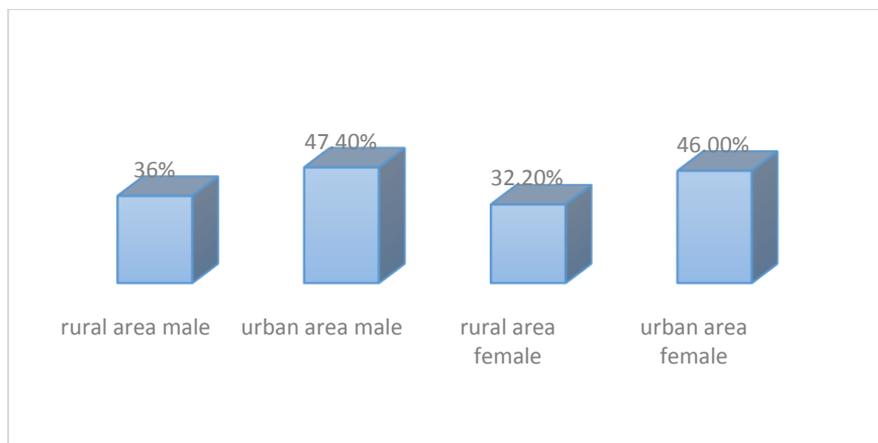


Source: UNFPA. Gender in society perception 2016.

Thus, women and men agree that "men will always resist the appearance of women in politics, it is unprofitable for them". More than half, both women and men, believe that women's financial dependence does not allow them to establish themselves in the politics of our country, and that quotas help women to get into the government. One part of the statements reflects a positive attitude towards the participation of women in the political life of the society, and the other characterizes the negative attitude to women's participation in politics and includes widespread gender stereotype regarding women's opportunities to be politicians. Interesting phenomena is that even women have stereotypical statements about women's opportunities to become politicians, confirm the gender stereotypes that persist in society.

Most of the population, especially in rural areas, not aware of the measures providing for the advancement of women in government. (*Chart 4*) This circumstance impedes the achievement of gender equality and the expansion of women's political participation in decision-making processes.

Chart 4. Awareness of women's advancement in Government.

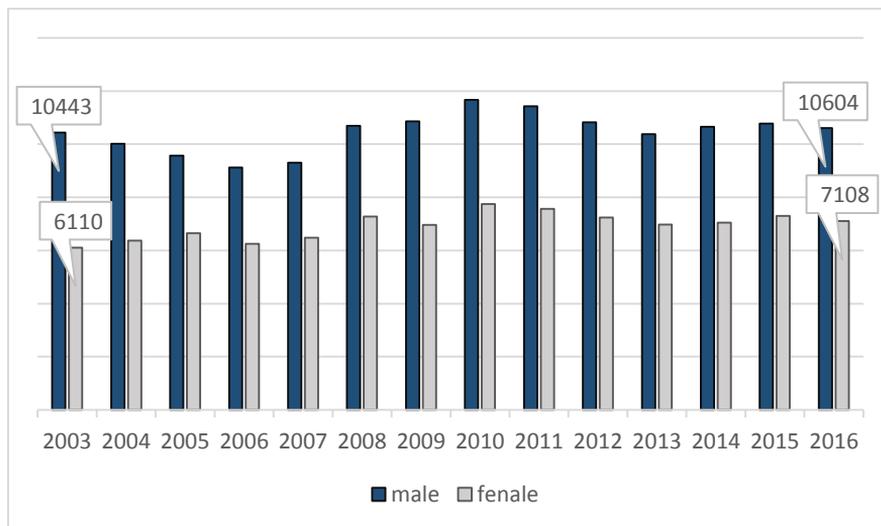


Source: UNFPA. Gender in society perception2016. Table 9.2

An important step in the further expansion of women's political participation in government at the decision-making level was the adoption of a new version of the Law "On State Guarantees of Equal Rights and Equal Opportunities for Men and Women" in 2008. There was a consideration of gender equality ensuring mechanism at the decision-making level in the legislative, executive and judicial branches. In particular, guarantees of equal rights and opportunities were ensured through the mechanism of equal competitive selection, non-admission of a competition for the same sex persons. The new Constitution (2010) fixed the norms for women in elective bodies, as well as in the central and local government. But still, there are no significant changes since the adoption of

the Law "on State Guarantees of Equal Rights and Equal Opportunities for Men and Women". Regarding executive branch female government officials number in central government has increased from 6110-7108. (Chart 5)

Chart 5. Gender composition in Central Government.



Source: NSC KR 2016

There has been a decline in the level of representation of women, especially at high-level posts with real political influence and decision-making in 2009. Because there are no norms in the Law "On State Guarantees of Equal Rights and Equal Opportunities for Men and Women" ensuring their compliance with gender parity in personnel matters. Moreover, these norms were originally laid down in the draft law, but when passing the approval procedure in the Government - they were excluded from the bill, which confirms the lack of political willingness of the Government to guarantee gender equality at all levels.

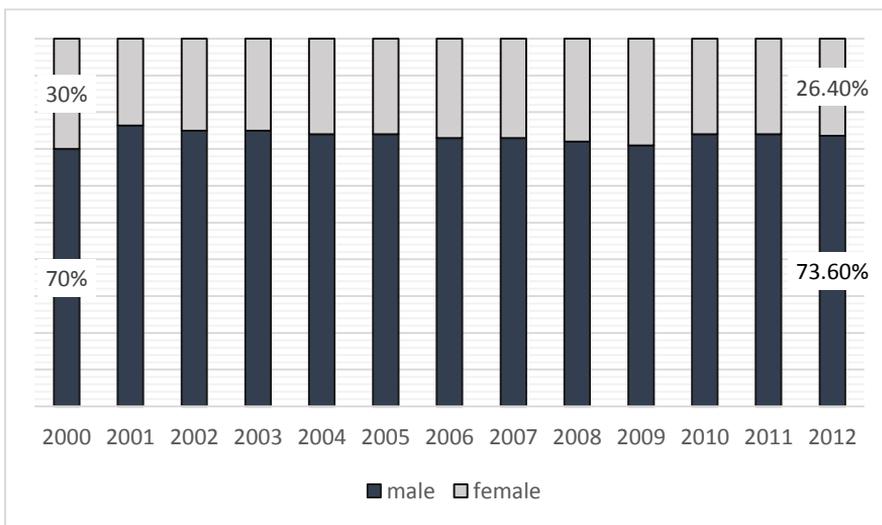
There is also gender segregation in the Government. Women constitute 40% of all civil servants, but mostly they occupy positions in certain ministries and departments below the management level. They occupy only 25% of

political positions. Women domination in public institutions is associated with social policy, for example, there is female significant share in the system of the National Statistical Committee of the Kyrgyz Republic (73.7 %), the Ministry of Labor and Social Development (73.4 %), the Ministry of Health (70.0 %), the State Registration Service (61.8 %), then time in the Accounts Chamber, the proportion of women is insignificant and amounted to 26.1%, to the Prosecutor's Office and the State Customs Service of the Kyrgyz Republic - to 18.3%.

While the forming lists of candidates for Local Keneshes (Local Parliament) political parties, groups of voters must take into account representation of no more than 70 % of people of the same sex, with the difference of priorities in the lists of candidates for women and men nominated by the political party, a group of voters, should not exceed two positions. However, the practice of local elections demonstrated that parties changed lists and did not ensure the representation of women on the stage of joining local authorities. It is important to note that in the issue of political advancement of women at the local level there were negative changes. So, in the Law of the KR "On Local Self-Government" and the Law of the KR "On the status of local Kenesh deputies" included positions, which almost closed the way to almost every active woman. The Presidential Decree "On Further Improving the Personnel Policy for Involving Women Leaders in the Public Administration of the Kyrgyz Republic" was adopted in 2000, which is presented as a normative document that provides certain guarantees for the advancement of women at the decision-making level. However, in practice this decree contains norms of latent discrimination, granting women only positions of deputies of regional and district state administrations, but not the higher positions. This limits of women ability in advancing to the head positions and make independent decisions. This is the main reason of the weak will of women to work in local government because of the "glass ceiling" for female (*Chart 6*). Amount of female representatives in the local Keneshes are pretty low due to the limitations for the active women from

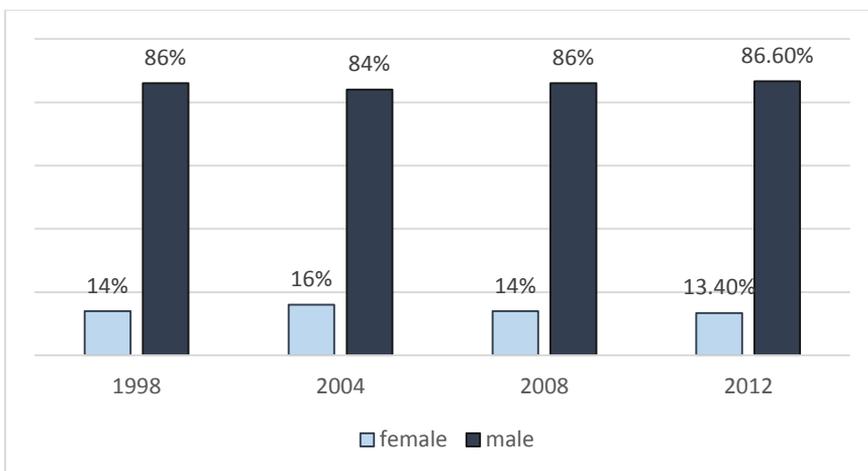
the health care and education in the process of nominating them as candidates for deputies of local Keneshes. (Chart 7).

Chart 6. Gender composition in Local Government



Source: UNDP Report 2016.

Chart 7. Gender composition in Local Keneshes



Source: UNDP Report 2016.

Traditionally, women's political leadership is understood and realized in the form of training women in leadership courses, which are conducted primarily by civil society. However, there is no correlation between the passage of women's leadership training and their real inclusion and promotion in the political sphere. Skilled and knowledgeable women look through the "glass ceiling" and see what they can achieve, but invisible barriers prevent their progress. "Glass ceiling" can exist at different levels depending on how successfully women are moving up in organizational structures; they are usually depicted in the form of a pyramid. In some countries and organizations, the glass ceiling may be closer to the head, while in other countries and organizations it may be at the junior level. At the junior level, women are usually assigned functions that are considered as a "non-strategic". The functions of the heads of the main divisions and chiefs - the posts of the heads of the main divisions through which the way goes up, remain for men. Often this is exacerbated by the separation of women from formal and informal ties, necessary for promotion within government organizations.

Professional segregation is expressed in the fact that female leaders are concentrated in certain sectors. In cases when women have ministerial posts, most often they occupy ministries of health, education, social protection (in this sense, Kyrgyzstan today is a typical example for illustrating this phenomenon). To become a minister in non-traditional sectors for women (for example, finance, transport, ecology, etc.) is very difficult.

The growth of women's political activity is substantially limited by insufficient access to economic resources. Indicative in this respect are the results of a comparative qualitative analysis of the representation of women / men among the deputies of the Jogorku Kenesh (2008), evidencing that 37% of women came to parliament from government and municipal authorities, 17% of women legislators had experience in business or education, and 12.5% worked in the non-governmental sector and

international organizations. At the same time, only 2 women (8%) had experience in professional party activities. Whereas most men come to the party from the business. It is important to note that women deputies from the business sphere often were the wives of businessmen.

4.2. Economic status of women in Kyrgyz Republic

One of the most important goals of gender policy is the expansion of women's economic abilities. But there is no clear Law regarding the expansion of women's economic abilities. The significant influence on it is rendered by the prevalence of gender stereotypes and traditional notions of distribution family and gender roles. The development of measures to eliminate discrimination against women in the economic sphere is the most important obligation of Kyrgyzstan. Among the problem areas, which determine the economic inequality of women, especially in rural areas, it is important to distinguish the following:

- 1) limiting women's opportunities to engage in income-generating activities;
- 2) chronic poverty, increasing the risk of degradation of women's human capital;
- 3) unequal access of women to labor markets.

The Convention on the Elimination of All Forms of Discrimination against Women and the Millennium Declaration (2000), aimed at poverty reduction as the main factor as well as gender inequality, at the national level. Based on these two international conventions the Government has adopted a national project on achievement of gender equality. The outcome must be measured indicators such as: economic activity rate by gender, wage ratio by gender, gender segregation in the businesses and unemployment rate.

Thus, the priority tasks in the sphere of economic opportunities for women are:

1. An increase the economic activity of women through expanding sources of strengthening women's economic opportunities and moving from informal employment to the formal labor market;
2. Creation of working conditions that are sensitive to the needs of workers - men and women; creation of infrastructures for combining labor and family responsibilities;
3. Reduction of wage gaps, reduction of segregation in the labor market through diversification of women's and men's employment.

Expected outcomes

Institutional, procedural changes:

- a) the functioning of the infrastructure for supporting women's entrepreneurship at all stages of business;
- b) the state orders for creating jobs;
- c) the labor and social legislation applied in all sectors of the economy, for all types and forms of employment.

Level of representation:

- a) the growth of economically active women (up to 60%);
- b) The narrowing of the gap between unemployed female and male;
- c) the reduction of gender segregation in the labor market;
- d) the reduction of the women and men wage difference to 20%.

Impact on performance:

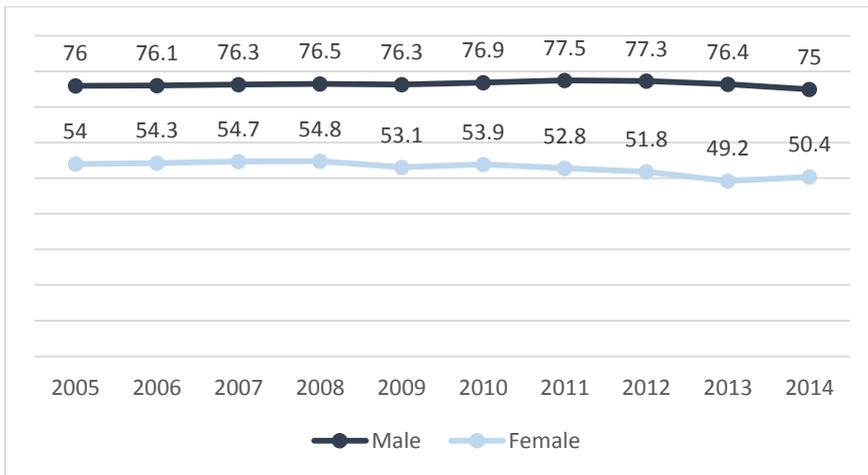
- a) the changing patriarchal views of the women's status in society;

- b) the strengthening the status of women through financial independence;
- c) labor and family responsibilities can be combined;
- d) the traditional notions of women's employment have been changed;
- e) women have mastered highly paid specialties and professions.⁵

The decrease in the chances of women to engage in income-generating activities is due to the high burden on women and children in households. According to the World Bank report, the economic activity of women is almost 1.5 times lower than among men. The economic decline, the lack of jobs in rural areas, and the reduction of vacancies in the budgetary sphere, had a significant impact on the decline of women's labor activity. The low economic activity of the population can be explained by flow of labor migrants. The group of labor migrants constitute the bulk of unofficially unemployed population. Due to the weak monitoring of labor migrants flow, there is no valid data. It influenced to the total picture of population economic activity. The statistical data (*Chart 8*) from the period 2005-2014, shows a stable trend of gender inequality in the economic activity. A comparative analysis of data from 2005 to 2014 shows that men are more active in labor market, for example the gap between economically active men and women is increasing. According to NSC report level of economic activity for men was 76%, and for women - 54% in 2002, and in 2014 do not differ much from the previous decade, men are more active in the labor market - 75%, while women are less active - 50.4%.

Chart 8. The economic activity rate by gender.

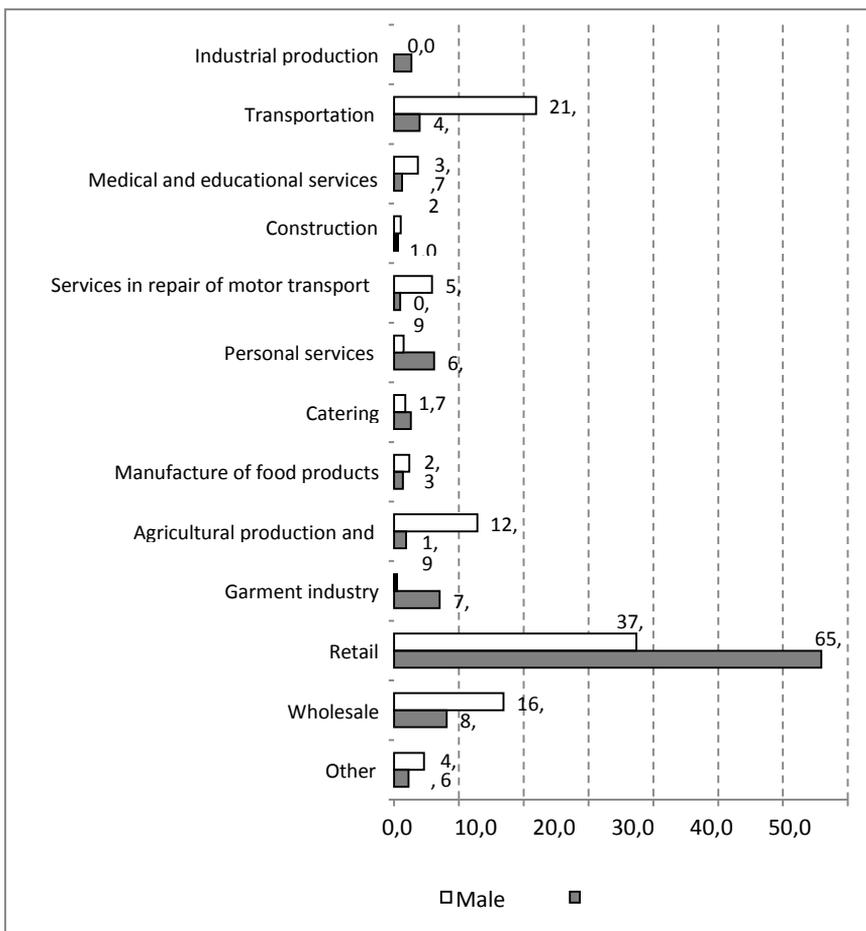
⁵ “The National Strategy for the Achievement of Gender Equality until 2020”. 2012



Source: NSC KR 2016

The Law of the Kyrgyz Republic "On the Basics of State Guarantees for Providing gender equality" regulates relations for the granting of equal rights and opportunities for people of different sex in social, political, economic, cultural and other areas of human life and is designed to protect men and women from discrimination based on sex. But data shows clear gender segregation in the labor market. An analysis of the distribution of women and men in the labor market (*Chart 9*) shows that the majority of women 65.9 % are engaged in retail trade, 7.1% of women are employed in the garment industry, and another 6.2% provide personal services. So women are much less likely to take up the entrepreneurial activity.

Chart 9. Gender segregation in the labor market.

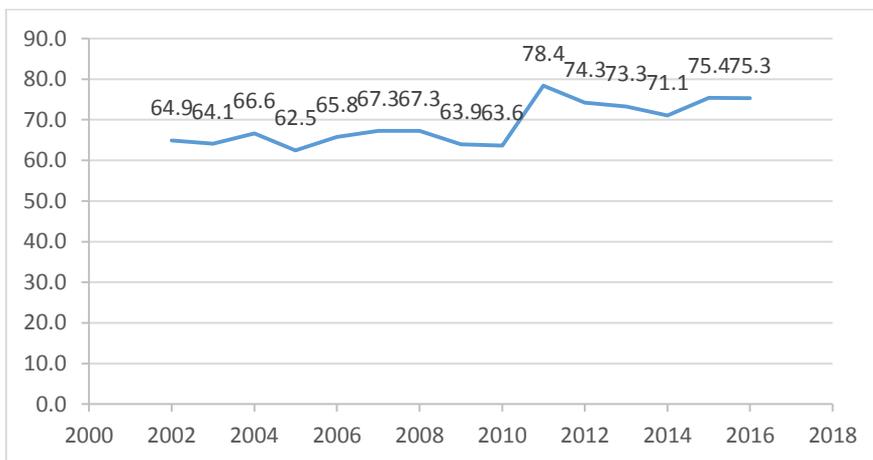


Source: *Gender in society perception 2015 p.76*

Thus, it can be said that there is gender segregation in the spheres of entrepreneurship: men are more represented in spheres that bring higher incomes, and women - lower incomes. Wage reform has led to an increase in the gap between the incomes of the top-level administration and rank-and-file employees, where women are mainly concentrated. For example, in 2002, women wage was 35% less than men. Although by 2011 this the gap fell 1.5 times, in 2013 we again face a growth in the gap "female" wages. The 12% jump from 2010 to 2011 was due to a significant increase in the salaries of state employees in education and health. (*Chart 10*). It should be

noted that despite the equality of labor rights of citizens established by the Constitution of the Kyrgyz Republic, there is a direct prohibition of the certain activities that generate high incomes, on the normative level, under the pretext of “protecting women from heavy and harmful work”.

Chart 10. The ratio of female and male wages



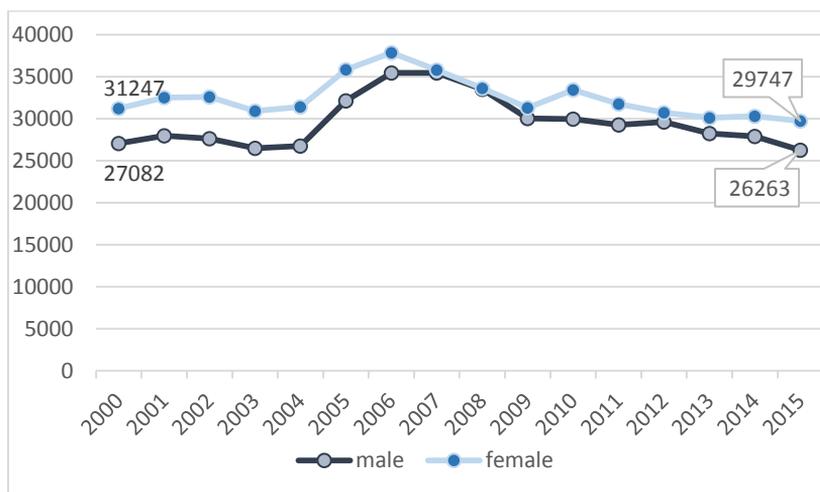
Source: NSC KR 2016

Stereotypes and patriarchal views on the women’s role in society limit their opportunities as entrepreneurs. Social expectations that women will combine their domestic responsibilities with employment, push women to informal sectors and underemployment. From the beginning of the country's independence, there is a decline of state social support, for example, lack of free kindergarten, led to the pressure on women to work with flexible schedules, without being distracted from household duties. Women have limited access to assets, skills, and information, as well as to professional contacts that are necessary for the growth of their business.

Regarding the number of women among unemployed, there was an insignificant decrease during 15 years 31247 in 2000 and 29747 in 2012. It should also be noted that in agriculture, the female contribution is not taken

into account: women are generally considered unemployed, although they are the main workers in the farms. Unemployment among women is observed in all age groups. Thus, the most difficult situation in the labor market among young women who do not have experience, also among women, the most active childbearing age and pre-retirement age. In order to overcome gender disparities in the labor market, the Labor Code of the Kyrgyz Republic was supplemented. Also the Law of the Kyrgyz Republic "On the monthly provision of the state employment service with information on the availability of vacancies (vacancies), indicating the conditions and remuneration of labor" was adopted in 2007. The gender policy had some positive impact in reducing the gap between male and female in unemployment rate, but still unemployment among women higher than among men (*Chart 11*).

Chart 11. The number of unemployed female and male.



Source: NSC KR 2015

Distribution of female and male employment by the type of economic activity has significant differences due to their different capabilities and established traditions. The proportion of women among the employed population is distributed among this kind of activities, such as health and

social services, education, as well as in the hotel and restaurant sector. The labor market has gender segregation, which means that men and women work in different sectors and occupy different positions in the hierarchy of jobs. Women are predominantly represented in the public sector, which is generally characterized by low salaries, for example, in the education section and health. Men occupy mostly private enterprises and other institutions.

4.3. Social status of women.

Women are a vulnerable part of society due to specific local and historically formulated culture of Kyrgyz Republic. Most of women are engaged to house work with a lot of obligations such as growing of 3 or more children and earning money at the same time. Despite to contemporary Constitution which says that the Kyrgyz Republic is a secular state there is a high level of Islamization in Kyrgyz Republic which influence to social behavior. Due to poor literacy rates, the cases of unregistered marriages have become more frequent, which are leading to marriage without any responsibility. In the case if unregistered couple goes for divorce, women do not have any rights to divide property or get alimony. There is no protection from the family institution at all. Social judgments press the young women to get married early even if they are attending under graduate school. This is a reason behind increasing number of early marriages, divorces and abortion. Society's requirements to women obligate them to difficult house work which deteriorates women health. Another important problem is lack of support of women's reproductive health. One of the critical indicators of this problem is the level of maternal mortality. In the Kyrgyz Republic, the maternal mortality in the last decade did not fall below 30 to 36 deaths per

100,000 live births. Indicators of maternal mortality in the Kyrgyz Republic are the highest among the countries of Eastern Europe and Central Asia.

The Fourth United Nations World Conference adopted two important documents - the Beijing Declaration and the Beijing Platform for Action in 1995. The first document confirmed the determination of the UN member states governments to prevent and eliminate all forms of violence against women and girls. The Kyrgyz Republic, has ratified these international documents as well in order to prevent gender discrimination and violence in the private and public life of the citizens.

Based on these international documents the National Plan on Achievement Gender Equality (2012) aimed the main tasks such as:

1. Strengthening legal and institutional mechanisms for access to justice,
2. Development of a system for providing assistance to victims of gender discrimination and violence,
3. Development of a culture of intolerance towards discrimination and gender-based violence.

Expected outcomes:

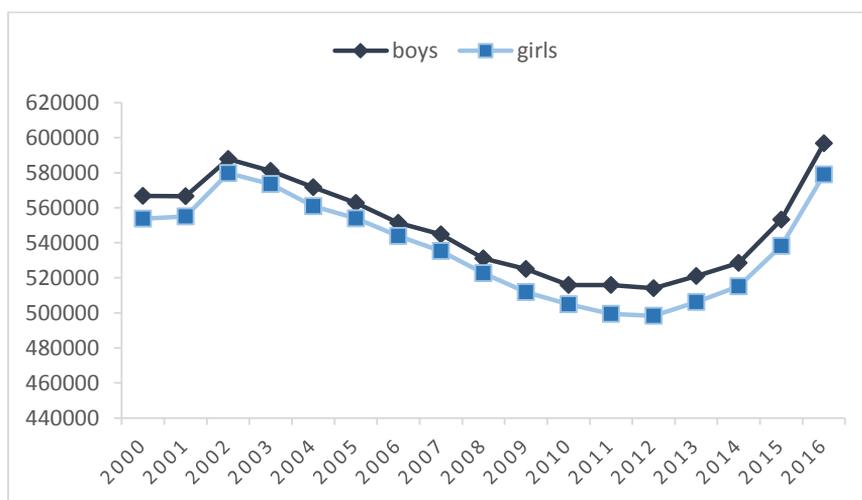
- a) to increase the number of female attending universities;
- b) to decrease adolescent pregnancy rate;
- c) to decrease the maternal mortality rate;
- d) to provide the medical treatment of domestic violence victims;
- e) to decrease the number of domestic violence cases.⁶

⁶ “The National Strategy for the Achievement of Gender Equality until 2020”. 2012

4.3.1. Education

Education is one of the key aspects for increasing the role of women and improving their position. Equal access to education and the achievement of gender equity are ensured through the systematic implementation of educational policies that take into account the gender aspects of education. Ensuring equal access to education and increasing opportunities for women to receive vocational training is a strategic direction of the policy of achieving gender equality in Kyrgyzstan. The Ministry of Education and Science of the Kyrgyz Republic is the main governing body that determines the policy and coordinates the activities in the educational sphere. At present, the Ministry implements a gender-sensitive policy in the following areas. There are more boys attending school than girls (*Chart 12*).

Chart 12. The number of students attending schools

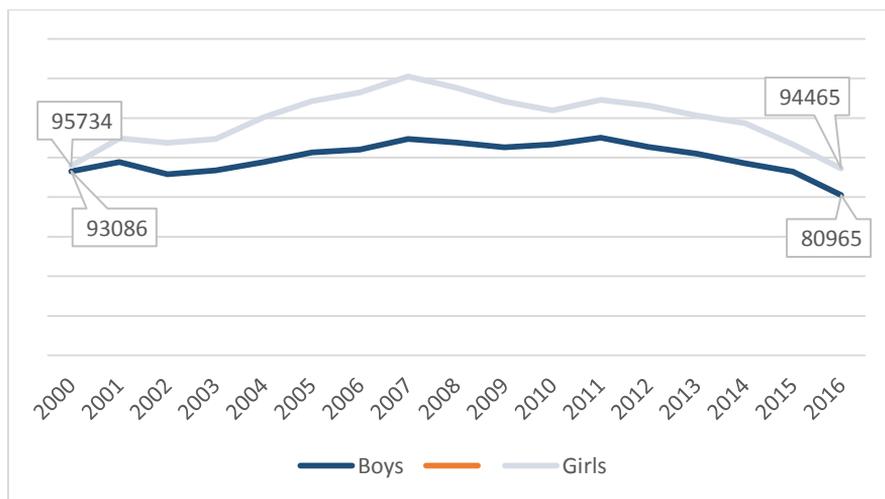


Source: NSC KR 2016

But situation totally changes at the university level. Amount of women studying at the university is pretty higher than men (*Chart 13*). From the

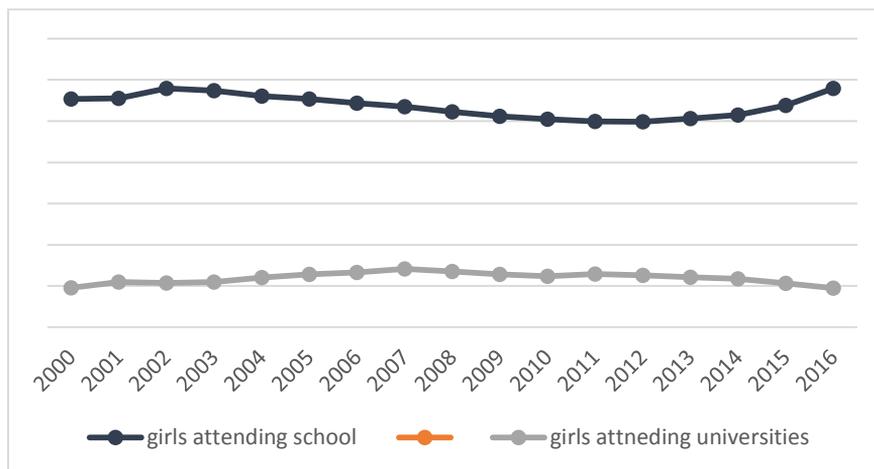
first glance it seems there is a positive impact, but the real situation shows decline of young men studying at the university, not a decrease of young women. This situation can be explained by high level of labor migration of young men. Actually, there is a negative impact because comparing a total amount of girls studying at the school and universities, there is a big gap between girls attending school and girls attending universities. (*Chart 14*). This happens because of most of the young women especially in rural areas, get marry after or even before graduating from the school. The other girls prefer to graduate from professional lyceums and become a labor migrant. But the trend of early marriages leads to other social gender issues, such as adolescent pregnancy, maternal mortality.

Chart 13. The number of students attending universities



Source: NSC KR 2016

Chart 14. The number of female attending schools and universities



Source: NSC KR 2016

4.3.2. Early marriage, adolescent pregnancy and maternal mortality

The Kyrgyz Republic has acceded to the Convention on Consent to Marriage and ratified the CEDAW. These international documents deal with issues of consent to marriage, marriageable age, marriage registration and freedom to choose a spouse, the elimination of early and forced marriages. The Constitution establishes that persons who have reached the age of marriage have the right to marry and create a family. The minimum marital age is established by the Family Code of the Kyrgyz Republic at the age of 18 as a general rule. Entering into marital relations with a person under the age of 17, became punishable by Criminal Code, by restriction of freedom for up to 5 years. A kidnapping of a person who has not reached the marital age, for entering into marital relations is punishable by

imprisonment for a term of 5 - 10 years. Due to high latent of this phenomena there is absence of official statistic of bride kidnapping registered cases. Bride kidnapping and forced marriage are cause of widespread gender-based violence in the Kyrgyz Republic. However, in practice, the trend is growing regarding cases of abduction of brides as being observed in all regions of the country. Around 30 to 50 kidnapped brides cannot avoid marriage.⁷

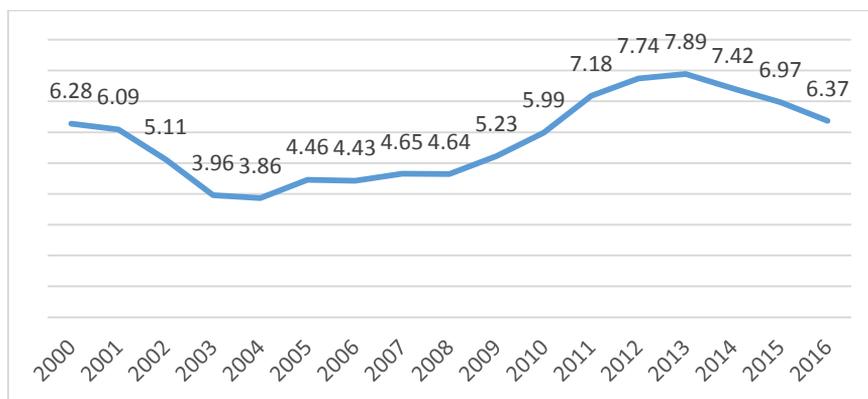
Marriage and family relations in Kyrgyz Republic are characterized by an increase of the number of underage and unregistered marriages, as well as forced marriages, including bride kidnapping, increasing of domestic violence cases and level of crime against women every year. According to the population and housing census, 4.2% of men and 4.8% of women (15-49) years, are in unregistered marriage.

Bride kidnapping and early marriages are the most common types of gender violence in the Kyrgyz Republic. The growth of the number of early marriages can be evidenced by a rise of adolescent pregnancy rate. (UNFPA 2016). More than 12 % of women in Kyrgyzstan got married before the age of 18. Moreover, the share of such marriages is higher in rural than in urban. The level of household welfare also affects the age of marriage. Early marriages are more common in poor households than in rich ones. Girls from religious families are more likely to marry at an early age than other girls. It should be noted that to date the study of the extent, causes and consequences of early marriages is not possible due to the hidden nature of this phenomenon and the inadequacy of statistics on this issue. Indirectly, the adolescent pregnancy can testify to the scale of early marriages. There is a steady increase in the adolescent pregnancy (under 18 y. o. age) which adversely affects the ability of girls to continue their education. (*Chart 15*).

⁷“Male and female in Kyrgyz Republic”. Annual report provided by National Statistic Committee of Kyrgyz Republic 2016. (Russian language)

This issue was raised by the female parliamentarians in 2012, and JK of KR adopted the Law which prohibited the early marriages. The concept of the law was strongly supported by society. A penalty of three to five years of imprisonment in case of violation this law has been implemented. Since adoption this law, adolescent pregnancy rate is decreasing.

Chart 15. The adolescent pregnancy rate

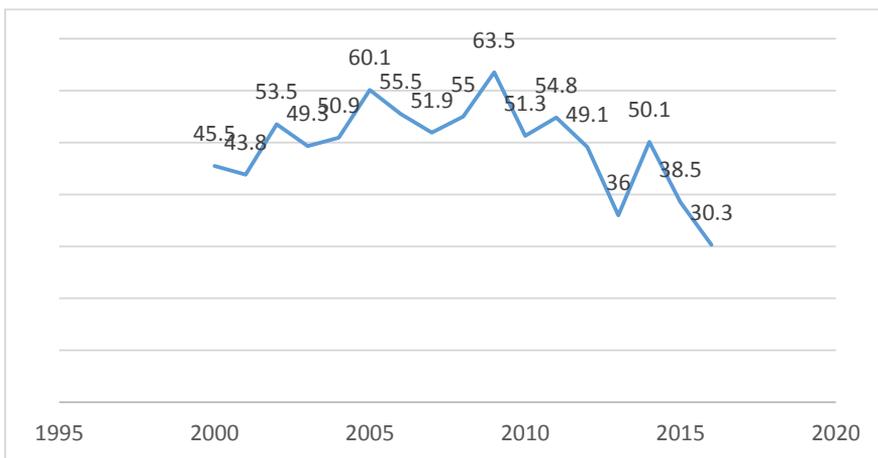


Source: NSC KR 2016

The high rate of adolescent pregnancy led to high level of maternal mortality. To address the problem of maternal mortality, the Government implemented the National Strategy on Protection of the Population Reproductive Health for 2006-2015, the main tasks of which were: safe motherhood, adolescent reproductive health, reproductive system organs, HIV / AIDS, prevention and struggle against violence. The highest level of the indicator was recorded in 2009, due to the publication of the order of the Ministry of Health of KR in 2008, which provides a moratorium on the punishment of doctors and hospital workers. As a rule, it led to the medical negligence of hospital workers and an increase of maternal mortality rate. But in recent years, maternal mortality rate has a slight downward trend (*Chart 16*). Since the adoption of the National Strategy on Protection of the

Population Reproductive Health for 2006-2015, the maternal mortality rate fell down from 50,9 to 30,3.

Chart 16. The maternal mortality rate.



Source: NSC KR 2016

One of the reasons for the high level of maternal mortality is the inadequate level of funding for maternal health care, which results in:

- insufficient level of the material and technical base of obstetric organizations development;
- problems with the continuous supply of hot and cold water, electricity and heat supply, sewage system;
- lack of modern medical equipment, laboratory tests and medical materials;

Another reason for the maternal mortality is the presence of certain economic, social and cultural factors:

- the growth of external and internal migration. Pregnant women migrated as a labor migrant come back to the Kyrgyzstan on the eve of childbirth. Under conditions of internal and external migration, a woman changes her

residence several times during pregnancy and falls out of the field of view of medical workers;

- low level of awareness and low education of pregnant women and mothers about family planning and pregnancy;

- low level of quality of women nutrition.

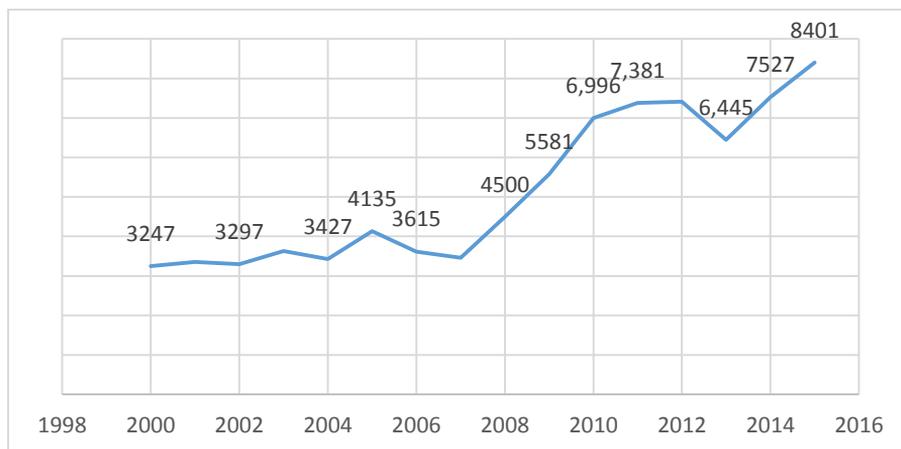
4.2.3. Human rights and the access of women and girls to justice.

KR proclaimed human rights and freedoms as an absolute and inalienable irrespective of sex, race, language of disability, ethnicity, religion, age of political and other convictions, education of origin, property or other status, and other circumstances, that determine the meaning and content of all state bodies in the person of the legislative and executive branches of power, as well as bodies of local self-government. Acknowledging the commitment of KR to follow the fundamental principles of gender equality is one of the most progressive legislation in the field of human rights and gender equality in the region of the countries of the Commonwealth of Independent States.

A key task in the implementation of the country's commitments is the practical realization of human rights in relation to women. According to the National Strategy for Achieving Gender Equality, one of the most pressing problems in this area is related to ensuring women's access to justice. The state pays special attention to issues of access to justice in cases of domestic violence, sexual violence, and abduction of women for forced marriage, especially for rural women and girls. According to expert estimates, the vulnerability of young women is increasing due to the spread of early and unregistered marriages. It is not possible to confirm these conclusions statistically. There was no clear distinction of crimes committed against

women, statistically it was counted in general including different types of crime such as raping, bride kidnapping, and domestic violence. (Chart 17)

Chart 17. The number of recorded crimes committed against women.



Source: NSC KR 2015

4.2.4. Domestic violence

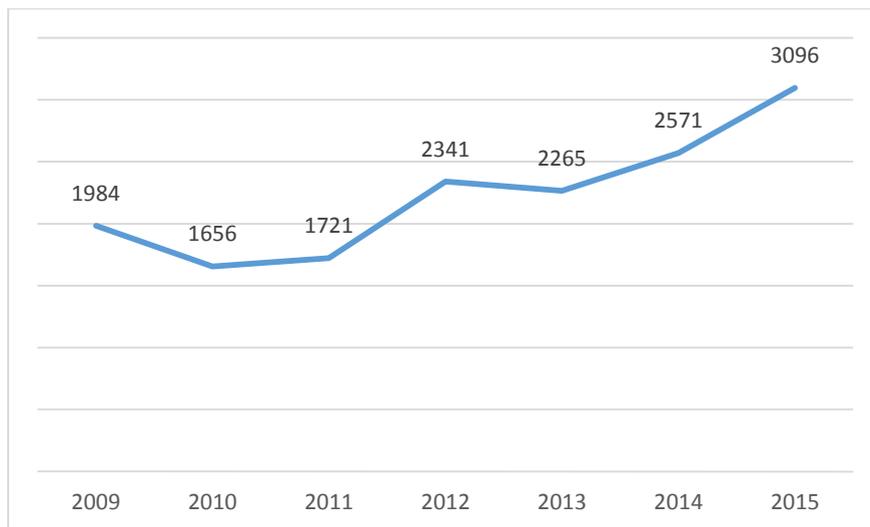
The wide spread violence against women and domestic violence is based on the background of conservative and religious values suppressing the public activity of women. In 2009, government adopted the Law "On social and legal protection from domestic violence ". This law is intended to regulate relations in the field of social and legal protection of domestic violence victims. But every year thousands of domestic violence cases and violence against women are happening. Domestic violence generally has a negative impact on the social, economic and political situation. Violence in the family leads to an increase in "health expenditure and other services, increased absenteeism, reduced the productivity of labor and income levels.

The Law on “Socio-Legal protection from domestic violence”, has main task - to create socio-legal system for protection the life and health of family members, based on the observance of human rights international standards. One of the main protection mechanisms is a temporary protection order and a protective court order. The protection order does not allow to violator contact with the victim, in order to prohibit the further violent actions. The victim of domestic violence has the right to decide whether to extend the protection order or not. The order contains conditions that should influence to the violator’s behavior, such as limitation of the parental rights. But the experience of implementing protection order showed that the norms and mechanisms are insufficient and imperfect. The key problem is the lack of complex system of rendering assistance to victims and reducing violent behavior.

There are many young women among the domestic violence victims. The growth of young women’s vulnerability is relevant to the spread of early and unregistered marriages. It was not possible to confirm these conclusions statistically. Data from the last general census of 2009, although indicates that the age of marriage in Kyrgyzstan remains relatively "young".

Chart 18 shows that the number of registered facts of domestic violence, in general, is growing. In comparison with 2009, the number of registered cases of physical violence in 2015 has highly increased. There are two sides of this trend, the first one expresses negative trend of increasing domestic violence cases, and the other one expresses the willingness of victims to report domestic violence cases. Domestic violence was not recognized as a crime in the criminal code. Since 2009, the rule of prosecution and punishment in case of domestic violence was adopted. And NSC officially has started record data of domestic violence cases.

Chart 18. The number of registered cases of domestic violence

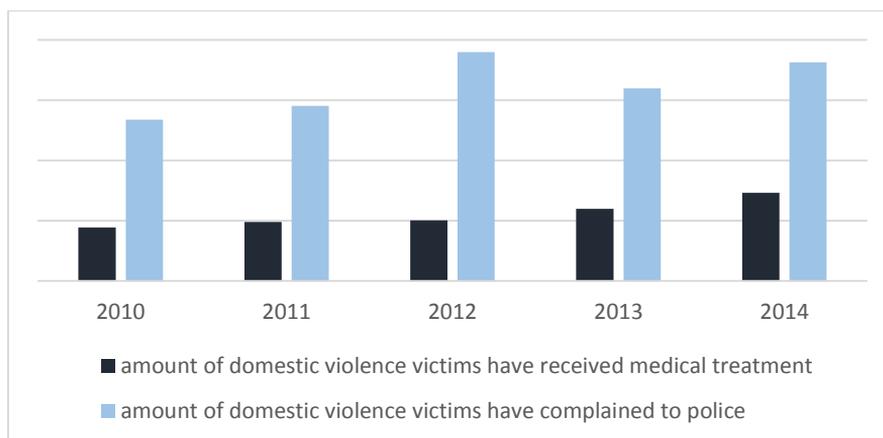


Source: NSC KR 2015

Violence in the family leads to an increase in health expenditure, reducing the productivity of labor and decreasing of income levels. Violence directly or indirectly undermines health and well-being of women, leading to an increased incidence of chronic disorders, depression and mortality. It has a negative impact on children's psyche including an increased inclination towards illegal manifestations and cruelty. In general, violence leads to deterioration of the quality of life of family as well as of community and limits the participation of women in democratic processes⁸. In order to support domestic violence victims, the Government implemented the Law "on Social and Legal Protection Against Domestic Violence", which allowed to the victims of domestic violence to get free medical treatment. But statistic shows that the majority of victims did not get medical treatment. (*Chart 19*).

⁸"Gender perception of society". Annual report provided by National Statistic Committee of Kyrgyz Republic 2016. (Russian language)

Chart 19. The number of domestic violence victims.



Source: NSC KR 2014

This phenomenon is because victims forgive violators in order to protect family and retract their complaints from police. The new law provides a "security warrant" which is not punishable and only warns violator. The information on the adoption of such a law was not widely spread, and the majority of the population especially in rural areas were practically unaware of it. Judicial and state officials do not use those measures in their practical activities at a sufficient level. The main reason is that most of the victims are afraid to make a complaint or financially dependent on their husband and other family's members. As a rule, victims of domestic violence prefer not to seek protection of their rights, since most articles of the Criminal Code of the Kyrgyz Republic, are referred to cases of private and public-private accusations regarding crimes against women. In order to raise criminal case victim has to provide evidence, complaint, and need financial capabilities as well. The complexity of legal protection procedures for violated rights, the high corruption of law enforcement agencies, the inaccessibility of qualified legal assistance, lead to the fact that most victims prefer not to use the justice system for the protection of their rights.

As a result, the facts of crimes and gender-based offenses are lost in criminal and administrative statistics and in the statistics of rejected materials. The lack of gender competence and sensitivity as an indicator of personnel management system led to the gender-unbalanced composition of police precinct inspectors, officers of duty detachments and investigators of the internal affairs and the prosecutor's office. These aspects led to distrust among the affected women.

Weak control and supervision over the implementation of the laws of the Kyrgyz Republic, both on the part of the Parliament and the prosecutor's offices, as well as the lack of generalization of judicial practice on crimes and offenses on gender and civil cases in the sphere of family relations, such as divorce, the establishment of paternity, the payment of alimony, etc., also hamper the improvement of procedural norms for improving the effectiveness of women's rights protection.

4.3. Recommendations

Recommendations regarding the women's political empowerment:

First of all, it is necessary to harmonize national legislation to exclude elements of hidden discrimination of women and follow the UN recommendations to ensure 30% of the parity of the women's government at the level of decision making process. Secondly, the quota mechanism should be introduced as measures to achieve gender equality in the LSG and Local Keneshes as well. Increase women's access to representative bodies by abolishing economic barriers, by reducing or eliminating the electoral deposit during registration of candidates. In order to increase population awareness, government has to introduce mandatory study of gender issues in the state's educational standard, increase women's legal literacy and introduce measures to overcome gender stereotypes.

Recommendations for increasing women's participation in economic activity:

As analysis showed, women's economic activity has less positive changes during last two decades. To improve the situation, the government need to take measures and create conditions on the ground for the self-employment of rural women, as well as enhance the monitoring of labor migrant's situation. It is necessary to organize training for improving legal literacy, confidence and self-esteem of rural women.

Recommendations for enhancing education:

In order to improve women's position in society first of all government should develop a program related to the sphere of preschool and school education, measures to introduce gender approaches, including family education. At the same time, provide for the analysis of gender-educational programs, textbooks, teaching aids for preschool children and students of general education organizations and conduct legal education on this issue among vulnerable segments of society – such as young girls and adolescents. Secondly, development of quantitative and qualitative indicators of measuring the achievement of gender parity in education and culture as needed.

Recommendations for decreasing domestic violence:

In order to decrease domestic violence rate government should develop and implement state's measures to inform the public about the problem of domestic violence, coercion to marriage and sexual harassment, as a problem of human rights violations, and also involve the media and NGOs. It is necessary to strengthen implementation of the Law of the Kyrgyz Republic "On social and legal protection from domestic violence" in practice and provide legal and social protection for women to prevent the threat of violence, including the activation of law enforcement and

government agencies in providing assistance and support. State rehabilitation centers or crisis centers financed from the state budget can be established. Conduct awareness-raising exercises with potential perpetrators of liability and punishment for violence. Establish precedents for providing support and protection to victims of violence by state and law enforcement bodies, to stimulate women's decision to restore their rights. Government should enhance monitoring and collection of sex disaggregated data analyze them, report on the results and conduct a study to identify the extent and trends of the problem.

CHAPTER 5. CONCLUSION

5.1. Summary of principal findings

The analysis of gender policy impact shows ambiguous results. The findings will show the correlation of women’s political empowerment in decision-making process and women’s socio economic empowerment. The tables below show the results of each indicator after analysis, whether it has a positive or negative impact and why?

Women’s political empowerment.

“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>Gender composition in Jogorky Kenesh</i>	<i>The increase of female representation in Parliament (Jogorky Kenesh) (up to 30%)</i>	<i>Female proportion in Jogorky Kenesh composition has increased from 0 – 28.</i>
<p>This indicator showed positive impact after implementing gender quota mechanism in 2007. The number of female parliamentarians has increased from 0 to 28. But this impact does not respond to international standards (Beijing Platform) according to which there should not less than 30% of female in Parliament. Total amount of parliamentarians is 120 members, then 40 of them should be a female. But the maximum of female members has never reached 30 %. There is still a long way to go on achieving gender equality in decision-making process.</p>		

Law on “The Basics of the State Gender Equality Guarantees”		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>Gender composition in Central Government.</i>	<i>The equal representation of men and women civil servants in the central government.</i>	<i>The female government officials number in central government has increased from 6110-7108</i>
<p>This indicator showed a positive impact after implementing of the Law on “The Basics of the State Gender Equality Guarantees” in 2003. The level of women representatives in government has increased. But later in 2009, there has been a decline in the level of representation of women, especially at high-level posts with real political influence and decision-making. Because there are no norms in this Law ensuring their compliance with gender parity in personnel matters. Moreover, these norms were originally laid down in the draft law, but when passing the approval procedure in the Government - they were excluded from the bill, which confirms the lack of political willingness of the Government to guarantee gender equality at all levels.</p>		
“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>

<p><i>Gender composition in Local Government</i></p>	<p><i>The equal representation of men and women civil servants in the local government</i></p>	<p><i>The female percentage has decreased from 30% to 26,4%</i></p>
<p><i>Gender composition in Local Keneshes</i></p>	<p><i>The increase of female representation in Local Keneshes (up to 30%)</i></p>	<p><i>The female percentage has decreased from 14% to 13,6%</i></p>
<p>Both indicators showed a negative trend of declining of women presence in the local government as well as local Keneshes. Ironically the Presidential Decree "on Further Improving the Personnel Policy for Involving Women Leaders in the Public Administration of the KR" 2000 contained norms of latent discrimination, granting women only positions of deputies of regional and district state administrations, and not the first leaders. This limits the of women ability in advancing to the head positions and make independent decisions. It led to decrease of women amount in local government due to barriers in the promotion. The same situation was examined in the involvement of active women from health care and education in the process of nominating them as candidates for deputies of a local, despite that majority of women works in the health and education area.</p>		

The social perception about women in politics showed that there are barriers that prevent women from participating in politics equally to the men. More than half, both women and men, believe that women's financial dependence does not allow them to establish themselves in the politics, and that quotas help women to get into the government. One part of the statements reflects a positive attitude towards the participation of women in the political life of

the society, and the other characterizes the negative attitude to women's participation in politics and includes widespread gender stereotype regarding women's opportunities to be politicians. Interesting phenomena is that even women have stereotypical statements about women's opportunities to become politicians, confirm the gender stereotypes that persist in society.

As well as that awareness about women advancement in government showed that less than half of population aware this kind of state measures. The worst situation is in rural areas. This can be a serious barrier for the willingness of women participate in politics.

Women’s economic empowerment.

“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The economic activity rate by gender</i>	<i>The growth of economically active women (up to 60%)</i>	<i>The highest rate of women’s economic activity was 54,8%</i>
<p>The economic activity rate showed no positive impact. The level of women activity has declined for 4 % and the difference between man and women economic activity is about 25%. The trend of economic activity is constant but negative. If women compose the half of population (about 3 million), then only half of women (1,5 million) is economically active. Other women have no work and financial independence. They are engaged to housework during all their life.</p>		

“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The number of unemployed female and male</i>	<i>The narrowing of the gap between unemployed female and male</i>	<i>The gap between unemployed female and male number has been narrowed</i>
<p>This indicator showed a positive impact. After supplementing the Labor Code of the Kyrgyz Republic and adopting the Law of the Kyrgyz Republic "On the monthly provision of the state employment service with information on the availability of vacancies (vacancies), indicating the conditions and remuneration of labor" in 2007 the gap between the amount of unemployed men and women significantly decrease. The gender policy had some positive impact in reducing the gap between male and female in unemployment rate, but still unemployment among women higher than among men</p>		
“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>Gender segregation in the labor market</i>	<i>The reduction of gender segregation in the labor market</i>	<i>The majority of women are engaged in retail trade (65.9 %)</i>

This indicator showed the high gender discrimination in the labor market. Most of the women work in retail. Retail is relevant to the business with lower income, while the men have the businesses with higher income. This situation leads to the difference of female's and male's wage ratio. The Law of the Kyrgyz Republic "On the Basics of State Guarantees for Providing gender equality" did not ensure equal opportunity for women in the labor market.

“The National Strategy for the Achievement of Gender Equality until 2020”.

<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The ratio of female and male wage</i>	<i>The reduction of the female and male wage ratio to 20%.</i>	<i>The female and male ratio has been reduced from 35-25%</i>

There is some positive impact after implementing wage reform which has led to an increase in the gap between the incomes of the top-level administration and rank-and-file employees, where women are mainly concentrated. There was a 12% jump from 2010 - 2011 which happened due to a significant increase in the salaries of state employees in education and health. It should be noted that despite to the equality of labor rights of citizens established by the CKR, there is a direct prohibition of the certain activities that generate high incomes, on the normative level, under the pretext of “protecting women from heavy and harmful work”. The further reduction of female and male wage ratio is expected.

Women's social empowerment

“The National Strategy for the Achievement of Gender Equality until 2020”.		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The number of female attending schools and universities</i>	<i>Increase the number of female attending universities</i>	<i>The gap between number of female attending schools and universities is huge</i>
<p>This indicator showed a negative impact because comparing a total amount of girls studying at the school and universities, there is a big gap between girls attending school and girls attending universities. This happens because of most of the young women especially in rural areas, get marry after and even before graduating from the school. The other girls prefer to graduate from professional lyceums and become a labor migrant. But the trend of early marriages leads to other social gender issues, such as adolescent pregnancy, maternal mortality.</p>		
The National Strategy on Protection of the Population Reproductive Health for 2006-2015		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The adolescent pregnancy rate</i>	<i>To decrease adolescent pregnancy rate</i>	<i>The adolescent pregnancy rate has</i>

		<i>been decreased from 7,89-6,37</i>
<p>This indicator shows the positive impact. There was a decrease of adolescent pregnancy in 2008 from 4.64 it went up till 7.89 in 2013. But later on, the trend went down. There was no special gender law regarding prevention of adolescent pregnancy. This is related to the tradition of early marriages. This issue was raised by the female parliamentarians in 2012, and JK of KR adopted the law which prohibited early marriages. The concept of the law was strongly supported by society. There was established penalty of imprisonment of three to five years in case of violating this law. Since adoption this law adolescent pregnancy rate is decreasing.</p>		
<p>The National Strategy on Protection of the Population Reproductive Health for 2006-2015</p>		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The maternal mortality rate</i>	<i>To decrease the maternal mortality rate</i>	<i>The maternal mortality rate has been decreased from 50,9-30,3</i>
<p>This indicator showed a positive impact. The trend of adolescent pregnancy showed the almost similar trend with maternal mortality. To address the problem of maternal mortality, the National Strategy on Protection of the Population Reproductive Health for 2006-2015 was implemented, and the maternal mortality rate fell down from 50,9 to 30,3.</p>		

The Law "On Social and Legal Protection Against Domestic Violence"		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The number of registered cases of domestic violence</i>	<i>To decrease the number of domestic violence cases</i>	<i>The number of domestic violence cases is increasing</i>
<p>This indicator also has a positive as well as the negative impact. Analysis showed that the number of registered facts of domestic violence, in general is growing, even after implementing measures which make domestic violence punishable. In comparison with 2009, the number of registered cases of physical violence in 2015 has highly increased. There are two sides of this trend, the first one expresses negative trend of increasing domestic violence cases, and the other one expresses the willingness of victims to report domestic violence cases.</p>		
The Law "On Social and Legal Protection Against Domestic Violence"		
<i>Gender Sensitive Indicator</i>	<i>Policy goal</i>	<i>Impact</i>
<i>The number of domestic violence victims</i>	<i>To provide the medical treatment of domestic violence victims</i>	<i>Half of victims refuse to get medical treatment</i>
<p>This indicator showed a negative impact. The statistic shows that half of the victims did not get medical treatment. This phenomenon can be</p>		

explained by forgiving violators in order to save family and retaking complaints from police. The main reason is that most of the victims are afraid to make a complaint or totally dependent on husband and other family's members. The Law "On Social and Legal Protection Against Domestic Violence" provides a "security warrant" which only warns violators, but does not punish. Information on the adoption of such a law was not spread widely, the majority of the population is unaware of it, and law enforcement, judicial and state officials do not use it in their practical activities at a sufficient level.

The political sphere is characterized by increasing women's political empowerment in the legislative and executive branch. But at the level of SLG and Local Keneshes, there are barriers preventing women's participation. The biggest obstacles are population awareness about women's advancement in government, and weak support of women's political participation by society including women themselves.

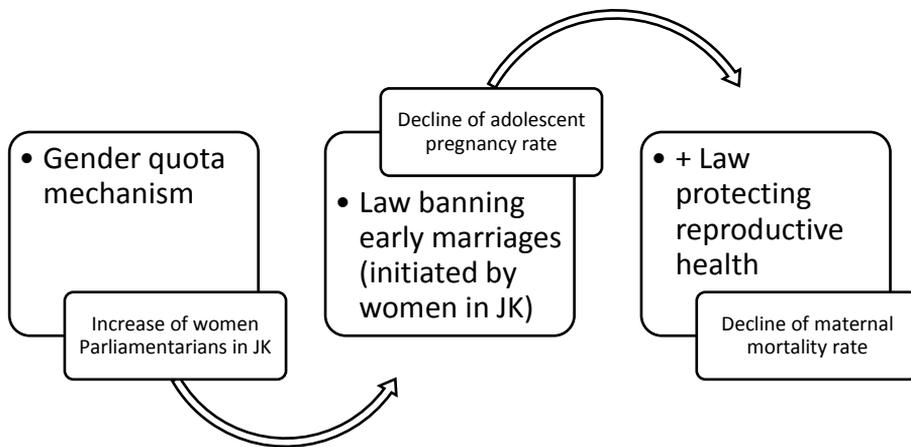
The economic sphere is characterized by the lower activity of women, the existence of occupational segregation in the labor market, and preserving high differences in the wages. At the same time, the development of women's entrepreneurship faces various economic, political-legal and socio-cultural barriers.

The Social sphere is most vulnerable and is characterized by constant gaps between educated boys and girls, and between girls studying at school and universities. The reason for this negative trend is early marriage and adolescent pregnancy. An increase of adolescent pregnancy rate led to an increase of maternal mortality rate. The issue of early marriages was raised in JK by female Parliamentarians, and this issue became punishable, which led to a decline of adolescent pregnancy rate as well as maternal mortality.

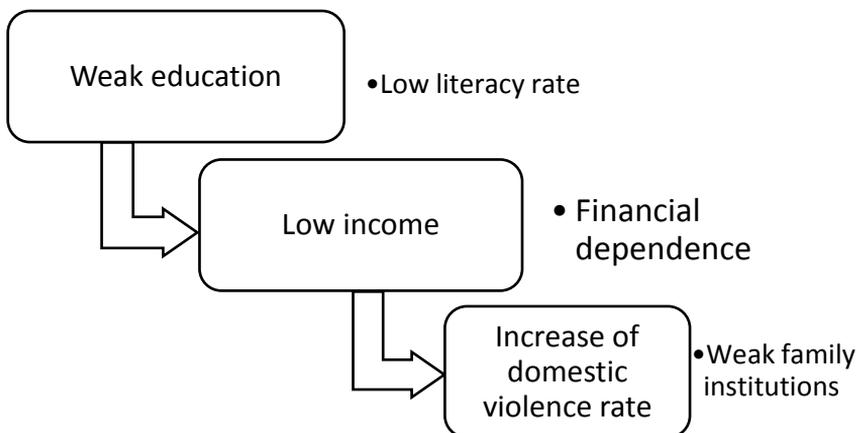
(Pic.3)

Domestic violence is characterized by the growth of domestic violence cases. The main reason for domestic violence is the financial dependence of women on their husbands and impunity (Pic.4). Still, most of the victims refuse to report to police, but the growing trend has a more positive impact rather than negative. After implementation of the Law against domestic violence, this issue came under wide consideration of the society.

Picture 3. Correlation of policy positive impact



Picture 4. Correlation of socio-economic problems



5.2. Limitations of the study

In general, the assessment of the extent of the gender issues problem is difficult due to a lack of data. The main reason of gender data absence is the current weak mechanism of monitoring gender issues such as, absence of female labor migration, bride kidnapping rate, and even domestic violence rate is not suitable with reality. The low trust and feelings of fear are main reason for women unwillingness to report violence cases. The collection of sex disaggregated data is difficult due to the obstacles such as unwillingness of population to participate in the surveys and etc. In order to analyze the gender issues quantitative data is not enough. To deeply analyze the situation in the country it is necessary to emphasizes on qualitative data as well.

The scope of this analysis covers gender issues at the macro level. That is why it was difficult to identify the impact of certain gender policies, due to different factors influencing the analysis. The different laws were implemented during this time period at the micro level, which had a positive impact, but due to an impossibility to correlate theme with other gender-sensitive indicators they were not included. There were so many different factors influencing to the women's empowerment, which could totally change the impact of certain gender policy. This research is aimed to cover the whole picture of gender issues and try to make a coherent chain of causes and consequences.

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국문초록

키르기스 공화국 성(Gender) 정책 영향 분석

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글로벌행정전공

성 평등은 키르기스 공화국이 성 평등에 관한 국제협약을 비준한 후 정부의 정책과제가 되었다. 민주화 과정은 키르기스스탄이 양성 평등을 위한 규범적, 법적 지원 영역에서 보다 나은 진전을 이룰 수 있도록 했지만, 규범과 이상을 실제 현실에 반영하기에는 여전히 장벽이 존재한다. 정부는 여성의 정치참여, 교육, 여성의 법적 권리보장, 여성 보건, 가정이나 지역사회에서의 사적 폭력으로부터의 보호, 경제활동 확대를 위해 다양한 성 정책을 시행했다. 그러나 강한 전통과 문화적 배경 때문에 여성들은 여전히 정치 및 사회경제적 분야에서 차별을 당하고 있다. 성 평등과 차별의 영역에서의 체계적인 문제의 증가는 사회적 메커니즘의 기초에서부터 상당한 변화가 필요하며, 이러한 문제에 대한 정부의 관심 증대와 현실적인 문제에 대한 대중의 인식 개선을 필요로 한다.

이 연구는 키르기스스탄 여성 정책 강화를 위해서 실행된 성 정책의 영향을 평가하는 것을 목표로 한다. 이 연구는 정치, 경제 및 사회 분야에서 여성의 권한 부여를 다루고 이들 간의 상관관계를 분석한다. 여성의 권한 부여를 정치, 경제 및 사회 분야로 범주화하는 것은 성 불평등 문제의 원인과 결과를 심층적으로 분석하는데 필요하다. 여성의 지위에 관한 현황을 파악하기 위하여 2000년부터 2016년까지의 분석자료를 사용하였다. 분석결과 여성에 대한 불평등은 일련의 여성 권한 강화 정책이 시행된 이래 여성의 권한 강화가 이루어지기도 했지만 악화된 측면도 존재한다. 본 연구의 결론은 각 성별 정책의 영향 요약과 키르기스 공화국의 성 정책발전을 위한 실질적인 정책과제 및 함의를 담고 있다.

주제어: 성평등, 여성권한강화, 성정책, 성평등지표

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