

Plan 2009-2010



Kyrgyzstan

Executive summary



Following independence, Kyrgyzstan embarked on a transition to a democratic system of governance and market economy. The so-called Tulip Revolution of 2005 brought a new leadership, but frequent public demonstrations and equally frequent changes of state officials contribute towards concerns over stability.

Poverty levels in Kyrgyzstan significantly exceed those in many developed and developing countries. Besides, lately the country has been hit hard by rising food and fuel prices globally and throughout the central Asian region. There exist regional and urban/ rural disparities as well as inequalities between men and women.

The uneven economic development creates the conditions for heightened migration as people move to more prosperous areas within the country and beyond. The growth of its external and internal migration is a cause of concern in Kyrgyzstan.

The population is carrying an increasing burden of ill health associated with poverty, with a rise in the prevalence of diseases such as Tuberculosis (TB). Inadequate water supply and poor sanitary literacy among people are some of the reasons for high intestinal infection rates, particularly among children. The number of HIV cases is growing. While injecting drug use is still the main source of infection, the number of sexual transmissions is increasing. Stigma towards people living with TB and HIV is quite common. Achieving a safe blood supply is also an issue in the country, not least because of the lack of technology and means to recruit voluntary, unpaid donors.

Kyrgyzstan is highly prone to disasters and the direct economic damage caused by natural disasters is rated at millions of US dollars in a normal year. The country also faces the disastrous consequences of being home to large quantities of uranium waste requiring the maintenance of safe tailing sites.

The Kyrgyzstan Red Crescent is the longest established humanitarian organization in the country providing needs based services to the most vulnerable communities. Acting as an auxiliary to the public authorities in the humanitarian field, the National Society has been making a difference to people's lives through preventive campaigns and support in health and care, social assistance, disaster risk mitigation and response operations, tracing services, international humanitarian law dissemination and the promotion of humanitarian values to tackle discrimination, intolerance and violence in communities.

Working towards the overall goal to carry out effectively the social and humanitarian activities for the benefit of the vulnerable groups of the population – as stated in the strategic development plan – the National Society programming in the coming two years will address the vulnerabilities arising from existing health risks, disasters, inequalities, migration and stigma and discriminative attitudes. The Kyrgyzstan Red Crescent partners include the Global Fund to Fight AIDS, Tuberculosis and Malaria, the British, German, Netherlands and Spanish Red Cross Societies, the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies.

Kyrgyzstan is one of the pilot countries rolling out the operational alliance concept, a component of the International Federation's new operating model. The purpose of the alliance is to most effectively utilize the collective resources of the Movement and other partners to enhance the capacity of the operating National Society to achieve greater impact in its work with vulnerable communities. The alliance in Kyrgyzstan is developing and the National Society is in the driving seat. The British Red Cross is providing in country technical support along the process together with other bilateral and multilateral partners and the International Federation's secretariat. The Kyrgyzstan Red Crescent is building its operational alliance around the National Society integrated programming. The capacity of the Kyrgyzstan Red Crescent to deliver the integrated programme, to keep the quality of services at a high level and to be consistent in providing them to the targeted communities needs to be strengthened. Such capacity-building will only be possible if the National Society receives strong support from its partners. The Red Crescent Society has defined the steps to progress with the integrated programme during the transition period that started in June 2008 and is expected to continue until July 2010.

The vision of the new model, the draft strategic work plan for 2009–2010 and the draft activity plan were presented during the partnership meeting held in Bishkek in October 2008. The British, Finnish, German, Netherlands, Norwegian and Swedish Red Cross Societies, the ICRC and the Federation secretariat participated in the meeting. The joint statement, produced at the end of the meeting, confirmed the agreement of partners to pursue the integrated community-based model and to support the Kyrgyzstan Red Crescent in its efforts according to the mandate, ability and interest and in line with the Red Crescent strategic plan, the Paris Declaration and the principles of good partnership. The partners have committed themselves to concrete actions in support of the change process and the operational alliance. The statement is inviting other Movement partners to join the collective efforts.

The International Federation secretariat's key areas of support in 2009-2010 will include health and care, disaster management, principles and values and National Society capacity-building. This is in line with the Global Agenda goals to reduce the number of deaths, injuries, and impact from disasters; to reduce the number of deaths, illnesses and impact from diseases and public health emergencies; to increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability; and to reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity. The main outcomes to be achieved will be:

- reduced vulnerability of communities in disaster-prone areas of the country (community preparedness and risk reduction);
- strengthened capacity of the National Society in disaster preparedness and response (including planning and recovery);
- reduced vulnerability of communities to HIV and Tuberculosis and their impact, as well as to most common diseases and trauma;
- increased number of non-remunerated blood donations;
- enhanced ability of communities to oppose discrimination, intolerance and violence (including sexual and gender-based) and to promote respect for diversity;
- increased National Society capacity in effective governance and management, human resources and financial management; and improved volunteer capacity;
- the International Red Cross and Red Crescent Movement's Fundamental Principles and humanitarian values are promoted and adequately integrated into Red Crescent operational programmes.

In 2007, the Kyrgyzstan Red Crescent joined the Red Cross Red Crescent Global Alliance on HIV to scale up the national HIV programming to reduce the vulnerability to, and impact of, HIV. Today the framework is at the planning stage. The National Society will work towards increasing the number of beneficiaries targeted by current services.

Target beneficiaries directly benefiting from the programmes will be people most vulnerable to illnesses, including groups at a higher risk of HIV infection and its transmission, stigma, discrimination and violence; to risks related to disasters and migration; Red Crescent staff and volunteers and the general public.

The total 2009-2010 budget is CHF 2,391,041 (USD 2,185,595 or EUR 1,522,956).

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Country context

Located in central Asia on the historic Silk Road, Kyrgyzstan has an area of 200,000 square kilometers and about 80 per cent of the territory is mountainous. The republic has a continental, high mountain climate with cold winters, and summers that are generally warm except in high mountain areas. The country is split by several mountain ranges running from east to west. Links between the four northern provinces – Chui, Issyk-Kul, Naryn and Talas – and the three southern provinces – Osh, Jalalabad and Batken – are particularly tenuous. The southern provinces form part of the Ferghana Valley, most of which lies in Uzbekistan, but is also shared with Tajikistan. Except for a few cities and large towns, land use is overwhelmingly agricultural, mostly high-altitude grazing and wheat cultivation. Roads are the main means of transport in Kyrgyzstan; in the capital, Bishkek, they have been upgraded, but most highways in the country are in a poor state.

The Kyrgyz Republic gained independence in 1991 and embarked on a transition to a democratic system of governance and market economy. Following a parliamentary election in February-March 2005, opposition demonstrators in what came to be known as the Tulip Revolution forced the resignation of the head of state since 1990. The subsequent presidential election in July was won by the former prime minister.

The Kyrgyz Republic remains vulnerable to **political instability**, despite the approval at a national referendum in October 2007 of a new constitution and electoral rules that seek to resolve the constitutional tussles that have troubled the country since the Tulip Revolution. Despite the relative calming, still frequent public demonstrations and equally frequent changes of state officials and worker unrest contribute towards the persistence of concerns over stability.¹

The population of the Kyrgyz Republic was an estimated 5.19 million at the end of 2006²; around two-thirds live in rural areas. The country has a youthful population, with almost one-third of its citizens aged 14 years or below. The World Bank puts the average rate of unemployment at 12.5 per cent of the labour force in 2001-2005. However, there are wide regional disparities in rates and the situation is likely to have been exacerbated by the return of a large number of Kyrgyz people from Russia in 2007.

Poverty levels in Kyrgyzstan significantly exceed poverty levels in many developed and developing countries. Despite a sustained decrease from 52 per cent in 2000 to 39.9 in 2006 it still exists on a tremendous scale. Lately Kyrgyzstan has been hit hard by rising food and fuel prices globally and throughout the central Asian region. Consumer prices rose by 22 per cent year on year in the first quarter of 2008 and inflation is forecast to average 18.5 per cent this year.

The global 2007 Human Development Report ranks Kyrgyzstan at 116 with a Human Development Index of 0.696 pointing to regional and urban/ rural disparities as well as **inequalities** between men and women. Its per capita Gross Domestic Product (GDP) is 1,927 US dollars (2005) and life expectancy at birth is 65.6 years. The salary levels of women in Kyrgyzstan are still significantly lower than that of men; women have earned roughly 66 per cent of what men earn in recent years. High levels of poverty make it difficult for women to make independent decisions because they are to a large extent dependent on men for their living conditions.

The education system remains under-funded and hampered particularly by low wages and a lack of investment in materials. Since independence, the healthcare system has also fallen into poor shape, with shortages of both doctors and medicines. Public spending on health has risen as a percentage of GDP since the Tulip Revolution, to 2.7 per cent in 2006 from around 2 per cent earlier in the decade.

¹ The source used for political and economic data in this section is the Economist Intelligence Unit.

² The National Statistical Committee.

Common health related problems are preventable infectious diseases, viral hepatitis, brucellosis and diarrhoea. Inadequate water supply and poor sanitary literacy among people are some of the reasons for high intestinal infection rates, particularly among children. Infant mortality is estimated at 58 per 1,000 live births in 2005 which is higher than the weighted world average of 51³. The maternal mortality rate is reported at 49 per 100,000 live births (national).

The general population is carrying an increasing burden of ill health associated with poverty, with a rise in prevalence of diseases such as **Tuberculosis (TB)**. In 2007, TB incidence is indicated at 109.7 and TB mortality rate at 9.7 per 100,000 people⁴. This is a decrease compared with 2005 but figures remain high. Men make 63 per cent of people with TB, women 37 per cent; most of the people with TB are aged 21-40 years.

Stigma and discrimination towards people with HIV and TB can still be easily observed. As a result, these already vulnerable groups can be deprived of, or have limited access to medical and social care.

UNICEF estimates the number of people living with **HIV (PLHIV)** in Kyrgyzstan at 4,000 (2007). However, there are 1,686 PLHIV officially registered according to the Republican AIDS Center, including 121 AIDS cases. Even this is a two-fold increase since 2005. Among PLHIV 78 per cent are men and 22 per cent are women. Injecting drug use is the source of infection in 76 per cent of cases, but the number of sexual transmissions is growing. Thus, 65.9 per cent of women get HIV through sexual contacts and 88 per cent of them with a permanent partner. There is no data available on the number of children with HIV, but last year there was an outbreak of HIV among children under five years of age in the south of the country, reportedly related to blood transfusions.

Blood donation is an issue in the country; it faces common barriers to achieving a safe blood supply, such as the lack of appropriate regulatory frameworks, technology and means to recruit voluntary, unpaid donors. There is no data on blood donations per 1,000 population available, but the total number of blood donors in Kyrgyzstan decreased nearly six times between 1985 and 2005, which translated into the number of blood donations accordingly. This decrease is connected with the socio-economic situation in the country, the collapse of the former blood donation system, low levels of financing to make necessary improvements and a lack of involvement from the government and non-governmental organizations (NGOs).

The country is highly prone to **disasters**. According to United Nations Economic Commission for Europe (UNECE) estimates, the direct economic damage caused by natural disasters exceeds 20 million US dollars in a normal year in Kyrgyzstan. This figure does not include indirect damage and secondary effects, such as ecological harm, epidemics, deterioration of living conditions and decreases in soil fertility.⁵ The International Federation's World Disasters Report 2007 put the number of people affected by natural and technological disasters in Kyrgyzstan between 1997-2006 at 34,661 and the number of killed at 207. The number of people reported affected in 2006 alone was estimated at 21,125.

Kyrgyzstan also faces the disastrous consequences of being home to large quantities of uranium waste requiring the maintenance of safe tailing sites. Landslides, floods, earthquakes and an increase in the level of groundwater have increasingly threatened these sites, leaving the majority in critical condition and subject to destruction. Any collapse of a major tailing site could contaminate large areas across the region.

There has been a joint project on enhancing coordination for disaster response in the Kyrgyz Republic rolling out since 2007. The project aims to strengthen cooperation and coordination for disaster response between the government, UN country team, the Swiss Agency for Development and Cooperation (SDC), the International Red Cross and Red Crescent Movement and other major actors in this field to be able to respond adequately and effectively to possible emergency situations. The Red

³ World Bank.

⁴ The National Statistical Committee.

⁵ Here and further the source consulted is the UN Human Development Report for Central Asia, 2007.

Crescent Society was included in the Disaster Response Coordination Unit established within the framework of the project.

Kyrgyzstan is affected by **migration** as a country of origin and expresses concerns about the growth of its external and internal migration. Russia and Kazakhstan are the major host countries for Kyrgyz migrant labour. There are approximately 50,000 Kyrgyz workers⁶ employed in Kazakhstan, mainly in the tobacco sector and in trade, partly working legally in the framework of a bilateral agreement that legalizes employment in the agriculture in the border regions. Officials and experts agree that most labour migrants in Kazakhstan work illegally. Migration issues remain very sensitive. Too frequently, labour migrants become victims of criminals or corrupt law-enforcement officials in the countries of destination or in transit countries, or when returning to their country of origin with their earnings.

In destination countries both regular and irregular migrants frequently face discrimination as ethnic and religious minorities; and language difficulties can create serious obstacles to integration and enjoying the full rights due to them. Their lack of legal status and fear of discovery and subsequent removal puts irregular migrants at serious risk of abuse and exploitation; such uncertainty surrounding their situation can also have a serious psychological impact. Sexual exploitation and abuse are not uncommon, nor are physical and/ or psychological abuse by those in positions of power, such as employers or people smugglers. Irregular migrants have little or no access to basic medical, social and educational services.

National Society priorities and current work with partners

The Kyrgyzstan Red Crescent Society has a long history of cooperation with the local authorities and government ministries. The key ministries are emergency, health, social welfare, justice and education ministries and their structures at provincial and local level. Coordination of the National Society's work in communities with state bodies helps to achieve a good level of complementarity, increases the likelihood of support and promotes an understanding of the role of the Red Crescent. Following the 30th International Conference the government has shown willingness to enter into serious dialogue to develop a national Red Crescent Law formally establishing the National Society as auxiliary to the government. The National Society leadership is well-respected within and externally and the secretary general is a member of the Mediation and Compliance Committee appointed by the International Federation's president. Despite the recognition by the government, the near future holds little perspective of financial support from the government.

Disasters

The Red Crescent Society comes to disaster response, preparedness and risk reduction with the aim of achieving a holistic approach to disaster management. This is in line with the National Society strategic development plan for 2006-2010. The Red Crescent has a Memorandum of Understanding with the emergency ministry, re-signed annually, that clearly defines the National Society role and responsibilities in disaster response. The International Federation has been supporting the Kyrgyzstan Red Crescent to build its institutional capacity to meet the society's disaster management obligations as well as its community-based initiatives, including mitigation, in the most vulnerable communities in the northern provinces. These two main directions will continue. The partner contributing through the International Federation's current regional appeal to disaster management is the UK Department for International Development (DFID). Community-based actions of the National Society and awareness-raising in the southern provinces are supported bi-laterally by the Netherlands Red Cross. Besides, a project with a focus on earthquake preparedness in rural and urban settings is currently implemented in cooperation with the SDC. The awareness of climatic changes is raised in cooperation with the Red Cross Red Crescent Climate Centre. New bilateral partnerships are being shaped as well; the German Red Cross plans to support community-based disaster preparedness in two northern provinces and the Turkish Red Crescent is considering assistance in terms of the National Society response capacity-building, namely expanding disaster stocks and enhancing warehousing capacities.

Despite the progress in Red Crescent response capacity-building the needs remain, for instance, in developing the skills of the national and provincial disaster response teams and establishing provincial

⁶ 2005 baseline research by the International Organization for Migration (IOM) Almaty office.

teams where they are missing. The key areas of recovery require even more attention. This includes increased capacity in livelihoods, shelter, public health in emergencies, water and sanitation. The National Society also will consider smoother and more effective approaches to early recovery so that communities are assisted in effectively restoring or improving their pre-disaster conditions. This approach links relief, recovery and development. The Red Crescent will need the support of the International Federation secretariat to address those capacity-building needs in the coming years. Besides, special attention should be paid to the promotion and dissemination of the International Disaster Response Laws (IDRL).

Health

The main components of the Kyrgyzstan Red Crescent's health and care programme are HIV, TB, community-based health and first aid (CBFA) and voluntary non-remunerated blood donation. This is in line with the International Federation's health and care strategy, the National Society's strategic development plan and based on the identified needs in the country.

One of the partners supporting the health and care programme of the National Society is the International Federation. Partner National Societies currently channeling funds on HIV and/ or TB prevention through the International Federation's regional appeal are the British, Norwegian and Swedish Red Cross. The community-based health and first-aid activities are supported by the Finnish Red Cross, also through the current appeal. The British Red Cross is also funding HIV prevention bilaterally. Besides, the Kyrgyzstan Red Crescent has funding as a sub-recipient of the Global Fund to Fight AIDS, Tuberculosis and Malaria meant for raising awareness of HIV among youth in Talas and Naryn regions in 2008-2010. The National Society is also cooperating with the Spanish Red Cross in TB until July 2008 and with the Netherlands Red Cross in road safety by the end of September 2009. The blood donation promotion was funded by the Empress Shoken Fund in the past but the funding ceased in mid-2007 and now the National Society seeks to attract more funds through the International Federation.

The Red Crescent Society of Kyrgyzstan is committed to the concept of the Red Cross Red Crescent Global Alliance on HIV, and has proceeded to the development of its HIV country programme. The programme, which aims to scale up and improve the quality of HIV services and outreach is expected to be rolled out in 2009.

Capacity-building

The organizational development programme of the National Society is supported by the International Federation with contributions from the Finnish, Norwegian and Swedish Red Cross and the Capacity Building Fund to the regional appeal. The areas of support in recent years have included legal base, governance and management, project planning, development of local resources in fund-raising, financial management, human resources management, youth and volunteering. The above mentioned areas remain priority areas for the coming period, also because they have been defined as priority elements of the process of change towards the implementation of the integrated programming covered by the operational alliance. The National Society has also identified the need to build capacities in the areas of administration, information technologies and resource mobilization.

Strong efforts have been made in the field of branch development, in which the Netherlands Red Cross has been the major bilateral supporter both financially and technically. Branches have been developing their programming capacities and increasing the capacities of local communities in becoming self-supportive against major vulnerabilities, social and environmental. The British Red Cross is helping the National Society to build up the capacity in community development and integrated programming through the involvement of a consultant. This year the Red Crescent initiated an intensive participatory planning process at the National Society level- department heads, project coordinators and branch heads- to analyse and assess the future direction of its programmes. A similar approach is used to establish the society's human resources management system. The consultant has been also provided by the British Red Cross. Following the initial consultancy mission a working group was established within the National Society and an action plan was produced. The International Federation's regional representation is following up the implementation of the action plan and is considering partial funding for the work undertaken within this area. The British Red Cross has also expressed its eagerness to support the financial management development of the National Society.

Principles and values

Dissemination of the fundamental principles and humanitarian values and the international humanitarian law (IHL) is one of the key fields of activities for the Kyrgyzstan Red Crescent and as such is reflected in its strategic development plan. The Red Crescent assigns an important role to dissemination activities, interlinked with communication, in building a positive public opinion about the mission and programming of the National Society as part of the Movement.

Specific dissemination activities of the Kyrgyzstan Red Crescent are supported by the International Federation and the ICRC. Nevertheless, all programmes of the National Society supported by other Red Cross and non-Red Cross partners are incorporated with elements of non-discrimination, respect for diversity and tolerance. For instance, anti-discrimination public campaigns like *Truth about AIDS – pass it on*, *Decreasing TB morbidity rate*, *Hot line for adolescents*, *One day of street child's life* organized by the National Society programmes promoted changes in people's behaviour.

Apart from IHL and principles and values dissemination the ICRC is cooperating with the Kyrgyzstan Red Crescent in the fields of institutional capacity development, tracing and building capacities for assistance to conflict-affected populations.

Recognizing human vulnerabilities arising from migration, as a country of origin, and in order to put into practice the Istanbul Commitments made by the VII Red Cross Red Crescent European Regional Conference in 2007 to address the needs of people affected by migration, the National Society plans to become part of the Central Asian Red Crescent Labour Migration Network to serve irregular migrants. The International Federation secretariat is currently seeking funding through the European Union thematic programme for the network to become a reality in 2009.

Secretariat supported programmes in 2009-2010

Disaster Management

The transition towards the integrated community-based model of programming will find its reflection in the way the National Society approach its disaster management programme. The International Federation's secretariat will support the efforts of the Red Crescent Society and guide them as appropriate.

a) The purpose and components of the programme

Programme purpose
To reduce the number of deaths, injuries, and impact from disasters.

The disaster management programme budget is CHF 673,975 (USD 616,065 or EUR 429,284).

Programme component 1: Disaster management planning
Component outcome 1: Improved ability to predict and plan for disasters to mitigate their impact on vulnerable communities, and respond to and effectively cope with their consequences.

Being part of the joint project on enhancing coordination for disaster response at country level the National Society will work on its disaster response plan at national and provincial levels so that it fits into and complements the government plan and those of partner organizations. The Red Crescent will also test the standard operating procedures and make relevant changes to the plan.

Programme component 2: Organizational preparedness
Component outcome 1: Strengthened capacity of the National Society in disaster preparedness and response through increased skills and knowledge of Red Crescent staff and volunteers, strengthened financial and technical resources, effective mechanisms for emergency response and recovery assistance.

Component outcome 2: Improved understanding and application by the National Society of the International Federation’s standardized guidelines for effective response.

Under this component the National Society will recruit, train, retain and manage a diverse, gender balanced volunteer network, conduct training for newly established disaster response teams (DRTs) and refresh the skills and knowledge of already existing ones. The replenishment of emergency stocks also falls under this component.

To ensure improved understanding and application of the International Federation’s standardized guidelines for effective response the National Society will regularly participate in the regional disaster management working meetings and get involved in the development and/ or updating of methodologies, materials and tools, including issues of recovery and climate change. Workshops on shelter and relief and lessons learnt from relief operations will be arranged for staff, incorporating the Sphere standards. Ways to develop an approach and a strategy for integrating shelter in future National Society activities will be explored. The National Society will also work on developing standardized criteria for emergency stock and emergency first-aid kits and disseminate information about such criteria.

To promote IDRL a working group comprising representatives of central Asian National Societies and the International Federation was formed. The group is expected to analyse the legal environment of disaster response operations in the region. Based on the results of such analysis a work plan will be developed with concrete steps to be taken at country level by all parties involved. The advocacy will primarily target relevant government agencies.

Programme component 3: Community preparedness/Disaster risk reduction

Component outcome 1: Strengthened capacities of communities in disaster-prone areas to respond to future disasters through community-based disaster preparedness.

Component outcome 2: Reduced vulnerability of communities in disaster-prone areas through the implementation of mitigation projects.

To achieve the outcomes, the National Society will establish and train local disaster committees that will further reach the wider communities. The risk of vulnerable communities will also be reduced through small-scale mitigation projects.

Programme component 4: Recovery

Component outcome 1: Increased capacity of the National Society to restore or improve pre-disaster living conditions and reduce the risk of future disasters.

The capacity of the National Society to assess the recovery needs, plan and implement quality recovery programming will be improved through training and raised awareness of good practices. In case of response operation the lessons learned will be shared during subsequent working meetings at national or regional level.

b) Profile of target beneficiaries

The disaster management programme responds to the needs of communities vulnerable to disasters, and its direct beneficiaries are people living in high disaster risk rural areas, with priority to remote and hard to reach communities. Specific attention is paid to including people who are more vulnerable to disasters due to their social status, age, gender or health condition such as single mothers, multi-children families, elderly people living alone, schoolchildren and people with disabilities.

Under community-based disaster preparedness the National Society will establish, train and equip 40 local disaster committees in two provinces (Issyk-Kul and Naryn) consisting of 10-20 members from communities each who will be direct beneficiaries. The committees will further share their knowledge with an estimated 34,000 fellow community members. The training for local disaster committees and their communities includes first aid, rules of behaviour in time of a disaster, disaster risk mapping,

development of community disaster response plans and simulation exercises. Children in the covered areas are separately targeted at schools.

Over 17,000 people will be provided with technical resources and support services through Red Crescent risk reduction projects in 20 communities. Besides, beneficiaries from the general population will be targeted through awareness campaigns and information materials. Affected populations will also receive relief items and assistance in rehabilitation during potential response operations of the National Society.

The staff and volunteers of the National Society, including 100 DRT members, are to receive new or refresher training and practical exercises that will develop their professional skills and result in better services to the vulnerable populations.

Improved disaster management coordination systems and enhanced response plans at national and provincial levels will benefit the National Society as an institution.

c) Potential risks and challenges

Among the factors influencing the successful implementation of the disaster management programme is funding – sufficient and regular financial support is vital to allow longer-term planning. The National Society depends on external support for the programme but funding for disaster management is provided by a limited number of donors and usually on a year by year basis. A major disaster in the region may also redirect the programme support focus.

The National Society, facing the need to respond to more disasters, also faces the challenge to train and retain staff and volunteers capable of providing professional disaster response services. There is a high turnover of volunteers and staff and competition with other organizations, which is an obstacle in ensuring a flexible but professional human resources base to meet the needs of disaster response. Proper human resources management that is being pursued within the organizational development programme is expected to mitigate the consequences of staff turnover.

Health and Care

Changes are expected to be introduced to the health and care programme in light of the transition to the integrated programming. The participatory research will inform the design of the health and social aspects of the National Society integrated programme. The International Federation's secretariat will support the developments in this direction and provide the required technical assistance directly or by involving the Movement partners.

a) The purpose and components of the programme

Programme purpose
To reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

The health and care programme budget is CHF 902,751 (USD 825,184 or EUR 575,001).

Programme component 1: HIV and AIDS
Component outcome 1: Vulnerability to HIV and its impact reduced through preventing further infection and reducing stigma and discrimination.

Activities under the HIV and AIDS programme component will aim at increasing HIV awareness and promoting safe behaviour through peer education. The Red Crescent harm reduction point will be operating and exchanging syringes, providing consultations, pre-testing counselling, outreach and distributing condoms.

There will be campaigns conducted for wider populations to reduce the level of stigma and discrimination towards PLHIV. Advocacy will be carried out through joint work with partners to raise

awareness of the needs and persuade decision-makers to improve and adapt policies and allocate funding to strengthen community resilience to HIV.

Programme component 2: Tuberculosis

Component outcome 1: Vulnerability to TB and its impact reduced through preventing further infection, providing social support to TB patients and integrating with HIV prevention.

Activities under the TB programme component will improve treatment outcomes by developing treatment adherence. Targeted TB patients will receive food parcels to keep their nutritional status and as incentives to adhere to treatment; education will also be provided to TB patients and their family members. Information/ education activities, including the distribution of information materials, will target general populations through village committees in rural areas. The disseminated information will link HIV with TB as the main opportunistic infection.

The Kyrgyzstan Red Crescent will recruit volunteers from former TB patients to communicate with TB patients and to educate schoolchildren.

Programme component 3: Community-based health and first aid

Component outcome 1: Population health improved through diseases prevention, health promotion, trauma reduction and basic first-aid training.

The community-based health and first aid aims at improving the health status of people living in rural areas of Kyrgyzstan. Key activities will be health education on the most common diseases, hygiene promotion and basic first-aid courses for communities. Sets of necessary items such as first-aid and hygiene kits and sets for young mothers will be provided based on the needs to the most vulnerable families selected during the implementation of the programme.

Programme component 4: Voluntary non-remunerated blood donation

Component outcome 1: Number of voluntary non-remunerated blood donations increased.

This component will aim at promoting non-remunerated blood donation, thereby increasing the safer blood supply through the recruitment and retention of voluntary donors from low-risk populations. The Club 25, which aims to have voluntary and non-remunerated young people around the world donate blood 25 times before they turn the age of 25, will be established and Red Crescent staff and volunteers will be trained in community mobilization for regular voluntary non-remunerated blood donation. The information, education and communication (IEC) activities will be carried out by Red Crescent staff and volunteers consequently in schools, professional and higher educational institutions and among the general population. Information materials will be produced and distributed and mass media will be involved.

b) Profile of target beneficiaries

The programme addresses health needs of the most vulnerable people and those at highest risk of getting diseases.

HIV prevention targets schoolchildren, students of professional and higher educational institutions, street children, children in orphanages and boarding schools, military men, long-distance drivers, taxi drivers and sex workers and injecting drug users (IDUs).

IDUs aged 25-40 will be reached through the harm reduction point of the National Society; in total, 1,200 IDUs will be served. The rest of the beneficiaries, about 20,400 people, will receive information on HIV and safe behaviour skills through peer education.

The **TB** prevention will target 4,000 most vulnerable TB patients on the continuation phase of treatment and those predisposed to interruption like alcohol and drug users, former prisoners, poor, homeless or people living alone with disabilities and from families with many children. Some 37 volunteers from former TB patients and 157 schoolchildren will be involved in the programme throughout the country.

Information and education activities, including the distribution of information materials, will improve the population's knowledge about the disease resulting in timely referral for medical check-up and treatment. Awareness campaigns contribute to the reduction of stigma among the public.

Community-based health education will be concentrated on rural areas near Bishkek city and involve children and vulnerable populations with no or low income. The total number of beneficiaries will be 10,000.

The promotion of voluntary non-remunerated **blood donation** will target 20,000 young people aged 18-25 in Osh and Bishkek cities.

c) Potential risks and challenges

The lack of sustainable funding is one of the most significant challenges for the health and care programme because only long-term interventions can lead to meaningful results. Shortcomings in the implementation of the directly observed treatment short-course strategy at country level and resistance of medical staff, particularly in the penitentiary system, may negatively influence the impact of Red Crescent interventions in TB prevention. Inadequate quality of TB medications, shortcomings in TB/HIV registration practices and laboratory control deficiencies affect the results of TB treatment and are out of the Red Crescent control.

The HIV Global Alliance will add to the National Society obligations in terms of tracking performance and accountability. Adequate monitoring and reporting is a challengeable task and will require proper guidance and assistance from the Federation secretariat's zone office supported by the Global HIV Unit, and the Planning, Monitoring, Evaluation and Reporting Department of the secretariat when the implementation starts.

Organisational Development/Capacity Building

a) The purpose and components of the programme

Programme purpose
To increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

The organisational development/capacity building programme budget is CHF 377,962 (USD 345,486 or EUR 240,740).

Programme component 1: National Society organizational development and capacity building (headquarters and branches)
Component outcome 1: Management and governance effectively support the delivery of the National Society programming.
Component outcome 2: Increased capacity for programme development and management.
Component outcome 3: Volunteer capacity improved through relevant training and participation in core activities.

Under the first outcome the National Society will use its governance meetings to bring the governance closer to the management as it is provisioned by the statute. On a routine basis the governing board members will be involved in activities that will allow establishing better communication between the governance and senior management staff. The governance will learn more about the programmes in order to be able to assess local projects in terms of their impact and effectiveness for the organizational development; but also to see the link between the operations and strategies and measure the progress towards the strategic goals.

Under the second outcome, the Red Crescent Society will be putting into practice the updated system of financial management in the headquarters and the branches building on the expected improvements

to be made as a follow-up of the 2007 audit recommendations. In 2009, the next financial audit will be carried out to assess the impact of changes and plan for next steps to sustain positive results.

Selected initiatives from the National Society plan of action to improve the human resources management system on the way to the integrated programming will be accomplished. This may involve consultancy by the International Federation secretariat and coordination of resources towards the implementation of the plan from the Movement partners.

At branch level staff trained in planning, vulnerability and capacity assessment (VCA) and human resource management will help the communities establish primary organizations and facilitate the process of learning the community needs and ways to voice and promote them at higher levels, provincial and national.

The Red Crescent will develop and implement integrated programming. This is intended to help the National Society manage its programmes more effectively through bringing the focus of the local and international partners to the society's strategic goals, use the resources in a more effective way and avoid duplications and irrelevant projects/ activities.

Under the third component young volunteers will be recruited and will receive relevant training by programmes to be able to support the National Society programming in IHL dissemination, HIV and TB prevention, first aid, blood donorship promotion, disaster preparedness and social care.

b) Profile of target beneficiaries

The beneficiaries are 110 National Society staff who will receive training in project planning and human resource management. Selected staff from the branches and the headquarters will be targeted through regional training and will disseminate the knowledge among their colleagues.

The issues of effective cooperation between governance and management will be clarified by a consultant during meetings with staff and governing board members in the branches. Nine members of the governing board at the headquarters level will be receiving quarterly information on the National Society developments from the management in order to be able to take relevant decisions at the governing board meetings. Eighty six members will be involved into the National Society congress as delegates with prior orientation at the branch level. Leaders of local grass-roots organizations will receive skills in community mobilization and VCA.

c) Potential risks and challenges

There is a risk of low interest among local communities in being involved in the National Society activities by becoming members and establishing primary organizations. Awareness-raising will be important to overcome this and develop the initiative within communities.

Uncoordinated support of the Movement partners and diverse requirements including differing financial reporting standards, and incomplete understanding of the National Society structure might disorientate the Red Crescent Society in the course of establishing better finance management procedures and might also hamper the activities in human resource management development. To avoid that the National Society will organize a partnership meeting to update all partners on the recent developments and inform them about future plans at the end of 2008.

Principles and Values

a) The purpose and components of the programme

Programme purpose
To reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

The principles and values programme budget is CHF 436,353 (USD 398,860 or EUR 277,932).

Programme component 1: Promotion of humanitarian principles and values

Component outcome 1: Fundamental principles and humanitarian values of the Movement promoted.

The programme will promote principles and values through specific training and thematic sessions for Red Crescent staff and volunteers, public campaigns, meetings with partners, debating clubs and through media sources.

Programme component 2: Operationalisation of fundamental principles and humanitarian values

Component outcome 1: Fundamental principles are integrated into National Society operational programmes.

The programme will promote the operationalisation of fundamental principles and humanitarian values through the integration of diversity and non-discrimination elements and values into National Society operational programmes like health and care, disaster management, social care and others. Addressing HIV and TB related stigma is an example of how it works in practice. This may also include additional calls for the adequate participation of beneficiaries in programme design and implementation, so that the humanitarian action pursues their genuine interests and their general well-being, and encouraging accountability towards beneficiaries.

Programme component 3: Anti-discrimination and violence prevention

Component outcome 1: Ability of communities to combat discrimination, intolerance and violence and to promote respect for diversity enhanced.

Key activities under this component include: advocating for vulnerable communities' needs through tailored advocacy campaigns, attracting people from marginal groups into the National Society actions and tackling gender-based violence through debating clubs.

The National Society also plans to strengthen the protection of migrants' rights, protection against exploitation and exclusion through an information and education centre and influence behaviour towards migrants through advocacy and awareness-raising.

b) Profile of target beneficiaries

Key target populations of the principles and values programme of the Kyrgyzstan Red Crescent are the general public, vulnerable women and children, PLHIV, people with TB and older people, populations served by the National Society programming, Red Crescent staff and volunteers and partners like government bodies, mass media, non-governmental organizations and other humanitarian players in the country.

To be able to promote effectively the humanitarian values and principles among target populations and to integrate those deeply in Red Crescent programmes the staff and volunteers of the National Society will be trained. A training module on humanitarian values and principles for staff and volunteers will be developed, including anti-stigma section, and information materials with a video and a cartoon will be distributed in the headquarters, at provincial and district levels.

Mass media has a crucial role in preventing and reducing stigma and discrimination as well as in changing the wider society's attitudes. The coverage of beneficiaries through these sources is difficult to calculate, but the National Society estimates a potential audience in the country at a few thousand people.

The fundamental principles will be integrated into ten programmes, including health and care, disaster management, social care and others. A questionnaire on humanitarian values will be developed and included into the National Society staff appraisal as a tool to ensure understanding of the value of non-

discrimination and diversity within the Red Crescent that translates into those elements being integrated into the National Society programming.

To tackle the social exclusion of marginalized groups like people living with HIV and TB, vulnerable women and children and other communities served by the National Society people from these groups are involved in the design and implementation of public actions, like the annual resource mobilization campaign for vulnerable children. Also, competitions and fair-exhibitions in three sites will continue the public action "All different – all equal" that will be piloted in 2008. The means collected through such actions will be allocated for assistance to vulnerable groups.

The principles and values programme will be involved in the development of tailored advocacy policies for six selected communities. This will be done in close cooperation with other programmes following the identification of communities' specific needs, including gender-based violence. It is also planned to work out the guidance for work with mass media for six targeted communities and prepare six information kits with the focus on human rights for resource corners on the project sites.

Messages on gender-based violence and discrimination are spread as part of the National Society's promotion activities. Women affected by gender-based violence are also among the beneficiaries of the Red Crescent social programme and are targeted by National Society public campaigns aiming at inclusiveness.

There is a plan to establish a Central Asian Red Crescent Labour Migration Network in 2009 that would serve the irregular migrants through education centres in the country of destination – Kazakhstan – and in the countries of origin – Kyrgyzstan, Tajikistan and Uzbekistan. At the regional level the network will be coordinated by the International Federation's regional representation and IOM will be the associate partner providing legal counseling. The Kyrgyzstan Red Crescent will render social assistance to migrants and their families through an information and educational centre which can be used also as a resource centre for interested parties. Potential labour migrants in Kyrgyzstan and legal labour migrants are to be targeted within the project. Counselling of these groups will help promote legal migration, on the one hand, and strengthen the protection of migrants' rights, protection against exploitation and exclusion, on the other.

c) Potential risks and challenges

Continuous lack of funds remains the main constraint of the principles and values programme. The effects of this can be mitigated by integrating selected activities under other core programmes. Besides, staff turnover at the National Society headquarters and branch levels can affect the implementation.

Role of the secretariat

a) Technical programme support

The International Federation secretariat's regional representation for central Asia based in Almaty, Kazakhstan, will provide core membership services and technical and advisory support for the National Society in planning, implementing and monitoring of the programmes, as well as general supervision at the regional level. This will be done by means of regular communication over the phone, by email, visits and working meetings at regional level. Under the guidance of the regional representative, the available programme functions within the regional representation reflect the programme structure along the International Federation's Global Agenda goals, namely disaster management, health and care, organizational development and principles and values. The regional disaster management function was recently filled with a programme officer and the recruitment of a disaster management delegate is in process. The health and care programme will be supported by the health delegate and assistant; organizational development will be supported by a regional coordinator and finance development delegate and principles and values programme by an information officer. Relevant technical support, for example in shelter, recovery, IDRL, migration and the HIV Global Alliance will be requested from the zone and Geneva secretariat. Additional technical assistance on migration issues will be sought from the country IOM office.

The supporting functions of the regional representation like human resources, finance, planning, monitoring, evaluation and reporting (PMER) will be used for the capacity-building initiatives within the regional organizational preparedness programme as well. More attention will be given to improving quality control, effectiveness and accountability for all programmes with technical support on developing relevant tools and mechanisms from PMER focal points at the regional and zone level.

For expertise on issues related to good governance, good management, human resource development, financial development and possibly resource mobilization systems a locally recruited consultant may be engaged. The main requirements for the consultant will be knowledge of the local/ regional legislation, available training opportunities and language.

For further development of the operational alliance, the regional representation will provide technical knowledge, skills and experience within specific programmes as well as link to other needed technical expertise and resources from the zone, sister National Societies or Geneva secretariat in accordance with the needs identified by the National Society. Regular assistance will be given to the Red Crescent programme coordinator and the operational alliance working group who are the focal points and who will need various support in the transition period of 2009-2010.

Still a major constraint for the National Society remains the lack of English language skills for many of the senior programme staff, which precludes access to materials in English, and participation in international meetings. All regional programme and technical staff working with the National Society are Russian/ English speaking, which allows regular and accurate communication and work. The regional representation will ensure that the most important materials and documents have been translated into Russian, in cooperation with other regional or country representations from the Europe zone operating in Russian.

b) Partnership development and coordination

The Kyrgyzstan Red Crescent Society relies mainly on international support of its programming and largely this support is coming from the Movement. The only significant local support exists on the level of good relationships with local authorities in the areas where National Society branches implement the programmes. The planned work on IDRL will contribute to the improving quality of coordination with the national government in the area of disaster response at all levels as well as with other partners.

The National Society's strategic development plan for 2006–2010 prioritizes the development and strengthening of partner relations and good work has been done in this direction; the Red Crescent cooperates with more than ten partners within and outside of the Movement, the Global Fund being the biggest partner outside the Movement. Taking into account that the current strategic development plan also highlights attracting and retaining the partners further work has to be done to ensure efficient coordination of partners' support starting already at the planning stage.

The majority of the National Society's partners have their own partnership strategies or guidelines that to some extent contribute to building capacities of the Kyrgyzstan Red Crescent. Based on the past experience of having a number of uncoordinated bilateral partners in the country and recent concerns from all partners about the coordination the National Society has decided to revise its structure and introduce a programme coordinator position who will take care of the coordinated and integrated planning, transition towards the integrated programming as well coordinate the operational alliance work. The International Federation secretariat assisted the Kyrgyzstan Red Crescent in mapping the partners' interest in the transition towards the integrated programming and the operational alliance during preparations for the recent partnership meeting. It is further recommended to have a participatory planning meeting in 2009. The meeting will be conducted at the country level, in appropriate time for all interested bilateral and multilateral partners. The ownership and organization of the meeting will stay with the Kyrgyzstan Red Crescent that will be assisted by the regional representation. The existing Memorandum of Understanding between the Kyrgyzstan Red Crescent, the ICRC, the International Federation secretariat, the Spanish Red Cross and the Finnish Red Cross on cooperation in supporting the development of the National Society and strengthening its capacity to effectively deliver quality programmes and services will be a basis to build on and improve cooperation and coordination during this meeting.

The need for comprehensive partner coordination was communicated during the operational alliance partnership meeting. In order to be able to better comply with one of their mandated roles – coordination – the regional representation and the Europe Zone office are currently considering the expansion of Federation secretariat presence in the region to Kyrgyzstan where the International Federation has a status agreement signed with the government. This would also enable the regional representation to offer services to member National Societies working bilaterally with the Kyrgyzstan Red Crescent through the integration or service agreements. Requests for such services have already been received but the regional representation was unable to accommodate those due to the fact that it has no presence in the country.

The Kyrgyzstan Red Crescent has joined the HIV Global Alliance. The coordination of work within the National Society HIV programme is owned by the Red Crescent itself and the society will ensure coordination with the operational alliance that is also owned and led by the National Society. The regional representation will extend the support both in terms of technical assistance, initiation of partner contacts, liaison with technical departments in the zone office and the Geneva secretariat.

Coordination and cooperation between the regional representation and the regional ICRC delegation has strengthened over the past years due to the harmonization of support to National Societies in the areas of Red Crescent Laws development, human resources systems and financial management development and joint planning. This will continue in the coming two years through further harmonization of planning processes, regular monthly meetings between key staff, work through and with the National Societies Leadership Forum and trilateral meetings (Kyrgyzstan Red Crescent, ICRC and regional representation).

A new partnership will be sought with the Platform for European Red Cross Cooperation on Refugees, Asylum Seekers and Migrants (PERCO) when developing the funding application and implementing the migration programme.

c) Representation and Advocacy

The regional representative, and where relevant programme managers, will continue to represent the Kyrgyzstan Red Crescent at meetings, conferences and events where the National Society has no access to or to strengthen its representation. At such occasions it will further advocate for the National Society's auxiliary role, promote the value of its community-based approach when addressing the needs, volunteers work and the value of partnerships and independence of the Movement components for the vulnerable people.

Special attention will be given to the Red Crescent Law development through continued dialogue with the government and following with advocacy in front of relevant government bodies. The regional representative will accompany the National Society leadership during meetings with government representatives and promote the benefits of having the Red Crescent Law for both parties.

Promoting gender equity and diversity

Traditionally women in central Asia, especially in rural areas, are engaged with households and children, leaving them with little access to information on disaster preparedness. With this in mind, the disaster management programme spotlights disaster awareness of women and children in communities. The SPHERE standards guide the Red Crescent disaster response and the fundamental principles and the value of respect for dignity and equality are at all times promoted in disaster management awareness materials, during trainings and work with the communities. In disaster response, the distribution of assistance is made on the basis of impartiality. Actions are solely guided by needs, proportional to the degree of suffering and prioritized on the basis of urgency and vulnerability.

Promoting gender equity and diversity is always at the heart of the humanitarian values programme. More attention will be paid to the proper integration of principles and values in all National Society

programming. The statute of the Red Crescent Society itself envisages equal opportunities for the participation in the governing bodies for women and men.

Quality, accountability and learning

The National Society will carry out routine monitoring of programmes through regular field visits, observations, interviews, meetings with local authorities and community leaders, internal staff meetings with branch staff and monthly progress reports. The National Society management reports to the presidium (governing board) on a quarterly basis. Participation of representatives of partner organizations and local community members in monitoring will be encouraged. The International Federation's regional representation will also undertake monitoring trips to programme sites.

Relevant information will be gathered from branch reports to headquarters, budget analysis, statistics and meetings with donors. The results of monitoring will be analysed, discussed at working meetings at country and regional levels and follow-up actions will be undertaken to improve the effectiveness of interventions. Best practices will be promoted among colleagues and exchange visits between branches and National Societies will be arranged to allow learning from experience.

The programmes actively share information on the progress and cooperation opportunities during coordination meetings with partners, round tables and presentations at branch, national and regional level. Progress is also reported through the web-sites and media. The National Society publishes annual reports that reflect major developments; the reports are distributed among local partners including the government, international NGOs, local NGOs, and business structures including current and potential donors.

The SPHERE standards make up an integral part of the Red Crescent training for its disaster response teams and are applied by the National Society in their disaster response operations. The International Federation's guidelines on national disaster preparedness and response mechanisms, containing standards and key indicators of effective preparedness and response, will advise the capacity building efforts of the Red Crescent.

In their capacity building efforts, the National Society is guided by the characteristics of a well-functioning National Society, particularly to the balanced development of the three key elements – foundation, capacity, and performance.

How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

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