



KYRGYZSTAN



2025-2027 IFRC network country plan

Multi-Year Funding Requirement **CHF 25.7M**

20 March 2025

In support of the Red Crescent Society of Kyrgyzstan



8

National Society branches



46

National Society local units



261

National Society staff



4,726

National Society volunteers

People to be reached



12,000

Climate and environment



11,000

Disasters and crises



360,000

Health and wellbeing



100

Migration and displacement



102,000

Values, power and inclusion

IFRC network multi-year focus

Longer-term needs

- Recurring disasters
- Social vulnerabilities
 - Health needs
- Population movement
- Climate change adaptation

Capacity development

- Communications and resource mobilisation
 - Internal systems strengthening
 - Organizational development and sustainability

Key country data links

INFORM Climate Change Risk Index **Low**

Human Development Index rank **117**

World Bank Population figure **7.1M**

World Bank Population below poverty line **33.3%**

Funding requirements

2025

2026**

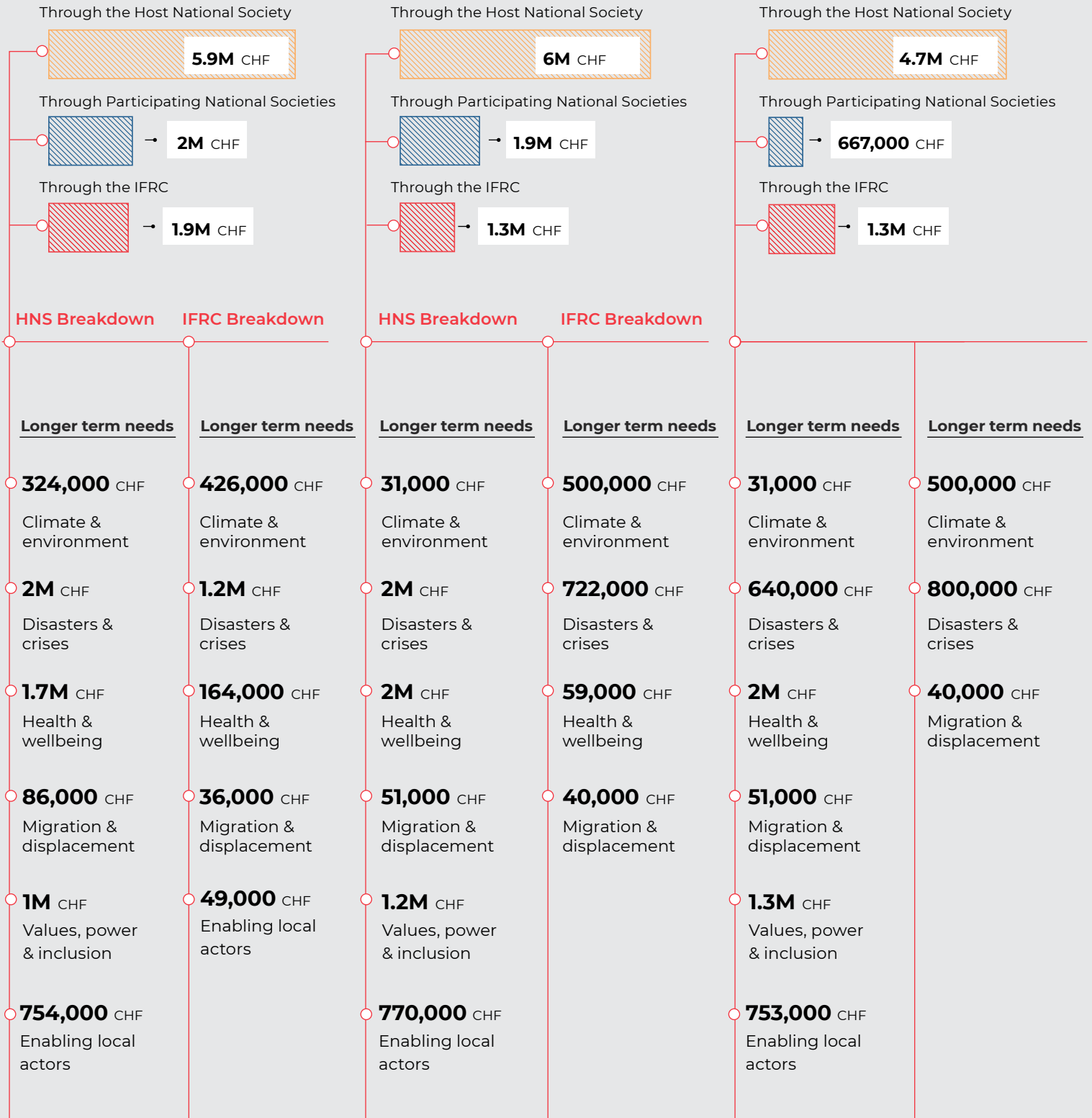
2027**

**Projected funding requirements

Total 9.8M CHF

Total 9.2M CHF

Total 6.7M CHF



See back page for explanatory note on funding requirements

Participating National Societies bilateral support for 2025

National Society name	Funding Requirement	Climate	Disasters and crises	Health and wellbeing	Migration	Values, power and inclusion	Enabling local actors
Emirates Red Crescent	542,000					●	
Italian Red Cross	140,000	●	●	●	●	●	●
Kuwait Red Crescent Society						●	
Qatar Red Crescent Society	18,000					●	
Spanish Red Cross							●
Swiss Red Cross	1.2M	●	●	●		●	●
Turkish Red Crescent Society	140,000		●			●	

Total Funding requirement **CHF 2M**

Hazards



Heat waves / cold waves



Floods



Landslides



Earthquakes



Conflict and violence



Population movement

Participating National Societies

Italian Red Cross

Kuwait Red Crescent Society

Qatar Red Crescent Society

Red Crescent Society of the United Arab Emirates

Spanish Red Cross, Swiss Red Cross

Turkish Red Crescent Society

IFRC Appeal codes

Long-term needs:

MAAKG002

NATIONAL SOCIETY PROFILE

The **Red Crescent Society of Kyrgyzstan** is the leading local humanitarian organization in Kyrgyzstan and was established in 1926. It was admitted to the International Federation of Red Cross and Red Crescent Societies (IFRC) in its current form in 1997. Its auxiliary role is currently regulated by the 2018 [National Law on the Red Crescent of Kyrgyzstan](#) and by the [national implementation of international humanitarian law](#). It cooperates with the Government's Ministry of Emergency Situations, Ministry of Labour and Social Development, Ministry of Health, and the State Agency for Youth Affairs.

The National Society continually promotes and supports its network of volunteers who provide daily social services across the country, respond to emergencies, and support communities to build their resilience to various shocks and hazards. In recent years, the Red Crescent Society of Kyrgyzstan has responded to multiple disasters and crises, such as cold and heat waves, floods, earthquakes, population movement and disease outbreaks. During the COVID-19 pandemic, the Red Crescent Society of Kyrgyzstan has been actively involved in preparedness and prevention activities across the country, working closely with the Ministry of Health and Social Development, the World Health Organization, and other partners.

In [2022](#), the Red Crescent Society of Kyrgyzstan reached a total of 24,000 people through its long-term services and development programmes. It also reached 84,270 people

in the same year by disaster response and early recovery programmes over time.

According to its [Strategic Development Plan 2022-2026](#), the National Society's four strategic aims are to:

- Contribute to disaster risk reduction by strengthening the capacity of communities to prepare for, respond to and recover from emergencies, and by providing timely and effective assistance to affected populations
- Contribute to a decrease in the morbidity and mortality of the population by promoting a healthy lifestyle, preventing infectious and non-infectious diseases, and supporting social behaviour change activities
- Contribute to improving the quality of life of vulnerable groups within the population by developing an inclusive society, providing a set of necessary services aimed at meeting the social needs of key groups, and influencing the social behaviour of people
- Ensure the sustainable and comprehensive development of the National Society through ongoing and comprehensive capacity building across the organization, the development of wide-range partnerships, and the diversification of the resource mobilization system.



Branches of the Red Crescent Society of Kyrgyzstan (Source: Red Crescent Society of Kyrgyzstan)

The map does not imply the expression of any opinion on the part of the IFRC or the National Society concerning the legal status of a territory or its authorities

IFRC NETWORK ACTION

JOINT SITUATIONAL ANALYSIS

Kyrgyzstan is a land-locked, lower-middle-income country in the Central Asian region, bordering with Kazakhstan to the north, Uzbekistan to the west, Tajikistan to the south and China to the east. According to World Bank data, in 2022 the population of the country was 6.8 million people, with a GDP of 10.93 billion USD (GDP per capita 1,606.7 USD) and an average life expectancy of 72 years.

Kyrgyzstan is the second poorest country in Central Asia after Tajikistan and about a third of the population lives below the poverty line. Over half of the country is made up of agricultural land, consisting mainly of pasture. Kyrgyzstan is an import-dependent country, where most needed food items mainly come from outside the country, including significant wheat, vegetable oil, and sugar imports from the Russian Federation. In January-February 2023, the Consumer Price Index (CPI) for staple foods increased by 17.6 per cent, compared to the same period in 2022. Rising food prices are eroding the purchasing power of the most vulnerable population to access a nutritious diet. Between 2016 and 2019, poor families spent more than 60% of their income on food, leaving little room for other outgoings and hindering their ability to move out of poverty. Kyrgyzstan takes 118th place out of 191 countries and territories in the Human Development Index. Kyrgyzstan's 2021 Human Development Index is 0.692. It is above the average of 0.636 for countries in the medium human development group and below the average of 0.796 for countries in Europe and Central Asia.

The closure of state borders due to the crisis in Ukraine and sanctions on Russia has hit the region hard. As well as the impact of key food prices, the Russia-Ukraine conflict has also led to a steep decline in remittances into Central Asia, causing extreme poverty among families of migrants and their communities. Kyrgyzstan and Tajikistan, two of the most migrant-dependent countries in the world, are the most severely affected.

Between the countries, border issues lead to recurring tensions and armed clashes, such as recent clashes at the Kyrgyz-Tajik border. The Great Silk Road, a connecting route between South Asia and Europe, is still used for illegal trade such as drug trafficking, smuggling weapons and human trafficking. Localized conflicts over land and water resources in the fertile Ferghana Valley (located on the territories of Kyrgyzstan, Tajikistan, and Uzbekistan) also play a part. The international political landscape also impacts Central Asian countries. While the Ukraine crisis dominates the political landscape and remains a major concern, the change in power in Afghanistan in 2021, has also threatened stability across the entire region.

Kyrgyzstan has faced several major natural disasters over the past year, primarily in the form of floods, landslides, and mudflows triggered by heavy rainfall. These events have resulted in casualties, displacement, and significant damage to infrastructure and property. Overall, according to the Ministry of Emergency of Kyrgyzstan, in 2024 they registered 370 incidents of floods, over 13,000 earthquakes, and other forms of disasters. The most disastrous incidents were in July in Osh, the southern province and in August in Issyk-Kul, the northern province of Kyrgyzstan. In addition, Kyrgyzstan has faced several significant epidemics in recent years, with measles and COVID-19 being the most notable ones.

An ageing population has increased the proportion of elderly people living in the country. There is a need for adequate and safe elderly care facilities, practices, and health care systems – this has been exacerbated by the COVID-19 pandemic, which has particularly affected older people. Increasing numbers of people with disabilities have also been noted for various reasons, including a lack of proper medical care. There are a growing number of 'social orphans' who are exposed to related traumas, and whose parents are often dependent on labour migration as a means of income and employment. Official statistics suggest that around one million citizens of Kyrgyzstan are currently outside of the country, while their children are often left with relatives or put into state institutions in the country.



Climate and environment

Due to its geographical location and exposure to weather-related hazards, Kyrgyzstan is facing adverse effects of climate change. The continental climate leads to large seasonal variations in temperatures. In the Naryn River basin, temperatures can reach below -50°C in winter and exceed 40°C in the summer. In Kyrgyzstan, the average temperature has risen from 4.8°C to 6°C over 20 years. Over a worst-case scenario, [UNICEF](#) reports that the average temperature in Kyrgyzstan could rise by 8°C from today's average temperature over the next century. Rising temperatures are leading to more unpredictable seasonal weather more frequent and extreme events such as droughts, heat, and cold waves, and an increasing number of disasters, such as landslides, mudflows, and avalanches.

Another effect of climate change is [glacial melting](#), which is relied upon as a source of fresh water in mountainous regions. As the glaciers shrink, floods occur with greater intensity in some areas and cause water scarcity in others. Combined with population growth and increasing water demand, climate change effects are having a major social impact. Conflicts related to fresh-water access, decreased access to household heating, more intense heat waves, and increased overall demands on local electrical and power grids and hydro-electrical power dams, are becoming more common and causing problems.

Central Asia is also badly affected by increased urban pollution. In the Kyrgyz Republic, over 70% of people rely on coal for winter heating due to limited gas availability, [causing severe air pollution issues](#), particularly in major cities like Bishkek. Last winter, Bishkek ranked as the world's most polluted city, leading to health concerns, including childhood asthma and respiratory diseases.

The country made a commitment to combat climate change and accelerate the transition to climate-resilient, low-carbon, sustainable development models, and has been a member of the United Nations Framework Convention on Climate Change (UNFCCC) since 2000 and has ratified all relevant, subsequent agreements, including the Paris Agreement. The Kyrgyz Republic has prepared three National Communications which were submitted to the UNFCCC in 2003, 2008, and 2017 and is in the process of drafting a [National Adaptation Plan \(NAP\)](#). [UNEP](#) reports that as part of the NAP process, national strategies and action plans will be updated in the areas of emergency situations, forest and biodiversity, agriculture and water management, human health, and energy.

Multi-year high level objectives of the National Society

The Red Crescent Society of Kyrgyzstan is part of the [IFRC Global Climate Resilience Programme](#), which aims to foster an unprecedented scale-up in locally led, climate-smart, disaster risk reduction and adaptation efforts to prevent and reduce climate-related disaster impacts and build community-level climate resilience. The programme aims to support 500 million people in 100 of the most climate-vulnerable countries, focusing on the least supported and marginalized communities. This holistic, multi-year programmatic approach consists of four operational pillars: (1) scaling up climate-smart disaster risk reduction, anticipatory action and preparedness; (2) reducing the public health impacts of climate change; (3) addressing climate displacement; (4) enabling climate-resilient livelihoods and ecosystem services.

The National Society has adopted [forecast-based financing and anticipatory action](#), which guide the timely and effective implementation of early actions when abnormal weather conditions trigger a high probability of adversely affecting people, especially vulnerable groups such as children, those living with disabilities, and older people.

The Red Crescent Society of Kyrgyzstan is a member of the Steering Committee representing Central Asia in the Regional Climate Action Roadmap. The National Society is implementing components of climate change and adopting [traditional Disaster Risk Reduction](#) activities to more [nature-based solutions](#) (NbS) using local resources and putting at the centre of activities communities themselves.

Some high-level objectives of the Red Crescent Society of Kyrgyzstan include:

- Support climate adaptation in communities, considering their specific context and needs
- Increase its role in the climate change adaptation and institutionalization and actively participate in the consultation process of the government and stakeholders
- Identify activities that contribute to the government's commitment toward the Paris Agreement

Planned activities in 2025

- Integrate climate change adaptation into [community-based disaster risk reduction](#)
- Continue incorporation of more [nature-based solutions](#) (using local resources) into disaster risk reduction activities

- Reinforce early warning systems at the community level for a range of hazards
- Further develop forecast-based financing, with a focus on heat and cold waves
- Draw on participatory scenario planning to identify future climate risks and responses
- Integrate climate change adaptation and environmental protection into training modules for staff and volunteers

Longer-term support from the IFRC network

The IFRC will support the Red Crescent Society of Kyrgyzstan with its efforts to implement actions under the regional Climate Action Roadmap. The Climate Action Roadmap Community of Practice is a platform for mutual learning, and collaboration for jointly tackling climate and environmental crises within Europe and Central Asia. The IFRC will assist the National Society through the provision of new tools, peer-to-peer exchanges and capacity-building support, including through the Red Cross Red Crescent Climate Centre. It will further assist the National Society with regional coordination and support funding opportunities and project proposals.

The Red Crescent Society of Kyrgyzstan is part of the global Pilot Programmatic Partnership (PPP) between the IFRC and the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) with implementation support from the German Red Cross, the Italian Red Cross, and the IFRC. The ECHO PPP implements actions in the areas of disaster risk management, epidemic and pandemic preparedness and response, humanitarian assistance and protection for people on the move, cash and voucher assistance, and community engagement and accountability.

The Red Crescent Society of Kyrgyzstan will continue integrating climate-smart programming and environmental sustainability into its initiatives. With support from the IFRC, the National Society is incorporating principles of green response and green supply chain management into its operations.

IFRC mechanisms such as the Disaster Response Emergency Fund (IFRC-DREF) and Emergency Appeals will be drawn on as needed for the National Society to respond to the adverse effects of climate change. In 2024, IFRC supported the National Society with cold waves through a DREF operation.



The Red Crescent Society of Kyrgyzstan volunteers conducted joint drill for earthquake scenario at the school in the Keñ-Jylga village, 2 March 2023. (Photo: The Red Crescent Society of Kyrgyzstan)



Disasters and crises

For real-time information on emergencies, see the [IFRC GO page: Kyrgyzstan](#).

The entire territory of Kyrgyzstan is seismic and has nearly 3,000 earthquakes every year. Overall, the most common types of disasters in Kyrgyzstan are floods, landslides, and earthquakes. Most landslides occur in the southern regions. Over 600 localities are in zones prone to landslides, and are at constant risk from them, with on average, nearly 70 emergencies related to landslides and mudflows every year. The overall economic cost of disasters accounts for 1.5 per cent of Kyrgyzstan's GDP (more than 100 million US dollars) in damage and losses.

Between April and July 2024, Kyrgyzstan witnessed a surge in mudflows. In July and August, heavy rains further intensified numerous mudflows, causing significant damage to the southern regions of the country, specifically the Osh, Issyk-Kul, and Batken provinces. According to preliminary data from the [Ministry of Emergency Situations](#), there were 27 emergency situations reported between January and July 2024 alone.

The region is susceptible to frequent tensions and border clashes. Ferghana Valley, at the intersection of Kyrgyzstan, Tajikistan, and Uzbekistan, is becoming the most populated area in Central Asia. Repeated tensions since the collapse of the Soviet Union have left many areas disputed, leading to conflicts between residents. There have been multiple escalations in armed clashes between security forces in the last two years, each of which has caused civilian injuries and led to evacuations. Such clashes further complicate access to critical water sources, affect livelihoods, and threaten stability.

Food security also remains an issue throughout the region, largely due to growing inflation, price fluctuations in the global food and fuel markets, and the disruption of logistic routes. In May 2024, inflation reached 4.4 per cent compared to May 2023. It is critical to monitor all aspects of food security since the region has a low capacity for absorbing shocks, with decreasing levels of resilience and preparedness, all of which amplifies the long-term impact of disasters on people.

Legal preparedness is key to increasing the country's coping capacity to deal with disasters. Legal frameworks for disaster risk management in Central Asian countries tend to be insufficient. The disaster law framework in Kyrgyzstan is mainly focused on disaster response rather than preparedness. The Law on Civil Defense and the Law on International Emergency Assistance provide an overall framework for disaster risk management and international disaster assistance, however, there are no clear legal and policy frameworks guiding climate change or the integration of climate change adaptation and disaster risk reduction.

Multi-year high level objectives of the National Society

The Red Crescent Society of Kyrgyzstan carries out emergency response across the country by mobilizing teams and materials in its seven provincial and 38 district branches, alongside its headquarters in the capital, Bishkek. The National Society counts on 80 primary organizations and more than 100 functional local disaster management committees (LDMC) in various locations across the country. LDMC teams are ready for immediate activation and deployment and carry out emergency needs assessment in the aftermath of a disaster. The Red Crescent Society of Kyrgyzstan has 140 active and trained National Disaster Response Team (NDRT) members based in the provincial branches and headquarters. Each team consists of 10 members and includes at least one disaster management expert, a first-aid specialist, a psychosocial support specialist, and experienced volunteers ready to be deployed within a few hours after a disaster strikes.

Beginning in 2022, the National Society implemented the Preparedness for Effective Response (PER) exercise which identified priorities and action plans. PER is designed to enhance the capacity of National Societies to respond to disasters and crises through a cyclical process of measurement, analysis, and action planning. It comprises 37 components across five areas, aimed at improving the effectiveness of emergency services and supporting National Societies in assessing, planning, implementing, and monitoring their preparedness for response actions.

The Red Crescent Society of Kyrgyzstan will continue the implementation of its activities in 2025 within the ECHO PPP Programme which includes contributing to disaster risk reduction by strengthening the capacity of communities to prepare, respond, and recover from emergencies.

The high-level multi-year objectives of the National Society include to:

- Provide timely and effective assistance to people affected by disasters and crises as they arise
- Provide training for community leaders and members on relevant issues of disaster risk reduction and related areas
- Contribute to disaster risk reduction by strengthening the capacity of communities to prepare, respond, and recover from emergencies
- Advocate for, promote and revise legislative initiatives (the Law on the Red Crescent Society of Kyrgyzstan, International Disaster Response Law, and related to

volunteering, charity, state social services, etc.) to support the National Society's work and impact on national disaster response

- Collaborate closely with the Ministry of Education and Science in disaster management, including disaster risk reduction
- Advocate the need for integrated projects including areas such as health in emergency, migration, and climate

Planned activities in 2025

- Provide annual training and re-training of members of the National Disaster Response Team (NDRT) using updated materials and input from specialists
- Develop and use training modules on disaster risk reduction, safer access, adaptation to climate change, early warning, emergency assessment, first aid, psycho-social and humanitarian assistance, considering innovative approaches
- Develop standards for the preparation, conduct, monitoring, and evaluation of simulation/training exercises at the community level
- Implement the Action Plan following the Preparedness Emergency Response (documentation and capacity building).

Longer-term support from the IFRC network

The IFRC has supported the Red Crescent Society of Kyrgyzstan through numerous Emergency Appeals and

Disaster Response Emergency Fund (DREF) operations in relation to [floods](#), [cold waves](#), and [epidemics](#).

The IFRC will further continue its support of the [disaster law](#) initiatives of the Red Crescent Society of Kyrgyzstan with the long-term objective of expanding its leadership in disaster law and legislative advocacy based on the National Society's auxiliary role mandate, including the area of climate-smart disaster laws. These activities will form part of the Red Crescent Society of Kyrgyzstan's contribution to implementing Resolution No. 7 on "Disaster Laws and Policies that Leave No One Behind", adopted during the 33rd International Conference of the Red Cross and Red Crescent, as well as contribution to the Tbilisi Commitments on the climate crisis and humanitarian diplomacy, adopted at the 11th European Regional Red Cross and Red Crescent Conference.

Through the [ECHO PPP](#), the Red Crescent Society of Kyrgyzstan will carry out community-based disaster risk reduction activities in target communities. Local Disaster Management Committees (LDMC) teams have been established. These organizations will be a permanent presence on-site to sustain dialogue with local authorities. Six small-scale mitigation projects are being implemented in the targeted villages to clean and strengthen riverside to prevent disasters.

An enhanced Vulnerability And Capacity Assessment ([e-VCA](#)) training was held in Osh with a total of 18 participants representing various branches. TV programmes were broadcast to communicate the National Society's mission, role, and values, as well as the ECHO PPP's impact on disaster preparedness and climate-change adaptation at the community level. Awareness was also raised through a competition for children in 3 target branches related to International DRR day.



Health and wellbeing

Kyrgyzstan's health system provides [state-guaranteed services](#) but there are major gaps in population coverage and the scope of publicly funded care is limited. While 73.6 per cent of the population is covered, a quarter of the population still requires mandatory health insurance benefits. Primary health care services remain poor in relation to preventive activities and coverage. Tertiary care is only located in the capital, Bishkek, resulting in access barriers for people living in other parts of the country.

Non-communicable diseases (NCDs) are the leading cause of death in Kyrgyzstan which makes up [80 per cent of all deaths](#) in the country. The premature deaths, morbidity, and disabilities associated with NCDs have a negative impact on socioeconomic development. As in many parts of the world, NCDs in Kyrgyzstan are causing a surge in health care costs

and social care and welfare support needs, as well as putting an increasing burden on school and work absenteeism.

In terms of communicable diseases, communities affected by tuberculosis, HIV, and epidemics remain acute problems for Kyrgyzstan's health care system. Kyrgyzstan is one of the 30 countries in the world with the highest rates of multidrug-resistant tuberculosis and is among the 18 high-priority countries for TB in the WHO's Europe Region. Additionally, between 2013 and 2019, the number of registered HIV cases in Kyrgyzstan doubled reaching [9,135 in 2019](#), and the number of new cases keeps growing, with 2,704 new cases in 2021. The country further remains vulnerable to recurring outbreaks of various vaccine-preventable diseases. According to the Republican Center for Immunoprophylaxis of the [Ministry of Health of the Kyrgyz Republic](#), since the beginning of 2023,

the epidemiological situation in the country for measles and rubella has deteriorated.

Access to safe water and adequate sanitation is also a challenge in Kyrgyzstan. In rural areas, around 40 per cent of people are not provided with clean drinking water, and a large proportion of rural settlements have outdated or no water supply or sewage systems.

Multi-year high level objectives of the National Society

The Red Crescent Society of Kyrgyzstan has a large capacity for health, particularly in first aid. All volunteers have completed basic first-aid training. The Red Crescent Society of Kyrgyzstan will continue to use traditional and innovative approaches at the population and community level, and in collaboration with public authorities and partner organizations to address issues related to health.

The National Society aims to achieve this through the following objectives:

- Expanding the scale and quality of its emergency health preparedness, including epidemic and pandemic preparedness at the community and national levels
- Maintaining and improving the health of people and communities through their active involvement in health promotion programmes
- Raise awareness of ways to prevent communicable diseases so they will not become endemic

Planned activities in 2025

- Ensure access to primary health care for vulnerable groups
- Develop information materials and train volunteers to improve awareness and prevention of non-communicable disease
- Undertake activities to prevent communicable diseases, including tuberculosis (for people with TB and the general population), HIV and STIs (for people with HIV, key populations, youth, and the general population), viral hepatitis (for the general population)
- Provide first aid courses, including conducting paid first aid courses among the population and for organizations, and free first aid training sessions for communities and the general population
- Conduct a campaign in collaboration with the Ministry of Health to enhance hygiene education and promote a healthy lifestyle

- Ensure the provision of water, sanitation, and hygiene (WASH) services, especially during emergencies
- Resume promoting activities for blood donation through campaigns to increase the number of blood donors

Longer-term support from the IFRC network

The IFRC will provide technical assistance to the National Society. Additionally, through the ECHO PPP, the Red Crescent Society of Kyrgyzstan is strengthening its epidemic preparedness and response. Volunteers were mobilized in communities to do household visits on health promotion with a focus on the prevention of zoonotic diseases. The mobilization reached 43,867 people in six regions. Increasing the knowledge and awareness about the prevention of zoonotic diseases is crucial for community members due to the outbreak of zoonotic diseases (echinococcosis and elveococcosis) especially in communities where livestock farming is developed. Community members were interested in learning early symptoms and infection prevention methods to stop zoonotic disease transmission between animals and people.

There were also household visits on the topic of routine vaccination with vaccine refusers in Bishkek and Chui region. The effort achieved a significant increase in routine vaccination coverage in the targeted areas, reaching 9,341 individuals from October to December. Vaccination was facilitated for 764 individuals who were initially hesitant or resistant, thereby enhancing community resilience against preventable diseases.

This activity was great support for the Republican Center of Immunoprophylaxis during the measles outbreak in 2023, where volunteers were engaged in a supplementary vaccination campaign. Volunteers worked with parents who have zero-dose children to convince them about the vital importance of vaccination against measles. One-to-one discussions were conducted during household visits, resulting in informed decision-making by residents. Volunteers encountered resistance and hesitancy from individuals or families unwilling to accept routine vaccinations, requiring tailored communication strategies and additional efforts to address concerns.

Infection Prevention and Control (IPC) training was delivered to 26 medical staff of 2 social facilities in the Chui region, enhancing their knowledge and understanding of effective infection prevention measures in healthcare settings. The result has led to increased adherence to IPC protocols and guidelines within the facilities. A Memorandum of Understanding with the Republican Centre of Infection Control and Prevention, securing technical support and regular training for health and social care facilities within the National Society.



There is large-scale labour mobility in Kyrgyzstan. International labour migration mainly flows towards the Russian Federation and the Republic of Kazakhstan, where Kyrgyz migrants are engaged in manual labour and entrepreneurial activities. There are approximately 700,000 Kyrgyz citizens working abroad. The remittances flowing into the country account for roughly 30 per cent of the country's GDP. The Russian Federation, Kazakhstan, Turkiye, and Germany are the top four popular destinations for labour migrants from Kyrgyzstan. The main factors driving emigration from Kyrgyzstan are high unemployment and lack of jobs, especially among young people, and the low level of development of the social security system.

The biggest challenges for migrant workers are exposure to diseases, lack of access to medical services, human trafficking and other protection risks, vulnerable families left behind, and systemic lack of reintegration upon return. The growing number of 'social orphans' in the region is a cause for concern - these are children left behind with family members or in social institutions when parents move to other countries for work.

Periodic conflicts in the Ferghana Valley and in border areas with Tajikistan also have a high potential to generate migration from the affected areas. The most recent conflict on the Kyrgyz-Tajik border took place for about a week in September 2022, leading to a total of 268 casualties, 63 of which were killed. A total of 142,071 people living in the affected villages were initially evacuated from their villages (in Batken and Osh regions). Even though many people returned to their villages, nearly 4000 people had yet to return to their homes. Part of the population changed their permanent residences, settling in different parts of the country.

According to UNHCR, in 2024, the Kyrgyz Republic hosted 1457 refugees and asylum-seekers, including from Afghanistan, Syria, and Ukraine. In 2002, Kyrgyzstan adopted the Refugee Law 2002 (most recently amended in April 2023) which stipulated the legal framework and administrative mechanisms for asylum and refugee protection. Kyrgyzstan ratified the 1951 Convention relating to the Status of Refugees and the 1967 Protocol relating to the Status of Refugees in 1996.

Multi-year high level objectives of the National Society

The Red Crescent Society of Kyrgyzstan's overarching regional objective for Central Asia is to improve the situation for migrants of all categories and to ensure meet their basic needs through better access to health services and shelter. This includes supporting returnees. The National Society aims at developing a migration strategy to ensure a more holistic approach to migration and displacement.

As one of the new directions in early action, the Red Crescent Society of Kyrgyzstan will undertake scenario and response planning on border conflict. The protocol will facilitate preparedness for possible escalation of the situation, including capacity building for staff and volunteers on population movement. The National Society will also explore new methods of work with displaced people, including strengthening needs assessment and providing psychosocial support, and ensure a strong focus on the protection needs of vulnerable people on the move.

The National Society's objectives aim to:

- Increase the National Society's role in providing assistance to people on the move
- Continue working with the related ministries to look after displaced people, including family members left behind by migrants

Planned activities in 2025

- Develop targeted interventions tailored for vulnerable communities, such as labour migrants and 'social orphans'
- Build the capacity of the staff and volunteers to restore family links (RFL) and provide mental health and psychosocial support (MHPSS) for migrant communities
- Disseminate information for migrants and promote knowledge sharing for programme improvement

Longer-term support from the IFRC network

The **IFRC** will continue to provide support to the National Society through ECHO PPP, under which training of trainers was held with technical support from IFRC on migration and methods of work with displaced people, including a psychosocial support component.

The first Migration Working Group Meeting entitled "Strengthening Cooperation in Central Asia" took place in Almaty, Kazakhstan on November 20, 2023. It provided a space for 15 staff of Central Asia National Societies to have a common understanding of the migration trends in Central Asia, and to share knowledge and experience with each other. The Terms of Reference were also reviewed to set up the Working Group to better coordinate efforts in Central Asia and deliver tailored support to migrants in the region. The meeting was followed by a training on the Humanitarian Service Points (HSP). The training equipped the National Society to provide HSP services to labour migrants and their families and referrals to basic services.

The **Italian Red Cross** will support the Red Crescent Society of Kyrgyzstan with planned activities focusing on needs assessment, HSP training, and HSP simulation.

The **ICRC** will provide the National Society support with the Restoring Family Links programme.



Values, power and inclusion

In 2023, 13,000 people were registered as victims of domestic violence with 95.7 per cent of them being women. The figures showed an increase in domestic violence of more than 20 per cent compared to the same period in 2022. Women face general discrimination and inequality in social, economic, and political life. Their representation in politics and decision-making remains below international standards. Violence against women is widespread and takes many forms, including domestic violence, bride kidnapping, trafficking, early marriages, polygamy, and physical abuse. Available data for intimate partner violence in Kyrgyzstan indicate that 17 per cent of women have experienced intimate partner violence in a 12-month period. Additionally, more than half of the men in Kyrgyzstan think a husband is justified to beat his wife, in certain circumstances.

Kyrgyzstan has the highest rates of adolescent pregnancy in the region, with about 12.87 per cent of women married by the age of 18. Due to socio-political circumstances, such factors contribute to 'social orphans'. These are children whose parents are dependent on labour migration for their income. More than 11 per cent of children aged 0-17 years in Kyrgyzstan have at least one biological parent living abroad. They are often left with relatives or put into children's homes, making them vulnerable or exposed to violence or abuse. More than 11,000 children live in Kyrgyzstan's 117 children's homes, and 6 per cent of them have no living parents.

Due to the widely held belief that people living with disabilities are unable to live independently, many are confined to their homes. There is also a severe lack of proper medical care for people living with disabilities. There are over 198,000 people registered with disabilities in Kyrgyzstan according to data from the National Statistics Committee. Older people are also socially excluded from their communities, particularly single elderly people.

Multi-year high level objectives of the National Society

The Red Crescent Society of Kyrgyzstan runs health and social institutions located throughout the country. These include a children's crisis centre in Kara Balta, a boarding house for the elderly "Salamat" in Kara Balta, support centres for socially vulnerable women in Bishkek, Osh, Batken, Naryn, and Tokmok, rehabilitation for disabled children in Talas "Tengir Koldo", and shelter for homeless in Karakol.

The Red Crescent Society of Kyrgyzstan seeks to improve the quality of social life of vulnerable segments of the population by contributing to an inclusive society, providing a set of necessary services aimed at meeting the social needs of key groups and influencing the social behaviour of people. The National Society works extensively on its policies, procedures, training and workshops tied to protection, gender and inclusion (PGI) and community engagement and accountability (CEA), to improve the identification of and responsiveness to the diversified needs of target communities.

Some of the National Society's objectives aim to:

- Increase the capacity of communities through their active involvement in programmes to improve the quality of social life
- Increase its capacity to develop an inclusive society and the provision of social and humanitarian assistance to various groups of the vulnerable population
- Strengthen cooperation and partnerships through effective coordination
- Work with relevant Ministries for better policies and better inclusion

Planned activities in 2025

- Develop standards for the inclusive provision of social and humanitarian assistance
- Develop or adapt referral systems to include Sexual and Gender Based Violence-safe referrals and considerations for all gender identities
- Ensure all feedback mechanisms are linked to clear referral systems as part of Prevention of Sexual Abuse and Exploitation (PSEA) standard operating procedures
- Develop a CEA policy and strategy and ensure feedback mechanisms are inclusive of different groups within communities via a diversity of channels
- Information sessions for business communities, government agencies, and the population about the requirements for the construction of ramps and paths for people with disabilities in public places
- Creation of sanitary and hygienic conditions for persons with disabilities in public places

- Training for PGI staff and volunteers on CEA approaches

Longer-term support from the IFRC Network

The **IFRC** will also support through establishing sub-regional coordination with protection, gender, and inclusion focal points of Central Asian National Societies to discuss and share best practices and lessons learnt on related topics.

Additionally, with the help of IFRC [DG-ECHO PPP](#), a CEA self-assessment was conducted in Bishkek in October, bringing together key focal points to identify strengths and weaknesses in institutionalizing CEA. This resulted in the development of a CEA plan of action for the National Society. Training was also held on CEA and on PGI in emergencies with support from the IFRC. A committee was established, which includes a core group of people from the Red Crescent Society of Kyrgyzstan leadership, the CEA/PGI team and the Human Resources department. All community feedback is reviewed by the

CEA team. A feedback mechanism was piloted in 7 regional branches using QR codes with a centralized data collection mechanism. A license for secure storage of the data in the Bitrix server used by the National Society.

The **Qatar Red Crescent** will support the National Society for cash and voucher assistance to vulnerable families.

The **Swiss Red Cross** will support the National Society in improving access to and quality of eye care services for disadvantaged communities of southern provinces, active and dignified ageing in Kyrgyzstan, and empowerment for resilience (CBDRM Phase III).

The **Turkish Red Crescent** will provide support to the National Society on improving the quality of social life through active community involvement.

The **Red Crescent Society of the United Arab Emirates** will support the National Society to assist children in female-headed families.

ENABLING LOCAL ACTORS

The Red Crescent Society of Kyrgyzstan is committed to pursuing institutional strengthening and carried out the self-assessment part of the Organizational Capacity Assessment and Certification ([OCAC](#)) process in 2018. The self-assessment is intended to capture the strengths and weaknesses of National Societies in relation to a wide range of organizational capacities. The Red Crescent Society of

Kyrgyzstan is also committed to the Preparedness for Effective Response ([PER](#)) process and is in the workplan phase. The PER Approach is a continuous and flexible process that enables National Societies to assess, measure and analyse the strengths and gaps of its preparedness and response mechanism, and ultimately take necessary action to improve it.



Strategic and operational coordination

Multi-year high level objectives of the National Society

- Diversify resource mobilization through fundraising, promotion of projects
- Develop the partnership of the National Society through engagement within the Movement, as well as other public and private partners
- Update the legal basis for cooperation with the government for social and humanitarian assistance to the population enhancing its auxiliary role

Longer-term support from the IFRC network

The **IFRC** will support the Red Crescent Society of Kyrgyzstan with its development in the areas of capacity building and training of the staff, resource mobilization and fundraising, partnership development, legal and policy support, digital transformation and innovation, operational efficiency and effectiveness, disaster preparedness and response.



National Society development

Multi-year high level objectives of the National Society

- Completion of Branch Organizational Capacity Assessment (BOCA) training in all branches
- Launch regular training programs on PMER, communication, analytics, and strategy
- Create a Reserve Fund and develop an insurance system and promote Humanitarian Values and IHL knowledge
- Improve commercial First Aid training and Ambulance Mobile Team services
- Strengthen partnerships with government, international organizations, and businesses
- Enhance community interactions for better service provision and advocacy

Longer-term support from the IFRC network

The IFRC will provide the National Society technical support and funding through the existing funds from the ECHO PPP project, the IFRC Capacity Building Fund (CBF) funding, and the

Empress Shoken Fund to cover the development gaps and will also include available funding from Partner National Societies present in the Region.

As a result of the PER workshop under the IFRC-DG ECHO Pilot Programmatic Partnership, the Red Crescent Society of Kyrgyzstan developed a PER plan of action (PoA). The IFRC is currently facilitating peer learning between Kyrgyzstan and Armenian National Societies, as well as ensuring longer-term technical support with the Canadian Red Cross. Both peer exchange and technical support are designed to improve the National Society's preparedness and to standardize policies, procedures, and practices.

The branch organizational capacity assessment (BOCA) was conducted across five branches to evaluate their operational effectiveness and identify areas for improvement. The assessment encompassed key dimensions such as leadership, governance, financial management, human resources, and programmatic capacity. Findings from the assessment will serve as a foundation for tailored capacity-building initiatives, ensuring that each branch can optimize its strengths and address specific challenges.



Humanitarian diplomacy

Multi-year high level objectives of the National Society

- Strengthen the auxiliary role and credibility of the National Society in humanitarian diplomacy
- Influence humanitarian policies and legislation at national and regional levels
- Develop strategic partnerships to amplify humanitarian advocacy
- Promote International Humanitarian Law (IHL) and Red Cross Red Crescent fundamental principles
- Enhance public awareness and support for humanitarian issues

- Collaborate with government to promote the implementation of relevant resolutions adopted in the 34th International Conference of the Red Cross and Red Crescent

Longer-term support from the IFRC network

The IFRC will support the Red Crescent Society of Kyrgyzstan through training and technical assistance to the National Society staff and volunteers, focusing on humanitarian diplomacy, policy development, and legislative engagement. It will further assist in mobilizing resources to support initiatives, particularly in areas where the National Society plays a crucial auxiliary role to the government.

Under the IFRC DG-ECHO PPP, the Red Crescent Society of Kyrgyzstan has been working with the Ministry of Emergency Situations on International Disaster Response Laws (IDRL) to draft a law on International Emergency Assistance.



Accountability and agility (cross-cutting)

Multi-year high level objectives of the National Society

- Strengthen the organization's positioning and improve internal communication through the implementation of the communication strategy
- Enhance financial management and analytics in the branches by building the capacity of staff
- Improve and systematize the logistics, warehousing, and recourse management of the organization
- Reinforce digital transformation by upgrading the organization's digital infrastructure
- Develop and reinforce policies on personnel management, protection, countering fraud and corruption enhancing transparency and integrity within the organization
- Strengthening the capacity of departments in planning, monitoring, evaluation, reporting and analytics

Longer-term support from the IFRC Network

The IFRC network will also continue to support the Red Crescent Society of Kyrgyzstan in strengthening the financial management, standardizing the procurement processes, improving the material base, warehouse and inventory management, and systematically training staff in areas such as planning monitoring evaluation and reporting.

Under IFRC [DG-ECHO PPP](#), the National Society will pursue its [digital transformation](#). The digital transformation roadmap will capture short-term activities and long-term ambitions for digital transformation and a suggested governance structure. The transformation roadmap will capture short-term activities and long-term ambitions for digital transformation and a suggested governance structure.

THE IFRC NETWORK

The IFRC

The IFRC's Central Asia Delegation is based in Bishkek, Kyrgyzstan. It supports the National Societies to collaborate, through formal and informal exchange platforms, exchange visits, and online and in-person meetings.

The IFRC supports the Red Crescent Society of Kyrgyzstan in disaster management and preparedness, disaster risk reduction, health, community engagement and accountability, cash and voucher assistance, [disaster law](#), humanitarian diplomacy and positioning with authorities, branch and volunteer development, leadership support and development,

financial sustainability and systems development. The IFRC also supports accountability as a cross-cutting theme.

In recent years, IFRC supported the Red Crescent Society of Kyrgyzstan through a number of Disaster Response Emergency Fund (DREF) [operations](#) in relation to population movement linked to floods and mudslides, border conflicts, earthquakes, heat and cold waves, and disease outbreaks. IFRC-DREF support includes an Early Action Protocol for heatwaves with a validity of five years.



The Red Crescent Society of Kyrgyzstan volunteers conducted a simulation exercise with on responding to the consequences of various emergencies in the Training Center of the Ministry of Emergency Situations of the Kyrgyz Republic, 2 March 2023. (Photo: The Red Crescent Society of Kyrgyzstan)

IFRC membership coordination

IFRC membership coordination involves working with National Societies to assess the humanitarian context, agree on common priorities and jointly develop common strategies. This includes addressing issues such as obtaining greater humanitarian acceptance and access, mobilizing funding and other resources, clarifying consistent public messaging, and monitoring progress. It also entails ensuring that strategies and programmes in support of people in need incorporate clarity of humanitarian action while linking with development assistance, and contribute to reinforcing National Societies in their respective countries, including through their auxiliary role.

The IFRC DG ECHO Pilot Programmatic Partnership (PPP) is an innovative funding instrument of the DG ECHO, it is in line with the Grand Bargain. The PPP matches field realities of protracted crisis with longer-term predictable funding, facilitating actions, and processes with greater impact. The PPP also leverages the global Movement network capacities and unique access to people and communities. Additionally, it contributes to the ambitions of the EU as the biggest donor for international aid in the world. All five pillars and six cross-cutting components were selected for implementation.

The **Italian Red Cross** has been engaging with National Societies in the region through projects and activities for more than ten years and has had its own permanent office in Bishkek, Kyrgyzstan since 2018. In Kyrgyzstan, it has supported the National Society in the development of its legal framework, in promoting women's empowerment in the country through economic and social inclusion, and in enhancing its disaster preparedness and response capacities.

Kuwait Red Crescent provides support to socially vulnerable groups.

Norwegian Red Cross made a needs assessment visit and intends to launch support RCSK in the areas for enhancing accountability and transparency of the organization.

The **Qatar Red Crescent** supports the National Society with food vouchers for low-income families during Ramadan month. In 2023, 623 families received vouchers for food items, excluding tobacco, alcoholic beverages and chemical products.

The **Spanish Red Cross** has been supporting the volunteering model of National Societies in Central Asia. It is also supporting the Red Crescent Society of Kyrgyzstan with community-based disaster risk management in Bishkek, Talas and Osh provinces.

The **Swiss Red Cross** has been collaborating with the Kyrgyzstan National Society since 2014, driven by a common goal around the sustainable implementation of programmes in support of the most vulnerable people in Kyrgyzstan. Current partnership projects are aligned with the National Society's strategic priorities in social care, public health, disaster risk reduction and organizational development. The multi-year partnership framework agreement covers the areas of fundraising, volunteer management and institutional preparedness for effective emergency response.

The **Turkish Red Crescent Society** established its delegation for Central Asia in 2019. Based in Bishkek, its aim is to extend its level of partnership with National Societies in the region. It cooperates with the Red Crescent Society of Kyrgyzstan to improve its preparedness in the fields of disaster management and social development, in line with the National Society's strategic plan.

The **Red Crescent Society of the United Arab Emirates** supports the Red Crescent Society of Kyrgyzstan in providing financial assistance to orphans, children from low-income families and multi-child female-headed households. Funds are mobilized through charity campaigns. In 2023, 726 orphan children benefitted from financial assistance and received medical assistance. Preliminary assessment revealed the need for dental care.

Movement coordination

The Red Crescent Society of Kyrgyzstan ensures regular exchanges with the IFRC, the International Committee of the Red Cross and participating National Societies, for the alignment of support and action between Movement partners. In times of emergencies, closer coordination is organized. This is carried out in line with the Strengthening Movement Coordination and Cooperation ([SMCC](#)) principles, and the newly-adopted [Seville Agreement 2.0](#).

In Kyrgyzstan, **the ICRC** helps victims of violence, visits detainees, promotes international humanitarian law, renovates, and supplies health facilities, works with the authorities on the issue of missing persons and helps train the Red Crescent Society of Kyrgyzstan. The ICRC's support for Kyrgyzstan is covered by its regional delegation in Uzbekistan.

Coordination with other actors

In line with its auxiliary role, the Red Crescent Society of Kyrgyzstan works closely with the authorities, in particular the Ministry of Emergency, Ministry of Labour and Social Development, Ministry of Health, and State Agency for Youth Affairs. During the COVID-19 pandemic, the National Society, supported by the IFRC, took an active part in coordination bodies, such as the risk communication group, composed of representatives from the Ministry of Health, the Ministry of Culture, the Republican Center for Public Health, the Republican Center of Immunization, and of international partners such as the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO).

The Red Crescent Society of Kyrgyzstan has partnerships with external partners, including USAID, the United Nations Office for Disaster Risk Reduction (UNDRR), the United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Populations Fund (UNFPA), and the Organization for Security and Co-operation in Europe (OSCE), to improve the effective implementation of relevant programmes.



The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world's largest humanitarian network, with 191 National Red Cross and Red Crescent Societies and around 16 million volunteers. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.

About the plan

The plan reflects the priorities of the host National Society, the IFRC and National Societies providing international support, for 2025 and subsequent years. It is aligned with IFRC [Strategy 2030](#), representing the collective ambitions of the IFRC membership, and is the result of a joint planning process and will serve for joint monitoring and reporting. It will be revised on an annual basis to adjust priorities and funding requirements to the needs in-country.

Explanatory note on funding requirements and definitions

- The total funding requirements show what the IFRC network seeks to raise for the given year through different channels: funding through the IFRC, through participating National Societies as bilateral support, and through the host National Society from non-IFRC network sources. All figures should include the administrative and operational costs of the different entities
- Host National Society funding requirements not coming from IFRC network sources can comprise a variety of sources, as demonstrated when reporting on income in the [IFRC Federation-wide Databank and Reporting System](#)
- Participating National Society funding requirements for bilateral support are those validated by respective headquarters, and often represent mainly secured funding
- IFRC funding requirements comprise both what is sourced from the IFRC core budget and what is sought through emergency and thematic funding. This includes participating National Societies' multilateral support through IFRC, and all other IFRC sources of funding
- Figures for the years beyond 2025 most often represent partial requirements that are known at time of publication. Many National Societies have annual internal approval processes for funding requirements, and lower figures do not mean a decrease in funding requirements in future years
- Missing data and breakdowns: data may not be available from all IFRC network members for funding requirements. This may lead to inconsistencies across different reporting tools as well as potential under-estimation of the efforts led by all
- Reporting bias: the data informing this Federation-wide overview is self-reported by each National Society (or its designated support entity) which is the owner and gatekeeper, and responsible for accuracy and updating. IFRC tries to triangulate the data provided by the National Societies with previous data and other data in the public domain
- **Definitions:**
 - » **Local units:** ALL subdivisions of a National Society that coordinate and deliver services to people. These include ALL levels (provincial, state, city, district branches, sections or chapters, headquarters, and regional and intermediate offices, as well as community-based units)
 - » **Branches:** A Branch has its roles, responsibilities and relationship with the National Headquarters defined through the National Society's Statutes, including the level of autonomy given, especially in the area of its legal status, mobilising local resources and building local partnerships, and the decisions it makes. It has a local-level decision-making mechanism through its Branch members, board and volunteers, equally defined through the National Society's Statutes

Additional information

- [IFRC network country plans](#) • [All plans and reports](#)
- Data on National Societies on [IFRC Federation-wide Databank and Reporting System](#)
- Live data on active emergency operations on [IFRC GO platform](#)
- Live data on [IFRC-Disaster Response Emergency Fund Response and Anticipatory pillars](#)
- [Evaluations and research databank](#) • [Donor response reports](#)

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