



Research Report

Identifying the communities in
and around Bishkek that are
most vulnerable to putting
children into the care of
residential institutions

Bishkek, 2016

For Internal Use

Executive Summary

The research was undertaken as a response to the findings of previous research Oasis did into Care Leavers' rights and needs, which clearly showed that it was better for children not be put in institutions in the first place. The current research was to highlight the communities which are most vulnerable to putting children into institutions, so that Oasis could develop work through a community hub in these places with the ultimate aim of lowering the number of children being placed in institutional care.

A UNICEF report from 2012 highlighted the regions from which most children end up in care (20% were from Chui Province). Although a helpful indicator, it was recognised that ultimately these statistics only show the communities that were most vulnerable between about 1996 and 2012, because communities change (especially the most vulnerable because of the input given by the government and NGOs). Therefore UNICEF's findings on why children were placed in orphanages were used; these can be refined to two key reasons: either (1) when a child is brought up by one parent; or (2) 'difficult financial situation' at home. We made the assumption that these are likely to be as relevant now as when the research was done.

Research was narrowed to the Bishkek area because (1) this is the region where many children in institutions previously came from; (2) it is where we have expertise and relationships; (3) statistics are already available. Consequently attention was turned to *novostroiki* (new communities) as these are considered to be where the majority of vulnerable people live in Bishkek. There are officially 48 *novostroiki* but that not all can be considered either new, or vulnerable. The research narrowed the number to 27, based on research by an AUCA professor. These 27 contain approximately 15% of Bishkek's population.

A summary of research by other organisations provides a brief analysis of the legal situation of *novostroiki* (property ownership and residence status), and makes an assessment of the issues faced by people living in *novostroiki*, which are considered to be poor infrastructure, poor transport linkages, and poor access to education. Whilst this research does not indicate lack of registration and employment as the most important issues (perhaps because most people have some form of employment, even if conditions are very difficult) this research makes a case for registration and documentation being included as an important issue for residents.

Research from other organisations was used to further narrow the focus from 27 *novostroiki* to 8, and these were then more comprehensively researched, and

information requested from the local administrations about the total number of residents, number of low income families, the number of single mothers and the number of children in the *novostroiki*. From this information, 4 *novostroiki* were indicated as places where Oasis should consider developing a community hub: Kalys Ordo, Muras Ordo, Ruhiy Muras and Bugu-Ene-Bagysh

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1. Rationale and methodology

Almost 11,000 children live in government institutions (such as orphanages and children's centers) in the Kyrgyz Republic¹. Approximately 450 young people leave these institutions each year², aged between 15-18³. Most (91%⁴) move to Bishkek and other cities in order to both find work and continue their studies. On leaving, most young people brought up in institutions do not have the support of their family (although many do have known family members).

Since 2010 Oasis has been working with, supporting and walking alongside graduates of orphanages, mainly from Chui province. In 2014/15 Oasis together with the NGO 'Our Voice' conducted research on the situation of orphanage graduates to better understand the issues these young people have and how growing up in an orphanage had influenced them and their development. The research showed that typically orphanage graduates lack many life skills, and are disadvantaged in terms of their psychosocial and emotional development.

One of conclusions of the report⁵ was that it is better that children do not have to go through the orphanage system, which is supported by the Government Working plan on national de-institutionalisation⁶ developed by the Ministry of Social Development. Among other things, this plan aims to turn some orphanages into youth and family support centers, and to channel the money previously spent on orphanages to needy families to prevent them from sending children into orphanages.

Building on the research findings, and to support the National De-institutionalisation plan, Oasis has determined to develop work in vulnerable communities around Bishkek with the intention of preventing children from ending up in orphanages in the first place. To identify the most vulnerable communities this study was called for.

The research was primarily desktop research with interviews/conversations and data gathering over the phone.

¹ UNICEF, Analysis of the Situation of Children's residential Institutions' (2012), p.20

² 'Analysis of the Situation of Children's Residential Institutions in the Kyrgyz Republic', UNICEF, Bishkek: 2012, p.31

³ 'Orphanage Graduates of Kyrgyzstan: assessment of rights and needs', Oasis & Our Voice, Bishkek: 2015, p.8

⁴ 'Orphanage Graduates of Kyrgyzstan: assessment of rights and needs', Oasis & Our Voice, Bishkek: 2015, p.18

⁵ 'Orphanage Graduates of Kyrgyzstan: assessment of rights and needs', Oasis & Our Voice, Bishkek: 2015

⁶ 'Program of social support graduates of children's residential institutions, including orphans and children left without parental care for 2015-2018'

2. The need

a. The geographical location of vulnerable communities

UNICEF research⁷ shows that before entering institutions, the largest proportion of children currently living in institutions had lived in Chui (20%), Osh (15%) and Jalalabad (10%) provinces (see appendix 6.a). Additionally, seven cities / towns / districts were highlighted as the top places from which children moved into residential care (see appendix 6.b). Bishkek was top and Jayil district from the Chui Valley also featured in this list of the top seven. Jayil district is in the west of Chui province, incorporating 33 villages; Kara-Balta City is its administrative center; the population is approximately 92,500 people and there are five residential institutions within it. In addition, there are four institutions in the neighboring Moskovskiy rayon (administrative area) and five in neighboring Sokulukskiy rayon. So the fact that Jayil ranks highly on this list could simply be because of the availability of institutions that are willing to take children when parents don't feel they can cope with them. The Soviet legacy that 'the state will care for my child when circumstances are difficult' remains, and lack of any kind of social, moral or psychological support to parents leads many families to send their children to children's institutions. The National Plan for deinstitutionalization should eventually deal with that problem.

This UNICEF research, published in 2012, shows the origins of the children who were currently in institutions. Assuming that a child is in an institution for up to sixteen years, it means that they left these communities up to sixteen years previously, and so we can assume that these were the communities that were vulnerable from 1996 to 2012. However, it is not clear whether these can still be considered to be the most vulnerable communities today. No centralised information is held by the state that would provide this sort of information (an issue being addressed by Oasis' 'Care Leavers Advocacy Project'). Moreover, significant work is being done by the government and NGOs (both international and local) in vulnerable communities, and so it should be assumed that those communities that were most vulnerable in a previous decade **may not** be as vulnerable today.

Consequently, in order to identify the communities that are today the most vulnerable, it is necessary to understand the **reasons** that children are placed in institutions, as it can be assumed that these will remain constant and then identify communities with the highest incidence of these issues.

⁷ UNICEF, Analysis of the Situation of Children's residential Institutions' (2012)

b. The reasons for children being placed in institutions

UNICEF's analysis gives seventeen reasons why children were placed in orphanages (appendix 0). Further analysis highlights that behind several categories is the fact that a child is brought up by one parent or adult: death of a parent (22%), single mother (9%), divorce of parents (5%) (on the assumption that the child will stay with one of the adults), single father (1%), totaling 37%. To this can be added death of both parents (6%), abandoned child (4%), parental illness (2%), rejection by parents (2%), removal of parents rights (1%) and parents in place of detention (1%) meaning that 53% of children can be considered to end up in orphanages because of the lack of one or both parents.

The other obvious category within the UNICEF analysis is 'difficult financial conditions' (21%). Again, to this could be added many child family (5%), meaning that 26% of children can be considered to end up in orphanages because of 'poverty'.

c. Initial conclusion and rationale

From the above discussion it can therefore be concluded that the children who are most vulnerable to being placed in an institution are those who are from single parent families where there are difficult financial situations. Consequently, the communities that are the most vulnerable to send their children to institutions can be considered to be those that have a high incidence of these two factors.

Given that approximately 20% of the population of the Kyrgyz Republic live in and around Bishkek, the likely availability of information for this area, and the fact that Oasis is located and has expertise in this geographical area, it was decided to narrow the scope of the research to look at what generally are perceived⁸ to be the most vulnerable communities in and around Bishkek – '*novostroiki*' (literally, 'new settlements').

⁸ By the public in general, media, NGOs etc.

3. Novostroiki

a. The general situation in *novostroiki*

The first new settlements around Bishkek started to appear in 1988. Since then some of them have become more like small villages but many of the newer ones are still very basic and underdeveloped.

According to official statistics, there are 48 *novostroiki*⁹ with specific geographical and administrative boundaries. However, there is not one comprehensive and generally accepted list of *novostroiki*, and information is fragmented and scattered, with some of them falling under Chui province administration while others are under Bishkek Mayor's office, and still others are in the process of being transferred from one to another. The number of settlements quoted varies between forty-six and fifty in different sources. The population quoted varies between two hundred thousand and six hundred thousand in different sources.¹⁰

However, Emil Nasritdinov, Professor of Anthropology at the American University of Central Asia gave a different account, at the fourth independent TEDxBishkek in 2013. He talked about the myths existing about *novostroiki* in order to try to lessen the fear that people feel about these communities (in particular that they are sources of crime and political instability). During his talk, he discussed the numbers of settlements, explaining: "The official number is forty-eight. But when we went to those settlements we realized that not all of them are *novostroiki* – for example Tokoldosh, which is far from a *novostroiki*. Some of the settlements on the list are actually part of a larger new settlement. There are also settlements with only 15-20 plots of land. And when we excluded such settlements, we had the number 27 remaining. According to statistics, these have only 45,000 plots and the approximate population there is 173,000 people or 15% of the city population"¹¹

⁹ This is a statement regularly used by journalists – e.g.

http://24.kg/perekrestok/20864_jilmassiviykg_mejdu_nebom_i_zemley/ Other articles quote the mayor making this statement; however, finding these 'official statistics' has not been possible

¹⁰ <http://www.expert.kg/ru/monitoring/132>

¹¹ 'Антраполог Э.Насритдинов: 10 мифов о новостройках Бишкека' accessible at: <http://tazabek.kg/news:349486/>

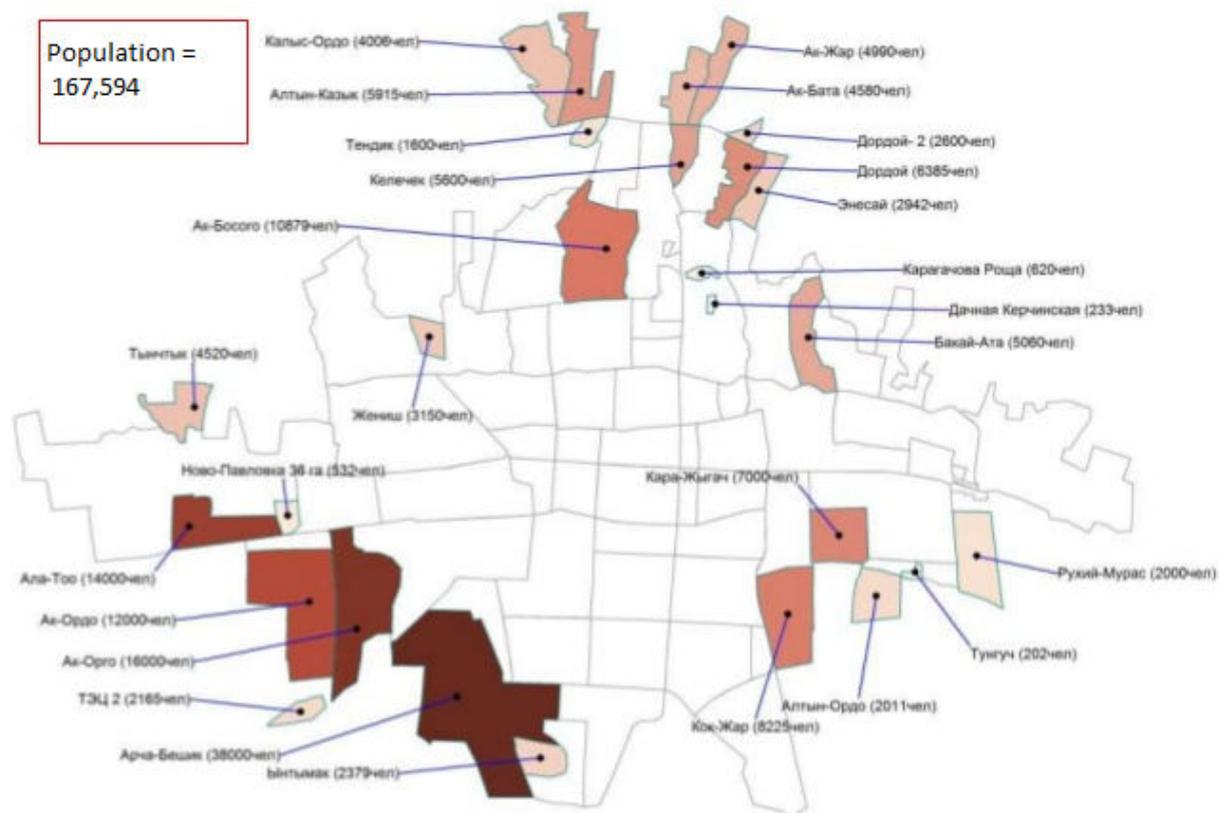


Fig.1 The 27 settlements that can actually be called new settlements according to anthropologist E. Nasritdinov

Whilst there is no consensus on the precise definition or number of settlements, Nasritdinov's analysis, by narrowing the range provides a helpful way to further refine the most vulnerable communities.

To summarize, there are up to 48 so-called *novostroiki* around Bishkek. After pruning the older and more established ones, 27 is a more realistic number for what is understood as a *novostroiki*. These 27 settlements accommodate 173,000 people or about 15% of Bishkek's population.

b. Legal status of *novostroiki* and individual property

Within the settlements identified by Nasritdinov, approximately 6,500 individual plots of land do not have a legal status yet, which accounts for 14,5% of all the plots of land. The issue of their legalization is widely discussed by government and NGOs

but little progress has been made.¹² Indeed, there are four *novostroiki* where none of the houses have legal status because they were not built according to technical requirements, specifically: part of Ala-Too settlement which was built too close to the animal burial site where there is a risk from anthrax, Ak-Jar which was built above the main gas line, Altyn-Kazyk which was built too close to a landfill site, and Tets-2 which was built on the territory of Central Heating and Power Plant. Parts of various settlements were built too close to high-voltage power lines or were not built according to seismic resistance requirements, and still other plots of land should not have been given for private development at all for they were previously reserved for social projects.

Journalists have reported extensively on these issues¹³. In summary, they report that these settlements were allowed because of corruption and under the table dealings and suggest that the current government is hard pressed to decide what to do with thousands of families who are living in houses that were built illegally and which are dangerous for them and for the health and wellbeing of future generations. The union of such landowners is pushing for legalization of their plots as they paid money to buy the plots of land and build houses. However, the government is not willing to simply go ahead and give legal status to all those houses and plots of land because of the precedent that this would set, with fears that this might cause another wave of internal migrants to take over land and start building on it illegally. Equally, suggest the journalists, the government is wary of riots and upheavals on the part of the inhabitants of the new settlements for they have been known to block roads and in other ways express their demands. Many of them are the people who were promised land and rights by the organizers of the 2005 and 2010 revolutions and came up to Bishkek to be part of the “events” and then settled in what now are the newest, the least developed and the most needy settlements around Bishkek. Thus this perceived “belt of instability” around Bishkek is pressuring the government to act and resolve these people’s issues. In response, The City Council says it is not a matter of their competency, and that the Jogorku Kenesh (Parliament) needs to deal with it. The deputies (elected Members of Parliament) say that it needs an individual approach in each of the six and a half thousand cases, which thus requires an independent committee, which hasn’t come together yet. In all this people continue settling more and more into homes that are not safe to live in or will be very difficult to equip for proper habitation.

In summary, about 15% of houses in the *novostroiki* that are being considered are not legal and are dangerous to live in.

¹² http://www.24kg.org/perekrestok/20864_jilmassivyikg_mejdu_nebom_i_zemley/

¹³ For example, see: http://www.24kg.org/perekrestok/20864_jilmassivyikg_mejdu_nebom_i_zemley/

c. The issues faced by residents of new settlements

The survey “Main Issues of *Novostroiki*” conducted by ‘Expert’ consulting agency in 2014, aimed to determine the main issues faced by residents of *novostroiki*; respondents particularly ranked three issues most highly: infrastructure (roads, electricity, water, street lighting, etc.) was rated as highest issue by 43% of respondents; transport (to and from Bishkek) was rated as the highest issue by 17% of respondents; and absence of kindergartens and schools was rated as the highest issue by 11% of respondents. Far fewer rated other issues to be most important: increase in illness – 3.6%; security, crime, no police help available – 3%; low level of organization of local population – 2.8%; absence of medical facilities – 2.7%; absence of sports and recreational facilities – 1.6%; absence of shopping centers and markets – 0.7%. (Not included in the summary are those who were unable to answer or answered ‘other’)

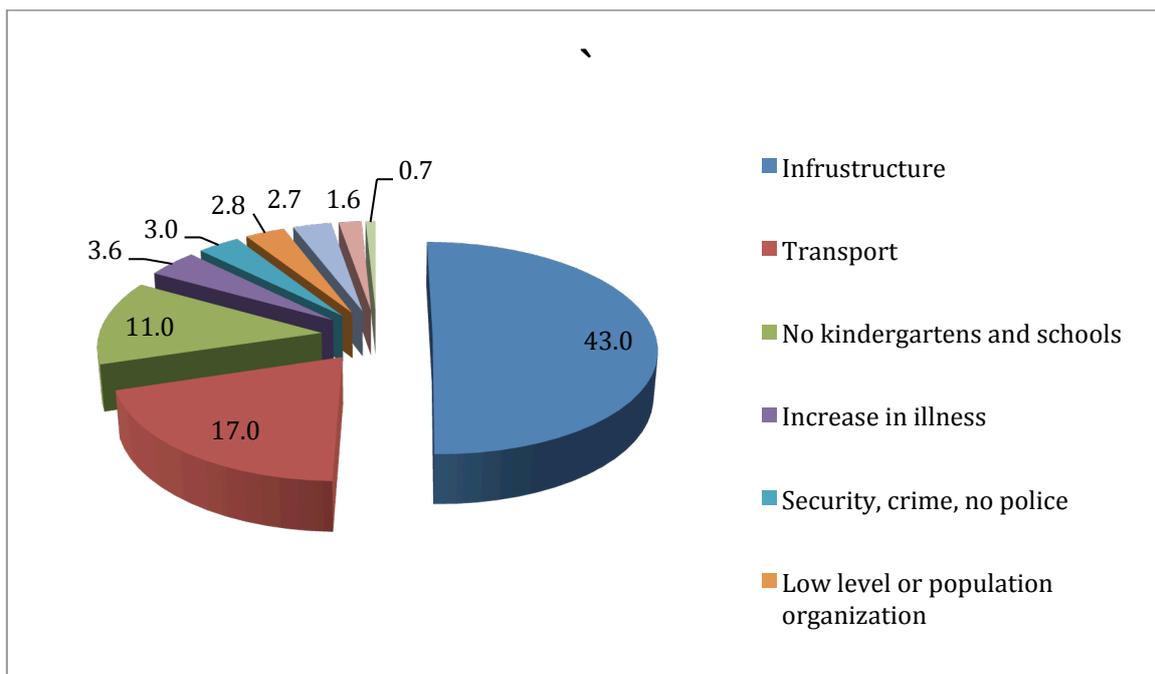


Fig 2: Summary of research into the main issues of *novostroiki*, conducted by ‘Expert’ consulting agency in 2014 ¹⁴

It is noticeable that employment is not mentioned as an important issue. A possible explanation is that many people moving to *novostroiki* are internal migrants who have moved to the city from elsewhere in Kyrgyzstan in order to earn money. Consequently, most of these people will be working in some way. Often work will be

¹⁴ <http://www.expert.kg/ru/monitoring/132>

temporary, difficult and low paying. According to Emil Nasretdinov's survey, a large percentage¹⁵ from each community is employed in the 3 largest markets in Bishkek – Dordoi, Alamedin and Osh markets.¹⁶

d. Registration: invisible people

It is also noticeable that the respondents did not bring up the issue of absence of identity and registration documents (*propiska*), which is an issue often raised by media and activists. This is probably due to the fact that the interviews in this survey were held over the phone and respondents were identified from the list of residents registered in the settlements. However, it is recognized that there is a whole group of people – 'the invisible people' – who are not registered on any list. These people often live in the settlements with most unregistered and illegal houses. In turn, the fact that their house does not exist on paper prevents them from receiving the required registration with their place of living (*propiska*). And this in turn prevents access to necessary medical, social and educational resources.¹⁷ A similar situation arises if the property is rented (whether in a *novostroiki* or in the city): the owner will not register them in their property because that implies higher utility bills and taxes, and also out of fear that the renter might claim part of the property after being registered there.

Many of these people are internal migrants, who are registered in other parts of the country, who come to live in Bishkek and rent an apartment on the outskirts of the city or a house in the *novostroiki*. There is a contradiction between various laws, bylaws and decrees regarding this registration. While the law on "Internal migration" (2002) requires an internal migrant to present three documents to be registered in a new place of residence, other bylaws require more. In reality, local administrative bodies require up to 12 different documents and statements (including documents from the initial place of residence, requiring several trips back), making the process burdensome and costly for many¹⁸. Consequently, even if they find a place where they can register, the over-complicated process proves too daunting for many people. Moreover, it creates inconvenience for the government, which cannot plan

¹⁵ The research cited notes the percentage of people from each community working in the three markets, but does not provide an overall percentage of people from all *novostroiki* that work in these markets

¹⁶ <http://www.slideshare.net/bufkg/ss-37118480>

¹⁷ <http://www.stanradar.com/news/full/12683-ljudi-nevidimki-o-zhizni-kyrgyzstantsev-v-novostrojkah-bliz-bishkeka.html>

¹⁸ *Центральная Азия. Факторы для определения политики.* № 8. Июль 2013 Central Asia. Factors for determining policy. Number 8. July 2013

well because its citizens are not accounted for properly. Activists call for the cancelation of the need for *propiska*, the creation of a unified electronic database, and a simplified process of registration upon arrival in a different city, town or village in the country.

Research in 11 settlements conducted in 2013 by research group “Rebikon”¹⁹ (by door to door canvassing) shows that the proportion of people over 16 years of age, living in the new settlements without having the registration (*propiska*) is 58% (14,800 people). Settlements Ak-Jar, Altyn-Kazyk and Dordoi-2 are not legalized, so 100% of residents do not have registration.²⁰ As this survey includes 3 out of the 4 completely illegal settlements in the Bishkek area, it can be assumed that it portrays the most pessimistic picture, which should not be projected to apply to all *novostroiki*²¹.

This research also noted that 1,577 people were identified who do not have a passport/birth certificate (which is 3.7% of the population in the 11 settlements). It further noted that 38% of adults who do not have a passport, and 92% of children without a birth certificate had never received one meaning that they had never been accounted for anywhere! This will be an ongoing issue, as 54% of children without birth certificates are not able to receive them because the parents themselves do not have a passport. The main reasons identified by the research as to why documents were never acquired were: lack of money and time to collect the required set of documents, absence of parents’ passport (for young people receiving their passport for the first time) and lack of information as to where to go and what procedures to follow.

This issue of documentation for people living in vulnerable communities is one that several organizations are addressing for years. A platform facilitated by DCA & ICCO bringing together organizations working in general on the issues of internal migrants, includes Arysh, ADRA, Adilet Legal Clinic, The Childhood Institute, The Center for Protection of Children, The Erayim Women’s Association and the International Organization for Migration (IOM).

¹⁹ Уточнение числа лиц, не имеющих документы, в одиннадцати жилмассивах г. Бишкек, 2013. Исследовательская группа “Ребикон” / Clarification of the number of persons without documents, in eleven districts of Bishkek, 2013. Research group "Rebikon"

²⁰ Уточнение числа лиц, не имеющих документы, в одиннадцати жилмассивах г. Бишкек, 2013. Исследовательская группа “Ребикон” / Clarification of the number of persons without documents, in eleven districts of Bishkek, 2013. Research group "Rebikon"

²¹ The new settlements covered in this piece of research were: Kelechek, Ak-Bata, Kalys-Ordo, Zavodskoi village, Dordoi 1, Dordoi 2, Ak-Ordo, Jenish, Ak-Bosogo, Altyn-Kazyk, Ak-Jar

e. Education

Research²² done by the EI-Pikir Public Opinion and research Centre into the reasons that children do not attend school (through a survey of the socio-demographic profile of children in 11 *novostroiki*) found that families with children not attending school were mainly of average income or poor; 33% were families of average income, and approximately 40% were poor. Out of 11,774 families in the 11 settlements surveyed²³, 221 families had children who were not attending school, which is 1,9% of all the families residing in the 11 settlements researched.

The main reasons given for not attending school were broken into personal, family related and school related reasons as summarised in the following table:

Personal		Family related		School related	
Illness	70,8%	Parents are not able to pay for schooling	39%	School is too far away	55,8%
Parents didn't let go to school	10,4%	Had chores around the house	24,4%	The way to school is dangerous	34,7%
Didn't want to go	8,9%	Didn't have clothing/shoes	17,1%	Classmates bully	2,2%
Disability	3%	Didn't have textbooks, notebooks	9,8%	School program is boring	1,2%
No need to study	1,5%	Parents have a disability	2,4%	School racketeering	1,1%

Table 1. Reasons for children in 11 novostroiki not attending school

These factors might indicate a further way to define families with children who are also vulnerable to ending up in an orphanage. Lack of finances and desire to receive

²² Дети, не посещающие школу, на примере 10 новостроек г.Бишкек, 2015. Исследовательский Аналитический Центр Изучения Общественного мнения и Прогнозирования EL-PIKIR, ОФ "Будущее детей – будущее страны", при финансовой поддержке ЮНИСЕФ, DFID / Children who do not attend school, an example of 10 novostroiki. EI-Pikir Public Opinion Research Centre, NGO 'Future of children is the future of the country, financed by UNICEF & DFID

²³ Ak-Bosogo, Kalys Ordo, Kelechek, Ak-Jar, Ruhiy Muras, Ak-Orgo, Ak-Ordo, Dordoi, Dordoi-2, Kolmo, Ak-Tilek.

a better education were reasons number two and nine given as to why children were placed in orphanages, which encompass several of the reasons given to why children do not attend school.²⁴

It is notable that the researchers discovered that the absence of documents and registration was not a main factor leading to school non-attendance. 65,2% of families with children not attending school have registration and 98% of families with children not attending school have children's birth certificates

f. The issues of Infrastructure

One of the problems the authorities face in improving the infrastructure of *novostroiki* is that in many situations the settlements were unplanned, and houses (mud huts in some cases) were built randomly. Consequently, developing roads and utility systems is a challenge. Even those areas that were planned face challenges; for example, in the new settlement near the Ala-Archa water reservoir, the houses were built checker-wise, complicating the laying of utility systems and building roads. And such construction exists in many of the settlements. The issue of access to drinking water is acute in many of the settlements. In trying to deal with it, the government faces the fact that there are no water intake structures, they need to be modernized, or there are no supply pipelines. Often all of those are missing.²⁵

The 'Public-Private Bureau on Capital Construction Work', an official state body, has responsibility for the development of infrastructure: building roads, laying water pipes, utility systems, building schools and other social infrastructure. From a published interview with the head of this organization, Rahatbek Suyumkulov in 2011²⁶ it was learned that since 1991 (independence), about 3 billion Kyrgyz som has been allocated for the development of *novostroiki*, including 1,3 billion for sites that had not been finished. For example, two schools had been built but hadn't been put into commission. At the time of the interview, the Bureau was in litigation with the contracting organizations. Also instances of corruption were discovered, where services worth 20 million som were not delivered, though the money had been paid. For instance 2,3 million som was allocated for construction of a water intake structure in Muras-Ordo. The money was appropriately balanced but the work hadn't been done. Ak-Ordo was missing 6 transforming sub-stations for which the money was allocated and paid. And such instances were several. The director's estimation

²⁴ Analysis of the situation of children's residential institutions in the Kyrgyz republic, 2012

²⁵ See for example <http://parfenon39.ru/novosti/novosti-29/novost-260> (accessed December 2015) and <http://www.stanradar.com/news/full/12683-ljudi-nevidimki-o-zhizni-kyrgyzstantsev-v-novostrojkah-bliz-bishkeka.html> (accessed Feb 2016)

²⁶ <http://arch.24.kg/bishkek24/111181-zhilmass...e-milliony.html>

was that if money were used appropriately, then five hundred million to a billion som per year would be enough to effectively develop the *novostroiki*.

4. Identifying the most vulnerable settlements for further research

a. Defining an initial list

The El-Pikir Public Opinion Research Center conducted a comprehensive piece of research of all the new settlements for ARIS (Agency of Community Development and Investment) for a World Bank financed project. The Bishkek and Osh Urban Infrastructure Project was started in 2008 with the aim of upgrading or expanding water supply, road and other basic infrastructure as well as rehabilitation/ upgrading of service equipment required for improving the availability of basic services in selected new settlements. The end date of the project was supposed to be 2012 but the project had been prolonged and still was working in 2015. For this project EL-PIKIR was hired to do a baseline assessment of infrastructure and general situation in all the *novostroiki*. Unfortunately, our request for the results of this research had been denied and we were advised to approach individual Local Territorial Administrations which have 1-5 separate new settlements under their governance. Subsequent to this, El-Pikir produced another report²⁷ (the previously mentioned report on why children do not attend school, see section 3e) in which they identified vulnerable *novostroiki* to provide their analysis. For this research El-Pikir selected 11 *novostroiki*, using their previous research to identify appropriate communities²⁸. They also included several well-established settlements with schools in them for the purposes of their sample.

These *novostroiki* were: Ak-Bosogo, Kalys-Ordo, Kelechek, Ak-Jar, Ruhiy-Muras, Ak-Orgo, Ak-Ordo, Dordoi, Dordoi-2, Kolmo, and Ak-Tilek.

From conversations with the director of El-Pikir and experienced field workers from the NGO Arysh (see below), additional *novostroiki* were suggested as being worth considering in our search for the most vulnerable communities. These were: Muras Ordo, Ak-Bata, Altyn-Ordo, Bugu-Ene-Bagysh, and were included in the next phase of research.

Note: six of these *novostroiki* were also highlighted in the previously cited research by Rebicon around documentation: Kelechek, Kalys-Ordo, Dordoi 2, Ak-Ordo, Ak-Bosogo, Ak-Jar and Ak Bata.

²⁷ Дети, не посещающие школу, на примере 10 новостроек г.Бишкек, 2015. Исследовательский Аналитический Центр Изучения общественного мнения и Прогнозирования EL-PIKIR, ОФ “Будущее детей – будущее страны”, при финансовой поддержке ЮНИСЕФ, DFID / Children who do not attend school, an example of 10 *novostroiki*. El-Pikir Public Opinion Research Centre, NGO ‘Future of children is the future of the country, financed by UNICEF & DFID

²⁸ from a conversation with the director of El-Pikir

b. Narrowing the selection down

The NGO 'Arysh' has been working in *novostroiki* for 15 years. They have a wealth of experience and a very comprehensive fourfold approach. They currently work in 15 *novostroiki*, and during the course of their work have worked in a total of 19 *novostroiki*. They work in the following spheres:

- lobbying the government on promoting the rights of internal migrants living in new settlements
- advocacy on registration and issuing documents to the citizens of the Kyrgyz Republic
- providing consultancy services to internal migrant on social, legal and economic issues
- mobilization of internal migrants in new settlements to promote their rights and interests.

In addition, their work includes the creation of self-help groups (some of which have small offices in the settlements), creating small "group banks", providing micro credits, organizing cultural events, teaching youth traditions and customs by older generations. They have started 105 self-help groups and organized them into a Federation of Self-help Groups. They work closely and intensively, and their presence in the life of these settlements is felt, judging by the numerous articles available online and conversations had with representatives of this organization.

The work conducted by Arysh is similar to what Oasis does in other countries and might seek to do in the Kyrgyz Republic, and so consequently, it was considered that there is no need to start work in the *novostroiki* where Arysh is already working while there are still vulnerable settlements where they have not been able to begin work yet.

Thus the settlements where Arysh works were removed from the list (Ak-Bosogo, Ak-Jar and Ak-Ordo). In addition, older settlements that were started between 1988 and 2000 were removed, as they have become more established and are more like villages. (Kelechek (1991), Ak-Orgo (1989), Kolmo (1989) and Ak-Tilek (1991)).

This meant that eight *novostroiki* remained: Kalys-Ordo, Muras Ordo, Dordoi, Dordoi-2, Ak-Bata, Ruhiy-Muras, Altyn Ordo and Bugu-Ene-Bagysh.

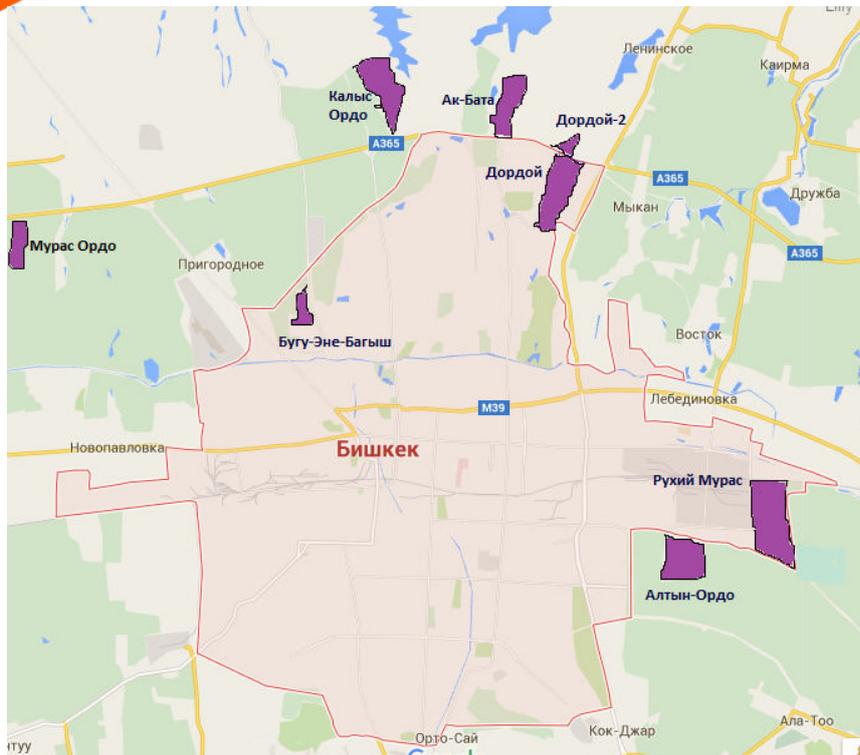


Fig. 3: The location of the eight communities being investigated

c. Additional information on *novostroiki*

It was discovered that the provincial database does not keep information about poverty or family make up that can be attributed to each *novostroiki*, but that the local administration of each *novostroiki* is obliged to collect information. So we approached each Local Territorial Administration for information, and they were able to supply details of two particular categories: low-income family (that would be their equivalent of accounting for families with financial difficulties) and single mothers (which is the only information that they had which related to a single parent situation. This is summarized thus:

Settlement name/ Category	Total number of residents	Number of low-income families	Number of single mothers	Number of children in the settlement (under 16)	When settlement was established	Local Territorial Administration number
Kalys-Ordo	6541	228	71	2753 (42,1%)	2003	MTU 16
Muras Ordo	5365	108	16	1049 (20%)	2005	MTU 16
Dordoi	6885	39	60	n/a	2000	MTU 21
Dordoi 2	2060	20	4	n/a	2010	MTU 21
Ak-Bata	4580	27	20	n/a	2000	MTU 21
Ruhiy-Muras	2507	48	n/a	1642 (65,5%)	2005	MTU 6
Altyn Ordo	2803	N/A	N/A	N/A	2005	MTU 6
Bugu-Ene-Bagysh	1422	472 11 – in winter time	21 6 – in winter time	229 (16%)	2005	MTU 14

Notes:

- Ruhiy-Muras have lost their computer and were not able to provide data on the number of single mothers (although this may be available at a later date).
- Altyn-Ordo are still compiling their database, so information is unavailable to us.
- No information on children was available for Dordoi, Dordoi 2 and Ak Bata because this information was gathered as a part of a wider survey including other areas.
- Bugu-Ene-Bagysh seems to be a special case. They have a far higher number of families compared to the overall population than the other *novostroiki*. Moreover, most of these families move out of the *novostroiki*

during the autumn, winter and spring (possibly so that children are able to go to school in another place), and then return to the *novostroiki* for just the summer months (possibly because they consider it to be home). That is the reason we were given for there being two sets of numbers.

- It was very interesting to note that when requesting information, people were very willing to give information once they knew that the request was from a charitable organization. It seems they were willing to accept (or even wanting or expecting) help from a charitable organization. To this end, the administrator (*kvartalnyi*) at Bugu-Ene-Bagysh has actually openly asked for help for their needy families.

5. Recommendations

According to the table above, the most vulnerable communities, based on the number of low-income families within the community, can be considered to be Kalys Ordo, Muras Ordo, Ruhiy Muras and Bugu-Ene-Bagysh. These also have a high proportion of young people making up the community. Three of these *novostroiki* were started after the first revolution in 2005, and Kalys Ordo was started in 2003. None of them are the newest of the settlements, as these were discounted as they are already receiving support from Arysh. Of the eight *novostroiki* identified, Kalys Ordo is the largest settlement (6541 people) and is north of the city, beyond the A-365 road; Muras Ordo is the second largest (5365 people) and is in the west of the city, outside the city boundary; Ruhiy-Muras is the third largest (2507 people) and is in the eastern part of the city; and Bugu-Ene-Bagysh is the smallest community (1422 people) and is in the western part of the city, within city boundaries. Two of these communities (Muras Ordo and Bugu-Ene-Bagysh) are not in the anthropologist Nasritdinov's list of new settlements and not on his map. This is probably due to the fact that in his research he was trying to show the city population that there isn't really danger in the 'new settlements belt' around Bishkek and didn't take into account those further away.

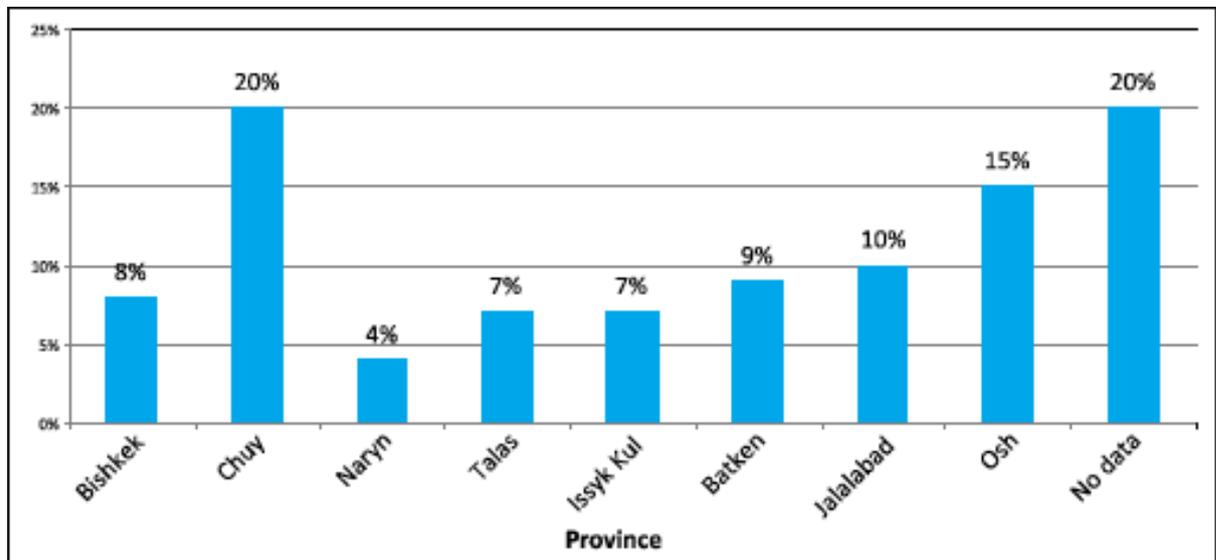
It is suggested that these should be the *novostroiki* that are further investigated by Oasis with a view to developing a long term community hub in one or more of these communities.

Next steps would be to visit these communities and begin to learn more about them. In particular, it will be important to establish:

- what other organizations, if any, already have any sort of input or impact in the community and establish their degree of involvement
- under whose administration these communities are – municipal or provincial
- contact and relationship with the administrators (*kvartalnyis* and the Local Territorial Administrations (MTUs)), as they are the closest to the actual community and know the situation the best.
- The reasons in fluctuation of size of Bugu-Ene-Bagysh

6. Appendices

a. The provinces where children lived before admission to institutions



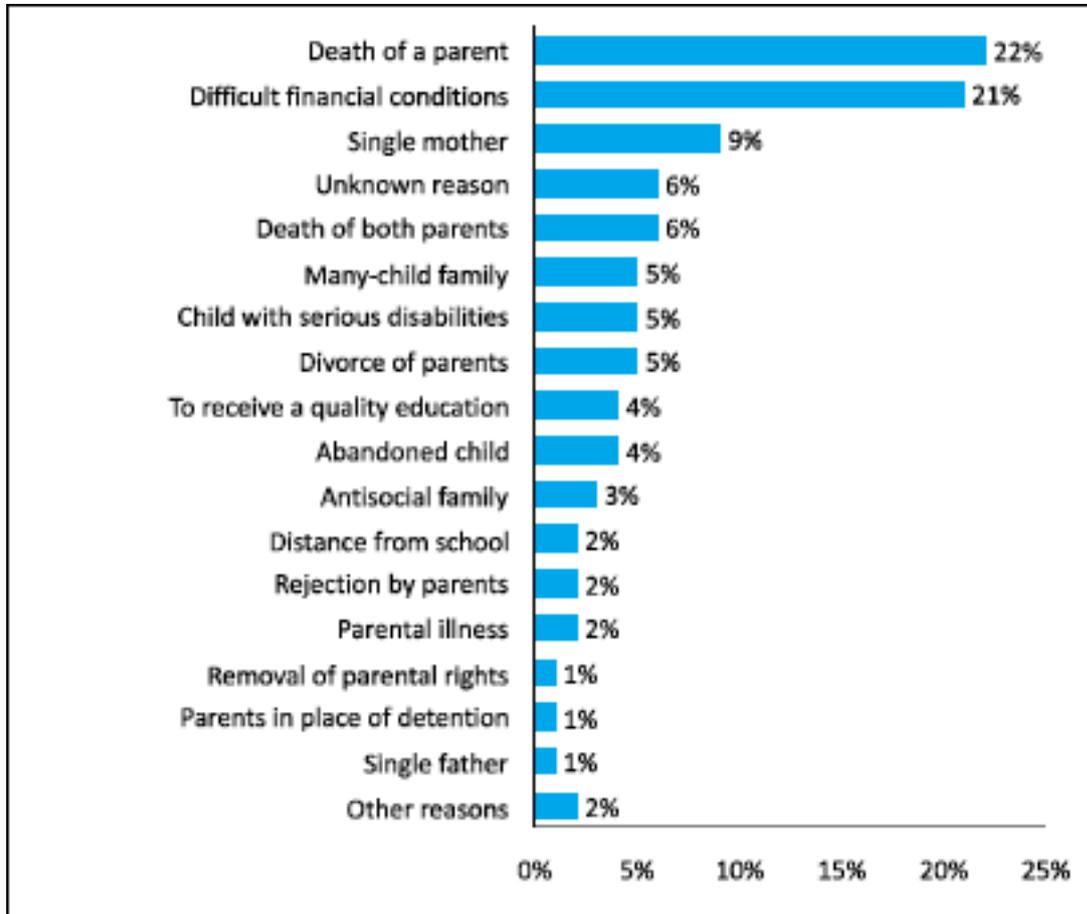
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b. The cities, towns and districts from which the most children moved into residential institutions

- Bishkek
- Osh City
- Bazarkorgon, Jalalabad Province
- Kyzyl Kiya town, Batken Province
- Kara Suu district, Osh Province
- Jayil district, Chuy Province
- Bakayata district, Talas Province

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c. Reasons for children being admitted to residential institutions



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