

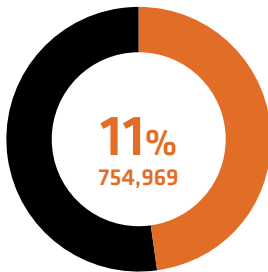


# Diaspora engagement mapping Kyrgyzstan

## Facts & figures

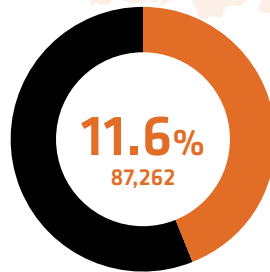
### Emigration

% of emigrants in total population



♂ 48.0%  
♀ 52.0%

% of which in the EU



♂ 44.0%  
♀ 56.0%



Remittances as a share of GDP: **27.9%**  
Remittances inflow (USD million): **3,051**



### Top countries of destination

Russian Federation	591,211
Germany	77,373
Ukraine	26,996
Tajikistan	11,261
Kazakhstan	7,036



### Political rights



Dual citizenship<sup>1</sup>



Right to vote in national elections for citizens residing abroad<sup>2</sup>



Voting from abroad<sup>3</sup>:

At embassies/consulates



**Kyrgyzstan does not have a diaspora engagement policy.**

1 Art 22 of the Law on Citizenship of the Republic of Kyrgyzstan №70 dated 21st May 2007, <http://cbd.minjust.gov.kg/act/view/ru-ru/202103/50?cl=ru-ru&mode=tekst>.

2 Art. 2 of the Law of the Kyrgyz Republic Nr.68 "On Elections of the President of the Kyrgyz Republic and Deputies of the Jogorku Kenesh of the Kyrgyz Republic" dated 02 July 2011, <http://cbd.minjust.gov.kg/act/view/ru-ru/203244?cl=ru-ru>

3 Article 2.1 of The Central Election Commission's Ordinance on the Organization of the Participation of Citizens Living Outside the territory of Kyrgyzstan in the Presidential Elections, the Elections of the Jogorku Kenesh Deputies and in National Referendums (Nr.102 dated of 31 July 2015), [https://shailoo.gov.kg/ru/npacik/Polojeniya\\_CIK\\_KRBSHkNyn\\_Joboloru/POLOJENIE\\_Ob-10048/](https://shailoo.gov.kg/ru/npacik/Polojeniya_CIK_KRBSHkNyn_Joboloru/POLOJENIE_Ob-10048/)

Terminology: Kyrgyz lawmakers use the terms: diaspora, compatriots and ethnic Kyrgyz (Kairylmans).

Despite the widespread use of the word *diaspora* in official documents, this term is not clarified in the legal framework. The State Service of Migration outlines the concept of diaspora in the draft law 'On Fundamentals of State Policy to Support Compatriots Abroad':

- Diaspora means the part of an ethnic group living outside its nation-state (Article 1 of the Draft Law)
- Compatriots are citizens of the Kyrgyz Republic staying outside of the borders of the Kyrgyz Republic, as well as citizens of foreign states, who have lost the citizenship of the Kyrgyz Republic or who have left the citizenship of the Kyrgyz Republic in the manner prescribed by law. (Article 1 of the Draft Law).<sup>4</sup>
- The Ministry of Foreign Affairs of Kyrgyzstan noted that only those Kyrgyz who stay abroad permanently and legally are considered as «compatriots», those staying temporarily are not taken into account. Therefore, it initiated amendments to the relevant law regulating the stay of citizens of Kyrgyzstan abroad.<sup>5</sup>

Kyrgyz lawmakers have created the status “Kairylman” (literally meaning ‘returnee’ in Kyrgyz), which determines temporary legal status until receipt of Kyrgyz citizenship according to Article 1 of the Law (Nr.175 of 26 November 2007) ‘On State Guarantees for Ethnic Kyrgyz Moving to the Kyrgyz Republic.’<sup>6</sup>

## Overview of the policy and legislative framework



- 2013** ● **Law On Fundamentals of State Policy to Support Compatriots Abroad [Ob Osnovakh Gosudarstvennoy Politiki Po Podderzhke Sootchestvennikov Za Rubezhom]** was adopted by the Supreme Council with amendments from August 2013.<sup>7</sup> The law outlines the principles and goals of the state policy towards compatriots abroad and determines the objectives and activities of the state authorities in this field. It stipulates that the Kyrgyz Republic guarantees protection and support for its compatriots abroad. State authorities are obliged to develop and implement measures in accordance with this law.
- 2013** ● **Programme for Promoting Employment and Regulating Internal and External Labour Migration until 2020 [Programma Sodeystviya Zanyatosti Naseleniya I Regulirovaniya Vnutrenney I Vneshney Trudovoy Migratsii do 2020 goda]**<sup>8</sup> was adopted by the government Governmental Order Nr.485 of 6 September 2013. The programme aims to streamline migration processes and create conditions for the development of internal and external labour migration and increase the competitiveness of the economically active population of Kyrgyzstan. The main priorities of the programme are the protection of the rights of labour migrants abroad, increasing the numbers of professional training opportunities for potential migrants, the creation of working places within the country and reintegration measures targeted towards returned migrants.
- 2017** ● **Programme “Kairylman” [Programma Pravitel’sstva Kyrgyzskoy Respubliki “Kairylman” po okazaniyu sodeystviya etnicheskim kyrgyzam, pereselyayushchimsya v Kyrgyzskuyu Respubliku, i kayrylmanam na 2017-2022 gody]**<sup>9</sup> aims to assist ethnic Kyrgyz resettlement to the Kyrgyz Republic and Kairylmans (returnees) for 2017-2022; it was adopted by the Government (Governmental Or-

4 Law 'On Fundamentals of State Policy to Support Compatriots Abroad' see: [https://static-2.akipress.org/st\\_runews/.storage/runews1/files/2016-10-21/c3e72463e2279ef653409548e28b3675.docx](https://static-2.akipress.org/st_runews/.storage/runews1/files/2016-10-21/c3e72463e2279ef653409548e28b3675.docx)

5 [https://24.kg/english/227992\\_\\_Foreign\\_Ministry\\_of\\_Kyrgyzstan\\_proposes\\_to\\_expand\\_compatriot\\_notion\\_\\_\\_\\_/](https://24.kg/english/227992__Foreign_Ministry_of_Kyrgyzstan_proposes_to_expand_compatriot_notion____/)

6 <http://cbd.minjust.gov.kg/act/view/ru-ru/202209?cl=ru-ru>

7 <http://cbd.minjust.gov.kg/act/view/ru-ru/203992/10?mode=tekst>

8 <http://cbd.minjust.gov.kg/act/view/ru-ru/94692?cl=ru-ru>

9 <http://cbd.minjust.gov.kg/act/view/ru-ru/98654/10?mode=tekst>

der Nr.518 of 30 September 2016). The programme aims at modernizing the resettlement process of ethnic Kyrgyz, simplifying the procedures of citizenship acquisition and strengthening socio-economic measures for returnee integration. In the framework of the Kairylman resettlement program, every Kairylman is eligible for administrative and financial assistance and social and medical support from the government. The programme also includes compensation for transportation costs, a lump sum allowance, housing allowance, vocational trainings and job search assistance. The procedure of obtaining a kairylman status and certificate can be found under the Law No.175 'On State Guarantees for Ethnic Kyrgyz Moving to the Kyrgyz Republic' of November 26, 2007 and Government Ordinance No. 402 'On Approval of the Regulations on the Procedure for Granting a Kairylman Status' of June 23, 2015.

2018

● **National Development Strategy for 2018-2040 [Natsional'naya Strategiya Razvitiya Na 2018-2040 gody]**, adopted by the President (Presidential Decree Nr.221 of 31 October 2018)<sup>10</sup>. The strategy outlines three possible areas to maximise labour migrants contribution to the country's economic development:

- Training/retraining of labour migrants in order to broaden the geographic spread of labour migration (Over 90% of Kyrgyz migrants work and live in Russia. When Russia's economy faces decline or struggles with the EU/US sanctions, it has an impact on the economy of Kyrgyzstan as well);
- Ensuring protection and support of labour migrants and their families abroad by creating representative offices in the territories of mass resettlement of Kyrgyz labour migrants;
- Improving the investment climate in order to draw the interest of labour migrants to invest in the national economy.

● **Draft Concept of migration policy until 2040 [Ob Utverzhdenii Kontseptsii Migratsionnoy Politiki Kyrgyzskoy Respubliki do 2040 goda]**<sup>11</sup> stipulates that employment of Kyrgyz nationals abroad is considered "as part of a national development strategy, since it allows taking advantage of global employment and attracting remittance flows."<sup>12</sup> It includes a section on the support of compatriots, including measures aimed at preserving the cultural and historical ties of compatriots with their historic homeland, the development of diasporas in other states, and using their potential as tourists and investors.



## Trends

After dissolution of the USSR, Kyrgyzstan had neither a government agency nor an official institution dedicated to the diaspora abroad. Nowadays the government attempts to institutionalize the relationship with its population living and residing abroad by developing policies and programmes aiming to strengthen the financial and social contribution of diaspora and enforcing the repatriation of migrants working abroad. The government worked on Improving and strengthening the potential of Kyrgyz returnees. In this regards, the Ministry of Education and Science provides quotas to ethnic Kyrgyz people to study in Universities of Kyrgyzstan.<sup>13</sup>

10 <http://www.stat.kg/media/files/aeadc90a-809e-4bc0-81e2-41aa342aa236.docx>

11 <http://ssm.gov.kg/%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%BE%D0%B4%D0%B0%D1%82%D0%B5%D0%BB%D1%8C%D1%81%D1%82%D0%B2%D0%BE-%D0%BA%D1%80-%D0%B2-%D1%81%D1%84%D0%B5%D1%80%D0%B5-%D0%BC%D0%B8%D0%B3%D1%80%D0%B0%D1%86%D0%B8%D0%B8/>

12 Musabaeva, A. (2019): Migration Policy Concepts of Kyrgyzstan: Are They Changing? <https://cabar.asia/en/migration-policy-concepts-of-kyrgyzstan-are-they-changing/>

13 <https://edu.gov.kg/ru/mezhhdunarodnye-programmy/konkurs-dlya-postupleniya-v-vuzy-kr-na-2018-2019-uchebnyj-god-dlya-etnicheskikh-kyrgyzov/>

## Obstacles



- **Political instability:** Kyrgyzstan's economy is largely dependent on remittances from its citizens working abroad. However, the political instability in Kyrgyzstan undermines diaspora engagement in terms of programme implementation and trust in their long-term realisation. Whenever the government changes, the national priorities shift as well. There is no guarantee that diaspora engagement will be continued after government changes.
- **Negative perception of returnees** and Kairylmans including resentment or fear are certainly not unique to Kyrgyzstan. Kairylmans, ethnic Kyrgyz, are often seen as the "Other" in Kyrgyzstan.
- **Definitions:** The concept of 'compatriot' in the legal framework is confusing. The Kyrgyz State Registration Service assumes that the main criteria for determining 'compatriot' is the ethnicity of a person. The Migration State Service defines a 'compatriot' as a person who considers Kyrgyzstan as his homeland, regardless of the circumstances. In the current version of the Law 'On Fundamentals of State Policy to Support Compatriots Abroad', the term 'compatriot abroad' relates to a Kyrgyz citizen living outside the country. As a result, ethnic Kyrgyz and Kyrgyz who changed citizenship are not included under the 'compatriot'" status. Misconception of the term in the national legal framework create different understandings of diaspora.

## SPOTLIGHT: Effective practices



### Mekendeshter

NETWORKS +  
PARTNERSHIPS

This initiative is under the supervision of the former President of Kyrgyzstan Roza Otunbaeva. It serves as a dialogue platform between government actors and compatriots abroad. It aims to develop a common approach and vision for diaspora-state cooperation. Every two years the Mekendeshter Forum is organized by the foundation Initiative of Roza Otunbaeva with the support of the Government and IOM. The forum's agenda outlines a national strategy for a particular year. Select compatriots living abroad are invited to share their experience and knowledge.

### Mekendesh 2017

HOUSING

A compatriot in Russia, Kubanychbek Osmonov, who owns a construction company, My House, in Kyrgyzstan, initiated this project to provide affordable housing for migrants abroad. The company has developed special conditions so that each compatriot working abroad can safely purchase housing in Kyrgyzstan. For the moment, it is the only company that does not require a down payment and repayments can be spread over a long period of time.

### Loyalty program for migrants to buy housing 2015

HOUSING

Initiated by the private construction company TS Group in Kyrgyzstan, within this programme, labour migrants abroad can purchase a house without down payment for up to 3 years, without bank commissions, any additional non-refundable transaction costs and/or administrative fees.



## Meken-Card 2022

Meken-Card is a state initiative that offers a document confirming the status of a compatriot with foreign citizenship and his or her rights. This card gives its holder equal rights with citizens of Kyrgyzstan to freely enter and leave the country without a visa, to receive educational and medical services, as well as to reside and have the opportunity to work in the Kyrgyz Republic without a residence and work permit.

MIGRANTS  
RIGHTS

## Annex:

# List of Actors

## Diaspora related institutions



- **National institutions**

### **President of the Kyrgyz Republic**

[http://www.president.kg/ru/prezident/prezident\\_kyrgyzskoy\\_respubliki](http://www.president.kg/ru/prezident/prezident_kyrgyzskoy_respubliki)

The head of the country both personifies the unity of the people and the state power and serves as the chairman of the Council for Communications with Compatriots Abroad under the Government of the Kyrgyz Republic.

### **Council for Communications with Compatriots abroad under the Government of the Kyrgyz Republic**

[http://www.president.kg/ru/sobytiya/14701\\_prezident\\_sooronbay\\_gheenbekov\\_nashi\\_sootechstvenniki\\_imeyut\\_ogromniy\\_potencial\\_dlya\\_vklada\\_v\\_razvitiye\\_strani](http://www.president.kg/ru/sobytiya/14701_prezident_sooronbay_gheenbekov_nashi_sootechstvenniki_imeyut_ogromniy_potencial_dlya_vklada_v_razvitiye_strani)

The council was created in 2018. It is the state consultative body providing strengthening interactions between state bodies and compatriots. It prepares recommendations on support and protection of interests and rights of compatriots abroad.

### **Committee on Social Affairs, Education, Science, Culture and Health of the Jogorku Kenesh**

<http://kenesh.kg/ru/committee/4/show/komitet-po-sotsialnim-voprosam-obrazovaniyu-nauke-kulture-i-zdravoohraneniyu>

Established in 2015,<sup>14</sup> the committee suggests and offers the government key directions for the development of new laws or programs in the direction of social affairs, education, science, culture and health for all Kyrgyz nationals with particular attention to Kairylmans and labour migrants working abroad.

### **Ministry of Foreign Affairs** <https://mfa.gov.kg/ru>

Responsible for the external policy of the country and the cooperation between relevant government authorities, alongside with the assistance and support of Kyrgyzstan's citizens abroad, the Ministry is also responsible for maintaining relations with Kyrgyz diasporas abroad.

### **State Service of Migration** <http://ssm.gov.kg/>

The functions and authorities of the Ministry of Labour Migration and Youth were transferred to the State Service of Migration in 2015. The State Service consists of four main components: development and implementation of migration policy; coordination and monitoring of migration processes; provision of services to the population related to migration in and outside of Kyrgyzstan; support and cooperation with government bodies, diasporas and international organizations.

<sup>14</sup> <http://www.kenesh.kg/ru/article/show/38/istoriya-kirgizskogo-parlamenta>

## Kyrgyz Global<sup>15</sup>

The non-commercial organisation unites young Kyrgyz people abroad to present them innovative and professional opportunities and possibilities to be involved in the development of Kyrgyzstan. Their mission is to increase the number of highly qualified specialists from Kyrgyzstan.

## Diaspora organisations in Europe



**KyrgyzClub**-Germany 2012 <http://www.kyrgyzclub-germany.de/>

This non-profit organization was founded in order to unite Kyrgyz nationals and Kyrgyz compatriots living in Germany and to support Kyrgyzstan after it gained its independence. Nowadays it is a platform for introducing Kyrgyz culture to local society, and supporting Kyrgyz people residing in Germany with integration into the local community.

**Kyrgyz in Belgium & Friends** 2011 <https://www.facebook.com/groups/kyrgyzinbelgium/>

This socio-cultural association of Kyrgyz compatriots in Belgium, works in two main areas. First, they support integration of Kyrgyz compatriots. Second, they introduce Kyrgyz culture to locals through cultural events.

**Meken** Italy 2012 <https://www.facebook.com/pg/AssociazioneMekeninItalia/posts/>

The association was created by Kyrgyz compatriots in Italy to expand the diaspora network. Nowadays the association provides support for compatriots and does charitable work as well as organising cultural events.

<sup>15</sup> <https://kyrgyzglobal.org/index.php>

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