

# **Economic and Social Council**

Distr.: General 17 April 2023

Original: English

# **Economic Commission for Europe**

Steering Committee on Trade Capacity and Standards

Eighth session Geneva, 26–27 (am) June 2023 Item 6 of the provisional agenda Country studies: Kyrgyzstan and the Republic of Moldova

## Economic Commission for Europe Study on Regulatory and Procedural Barriers to Trade in Kyrgyzstan: Outline and Initial Findings<sup>\*</sup>

## Submitted by the secretariat

## Summary

At the seventh session of the Steering Committee on Trade Capacity and Standards, the delegation of Kyrgyzstan requested capacity-building support for enhancing the country's agricultural export potential. In response to the request, the Economic Commission for Europe (ECE) initiated a Study on Regulatory and Procedural Barriers to Trade (RPBT Study) with a focus on the agricultural sector. The Study, launched in February 2023, looks at three core pillars: current and potential export markets, business process analysis and quality standards. The Study will focus on four specific products: 1) dried apricots; 2) dried prunes; 3) dried kidney beans; and 4) bottled water.

The findings aim to assist Kyrgyzstan in facilitating cross-border trade by making trade related procedures more efficient and thus reap increased benefits from the growth opportunities and deliver on the Agenda 2030 for Sustainable Development.



<sup>\*</sup> This document has not been formally edited by ECE.

# I. Introduction

1. Kyrgyzstan is a landlocked, lower-middle-income country. It has rich endowments, including minerals, forests, arable land, pastures, and has significant potential for the expansion of its agriculture sector.

2. The country's GDP per capita was billion USD 1.43 thousand as of 2022 and has been growing steadily in recent years, although it still lags behind compared to the majority of neighbouring countries in Central Asian region.

3. The top three industries are mining, textiles, and agriculture, but information technology (IT) and renewable energy also show promising growth rates<sup>1</sup> Due to geography and historical and linguistic ties, China, Russian Federation, Kazakhstan, and Türkiye are the country's top trading partners.<sup>2</sup> At 30 per cent of GDP, remittances also play a large role in the local economy.<sup>3</sup>

4. In December 1998, Kyrgyzstan was the first Soviet successor State to accede to the World Trade Organisation (WTO). The country ratified the WTO Trade Facilitation Agreement on 6 December 2016 and is in the process of acceding to the plurilateral Agreement on Government Procurement (it is an observer to the Committee on Government Procurement). Kyrgyzstan is a member of several groups in the WTO, including the group of Article XII Members and the group of low-income economies in transition. It participates in discussions under new plurilateral initiatives on cross-cutting topics, including the Joint Ministerial Statement Initiatives on investment facilitation for development and on micro-, small- and medium-sized enterprises (MSMEs) since 2017,<sup>4</sup> as well as the Joint Initiative on E-commerce since February 2023.<sup>5</sup>

5. Regional integration is also a priority for Kyrgyzstan. The country currently has bilateral trade agreements in force with, inter alia, Armenia,<sup>6</sup> Kazakhstan,<sup>7</sup> the Republic of Moldova,<sup>8</sup> Ukraine,<sup>9</sup> and Uzbekistan.<sup>10</sup> Since 2015, one of the main directions in the trade policy of Kyrgyzstan has been associated with the processes of regional economic integration within the framework of the Eurasian Economic Union (EAEU) with Armenia, Belarus, Kazakhstan and Russian Federation. As a result, in order to harmonize national legislation with EAEU law, a number of new regulatory and legal documents were adopted, and amendments were made to existing legislation.

6. Kyrgyzstan has been strengthening bilateral trade integration with the European Union (EU). The EU and Kyrgyzstan negotiated the Enhanced Partnership and Cooperation Agreement (EPCA), which is expected to be signed in 2023.<sup>11</sup> Furthermore, Kyrgyzstan is a partner in the new European Union Strategy on Central Asia: New opportunities for a strong partnership strategy, adopted in 2019.<sup>12</sup>

7. Kyrgyzstan is also a beneficiary of several Generalised Systems of Preferences (GSP) granted by Canada, European Union, Japan, Norway, Switzerland, Türkiye, United Kingdom of Great Britain and Northern Ireland, and United States of America.<sup>13</sup>

<sup>&</sup>lt;sup>1</sup> See https://www.trade.gov/country-commercial-guides/kyrgyz-republic-market-overview

<sup>&</sup>lt;sup>2</sup> See https://wits.worldbank.org/CountrySnapshot/en/KGZ

<sup>&</sup>lt;sup>3</sup> See https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS?locations=KG.

<sup>&</sup>lt;sup>4</sup> See:https://www.wto.org/english/tratop\_e/invfac\_public\_e/invfac\_e.htm.See also:

https://www.iisd.org/publications/joint-statement-micro-small-medium-sized-enterprises.

<sup>&</sup>lt;sup>5</sup> See https://www.wto.org/english/tratop\_e/ecom\_e/joint\_statement\_e.htm.

<sup>&</sup>lt;sup>6</sup> See WTO document WT/REG114/1, 16 January 2001.

<sup>&</sup>lt;sup>7</sup> See WTO document WT/REG81/1, 29 September 1999.

<sup>&</sup>lt;sup>8</sup> See WTO document WT/REG76/1, 15 June 1999.

<sup>&</sup>lt;sup>9</sup> See WTO document WT/REG74/1, 15 June 1999.

<sup>&</sup>lt;sup>10</sup> See WTO document WT/REG75/1, 15 June 1999.

<sup>&</sup>lt;sup>11</sup> See https://interfax.com/newsroom/top-stories/87046/

<sup>&</sup>lt;sup>12</sup> See https://www.eeas.europa.eu/sites/default/files/documents/EU-Central%20Asia%20relations%20factsheet.pdf.

<sup>&</sup>lt;sup>13</sup> See http://ptadb.wto.org/Country.aspx?code=417.

8. Kyrgyzstan has a long-standing engagement with ECE on trade related matters. It was among the first countries to receive capacity-building support and underwent the review under the ECE RPBT Study in 2015.<sup>14</sup> As a follow-up work to the 2015 study, ECE, together with the United Nations Conference on Trade and Development (UNCTAD), has supported the development of Kyrgyz non-tariff measures Database. Information on Kyrgyz non-tariff measures have been incorporated in the UNCTAD TRAINS database, which was presented at the seventh session of the Steering Committee (ECE/CTCS/2022/2).<sup>15</sup> ECE also undertook capacity building activities in other areas, inter alia: (i) a contribution to the development of the National Trade Facilitation Roadmap of Kyrgyzstan 2021–2025:<sup>16</sup> (ii) support of the Public-Private Partnerships (PPP) Center of Kyrgyzstan:<sup>17</sup> (iii) assistance to the State Agency of Intellectual Property and Innovation, Kyrgyzpatent, in developing a Roadmap for the Development of the Innovation Ecosystem of Kyrgyzstan in 2021.<sup>18</sup>

## II. Context and outline of the RPBT study

9. In October 2021, the government adopted a new medium-term development program for 2021–2026<sup>19</sup> that is an integral part of the country's long-term development strategy until 2040.<sup>20</sup> The program aims to improve public well-being by achieving key United Nations Sustainable Development Goals (SDGs). It does so through ambitious objectives for structural reform to strengthen governance and the rule of law, develop key infrastructure to advance digitalization and improve the business environment for private sector growth as well as promote a green economy. The government has also developed a standalone green economy development program for 2019–2023. Its goal is to create a framework for green transitions that involves energy, agriculture, and industry.<sup>21</sup> Improving export capacity of the country is one of the key pillars of all these strategies, as well as of the United Nations Sustainable Development Cooperation Framework 2023-2027 for Kyrgyzstan.<sup>22</sup>

10. Enhancing foreign trade operations carried out by national businesses is a priority. This is to be achieved by improving the simplicity, convenience, speed of procedures as well as reducing the material costs for export-import operations. In addition, the existing strategies have aimed at enhancing the national infrastructure, including cargo passage points, highways, information and maintenance service, with the goal for Kyrgyzstan to become the leader among Central Asian countries in terms of freedom and quality of trade facilitation. One of Kyrgyzstan's ultimate objectives is to establish itself as the leading supplier of high-quality environmentally friendly, organic agricultural products.<sup>23</sup>

11. The Study, launched in February 2023, under the XB project (E378) "Fostering Resilient, Diversified and Sustainable Value Chains in the Eurasian Region after COVID-19", will help enhance export opportunities for four concrete agricultural products produced

<sup>&</sup>lt;sup>14</sup> See https://unece.org/DAM/trade/Publications/ECE\_TRADE\_412E-Kyrgyzstan.pdf.

<sup>&</sup>lt;sup>15</sup> This database gathers all types of NTMs in one single place, thus making it easier to ensure transparency and compare the regulatory patterns across countries.

See https://unctad.org/news/kazakhstan-and-kyrgyzstan-strengthen-trade-competitiveness.

<sup>&</sup>lt;sup>16</sup> See https://unece.org/trade/publications/national-trade-facilitation-roadmap-kyrgyz-republic-2021-2025-ecetrade464.

<sup>&</sup>lt;sup>17</sup> See https://unece.org/circular-economy/news/kyrgyzstan-promotes-usd-12-billion-public-private-partnerships-project.

<sup>&</sup>lt;sup>18</sup> See https://unece.org/economic-cooperation-and-integration/news/roadmap-develop-innovationecosystem-kyrgyzstan.

<sup>&</sup>lt;sup>19</sup> See http://en.kabar.kg/news/kyrgyzstan-adopts-national-development-program-until-2026/.
<sup>20</sup> See

https://policy.thinkbluedata.com/sites/default/files/National%20Development%20Strategy%20of%20the%20Kyrgyz%20Republic%20for%202018-2040%20(EN).pdf.

<sup>&</sup>lt;sup>21</sup> See https://www.switchtogreen.eu/green-and-circular-growth-a-uniting-vision-for-the-kyrgyz-republic/.

 <sup>&</sup>lt;sup>22</sup> See https://minio.dev.devqube.io/uninfo-production-main/984198ab-5bd3-492f-8d5b-c3b6cbde2bcc\_ENG\_Kyrgyzstan\_UNSDCF\_2023-27\_FINAL\_signed\_clean.pdf.
 <sup>23</sup> See

https://policy.thinkbluedata.com/sites/default/files/National%20Development%20Strategy%20of%20the%20Kyrgyz %20Republic%20for%202018-2040%20(EN).pdf.

in Kyrgyzstan. The following products were chosen in consultation with the Government of Kyrgyzstan:

- Dried apricots and dried prunes.<sup>24</sup> These products have a promising export potential for the country to diversify its export destinations;
- Dried kidney beans. This commodity plays a significant role in the national economy and it has potential for increased exports, including to the European Union;
- Bottled water. This industry is expected to show a volume growth in 2023-2027.<sup>25</sup>

12. The first core pillar of the study includes a detailed trade profile for each product with an overview of global exports and imports, trends and demand forecasts. This section includes a brief overview of the trade regime, assessing tariff and non-tariff measures related to these products under the WTO and regional trade agreements.

13. The second pillar will provide the overview of trade processes and procedures involved in exports to selected export markets. A Business Process Analysis (BPA)<sup>26</sup> will outline the export steps, requirements and regulations in relation to selected products and identify the bottlenecks and time-consuming procedures. It will also provide recommendations for the simplification of the procedures in line with the WTO Trade Facilitation Agreement taking into consideration the United Nations Centre for Trade Facilitation and Electronic Business (UN/CEFACT) recommendations and standards. The goal of the BPA study is to elicit, document, and analyse the existing "as-is" business processes involved in international trade, and to support developing recommendations for further improvement.<sup>27</sup>

14. The final pillar will touch upon compliance with international quality standards, which is among key obstacles to expanding exports. ECE will assess the quality infrastructure of the country and the efficiency of processes. A particular focus will be given to the standardization requirements, also considering current and potential export markets and compliance of the Kyrgyz products with these requirements. ECE will survey several MSMEs to identify challenges. Recommendations will be provided in line with ECE guidance as developed by its programme on agricultural quality standards (i.e. ECE Working Party 7) as well those created in cooperation with the Central Asian Working Group CWG (regional initiative)—ECE's sustainable support group in Central Asia.

## **III.** Initial findings

15. The study was launched in February 2023. By April 2023, he findings at this stage are preliminary and only refer to dried fruits (i.e., dried plums) and dried vegetables (i.e., dried kidney beans).

#### A. Export potential of agricultural sector

16. Agriculture is the second largest industry for Kyrgyzstan's economy, accounting for about 15 per cent of GDP in 2021. Roughly 13 per cent of the country's land (1.4 million

https://unece.org/trade/publications/national-trade-facilitation-roadmap-kyrgyz-republic-2021-2025-ecetrade464. <sup>27</sup> The BPAs will use the methodology developed by the United Nations Network of Experts for

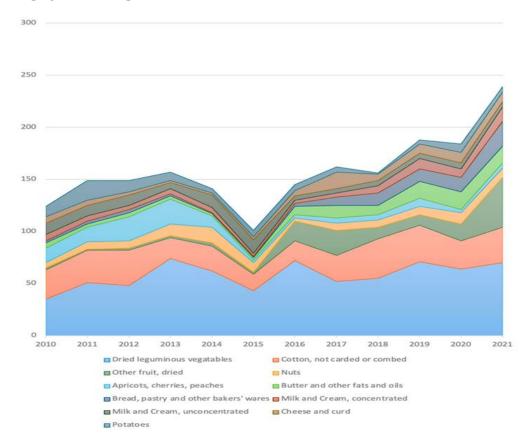
<sup>&</sup>lt;sup>24</sup> ECE Working Party on Agricultural Quality Standards (WP 7) elaborates standards to help facilitate international trade in fresh fruit and vegetables and dried fruits and nuts, including, inter alia, prunes and dried apricots, thereby encouraging high-quality production, improving profitability of producers and protecting consumer interests. See ECE Standard DDP-07 concerning the marketing and commercial quality control of Prunes (2021), and ECE Standard DDP-15 concerning the marketing and commercial quality control of Dried Apricots (2016), available here: https://unece.org/trade/wp7/DDP-Standards.

 $<sup>^{25}</sup> See \ https://www.statista.com/outlook/cmo/non-alcoholic-drinks/bottled-water/worldwide.$ 

<sup>&</sup>lt;sup>26</sup> Examples of BPAs conducted by ECE for Kyrgyzstan are available at

Paperless Trade in Asia and the Pacific (UNNExT) and established by the ESCAP and ECE in 2012. Available at https://www.unescap.org/resources/business-process-analysis-guide-simplify-trade-procedures.

hectares) is classified as arable. The most valuable commodities produced by the agricultural sector are livestock and poultry, raw milk, vegetables, grains and legumes, and potatoes. Measured in production volume, the principal crops are potatoes, vegetables, sugar beet, maize, wheat and barley. The country's main agricultural exports are dried vegetables, cotton, dried fruit, nuts and butter (see below). Most agricultural exports are sold to the Russian Federation, Kazakhstan and Türkiye.



#### Top agricultural exports (million USD), 2010-2021

#### Source: ECE, based on ITC Trade Map Statistics

17. Growing global demand for dried fruits and vegetables has made their production and export potential more promising. Increased awareness of consumers about health benefits of these products can contribute to long-term attractiveness (e.g. dried fruits have been valued for their lower sugar content, while dried vegetables, including dried beans, have been actively used as a plant-based source of protein). The global consumption of these products was at its peak in 2019 before the COVID-19 pandemic and it is expected to witness significant growth in the forthcoming years.<sup>28</sup>

18. Since 2017, the exports of dried leguminous vegetables, Kyrgyzstan's top export by value, rose by 25 per cent as of year 2021. The top destinations are Türkiye (30 per cent of all Kyrgyz produce), Afghanistan (17 per cent) and Serbia (12 per cent). Within this category, dried kidney beans are the most prominent commodity (56 per cent of all exports of dried leguminous vegetables). The primary market for Kyrgyz kidney beans is Türkiye (30 per cent of exports), but shipments have gradually been increasing to South Eastern Europe, (i.e. Serbia (20 per cent)), North Macedonia (8 per cent), Bulgaria (7 per cent); and Russian Federation (15 per cent) (see Table 1).

<sup>&</sup>lt;sup>28</sup> See https://www.globenewswire.com/news-release/2023/01/30/2597230/0/en/Dehydrated -Vegetables-Market-to-Hit-USD-9-19-Billion-by-2029-At-a-CAGR-of-7-07.html.

See also https://www.fortunebusinessinsights.com/industry-reports/dry-fruits-market-100544.

	-	5		
HS code	Product label	Value exported in 2021	Share in exports of dried leguminous vegetables (%)	3 top export destinations and their share
0713	Dried leguminous vegetables, shelled, whether or not skinned or split	69937	-	Türkiye (39%) Afghanistan (14%) Serbia (11%)
071333	"Dried, shelled kidney beans 'Phaseolus vulgaris', whether or not skinned or split"	39449	56.41	Türkiye (33%) Serbia (20%) Russian Federation (15%)
071310	"Dried, shelled peas 'Pisum sativum', whether or not skinned or split"	12008	17.17	Afghanistan (99%) Kazakhstan (1%)
071332	"Dried, shelled small red 'Adzuki' beans 'Phaseolus or Vigna angularis'"	8158	11.66	Türkiye (76%) India (8%) Uzbekistan (6%)
071320	"Dried, shelled chickpeas 'garbanzos', whether or not skinned or split"	5750	8.22	Syrian Arab Republic (97%) Türkiye (2%) Tajikistan
071340	Dried, shelled lentils, whether or not skinned or split	2893	4.14	Türkiye (47%) Azerbaijan (26%) Georgia (7%)
071339	"Dried, shelled beans 'Vigna and Phaseolus'", whether or not skinned or split	1678	2.40	Russian Federation (99%) Kazakhstan (1%)

 Table 1:

 Export values and destinations of dried leguminous vegetables, (HS code 0713), 2021

Source: ECE, based on ITC Trade Map Statistics

19. For the same period between 2017 and 2021, exports of dried fruit also experienced intensive growth. The primary export destination is the Russian Federation, followed by Germany and Türkiye (see HS code 0813 in Table 2).

Export values and destinations of dried fruits, (HS code 0813), 2021

HS Code	Product label	Exported value in 2021	Share in exports of dried fruits (%)	3 top export destinations and their share
0813	Dried apricots, prunes, apples, peaches, pears, papaws 'papayas', tamarinds and other edible	48176	-	Russian Federation (95%) Germany (2.5%) Türkiye
081340	"Dried peaches, pears, papaws 'papayas'", tamarinds and other edible fruits (excluding nuts,)	35165	72.99	Russian Federation (99%) United Arab Emirates Kazakhstan
081310	Dried apricots	9755	20.25	Russian Federation (98%) Ukraine Azerbaijan
081330	Dried apples	1863	3.87	Germany (47%) Russian Federation (39%) Türkiye (12%)

Table 2:

HS Code	Product label	Exported value in 2021	Share in exports of dried fruits (%)	3 top export destinations and their share
081350	Mixtures of nuts or dried fruits	919	1.91	Russian Federation (97%) Mongolia Kazakhstan
081320	Dried prunes	474	0.98	Germany (45%) Türkiye (17%) Ukraine (15%)

Source: ECE, based on ITC Trade Map Statistics

20. The priority directions of the Government's policy in agriculture are (1) enhancing state support for domestic producers of agricultural products which create high value-added, (2) ensuring the country's food security, and (3) building the potential of the processing industry.<sup>29</sup>

21. Despite its significance to the economy, growing worldwide demand, and the existence of preferential trade conditions for Kyrgyz products, Kyrgyzstan faces obstacles which preclude the country from reaching its full export potential, including:

- Difficult logistics of supplies: remoteness from seaports, location in mountainous areas, lack of railroads;
- Lack of knowledge and access to information about standards and other technical barriers (including agro-technical and marketing knowledge);
- Lack of capital among farmers and limited access to finance, which prevents upgrading production capacities in line with export market standard requirements;
- Low level of mechanization of production and prevalence of small commodity producers in the sector, which is compounded by lack of trust between farmers.

## B. Business process analysis

22. According to preliminary findings, the main constrains at the "buy" stage of the transaction process do not always pertain to the complexities of documentary requirements, but to the lack of economies of scales of small producers and their inability to individually offer the necessary volumes of marketable products. In addition, there is a significant lack of processing (e.g., drying) and packing capacity, which would allow producers to expand their product range and extend product shelf life.

23. Another existing bottlenecks, which relate to the "ship" part of the transaction, are complexities associated with the transportation logistics in Kyrgyzstan. The main mode of transportation of the products concerned is trucking. However, trucks are not regularly available. An alternative to road transportation, rail transportation, is also not optimal. The most pressing concerns that impede deliveries by rail include worn out wagon fleet, long delivery times and high fees for loading.<sup>30</sup>

24. Some initial recommendations that might be taken into consideration to facilitate a smooth process of export activities, include: (i) establishing cooperation between farmers to increase economies of scales, and (ii) replicating successful contract farming experiences (e.g., outgrower schemes),<sup>31</sup> leading to upgrading value addition along agricultural value chains.

<sup>&</sup>lt;sup>29</sup> WTO (2021) Trade Policy Review. Report by the Kyrgyz Republic. Available here: https://www.wto.org/english/tratop\_e/tpr\_e/g411\_e.pdf.

<sup>&</sup>lt;sup>30</sup> This paper does not make recommendations for infrastructure and transport issues.

<sup>&</sup>lt;sup>31</sup> Outgrower schemes are a form of contract farming, which can be defined as binding arrangements through which a firm ensures its supply of agricultural products by individual or groups of farmers. See https://www.oecd.org/dev/41302136.pdf. Investments in such schemes should follow sustainable

#### C. Quality standards

25. The Study will assess the institutional framework for quality infrastructure of Kyrgyzstan as embodied in standardization policies, technical regulations, quality assurance, accreditation and metrology (SQAM). It will examine different regulations and institutions that make up the SQAM system in Kyrgyzstan in terms of their contribution to the products life cycle, starting from products design, to placing the products on the market and ending with their eventual distribution.

26. Kyrgyzstan's system of quality control and quality assurance has been undergoing concerted reforms since the country's accession to the WTO in 1998, with the goal to ensure full compliance with internationally recognised best practices. There is, however, some room for improvement, especially to benefit fully from the GSP schemes. This is particularly relevant in the context of the EU GSP+ scheme, since the EU has been one of the most important export destinations for the Kyrgyz dried plums and dried beans.

27. The initial round of interviews with economic operators revealed that the main reason why Kyrgyz producers do not fully use and benefit from the EU GSP+ scheme is the lack and/or low quality of certification laboratories. This forces producers to certify goods in neighbouring countries, causing extra costs and delays in execution of contractual terms with the clients. Furthermore, most of the producers are smallholders, who cannot afford costly certifications, which sometimes reach up to EUR 10 000 per certification<sup>32</sup> for selected products. Other constraints to an improved SQAM regulatory system in Kyrgyzstan stem from the levels of expertise and knowledge of officials and limited interagency cooperation.

28. Some initial recommendations include: (i) improvement of technical competencies (e.g., development and harnessing of modern laboratory techniques); (ii) investment in quality infrastructure; (iii) development of expert organisations and (iii) overhaul of the system of state control based on the risk analysis.

## IV. Concluding remarks

29. Trade has a powerful role to play in ensuring strong and sustainable economic growth of Kyrgyzstan. While significant progress has been made by authorities to accelerate integration into global and regional value chains, more could be done to exploit to its full potential, especially in the agricultural sector.

30. Some of the remaining challenges associated with Kyrgyzstan's landlocked position include the country's remoteness from international maritime routes, harsh topography and relatively small domestic market in comparison with neighbouring countries. The impact of these challenges is compounded by behind and at-the-border non-tariff barriers to trade, which, by inflating transaction costs, undermine export competitiveness.

31. This Study will enable the Government to further engage in removing these barriers for four products under study. Recommendations will help facilitate cross-border trade by making procedures more efficient and thus reap increased benefits from the growth opportunities generated by the global and regional integration initiatives and contribute to the achievement of the SDGs: including goals 1 (no poverty), 8 (decent work and economic growth), 9 (industry, innovation and infrastructure) and 17 (partnerships for the goals).

32. ECE, through its three core functions – development of norms, standards and legal instruments; hosting of a convening platform; and technical cooperation across a number of relevant sectors – stands ready to assist the Government of Kyrgyzstan in implementing the forthcoming recommendations, in particular with regards to standards and best practice

development considerations such as those summarised in the principles for responsible agricultural investment that respects rights, livelihoods and resources elaborated by FAO, IFAD, the UNCTAD Secretariat and the World Bank Group.

See https://unctad.org/system/files/official-document/diaemisc2010d2\_en.pdf.

<sup>&</sup>lt;sup>32</sup> Based on interviews with stakeholders (March 2023).

recommendations for trade facilitation and electronic businesses, regulatory cooperation, and agricultural quality standards.