

Revised Plan 2011



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 contributed towards concerns over stability. Violent unrest in early April 2010 ousted the president and an interim government comprising former opposition figures is currently in power. Internal violence in the spring flared up again in June and caused a massive population movement in Osh and Jalalabad provinces. The provisional administration held a referendum on a new constitution restoring powers to parliament in June and parliamentary elections in October 2010 and intends to hold a presidential election in December 2011.

Poverty levels in Kyrgyzstan significantly exceed those in many developed and developing countries. Besides, in 2008 the country was hit hard by high food and fuel prices globally and throughout the central Asian region. Kyrgyzstan, whose natural energy resources are scarce, has also had difficulties in ensuring a stable power supply to the population in the last years, especially in the cold winter period. The worsening global economic situation, together with domestic power problems, saw businesses closing down in 2009, with construction and real estate hardest hit. The widespread instability in April-June 2010 had a severe impact on the economy, with much of the retail sector suffering from looting and remaining hampered by the closure of the Uzbek and Kazakh borders.

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 has been a cause of concern in Kyrgyzstan. In 2009 people faced with increasing competition for existing jobs from migrant workers who started to return from Russia and Kazakhstan owing to the decline in construction activity in those countries.

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. The fear of stigma and discrimination towards people with HIV and TB is a major cause of the hesitant take-up of essential support services and treatment, even where these are free. 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 Swiss Agency for Development and Cooperation (SDC), the UN country team, the American, British, German and Netherlands Red Cross Societies, the Turkish Red Crescent Society, 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 (OA) concept. 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.

Following the October 2008 partnership meeting, the National Society capacity-building initiatives were systematized presenting the overall performance improvement as a combination of two interlinked processes: internal, i.e. the move towards the community-based integrated programming and building relevant management capacities, and external, i.e. the move towards effective cooperation with partners through the OA.

The logical framework matrix, work plan and budget for the transition period until the end of 2010, developed by the National Society working group with support from the International Federation's consultant, were presented at the partnership meeting in Bishkek in April 2009. Partners that participated in the meeting – the ICRC, the International Federation secretariat, the British, Finnish, German, Netherlands, and Swedish Red Cross Societies – expressed their overall support to the change process.

During a side-meeting initiated by the Kyrgyzstan RC at the Federation General Assembly in Nairobi in November 2009 to discuss the operational alliance the following key points were agreed:

- Partner National Societies are prepared to support and resource an in-country delegate.
- The *Seven Ones* model is still the central one, but needs to be lighter, more flexible and less process-oriented.
- The role of the Federation secretariat in the alliance needs clarification through the plan agreed among the partners.
- The British Red Cross will act as a focal point in keeping the initiative moving forward.

Meanwhile, the International Federation further coordinates the change process through the country representative for Kyrgyzstan and Tajikistan, who has been the operational alliance focal point in the region.

At its General Assembly in 2009, the International Federation adopted *Strategy 2020* to guide its work and that of National Societies both domestically and globally. Focussing on “saving lives and changing minds”, *S2020* and calls on national societies, as effective auxiliaries to the public authorities in the humanitarian field, to provide high quality services within the core mandates of the Red Cross and Red Crescent, to influence behaviours, promote changes in attitudes and mindsets, and for the Red Cross and Red Crescent to play a lead role in advocating for meeting the humanitarian needs of vulnerable people and communities. In March 2010 the Kyrgyzstan Red Crescent adopted the new strategy 2010-2018, which is aligned with the *S2020*. The Red Crescent developed the strategy using participatory approach and involving staff, volunteers and beneficiaries in the formulation of its strategic aims.

The International Federation secretariat's key areas of support to the Kyrgyzstan Red Crescent in 2010-2011 will include health and care, disaster management, a dissemination of principles and values and National Society capacity-building. This is in line with the Strategic Aims to save lives, protect livelihoods, and strengthen recovery from disaster and crises; enable healthy and safe living; promote social inclusion and a culture of non-violence and peace and the enabling actions to deliver the aims. 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;
- 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 programme development and management; effective support by governance and management to the programming; and improved volunteer capacity;
- the International Red Cross and Red Crescent Movement's Fundamental Principles and humanitarian values are promoted and 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. The country programme was launched in December 2008 and aims to scale up and improve the quality of HIV services and outreach. Target beneficiaries directly benefiting from the programmes will be people most vulnerable to illnesses, including key populations at a higher risk of HIV, stigma, discrimination and violence; to risks related to disasters and migration; Red Crescent volunteers and the general public.

The consolidated budget for the revised 2011 plan is CHF 1.2 million.

[Click here to go directly to the summary budget of the plan.](#)

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, who was re-elected for another term in 2009 presidential election.

However, violent unrest in early April 2010 ousted the president and an interim government comprising former opposition figures is currently in power. Internal violence in the spring flared up again in June and caused a massive population movement in southern Osh and Jalalabad provinces. The interim government requested international support to cope with the humanitarian consequences of the civil unrest in the south of the country. The widespread **instability** in April-May had a severe impact on the economy, with much of the retail sector suffering from looting and remaining hampered by the closure of the Uzbek and Kazakh borders. The provisional administration held a referendum on a new

constitution restoring powers to parliament in June and parliamentary elections in October 2010¹ and intends to hold a presidential election in December 2011.

Kyrgyzstan has a youthful population: as of January 1, 2008, 39 percent of its population was between the ages of 14 and 34 (2,049,000 of the 5,224,000 people in the country).² Around two-thirds of the population live in rural areas. According to data from the State Committee on Migration and Employment, there were 67,200 officially registered unemployed at end-2008. However, most unemployed do not bother to register because the resultant benefits are negligible. In 2009 both the employed and the unemployed will be faced with increasing competition for existing jobs from migrant workers who have started to return from Russia and Kazakhstan owing to the decline in construction activity in those countries.

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 35 in 2007 it still exists on a tremendous scale. Given the recent political turbulence the situation may even worsen.

Kyrgyzstan, whose natural energy resources are scarce, has had difficulties in ensuring a stable power supply to the population in the last years, especially in the cold winter period. The worsening global economic situation, together with domestic power problems, got businesses closing down in 2009, with construction and real estate hardest hit. At the same time a fall in global commodity prices from their high levels in 2008 led to a marked slowdown in inflation, to an annual average of 6.9 per cent in 2009, from 24.5 per cent in 2008.

The 2009 Human Development Report ranks Kyrgyzstan at 120 with a 2007 Human Development Index of 0.710. Its per capita Gross Domestic Product (GDP) is 2,006 US dollars (2007) and life expectancy at birth is 67.6 years. There exist regional and urban/ rural disparities as well as **inequalities** between men and women. 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. However, the budget has come under pressure following the recent unrests.

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 was reported at 58.9 per 100,000 live births in 2008 (national data).

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 2009, TB incidence is indicated at 101 and TB mortality rate at 8.7 per 100,000 people⁴. This is a decrease compared with previous years, but figures remain high. Men make 66 per cent of people with TB, women 34 per cent and children under 18 comprise 4 per cent among those; most of the people with TB are aged 21-40 years.

UNICEF estimates the number of people living with **HIV** (PLHIV) in Kyrgyzstan at 4,000 (2007). However, there are 3,002 PLHIV officially registered according to the Republican AIDS Center, including 302 AIDS cases. Among PLHIV 74 per cent are men and 26 per cent are women. Injecting

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

² Kyrgyzstan: successful youth – successful country, National Human Development Report 2009/10

³ World Bank.

⁴ Source: Ministry of Health

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 in 2007 there was an outbreak of HIV among 90 children under five years of age in the south of the country, reportedly related to blood transfusions.

In addition to their health implications, people with HIV or TB also experience exclusion and societal levels of stigma and discrimination. Many people living with HIV fear social stigma more than the health consequences of the disease.⁵ HIV stigma also interacts with pre-existing stigmas, and results in deepening discrimination towards people who inject drugs, men who have sex with men, sex workers, ethnic minorities and other marginalized populations. The fear of stigma and discrimination is a major cause of the hesitant take-up of essential support services and treatment, even where these are free.

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.⁶ The International Federation's World Disasters Report 2009 put the number of people affected by natural and technological disasters in Kyrgyzstan between 1999-2008 at 29,570 and the number of killed at 323. The number of people reported affected in 2008 alone was estimated at 4,222 and killed at 139 (43 percent of all deaths for ten years).

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.

Kyrgyzstan is affected by **migration** as a country of origin and expresses concerns about the growth of its external and internal migration. Estimates of Kyrgyz migrants vary from 500,000 to over one million. Most official sources cite 600,000 migrants working in Russia, Kazakhstan, Turkey, United States and the Baltic States, which would be 11.7 per cent of Kyrgyzstan's total population.⁷ There are approximately 200,000 Kyrgyz workers⁸ 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.

The global financial and economic crisis means that fewer jobs are available for migrants in the destination countries, the earnings are lower and the legal rules regulating their stay in those countries

⁵ Living with HIV in Eastern Europe and the CIS: The Human Cost of Social Exclusion, Regional Human Development Report on AIDS, 2008

⁶ Here and further the source consulted is the Central Asia Human Development Report, 2005.

⁷ The World Bank, Migration and Remittances Factbook.

⁸ Erica Marat, "Labor Migration in Central Asia: Implications of the Global Economic Crisis", Central Asia-Caucasus Institute and Silk Road Studies Program, May 2009.

get tougher. Many are forced to return to the countries of origin and look for employment there, but their economies have little to offer. At the same time the level of internal migration has increased.

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 of the Red Cross and Red Crescent the government has shown willingness to enter into a serious dialogue on the development of 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.

Kyrgyzstan is one of the pilot countries rolling out the operational alliance (OA) 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 International Federation's secretariat has been providing technical support along the process together with other bilateral and multilateral partners.

Following the October 2008 partnership meeting, the National Society capacity-building initiatives were systematized presenting the overall performance improvement as a combination of two interlinked processes: internal, i.e. the move towards the community-based integrated programming and building relevant management capacities, and external, i.e. the move towards effective cooperation with partners through the OA.

The National Society aims to transit from geographically pinpointed project activities to programme-wide planning, where all the components (projects) will be coherent, consistent and centered around community involvement and participation. The logical framework matrix, work plan and budget for the transition period until the end of 2010, developed by the National Society working group with support from the International Federation's consultant, were presented at the partnership meeting in Bishkek in April 2009. Partners that participated in the meeting – the ICRC, the International Federation secretariat, the British, Finnish, German, Netherlands, and Swedish Red Cross Societies – expressed their overall support to the change process.

The Kyrgyzstan Red Crescent initiated holding a side-meeting to discuss the operational alliance and to agree on action points to progress the development during the Federation General Assembly in Nairobi in November 2009, using the presence of top-management and governance representatives of its partners. The key agreed points were the following:

- Partner National Societies are prepared to support and resource an in-country delegate.
- The *Seven Ones* model is still the central one, but needs to be lighter, more flexible and less process-oriented.
- The role of the Federation secretariat in the alliance needs clarification through the plan agreed among the partners.
- The British Red Cross will act as a focal point in keeping the initiative moving forward.

As of mid October IFRC senior adviser for Kyrgyzstan was recruited and operational alliance will be adviser's main responsibility.

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 in building 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 and public awareness among the whole population of the country. These two main directions will continue.

The Red Crescent Society is part of the Disaster Response Coordination Unit (RCU) established within the framework of the project to strengthen cooperation and coordination for disaster response between the government, UN country team, 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 National Society played the role of the shelter and non-food items cluster convenor within the RCU in 2008, when the UN flash appeal on energy, water and food insecurity in the country was elaborated. This new role benefited the National Society in terms of adding to experience in collaborating with all stakeholders involved in disaster response in the country and testing the coordination mechanisms established by then.

The partner contributing through the International Federation's current appeal to disaster management is the UK's Department for International Development⁹ (DFID). 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. In addition, the Turkish Red Crescent had been assisting in terms of the National Society response capacity-building, namely expanding the emergency stock in the south of the country (Osh province) and psycho-social support training.

The International Federation's regional representation is part of the consortium of the American, German, Netherlands Red Cross Societies and the central Asia Red Crescent Societies that will be implementing the project "Building sustainable community resilience through Disaster Risk Reduction in Central Asia" funded by DIPECHO in 2010-2011. The Netherlands Red Cross is a lead agency and applicant and the IFRC has a designated role in ensuring overall coordination with other RCRC projects and harmonization of approaches in the areas of the International Disaster Response Laws (IDRL) promotion, contingency planning and RDRT training. Under the consortium arrangements the Kyrgyzstan Red Crescent will carry out community-based actions and awareness-raising in the southern provinces.

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 teams where they are missing. The key areas of recovery and post recovery activities require even more attention. This includes increased capacity in livelihoods, shelter, and public health in emergencies. Some of these capacity-building needs became more obvious from the lessons learned during the the National Society response to civil unrest, and were complemented by others – the first psychological support, safe access, security.

The National Society has already engaged in building common understanding among the Red Crescent staff and their partners of the approach to shelter cluster with technical support from the Geneva secretariat. Also, following the recovery training at the national level this year the knowledge needs to be filtered down to the provincial level. The National Society 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 will be paid to promotion and dissemination of the International Disaster Response Laws (IDRL) among the respective government and legislative bodies

⁹ DFID is currently conducting several reviews of their multilateral partners in order to measure their performance and decide who should continue to be supported in the future. DFID funding for the 2011 Plan will depend on the decision that will be taken upon completion of the process.

and NGOs, aiming at capacity-building for effective response to a potential major disaster and also to contribute to the inter-agency contingency planning at the country level.

From the first day of the crises in the south of the country that broke up in June the Kyrgyzstan Red Crescent Society worked closely with the ICRC and the International Federation. In line with the current tripartite Memorandum of Partnership and Coordination, functional Movement coordination mechanisms have been established. The ICRC launched a preliminary appeal on 14 of June and will launch a full Budget Extension Appeal in mid-July. Complimentary to the ICRC Budget Extension appeal the IFRC launched an emergency appeal on 15 July that will support the activities and operations of the National Society. This emergency appeal is targeting the most vulnerable of the affected households including internally displaced persons and returnees. The most acute humanitarian needs which the Kyrgyzstan Red Crescent are planning to address are related to early recovery and include psychosocial support programming, emergency response support, early recovery support, and National Society capacity building.

Health

The main components of the Kyrgyzstan Red Crescent's health and care programme are HIV, TB, community-based health and first aid (CBHFA). 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 appeal are the British, Finnish, 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 funding the HIV prevention bi-laterally. The Red Crescent has applied for funding for HIV and TB prevention within the latest Global Fund proposal round. The National Society is also cooperating with the Spanish Red Cross in TB.

The Red Crescent Society of Kyrgyzstan is committed to the concept of the Red Cross Red Crescent Global Alliance on HIV; its HIV country programme was launched in December 2008. The programme aims to scale up and improve the quality of HIV services and outreach. However, the current level of funding does not allow scaling up. The Kyrgyzstan Red Crescent also regularly participates in meetings of the European Network of Red Cross and Red Crescent Societies on HIV (ERNA) and shares their knowledge and experience with sister National Societies.

Capacity-building

The organizational development programme of the National Society is supported by the International Federation with contributions from the Norwegian and Swedish Red Cross and the Capacity Building Fund to the 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. 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 Kyrgyzstan Red Crescent is focused on the development of the integrated programming approach that will make the base for the operational alliance. Improvements in human resources management, finance management, and performance of the support services including administration and logistics will also be sought as a basis for sustainable development through the realization of the National Society Strategy 2010-2018.

The British Red Cross has been supporting the National Society's human resources management developments through the consultancy and by allocating funding. Thus, the grading system developed with support from the British RC and the International Federation and the human resources management rules and procedures are now being tested within the HIV Global Alliance and the branch development project.

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 a 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 the human vulnerabilities arising from the migration in the country and in order to put into practice the commitments in terms of addressing the needs of people affected by migration – made by the VII European Regional Conference in 2007 and reaffirmed at the VIII European Regional Conference in 2010 – the Kyrgyzstan National Society became a part of the Central Asian Red Crescent Labour Migration Network serving migrants and their families in 2009. The network is supported by the European Union (EU).

Secretariat supported programmes in 2010-2011

Disaster Management

The ability to respond effectively will be based on supporting and building capacities at local level first and foremost, combined with further strengthening preparedness and response mechanisms at national, regional and international level, including inter-agency contingency planning based on cluster approach and the IDRL promotion; and promoting early recovery and livelihoods. The International Federation's secretariat will support the efforts of the Red Crescent Society and guide them as appropriate.

Complimentary to the country plan the recent emergency appeal includes capacity building elements. Special emphasis will be put on disaster management planning and organizational preparedness, community preparedness and disaster risk reduction. Moreover relief items will be procured and stored in the preparedness stock in Batken. Besides, building the National Society's capacity to promote social inclusion and a culture of nonviolence and peace will be pursued.

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 316,782.
Programme component 1: Disaster management planning
Component outcome: 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 the inter-agency plan. The Red Crescent will also test

the standard operating procedures and make relevant changes to the contingency plan, including the safer access elements in case of a conflict, tracing and shelter sector coordination mechanisms. Also, introduction of necessary amendments to the regional contingency plan and its testing is foreseen.

Programme component 2: Organizational preparedness

Component outcome: 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.

Under this component the National Society will recruit, train, retain and manage a diverse, gender balanced volunteer network, conduct training for staff, volunteers and 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 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 meeting and get familiarized with updated methodologies, materials and tools, including issues of coordination and climate change. Workshops on shelter, climate change risks and lessons learnt from relief operations, incorporating the Sphere standards, will be also arranged for staff. The National Society will continue updating the Europe-wide disaster management database that it became part of in 2008.

A working group comprising representatives of central Asian National Societies and the International Federation secretariat will work to promote the IDRL and humanitarian action in response to the consequences of a civil conflict. Based on the results of the survey on disaster response legal environment in the region that was conducted by UN OCHA in 2009 the group will elaborate a work plan with concrete steps to be taken at country level by all parties involved. The advocacy will primarily target relevant government agencies and legislative bodies.

Programme component 3: Community preparedness/Disaster risk reduction

Component outcome: Strengthened capacities of communities in disaster-prone areas to respond to future disasters through community-based disaster preparedness and the implementation of mitigation projects.

To achieve the outcome, the National Society will continue establishing and training local disaster committees that will further reach the wider communities. The core components of the disaster risk reduction activities of the Red Crescent Society include risk assessment and identification. The next important step should be establishment of the community-based early warning system and prediction mechanisms. The risk of vulnerable communities, including disaster consequences related to climate change, will also be reduced through structure and non-structure small-scale mitigation projects and public awareness campaigns.

Programme component 4: Recovery

Component outcome: 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 at the province level and raised awareness of good practices among the staff. In case of a 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, older people living alone, schoolchildren and people with disabilities.

Under community-based disaster preparedness the National Society will establish, train and equip 20 local disaster committees in three provinces (Issyk-Kul, Talas 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 17,000 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.

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 80 DRTs members, are to receive new or refresher training and get involved in practical exercises that will develop their professional skills (including in first psychological and psycho-social support) 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 for staff 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

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 353,980.

Programme component 1: HIV and AIDS
Component outcome 1: Vulnerability to HIV and its impact reduced through preventing further infection.
Component outcome 2: Vulnerability of PLHIV is decreased through expanding HIV support.
Component outcome 3: Vulnerability of PLHIV decreased through reducing HIV stigma and discrimination.
Component outcome 4: The capacity of the National Society to deliver and sustain scaled up HIV programmes strengthened.

Activities under the HIV 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 services, and distributing condoms.

To reduce the vulnerability of PLHIV the National Society will also introduce services for people with HIV/TB co-infection. They will include direct observation of TB treatment (DOT), psycho-social assistance (food and hygiene means), self-support groups, and education for family members. Beside services for people with co-infection the support to PLHIV also implies social support (food etc.) and work in self-support groups.

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.

The capacity-building initiatives imply trainings on programme management, community participation, communication behaviour change and advocacy, volunteer mobilization and management, and reporting. The National Society will also work to improve the monitoring framework for the programme following the obligations within the GA. Also, a policy on HIV in workplace will be developed and introduced so as to avoid the risk of discrimination, violation or any negative attitudes towards programme recipients, volunteers and staff.

Programme component 2: Tuberculosis
Component outcome 1: Clients with TB received support from the Red Crescent.
Component outcome 2: TB awareness increased and stigma associated with TB reduced through communication and social mobilisation.
Component outcome 3: Participation of community members in the Red Crescent TB programming increased.

Activities under the TB programme component will improve treatment outcomes by developing treatment adherence. Targeted people with TB (including MDR-TB) will receive direct observation of treatment, food parcels to keep their nutritional status and as incentives to adhere to treatment and hygienic means; education will also be provided to sick people and their family members. For MDR TB clients professional psychological assistance will also be rendered. Information/ education activities, including the distribution of information materials, will target general populations through village committees in rural areas. Following the recommendations of the 2008 TB programme review the National Society will expand the IE activities by involving community volunteers as peer educators. The disseminated information will link HIV with TB as the main opportunistic infection.

The Kyrgyzstan Red Crescent will recruit more volunteers from former TB patients, train them in psycho-social support so as to prepare them to communicate and support TB clients. More self-support groups will be established. Besides, the National Society will develop the guidelines for volunteers so to introduce standard tools into their work with communities, as recommended by the TB programme review.

Programme component 3: Community-based health and first aid
Component outcome: 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.

b) Profile of target beneficiaries

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

The **HIV** prevention targets schoolchildren, students of professional and higher educational institutions, street and working children, children in orphanages and boarding schools, military men (800), long-distance drivers, taxi drivers, migrants, sex workers (400) and injecting drug users (IDUs) and people with HIV (60) and TB/HIV co-infection (60).

IDUs aged 15-49 will be reached through the harm reduction point of the National Society; in total, 1,200 IDUs will be served. In total, about 100,000 people will receive information on HIV and safe behaviour skills, among them 34,000 people through peer education.

The **TB** prevention will target 4,000 most vulnerable people with TB and 50 people with MDR-TB aged 14-65 on the continuation phase of treatment and those predisposed to interruption like alcohol and drug users, former prisoners, poor, homeless or people with disabilities living alone and from families with many children. Some 50 volunteers from former TB patients and 180 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 in seven provinces of the country and involve children and vulnerable populations with no or low income. The total number of beneficiaries will be 34,000.

c) Potential risks and challenges

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 adds 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 as the work progresses.

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 496,233.

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.

The Kyrgyzstan Red Crescent is committed to provide timely and relevant quality services to vulnerable people. In order to be able to progress in that direction the National Society, by building the integrated programming and the operational alliance, aims to develop a unified approach to programme planning and implementation and also to improve cooperation with local and international partners.

Progressing towards the operational alliance establishment, the National Society will engage the governance more frequently, for instance, the national level presidium (governing board) member became a member of the operational alliance steering group. 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.

Based on the plan of action on human resources management system improvement, produced in 2008 with support from the British Red Cross, the National Society works to develop the comprehensive HR management rules and regulations that will stipulate staff planning, recruitment and selection, orientation and induction, performance appraisal, staff rewarding and retention, and training and development. The International Federation's regional representation will provide further consultancy support also involving zone colleagues.

Further improvements to the finance management of the National Society will be sought. In particular, financial planning, monitoring and reporting, accounting system, system for finance control, evaluation and audit will be developed by the working group to be composed of the department managers, finance staff and leadership. By the end of 2010 the Red Crescent Society will move to a cash transfer system from the current working advance system system and external auditing will become an annual practice of the National Society. To accomplish the tasks the consultancy support will be requested from the International Federation's regional and zone offices. The National Society will also appreciate any type of support in finance management development – financial or technical – from partner National Societies involved in programme activities in Kyrgyzstan.

Under the third outcome 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. About 2,000 volunteers will be recruited and trained.

The issues of effective cooperation between governance and management will be clarified 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

The staff of the National Society require overall sensitization and training in certain areas to be able to contribute to the process of changes that the National Society is going through. Also, staff needs more information on how the changes will help the Society to provide better services. Deeper engagement of the staff in the process and clarification of the most crucial issues will be of help to reduce potential

resistance. The commitment of the National Society leadership will be the most important prerequisite to the successful fulfilment of the programme purpose.

The recent developments in the country suggest that the situation is still quite fragile. There is a risk the crisis may deepen and demand greater involvement of the National Society in the reponse. This would prevent the National Society from implementing their regular activities and delay the organizational development and OA processes.

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 32,867.

Programme component 1: Promotion of humanitarian principles and values
Component outcome: 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: 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.

In 2011 operationalisation of the fundamental principles and humanitarian values will no longer be set as a separate component of the programme. Instead, operationalisation will continue under each core programme, and what direction relevant activities will take will be decided depending on the progress of a concrete programme and reflected in their plans accordingly.

Programme component 3: Anti-discrimination and violence prevention
Component outcome: 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 will continue strengthening 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, and then amended, as required, 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. Public actions aimed at fundraising will continue in 2010-2011. 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.

In 2009 the Central Asian Red Crescent Labour Migration Network started serving migrants and their family members 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 is coordinated by the International Federation's regional representation Potential labour migrants and internal labour migrants are targeted within the project in Kyrgyzstan. The Kyrgyzstan Red Crescent renders social assistance to migrants and their families through hot lines, district level mobile teams and the information and educational centres in Bishkek and Osh. At the district level trained consultants provide training in health prevention and raise awareness of centres' services among local communities.

Taking in consideration the changes in the migration flows in the region caused by the global economic recession the National Society in 2010 has expanded the services to returnees and internal migrants so as to improve their integration/reintegration. The EU support for migrants services will be extended for six months in 2011. However, the continuation of services and possible expansion to new project sites are subject to funding.

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 affects the implementation.

Unstable political situation and violence in southern Kyrgyzstan in 2010 had an impact on the implementation of the migration project. Namely, regional level activities like the internal evaluation of the project and working groups meetings were affected because of travel restrictions for National Society and IFRC staff resulting from border closures and security concerns.

Role of the secretariat

a) Technical programme support

The International Federation has recruited an operational alliance senior advisor who will take over coordination of the Federation support to the National Society in Kyrgyzstan with an emphasis on the OA development. In line with the concept of the integrated structure the senior advisor will have dual reporting lines. Reporting on operational issue related to the Federation support to the National Society and OA regular reporting will be done to the Red Crescent's secretary general. At the same time strategic reporting line will be maintained with the Europe zone head of operations.

In line with *Strategy 2020* and other policy decisions made by statutory meetings and bodies¹⁰ as well as reviews undertaken by Europe Zone Office of its approach to provision of support to national societies, the Federation will provide core membership services and technical support to national societies. In addition, the Federation will provide support to the Kyrgyzstan Red Crescent Society to roll out *Strategy 2020* and integrate it into its strategic development plan. It will also contribute to the development and data input for the Federation-wide planning and reporting system.

The available programme functions based in the region and the zone are disaster management, health and care, principles and values including migration, and organizational development/capacity building. Relevant technical support in shelter, IDRL, resource mobilization, migration and the HIV Global Alliance will be requested from Geneva secretariat as well. Technical expertise is also required from the zone and Geneva secretariat in the spheres of activities that are new for the National Society. Such areas are anti-trafficking, labour migration, gender and support in linking with partners within the Movement and outside – with IOM, ILO, EC, etc. – under the current programming and in case of future applications for additional funding. Additional technical assistance on IDRL and interagency contingency planning will be sought from the regional UN OCHA office and on migration issues – from the country IOM office. Technical support and expertise to the National Society programmes will be coordinated by senior adviser based on discussions with the Red Crescent.

Planned consultancy support will be required from the zone office and from the member National Societies, especially in the areas of health and care, human resources management and finance development.

The supporting functions of the IFRC Almaty office like, finance, planning, monitoring, evaluation and reporting (PMER) will be used for the capacity-building initiatives within the country organizational development and other programmes. 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 human resource development, financial development, administration functions development and possibly resource mobilization systems an internationally or locally recruited consultancy may be engaged. The main requirements for the consultancy will be knowledge of the

¹⁰ The International Federation's General Assembly, the Governing Board committees, the Council of Delegates, the International Conference and the European Red Cross and Red Cross Conference.

local/ regional contest, legislation, available training opportunities and language. The consultancy will be sought through a regular tendering process.

To facilitate development of the operational alliance the regional representation opened a country representative office in Bishkek, Kyrgyzstan, in 2009. In line with the concept of integrated structure, the senior adviser will undertake activities towards integrating project management teams and structures (PNS/IFRC operational projects) gradually in order to try to harmonize the management and decision making process and systems including HR¹¹, financial management, etc.

Still a constraint for the National Society remains the lack of English language skills for some of the key 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 and Kyrgyzstan/Tajikistan country representative are Russian/ English speaking, which allows regular and accurate communication and work. The Almaty office will ensure that the most important materials and documents have been translated into Russian working in cooperation with other regional or country representations from Europe zone operating in Russian until the office in Moscow takes over the lead in this process.

b) Partnership development and coordination

The Kyrgyzstan Red Crescent Society relies 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 National Society's recent good disaster response records, coordination of the shelter/non-food items sector within the country coordination mechanism and planned work on IDRL, shelter and climate change 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 Red Crescent cooperates with more than ten partners within and outside of the Movement. 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. The German and Netherlands Red Cross Societies have based their regional delegations in Kyrgyzstan. The British Red Cross has been a very dedicated partner of the Kyrgyzstan Red Crescent and especially of the operational alliance. The other multilateral partners have been giving strong signals of their interest in the overall National Society development and in the operational alliance. The Kyrgyzstan Red Crescent, the International Federation and the ICRC have recently signed new Memorandum of Understanding¹² that is replacing the old one. The MoU is defining partners' cooperation in supporting the development of the National Society and strengthening its capacity to effectively deliver quality programmes and services and it will be used as a basis to build on and improve further cooperation and coordination between partners by offering the new MoU for partners to co-sign.

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 has been used as a basis to build on and improve cooperation and coordination between partners. There is a plan to extend it and attract more partners become parties to it.

The country office in Bishkek offers services to the member National Societies working bilaterally with the Kyrgyzstan Red Crescent through integration or service agreements. An integration agreement has already been signed with the German and the Netherlands Red Cross Societies. Such integration under the International Federation umbrella provides more space for closer cooperation and coordination with the partners within the operational alliance.

¹¹ This was recommended by the IFRC Internal Audit Review, Report NO. 09-12 as of 26 January 2010

¹² MoU signed during the 8th European RCRC Conference in Vienna, 14–16 April 2010

The coordination of work within the National Society HIV programme, that is part of the HIV Global Alliance, is owned by the Red Crescent itself and the National Society will ensure coordination with the operational alliance that is also owned and led by the National Society. The regional representation, with assistance from the zone, will extend the support to alliances 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 operation alliance development, 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 has been established with the Platform for European Red Cross Cooperation on Refugees, Asylum Seekers and Migrants (PERCO) to benefit the migration programme.

c) Representation and Advocacy

The senior advisor supported by the Federation structure in the region, the Europe zone 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 they 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. It is planned to intensify the work on IDRL that will further contribute to the clarification of the need for the Red Crescent Law.

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 basis¹³. 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, lessons learned and international experience, captured in the World Disasters Report, 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, as well as the characteristics of a well-prepared National Society, 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 IFRC's vision is to:

Inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by **Strategy 2020** which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Contact information

For further information specifically related to this plan, please contact:

- **In the Kyrgyzstan National Society:** Ravza Shayahmetova, Secretary General; email redcross@elcat.kg ; phone +996312 30 01 90; and fax +996312 30 03 19
- **In the Country Representation for Kyrgyzstan:** Olga Dzhumaeva, Senior Advisor, phone: +996 779 231 311, email: olga.dzumaeva@ifrc.org
- **In Budapest:** Leon Prop, Head of Operations, phone: +36 1 8884 502, fax: +36 1 336 1516, email: leon.prop@ifrc.org
- **In the Europe Zone Office:** Anitta Underlin, Head of Zone, Budapest, phone: +36 1 8884 501; fax: +36 1 336 1516; email: anitta.underlin@ifrc.org

¹³ The management reports to the governing board during the governing board meetings that are held quarterly. The meetings can be convened more often if there is a need or on request from the governing board or the management.

