

Kyrgyz Republic Protracted Relief and Recovery Operation Number 200036 “Support to food insecure households”	
Number of beneficiaries	July 2011-June 2012: 430,000 July 2012-June 2013: 270,000
Duration of project	Two years (July 2011-June 2013)
WFP food tonnage	25,455 mt
Cost (United States dollars)	
WFP food cost	US\$19,156,404
Total cost to WFP	US\$28,669,701

EXECUTIVE SUMMARY

Over the past several years, the Kyrgyz Republic has faced a succession of severe shocks including: extreme climatic conditions; economic shock; high food prices; civil strife; and inter-ethnic conflict. In 2009, at the Government’s request, the World Food Programme established a presence in-country to provide targeted emergency food assistance. In 2010, the Government was toppled and inter-ethnic conflict led to large-scale displacement in Osh and Jalalabad and precipitated a humanitarian crisis.

The political and security situation in the country remains extraordinarily fragile. The country is highly dependent on imports of food and energy and therefore extremely vulnerable to volatile commodity markets. The economy has been contracting and there is little fiscal space to mitigate the impact of successive natural, political, and economic shocks on the most vulnerable swathe of the population. WFP’s February 2011 emergency food security assessment found that a quarter of severely food-insecure households used negative coping strategies which entail risks for the health and nutritional status of the most vulnerable members in the short- and medium-term.

With increased social pressure and food inflation, weak social safety nets, and erosion of food security, due to frequent exposure to natural disasters, all compounding the political and economic shocks, crisis-affected populations will continue to require assistance over the next two years, as the country recovers from these shocks.

WFP, under this Protracted Relief and Recovery Operation, aims to improve the food security situation of the affected population through three main interventions. Firstly, the operation will continue to provide targeted food assistance to vulnerable food-insecure families during the winter- and pre-harvest lean seasons. Secondly, WFP will assist selected target beneficiaries through food-for-work (FFW) and food-for-training (FFT) activities that enable more sustainable improvement of their food security situation. Finally, WFP will provide support to the Government to strengthen food security monitoring as a way to better anticipate and manage food shocks in view of the increased risk faced by the most vulnerable.

The PRRO will embrace the priorities of WFP's corporate strategic plan, in particular Strategic Objectives 2, 3 and 5¹, which also feed into achieving the Millennium Development Goals (MDG), particularly MDG 1².

SITUATION ANALYSIS AND SCENARIO

THE OVERALL CONTEXT

1. The Kyrgyz Republic is a small, landlocked, mountainous country bordered by China, Tajikistan, Uzbekistan, and Kazakhstan. The majority of its 5.2 million people live in rural areas. Given its mountainous geography, the country is highly exposed to climatic risks and natural disasters affecting agriculture and the electricity supply, which are dependent on abundant rainfall to replenish reservoirs. The Food and Agricultural Organization (FAO) lists the Kyrgyz Republic as a low-income food-deficit country.
2. Having gained independence in 1991, the country has made considerable economic and social progress with overall poverty falling from 64 percent to 31.7 percent between 2003 and 2008³. However, over the same period, multiple social stress points persisted, including: poor State accountability and service delivery; widening socio-economic disparities; competition over scarce resources such as agricultural land, irrigation water and pastures; widespread unemployment and underemployment, particularly among youth and women; and, a lack of civic participation in wider social, political and economic processes.
3. Since 2008, successive shocks on top of these underlying stress points have arrested progress. The country was severely affected by adverse weather, 2007/8 being the worst winter in 44 years, followed by severe drought which depleted key reservoirs and reduced agriculture at a time of steep increases in food and fuel prices. The global financial and economic crisis resulted in significant recession in the region, leading to a steep decrease in remittances to the country.
4. Violent protests in April 2010 toppled the Government. In June 2010, inter-ethnic clashes in the southern cities of Osh and Jalalabad resulted in some 400 casualties, scores of injured, and extensive damage to houses and infrastructure. In all, some 765,000 people were affected, with an estimated 400,000 internally displaced and 75,000 fleeing to Uzbekistan. While most returned to their homes within a month, an estimated 2,300 residential buildings and 700 commercial establishments had been destroyed and ethnic tensions remained high. While the political situation has largely stabilized, the underlying issues remain unresolved and could form the basis for future unrest.

¹Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations; Strategic Objective 5: Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase.

²MDG 1: Eradicate extreme poverty and hunger.

³Country Analysis, UN Country Team, October 2010.

5. Due to poor production, disruption of agriculture and trade, border closures, and lack of investment, the crises of 2008-2010 accelerated sharp economic contraction and undermined food security, threatening the nutritional status of the population, especially that of women and children in poor rural areas. The Kyrgyz economy contracted by 1.5 percent in 2010. The country's Human Development Index declined from 0.7 to 0.6 in 2010, and the Kyrgyz Republic now ranks 109th out of 169 countries⁴.
6. While the economic outlook is slightly more positive for 2011, the economy remains fragile. Economic performance is highly vulnerable to and increasingly exposed to highly volatile exogenous factors. With limited industrial development, remittances from workers abroad remain one of the pillars of the nation's economy, making up nearly a quarter of the country's GDP. The Kyrgyz Republic is heavily reliant on imported fuel and food, and about one third of its grain requirements are imported. According to the World Bank, the Kyrgyz Republic is among the countries in the ECA⁵ region that are hardest hit by the recent spike in fuel and food prices⁶ which way weigh heavily on consumers. The country is also grappling with an increasing negative trade balance, a growing fiscal deficit and an increasing foreign debt burden.
7. The impact of the events in 2010 has left the country facing the current trade shocks from a much more vulnerable macro-economic position than in the past. With limited fiscal space to implement measures to counter the spiralling food and energy prices, inflation is passed through in full measure to consumers.

The food security and nutrition situation

8. Between 2008 and 2010 WFP conducted a series of assessments based on reanalysis of government data. These analyses consistently indicated persistent high levels of food insecurity.⁷ Subsequently, WFP conducted two independent Emergency Food Security Assessments (EFSA) with findings, to a large extent, consistent with the findings of the previous analysis. The first EFSA in August 2010 found that 27 percent of Kyrgyz households were food-insecure, mostly moderately (23 percent), which is equivalent to about 1.4 million people.⁸ A follow up EFSA in February 2011 found a steep increase in the number of food-insecure, with the number of severely food-insecure reaching 14 percent and moderately food-insecure 34 percent.⁹
9. The underlying causes of food insecurity include: large family size; presence of vulnerable members¹⁰; low income; unemployment; lack of education (preventing access to well-remunerated and regular jobs); limited land availability; limited access to relatively expensive inputs such as fertilizers and fuel; limited agricultural services, and frequent exposure to recurrent natural disasters. The levels and severity of food insecurity also present marked seasonal variations, manifested by a deterioration of the diet in post-harvest time (winter/early spring) when food stocks from the harvest are depleted, seasonal work opportunities decrease, and prices increase. The low income and productive asset base and resources (land, animals, skills, credit) of households do not enable them to maintain an adequate frequency and diversity of food intake, potentially putting the health and nutritional status of vulnerable members in jeopardy through deficiencies especially in micronutrients.

⁴UNDP Human Development Report, 2010.

⁵ ECA: Europe and Central Asiaregion.

⁶ World Bank: 'Rising Food and Energy Prices and Vulnerability in ECA (forthcoming)

⁷EFSA's in from 2008 to 2010 were based on re-analysis of data from the Kyrgyz Integrated Household Survey (KIHS). Finding from these surveys are largely consistent with WFP EFSA's.

⁸ Emergency Food Security Assessment in the Kyrgyz Republic, WFP, August 2010.

⁹ WFP Emergency Food Security Assessment, March 2011

¹⁰ Vulnerable members include young children, pregnant/lactating women, elderly, chronically ill individuals.

10. The seasonal deterioration of food consumption in 2010/2011 was aggravated by additional shocks including:
 - post-conflict effects of the violence in Osh and Jalalabad oblasts on livelihoods;
 - indirect effects of the civil unrest and ethnic conflict nation-wide through the general depression of the economy;
 - sharp rise of food prices and general inflation during the last months of 2010 and early 2011, unmatched by a corresponding rise of wages, pensions and allowances.
11. Since the assessment in August 2010, food prices have risen significantly. Food prices in the Kyrgyz Republic rose a staggering 27 percent in 2010 and have continued to increase in 2011.¹¹ Food-insecure households depend to a large extent on markets for access to food, particularly during the lean season.
12. Food expenditures represent almost half of total expenditures of severely food-insecure households. As such the rise of food prices and general inflation is putting significant pressure on household resources. The deterioration of their purchasing power also affects the means available to pay for other essential needs such as health, utilities and agricultural inputs.¹²
13. Households employ diverse strategies and mechanisms to cope with food insecurity: switching to less expensive foods; reducing meal sizes and consumption frequency; purchasing food on credit; resorting to labour migration; and increasingly turning to neighbours and friends. WFP's February 2011 EFSA found that a quarter of severely food-insecure households used negative coping strategies which entail risks for the health and nutritional status of the most vulnerable members in the short- and medium-term¹³.
14. Food-insecure households rely on irregular and low-paying sources of cash such as: sales of agricultural produce; petty trade; use of personal savings; unskilled labour; pensions, remittances and charity. This means that food-insecure households remain below the official poverty line.
15. Food insecurity affects rural populations to a higher degree, but the WFP EFSA's also reveal significant urban food insecurity. Urban dwellers, given a high reliance on markets for food, are extremely vulnerable to market and price shocks. Due to the inter-ethnic violence in Osh and Jalalabad in June 2010, an estimated 329,800 mainly urban dwellers were rendered food-insecure through the winter and pre-harvest season.¹⁴
16. According to the Multi Indicator Cluster Survey (MICS) conducted in 2006 in the country, the level of severe acute malnutrition was three percent. Stunting is widespread and affects 18 percent of children under 5 years of age, with the stunting rates being significantly higher in rural areas. Stunting rates improved between 1996 and 2006,¹⁵ however; three consecutive years of poor food security have impacted on the nutritional status of mothers and children¹⁶. Micronutrient deficiencies are considered to be the most pressing nutritional issue, with anaemia levels reaching over 50 percent among children under five years of age and over 32 percent among mothers in remote areas¹⁷. About one-third (32 percent) of children had serum retinol levels, indicating vitamin A deficiency. Only 40 percent of households adequately consume iodized salt¹⁸.

¹¹Ministry of Economic Regulation, 2011.

¹² WFP Emergency Food Security Assessment, March 2011.

¹³ ibid

¹⁴ Rapid Emergency Food Security Assessment in Osh and Jalalabad, Kyrgyz Republic, WFP, July 2010.

¹⁵Multiple Indicator Cluster Survey, UNICEF, Central Asia, 2006.

¹⁶ Situation Analysis, Improving Economic Outcomes by Expanding Nutrition Programming in Kyrgyzstan, Tajikistan and Uzbekistan, UNICEF and World Bank, February 2011.

¹⁷ UNICEF Survey on nutritional status of children in Alai and Chong Alai rayons of Osh region. Preliminary Report, 2010.

¹⁸ Situation Analysis, Improving Economic Outcomes by Expanding Nutrition Programming in Kyrgyzstan, Tajikistan and Uzbekistan, UNICEF and World Bank, February 2011.

Scenarios

17. The World Bank predicts a limited economic recovery in 2011 followed by more robust growth in 2012. Even so, anticipated growth is not seen as being sufficient to ensure fiscal stability and the budget deficit for 2011 is projected to be around nine percent of GDP. Fiscal pressure increased in 2010 as a result of the political and ethnic crises and in early 2011 with public sector workers demanding wage increases. Furthermore, the increasing inflation, particularly for food and energy, threatens to undermine economic growth and put additional pressure on public finances and household-level income. These assumptions will be monitored and adjusted as necessary on the basis of continual food security assessment and analysis of the economic performance of the country.
18. As the intense political debate related to the constitutional and institutional changes that occurred in 2010 continue, it is likely that political uncertainty will remain. While WFP and the Country Team are well prepared to respond to a further humanitarian crisis should tensions again lead to violence and displacement, it is expected that socio-economic turbulence will remain at low ebb.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the government

19. Following the tumultuous political changes in 2010, the new Government is currently in the process of defining and formulating its development strategy for the country. In July 2010, the Government organised a pledging conference, at which donors pledged upwards of US\$1 billion in loans and grant support for a three-year period.
20. In response to the deteriorating food security situation in 2010/2011, the Government started revising national legislation on food security. In order to offset the impact of growing food inflation on vulnerable groups, the Government plans to utilise the Universal Monthly Benefit (UMB) as its main safety net for poverty reduction in the Kyrgyz Republic and plans are being drawn up to increase the current benefit level¹⁹.
21. The Ministry of Agriculture (MOA), at the current time, is officially responsible for food security issues. Under its leadership, an inter-ministerial Working Group on Food Security is the main body responsible for improving availability of food in the country. A number of measures have been taken or are planned to dampen inflation. These include market interventions, reducing import tariffs on key commodities as well as regulatory measures. However, these measures are limited in scope. As of early 2011, the Government was still in the process of creating the legal framework to enable reform measures (such as price regulation) to be implemented. A credit scheme for farmers at favourable rates is already in place and has been considerably expanded compared to 2010. Agricultural fairs in rural communities are planned, where staple foods will be sold directly from farmers and cooperatives, as well as a one-off distribution of wheat flour to 123,568 vulnerable households.²⁰
22. The National Statistics Committee (NSC) issues quarterly Food Security Bulletins. While these reports offer useful macro-level information, they provide limited data on the various levels of vulnerability and do not allow for the identification of the most food-insecure households. Furthermore, the reports are often issued with considerable delay, making them less useful as an early warning instrument and as a tool for decision-making.

¹⁹ The programme provided cash transfers to poor families (approximately 25 percent of households below the poverty line). The maximum level of benefit payable is 311 Some (US \$6.58) per capita per month.

²⁰ This intervention is coordinated with WFP in order to avoid overlap.

Policies, capacities and actions of other major actors

23. The United Nations in general has approached the problems over the past years by launching humanitarian operations through Flash Appeals (in 2009 and 2010) but also by accelerating and expanding development activities. In areas directly affected by the communal violence in 2010, a number of organizations were, and some still are, active in addressing food security issues. These include: Save the Children implemented Food Assistance Programme for some 80,000 persons; Helvetas and ACTED support light processing and marketing; the Swiss Cooperation supports bakeries to supply bread to schools; Mercy Corps International runs cash-based programmes to revitalize trade and production (to be completed in spring 2011); and FAO is providing essential agricultural inputs to vulnerable farmers. Other actors, such as the German AgroAction, the Gesellschaft fuer Internationale Zusammenarbeit (GIZ), and United States Agency for International Development (USAID) are involved in rural and agricultural development projects nationwide. The Asia Development Bank (ADB) and the World Bank plan to embark upon infrastructure improvements from the beginning of 2011.

Coordination

24. The key ministries and agencies with whom donor coordination on humanitarian assistance is essential include: State Directorate for Recovery of Osh and Jalalabad; the Ministry for Emergency Situations (MoES); Ministry of Social Protection (MSP); the Ministry of Health (MoH); the Ministry of Education (MoE); and MoA. Humanitarian interventions are coordinated through the Humanitarian Country Team. Coordination on natural disasters is carried out through an inter-agency Rapid Emergency Assistance Coordination Team (REACT), chaired by the MoES, and administratively supported by the United Nations.
25. WFP and FAO co-chair the Food Security Cluster, which includes United Nations agencies and non-governmental organizations (NGOs). Government, financial institutions and bilateral donors periodically attend the meetings. The cluster coordinates all activities linked to food security and agriculture, in both recovery and humanitarian spheres.
26. WFP activities are also coordinated and implemented in partnership with other UN agencies and government stakeholders through implementation of activities outlined in the framework of Extended Delivery as One. The 2010-2011 One UN Programme framework coordinates a set of interventions that expand current UN recovery and development assistance to address the consequences of new economic challenges, and food and energy insecurity and builds on the commitments of the current United Nations Development Assistance Framework 2005-2011 (UNDAF). WFP activities are also included in the new UNDAF for 2012 – 2016.
27. Donor coordination is conducted through the Development Partners' Coordination Council (DPCC) led by bilateral donors, and represented by the UN agencies and NGOs present in the Kyrgyz Republic.
28. Joint activities aimed at the setup of the food security monitoring system (FSMS) in the Kyrgyz Republic, which is one focus area of this PRRO, have been coordinated and will be implemented by WFP jointly with FAO and relevant government ministries (NSC, MoA, MSP, and MoH). The coordinated approach to these activities is aimed at consolidating existing mechanisms to improve humanitarian activities and food security interventions.

OBJECTIVES OF WFP ASSISTANCE

29. WFP's interventions in the Kyrgyz Republic will focus on three main objectives as outlined in the logical framework in Annex II:
- (i) To ensure adequate food consumption for families at risk of falling into acute hunger, particularly food-insecure households, which typically include the elderly, children under five, pregnant and lactating women that meet the strict selection criteria. This assistance is to be provided during the winter and pre-harvest periods of 2011/2 and 2012/3. This objective relates to WFP's corporate Strategic Objective 2 "Prevent acute hunger and invest in disaster preparedness and mitigation measures" and UN MDG 1.
 - (ii) To enable communities with depleted assets to recover and restore productive capacity and protect agricultural land and improve food security. This objective, to be addressed through food for work and possibly training and cash for work at a later stage, falls under WFP Strategic Objective 3 "Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations" and UN MDG 1²¹.
 - (iii) To strengthen national capacity to assess and respond to food insecurity through improved monitoring and social protection, including FSMS. These activities correspond to Strategic Objective 5: "Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase".

WFP RESPONSE STRATEGY

Nature and effectiveness of food security related assistance to date

30. Following the deterioration in food security caused by the climatic and economic shocks in 2008, which was followed by drought and compounded by high food prices and international economic recession, WFP launched EMOP 108040. WFP distributed almost 21,000 mt of food to more than 540,000 food insecure people across the country in 2009 and 2010. The EMOP will end in June 2011.
31. FFW/T was also piloted under the EMOP as an alternative means to reach beneficiaries in 2010, covering about 100 locations and directly benefitting more than 40,000 persons, and indirectly, an estimated 300,000 people.
32. Following the conflict in Osh and Jalalabad, WFP initiated a second EMOP (200161) to provide food assistance to those affected. WFP distributed 8,446 mt of food in 2010 to about 552,000 conflict-affected persons in the south of the country. The EMOP is scheduled to end in June 2011. As a response to the particular conditions in the conflict-affected areas, WFP has already started assistance for reconstruction and livelihood recovery as well as peace-building. Based on the success of these initial programmes peacebuilding will be a core consideration in the design of WFP recovery activities under the PRRO in areas of mixed ethnicity.
33. WFP assessment and post distribution monitoring (PDM) confirms that WFP vulnerable group feeding (VGF) interventions not only improve the energy consumption of targeted beneficiaries, but also result in a more diverse diet. Comparison of pre- and post-distribution data shows that there is improvement in the beneficiaries' diet (including protein products), which indicate that the WFP ration allows households to free up resources necessary to diversify their diets during the most critical period of the year. In

²¹ FFW/T projects will primarily address Strategic Objective 3, at the same FFW/T will also address Strategic Objective 2, specifically, to support and strengthen resiliency of communities to shocks through safety nets or asset creation, though to a lesser extent.

2010, households improved their food consumption, i.e moved from poor to borderline or adequate food consumption patterns (15 percent after spring VGF cycle and five percent after autumn VGF cycle), the number of households with an acceptable food consumption pattern increased by eight percent for both cycles.

Strategy outline

34. Against the backdrop outlined above, exceptional measures are required to help break the cycle and accelerate recovery from the deteriorated food security situation of vulnerable households. WFP's intervention under this PRRO will address the most pressing food security needs over the next two years as the country and the most vulnerable persons continue to face the multiple impacts of political, economic challenges, and persistent high food prices.
35. This will include strengthening the existing food security monitoring system, particularly with regard to its timeliness and recommendations for action. WFP has already gained this critical 'buy-in' from respective government bodies and other actors.
36. The current PRRO will cover relief and recovery activities. In order to achieve the intended objectives in the provision of food assistance, WFP's interventions will focus on the following components:
 - i. **Relief Component:** Under VGF, targeted food distributions will target unacceptable levels of food insecurity during winter and the pre-harvest lean seasons as well as those people who have become severely food-insecure as a result of multiple shocks, such as inter-ethnic violence and drastically increasing food prices. The assistance will aim to maintain adequate food consumption and prevent a loss of assets during the most critical times of the year.
 - ii. **Recovery component:** In the most food-insecure areas, where economic shocks are exacerbated by extremely poor rural infrastructure and risk of natural calamities, WFP will support the restoration and rehabilitation of community assets, as well as disaster mitigation and environmental protection projects, while ensuring that immediate food requirements are met. This will be achieved through the implementation of FFW/FFT activities in remote rural areas. FFT will provide some of the most vulnerable members of society with vocational skills, thereby helping them reduce their dependence on assistance. The following directions will be prioritized for the FFW programme implementation:
 - A. Rehabilitation of rural infrastructure and community assets, specifically:
construction and/or repair of agricultural infrastructure through renovation of secondary irrigation systems as well as support to vegetable production through a combination of FFW/FFT activities.
 - B. Disaster mitigation and environmental protection projects are also planned and will be implemented jointly with non-food inputs provided by the Ministry of Emergencies (including hill protection through tree planting and riverbank reinforcement through construction of gabions).
 - iii. **Capacity Development:** In partnership with FAO, WFP will focus on improving food security monitoring. The intervention includes the establishment of a 'light' FSMS to provide household level food security information. Further, WFP will focus on improving food security data collection and analysis by working closely with the NSC to refine their current system and ensure that both systems are compatible. This strategic approach will also guarantee NSC ownership of WFP's system in the long-term. The FSMS will be developed jointly with the Government and integrated into the national system.

37. The PRRO will target 86 percent of beneficiaries under relief and 14 percent under recovery activities in the first year, while in the second year the proportions will be 69 percent and 31 percent respectively. Overall the number of beneficiaries will gradually reduce and longer-term activities will shift to recovery and development programmes. In the event of insufficient resources the CO will prioritize VGF over other activities.
38. WFP's interventions should be seen in the context of a broader portfolio of food security- and nutrition-related interventions that will focus on the medium- to long-term improvement of food security in the Kyrgyz Republic. This may include WFP support to reform the existing national school feeding program.

Handover strategy

39. WFP's hand-over strategy will focus on strengthening the resiliency of target beneficiary communities as well as on developing the capacity of government institutions to monitor food security needs in order to improve policy development and the design and implementation of food security interventions in line with the needs and future risks.
40. Through implementation of the activities foreseen under the PRRO and by continuing to strengthen partnerships (including with government counterparts such as MSP, MoES, and NSC) and by increasing community involvement in project implementation, WFP anticipates that the target beneficiaries will be able to improve their food security status and will be firmly in a recovery process.
41. During the implementation of this PRRO, through a gradual increase of the FFW/T programme, WFP plans to intensify activities which build and protect the productive assets of households and communities, thus improving their food security situation and building resiliency to shocks. Based on the FFW/T model, WFP will formulate and implement a medium-term strategy that builds recovery mechanisms jointly with partners to gradually transfer responsibility to local stakeholders, particularly the Government. In this respect, the commitment from MoES to allocate resources for joint FFW disaster mitigation projects is a significant step in this direction.
42. Further, WFP is engaged, along with its DPCC partners, in ongoing reforms of the country's social protection system. WFP will draw on its expertise on food security and food-based safety nets to inform these discussions and to advocate for food security considerations to be further integrated into these reforms. In this regard, the anticipated support to the strengthening of the government food security monitoring system will strengthen government capacity to identify needs and incorporate analysis in decision making, policy formulation and the design and implementation of social protection and safety net interventions for the most vulnerable.

BENEFICIARIES AND TARGETING

43. VGF activities will take place in six out of the seven provinces in the country, focussing on areas with higher concentrations of severely food-insecure households that have been most affected by the past years' shocks. Locations for FFW/FFT activities will be identified based on poverty and food insecurity, taking into account individual project needs assessments. Geographical and seasonal considerations will be taken into account, avoiding duplication of beneficiaries under VGF and FFW/FFT programmes.

44. The following table sets out details of estimated beneficiaries under the PRRO.

Activity	Period	Men/boys	Women/girls	Total
Vulnerable Group Feeding (VGF)	July 2011-June 2012	180,347	189,653	370,000
	July 2012-June 2013	90,174	94,826	185,000
Food for work	July 2011-June 2012	27,641	27,359	55,000
	July 2012-June 2013	39,199	38,801	78,000
Food for training	July 2011-June 2012	2,513	2,487	5,000
	July 2012-June 2013	3,518	3,482	7,000
TOTAL	July 2011-June 2012	210,501	219,499	430,000
	July 2012-June 2013	132,891	137,109	270,000

45. The total number of individual beneficiaries targeted over the two years is approximately 515,000. Numbers will be adjusted in accordance with the most recent assessments, on the basis of the strict selection criteria used by local authorities and social workers, and the verification of beneficiary lists by WFP staff²². FFW and training participants will be selected from vulnerable households with slightly different criteria²³ which will be tested and revised specifically for each project component.

46. Local authorities and food committees formed at the village level will continue to identify beneficiaries through community meetings, and then compile beneficiary lists in accordance with the WFP criteria. These lists are randomly verified by WFP and CPs, which range from five percent to 10 percent of households in all *AyilOkrugus* (communities) selected for assistance. Women actively participate in these committees, where they often constitute half of the membership. WFP's distribution database also shows that women are the principal recipients of VGF food rations, and make up the majority of participants in FFW projects.

47. VGF targeting criteria are based on the livelihoods characteristics recommended by WFP assessments, monitoring, and consultations with local authorities and partners. Beneficiary profiling suggests that the most vulnerable households have extremely low incomes, little access to productive land and assets (livestock, machinery, etc) and have large families. In addition, WFP closely monitors changes in trends and modifies eligibility criteria accordingly. Targeting criteria are tested in the field before being adopted for beneficiary selection prior to each cycle of VGF, and once a year for FFW activities.

48. VGF will be implemented through the distribution of two three-month rations during the peak months of the lean season, i.e. in late autumn/beginning of winter (November-December) and in spring (March-May).

²²The total population in the targeted regions is estimated at 4.2 million people with about 39 percent of families living below the official poverty line and 16 percent living below the Guaranteed Minimum Level of Consumption (GMLC). WFP will cover about 10 percent of the total population of these regions and over 50 percent of the poorest families living under GMLC. Again, WFP will target areas with the highest concentration of severely food insecure people, as informed by WFP assessments, and crosschecked against MSP data on people living under GMLC, giving priority to villages where over 20 percent of the population live below GMLC.

²³FFW/T criteria are based on the livelihoods characteristics of typical food insecure households, which have an income level below extreme poverty line, limited access to jobs, productive land and assets (such as livestock, agricultural and other machinery), as well as large families. The income threshold in the FFW/T criteria is higher than for VGF and is set close to the extreme poverty line (i.e. 1,000KGS, US\$20.7 per person per month).

49. FFW/T participants will be selected from the poorest households willing and able to perform labour-intensive activities, and will be implemented in close coordination with project stakeholders and local communities. WFP will ensure women are involved in the targeting process for FFW/FFT activities to the same extent as they are for VGF.

NUTRITIONAL CONSIDERATIONS AND RATIONS

50. The average diet in the Kyrgyz Republic is poor. The staple food in the diet is bread made from wheat flour, most commonly unfortified, and is eaten several times a day. Only one-fifth of households can afford to consume dairy products, such as milk and cheese, on a daily basis. The regular consumption of meat remains unaffordable for most households. The poorest families only consume meat products during cultural and social events. As such, bread is frequently supplemented by tubers and vegetables in lieu of other sources of protein.
51. Within the VGF framework, WFP will provide targeted food-insecure households in isolated rural areas with a three-month ration of 75kg of fortified wheat flour and 8 litres of vegetable oil (for a family of 5 family members), equivalent of 735 Kcal per person per day, which is sufficient to bridge the energy gap that exists between intake and actual minimum requirements.
52. FFW/T will provide an incentive, and partially compensate participants while they participate in activities designed to help them become more self-reliant. Based on 22 completed 'man days'²⁴, WFP will provide each participant with a monthly family ration of 75 kg of wheat flour and eight litres of vegetable oil, on the basis of an average of five members per family. The average estimated duration of the FFW/T project is 3 months (i.e. 66 man days).
53. The food basket provides commodities that are the beneficiary-determined priorities in the Kyrgyz diet - wheat flour and vegetable oil. All commodities will be fortified in accordance with WFP fortification standards. As WFP looks at opportunities to introduce a cash or voucher component to this programme, specific attention will be paid to opportunities to further diversify the diet, i.e. by increasing access to dairy products.

	VGF	FFW/T
Wheat Flour	167	682
Vegetable Oil	17	64
TOTAL	184	746
Total kcal/day	735	2,100
% Kcal from protein ²⁵	11	11
% Kcal from fat	23	23
Number of feeding days per year (VGF) or mandays per month (FFW/T)	180	22

²⁴ One 'man day' is equivalent to one work-norm completed by the participant during four hours. The list of work-norms and their individual values was compiled based on WFP FFW experience in the region, as well as tested during the FFW projects implementation in 2010. The list of work-norms is being reviewed on a regular basis and is subject to regular field testing.

²⁵ A GFD ration should provide a basket of food commodities that covers the 'recommended mean daily per capita nutrient intake' (WHO, 1995). The GFD ration should therefore provide 10 to 12 percent of its Kcal (energy) from protein and at least 17 percent from fat (Food and Nutrition Handbook. Page 65, table 8.1).

TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)			
	VGF	FFW/T	Total
Wheat Flour	16,650	6,525	23,175
Vegetable Oil	1,665	615	2,280
TOTAL	18,315	7,140	25,455

IMPLEMENTATION ARRANGEMENTS

54. The Country Office (CO) and central Government are located in Bishkek. Operationally, WFP's office in Bishkek covers implementation for the northern regions of the country, i.e. Naryn, Talas and Issyk-Kul provinces. WFP's sub-office in Osh, the second largest city in the country, covers the southern provinces of Osh, Batken, and Jalalabad.
55. WFP's main government counterparts - MSP and NSC, and MoES - play an active role in the design and planning of WFP activities. WFP intends to implement the majority of activities through CPs in coordination with local authorities, where the latter take responsibility for targeting, support for distribution and handling at Final Distribution Points (FDP). UN Agencies, CPs, and local authorities will provide complementary inputs for FFW activities.
56. VGF will continue to be implemented through CPs and jointly with local authorities, with the latter taking responsibility for the targeting process, distribution support, and commodity handling at FDPs. WFP and CPs will verify the targeting process and beneficiary lists, control the distribution process, and undertake PDM to evaluate the effectiveness of the programme.
57. FFW activities will be implemented on the basis of initiatives developed jointly with NGO partners, and through partnerships with MoES, FAO, UN WOMEN, and UNDP, and in direct partnership with local authorities.
58. WFP in coordination with FAO and government stakeholders will help to establish an improved system for food security monitoring in the country. In coordination with partners, WFP will initiate the establishment of a 'light' FSMS through primary data collection and analysis of household livelihoods in selected provinces. WFP will also work on building NSC's capacity and integrating an improved FSMS into the existing KIHS.

Participation

59. WFP's VGF programme is jointly designed and implemented in coordination with MSP, provincial and local governments and directly with the participation of local food committees, which include beneficiaries. In 2010 WFP programmes focused on increasing participation of local authorities and local communities in programme implementation. While WFP and CPs facilitate and monitor the beneficiary selection process and prepare for the actual distribution process, local counterparts play a critical role in identifying food-insecure households in line with criteria. Representatives of local authorities and food committee members also support the distribution process.
60. PDM conducted by WFP and external partners, as well as 'lessons learned' sessions with local authorities and CPs, help to identify areas for improving further implementation. Evaluation of FFW projects is conducted jointly with local authorities

and participating communities provide information on the most effective and useful community projects. This process will also be used to adjust FFW under the PRRO, if required.

Partners

61. For VGF implementation, WFP will partner with Agency for Cooperation and Technical Development (ACTED), the Aga Khan Mountain Society Development and Support Programme (MSDSP), a local NGO Shoola, and the government Republican Centre for Health Promotion (RCHP).
62. For the implementation of FFW projects, WFP will partner with UNDP, FAO, UN WOMEN, local NGO Community Development Alliance (CDA), as well as directly implement projects with local communities and forestries (where MoES and Ministry of Natural Resources and Environment (MoNRE) provide in-kind contributions). Partnerships with United Nations agencies for FFW activities will also comply with the framework of the Extended Delivery as One (DAO), with each agency providing respective technical expertise and inputs. Further partnerships will be explored under the same modalities, particularly for peace-building FFW initiatives and other areas.
63. WFP will continue to identify partners with technical capacity and resources to support larger-scale FFW projects that create durable and sustainable assets. It is planned that within this component, the PRRO will see an increase in the number of partners (including direct agreements with local authorities, international organizations and local NGOs) although this will require more WFP management oversight.
64. Since the start of operations in the Kyrgyz Republic in 2009, WFP has invested heavily in building partner capacity through a series of trainings on programme implementation, as well as evaluation of programme results through 'lessons learned' meetings with CPs.

Transfer modalities and capacities

65. While the preceding EMOP has utilised food transfers, and the present PRRO follows the same modality, WFP is examining the appropriateness of a cash component in areas with well functioning markets. Upon endorsement of a feasibility study, CFW/CFT activities may be introduced under the PRRO through a budget revision at a later stage. Specific opportunities will be pursued to link cash or voucher transfers to products that improve dietary diversity i.e. through dairy products.

Non-food inputs

66. Cooperating partners will provide non-food inputs and technical support for FFW/FFT activities. To ensure implementation in areas where partners are not available, the budget also includes US\$200,000 (US\$100,000 per each PRRO year) to purchase essential tools for certain projects to ensure participants are not obliged to use their own agricultural tools.

Environmental impact

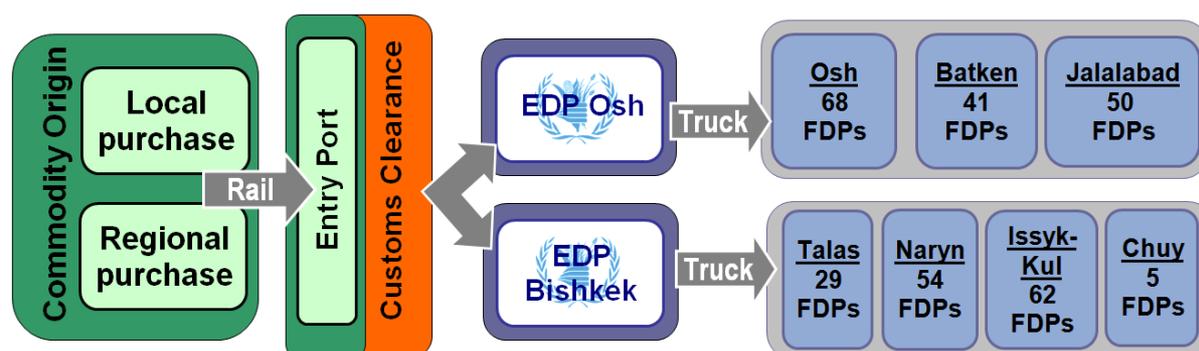
67. It is envisaged that FFW will have beneficial output for protecting the environment, including aiding measures to mitigate natural disasters caused by high precipitation.

Logistics

68. WFP warehouses are located in Bishkek and Osh and have a total capacity of 12,500 mt. Both serve as WFP extended delivery points (EDPs). In addition, WFP benefits from a network of storage facilities throughout the country which are provided by local partners or community administrations. This network, which has been used extensively

over the last several years to implement EMOP activities, has sufficient capacity close to distribution sites and beneficiaries across the country.

69. All commodities procured by WFP (regionally, locally and internationally) arrive by railway to the EDP in Bishkek or Osh (depending on programme requirements). Customs clearance is undertaken by WFP. Food allocations for activities are released in accordance with beneficiary lists which are updated by CPs prior to the start of distributions, and approved by WFP. WFP awards contracts to companies offering the most cost-efficient services to organize handling at EDPs. Transport companies move WFP commodities from EDP to over 200 final delivery points (FDPs). (See Logistics Scheme below.) Cooperating partners are responsible for the receipt, handling and storage at the FDPs.



70. In order to monitor the flow of food at any stage, WFP will continue to use the Commodity Movement Processing and Analysis System (COMPAS), which reflects commodity transactions from the port of entry to FDP.

Procurement

71. WFP purchases most food commodities for the Kyrgyz Republic programme regionally (Kazakhstan and Russia). Internationally purchased food commodities (mostly vegetable oil) arrive through the Baltic port of Riga (Latvia). WFP considerably increased local procurement in 2010, spending about US\$4 million (or 38 percent of total food procurement). The CO plans to expand local purchase during the PRRO to continue supporting Kyrgyz markets. Together with UNICEF, WFP supports the Government's wheat flour fortification strategy and regularly updates the roster of suppliers for fortified food commodities.

PERFORMANCE MONITORING

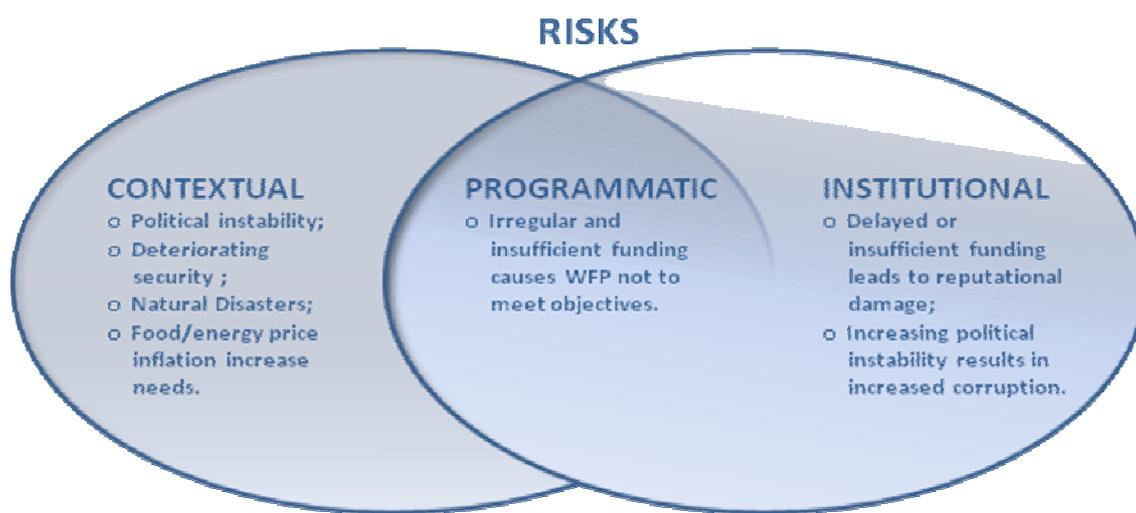
72. WFP will collect and analyse standard corporate indicators and project-specific indicators with an emphasis on tangible improvements to beneficiaries' lives. Outcome indicators will focus on changes to food consumption patterns, improvement and diversification of income sources, and maintenance and increased use of assets created through FFW. The current indicators are presented in the log frame attached to the PRRO document.
73. WFP monitors conduct visits to project sites during all stages of programme implementation and conduct end-use monitoring of food as part of PDM. They also carry out market surveys of essential food commodities on a weekly basis in view of the current food price increases.
74. Regular participatory reviews with respective cooperating partners provide information for fine-tuning data collection tools and databases. New partners and local authorities will be trained and involved in M&E activities. WFP will also use external partners to conduct

independent PDM exercises and a programme evaluation, which will be followed by ‘lessons learned’ sessions with CPs, authorities and other stakeholders. WFP will undertake self-evaluation for the PRRO at various stages of the project implementation.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and risk assessment

75. A number of risks could impact the implementation of the PRRO. The main risks identified are presented through the three risk spheres (contextual, programmatic and institutional) below. The subsequent narrative explains the risks and outlines mitigation measures to be taken.



Contextual Risk

76. The Kyrgyz Republic underwent a fragile political transition amid some of the worst ethnic violence in Central Asia for two decades. Ethnic tensions still persist in the country’s south. Stability during the next two years will depend greatly on political developments and the ability of the Government to address key issues in the social and economic sectors. Renewed unrest would likely cause further socio-economic distress and result in the need for WFP to scale-up relief interventions. Such events would also complicate efforts by WFP to develop government capacity and implement the handover strategy.

77. Due to its geographic location in a seismically active and mountainous region, the country is highly susceptible to natural disasters with frequent earthquakes (tremors), flooding, mud slides, avalanches, snow storms, and mountain lake spills. According to MoES, there are an average 200 natural disasters each year in the country which cause an estimated damage of US\$35 million. More than 14,000 areas are ranked as high risk around the country and this vulnerability could be exacerbated by limited state and local government resources for disaster reduction and response.

78. The country remains highly vulnerable to changes in commodity prices, particularly for food and energy. Inflationary pressures due to commodity price increases can affect the country’s macro-economic performance and may significantly increase poverty and food insecurity.

Programmatic Risk

79. As many donors are struggling with national austerity measures, the funding environment is becoming more constrained. Against the backdrop of significant and

persistent needs, WFP will devote increasing efforts to advocate for funding in order to meet the project objectives.

Institutional Risk

80. Over the past two years, WFP has built a solid reputation among government, partners and beneficiary communities as an organisation which delivers on its commitments. Failure to meet WFP's requirements may cause reputational damage to WFP as a reliable and dependable partner. Corruption remains a significant challenge in the Kyrgyz Republic. Political instability could jeopardize efforts to stem corruption and threaten project implementation. WFP in the Kyrgyz Republic has already built up solid financial and program control system which will be further strengthened in case of a worsening of the situation.

Contingency planning

81. WFP plays an active role in inter-agency contingency planning. The main scenario envisaged is population displacement due to political instability or interethnic tensions. In the event of a major disasters or emergencies WFP co-chairs the Food Security Cluster, and takes the lead in the Logistics and Communications Clusters, in the event they are activated.

SECURITY CONSIDERATIONS

82. The current United Nations security levels 2 and 3 for the north and south, respectively, are linked to the unstable political situation. To date, security incidents have not been targeted at the United Nations, its staff or facilities. Security regulations for United Nations staff are in place. WFP's offices in the Kyrgyz Republic comply with minimum operating security standards.

APPROVAL

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Date:.....

Josette Sheeran
Executive Director

ANNEX I-A

PROJECT COST BREAKDOWN			
Food²⁶	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	23,175	14,155,912	
Pulses			
Oil and fats	2,280	5,000,492	
Mixed and blended food			
Others			
Total food	25,455	19,156,404	
Cash transfers			
Voucher transfers			
Subtotal food and transfers			19,156,404
External transport			83,790
Landside transport, storage and handling			2,395,645
Other direct operational costs			1,186,187
Direct support costs ²⁷ (see Annex I-B)			3,972,087
Total WFP direct costs			26,794,113
Indirect support costs (7.0 percent) ²⁸			1,875,588
TOTAL WFP COSTS			28,669,701

²⁶ This is a notional food basket for budgeting and approval. The contents may vary.

²⁷ Indicative figures for information purposes. The direct support costs allotment is reviewed annually.

²⁸ The indirect support cost rate may be amended by the Board during the project.

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	804,230
Local staff - national officers	378,857
Local staff - general service	536,618
Local staff – overtime	6,580
International consultants	407,216
Staff duty travel	774,132
Subtotal	2,907,633
Recurring expenses	
Rental of facility	117,000
Utilities	53,576
Office supplies and other consumables	104,336
Communications services	104,338
Equipment repair and maintenance	21,216
Vehicle running costs and maintenance	115,700
Office set-up and repairs	191,992
United Nations organization services	35,600
Subtotal	743,758
Equipment and capital costs	ANNEX I-B
Vehicle leasing	112,200
TC/IT equipment	40,528
Local security costs	167,968
Subtotal	320,696
TOTAL DIRECT SUPPORT COSTS	3,972,087

Annex II – Logical Framework

STRATEGIC OBJECTIVE 2: PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES <i>Goal: To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change.</i>		Contribution to MDG 1 “Eradicate extreme poverty and hunger” and MDG 7 “Ensure environmental sustainability.”	
Outcome	Indicator	Target and performance measure	Risks and Assumptions
Outcome 2.1: Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger. Outcome 2.2: Hazard risk reduced at community level in targeted communities.	2.2.1 <i>Household food consumption score.</i> 2.2.2 <i>Community asset score</i>	Score exceeds threshold for 80% of targeted households (80% of the targeted households have borderline/adequate food consumption). Risk reduction and disaster mitigation assets increased for 80% of targeted communities Risk reduction and disaster mitigation assets increased for 80% of targeted communities	<ul style="list-style-type: none"> • The Government continues pursuing its poverty reduction strategy and no economic, natural or manmade shocks occur; • Funding is secured and no major pipeline breaks occur • All implementation arrangements are ensured by CPs;
Output	Indicators		
Output 2.1 Food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	2.1.1: Number of women, men, girls and boys receiving food and non-food assistance, by category and as a % of planned beneficiaries. 2.1.2: Tonnage of food distributed, by type as % of planned tonnage for distribution. % of beneficiaries correctly targeted in line with WFP selection criteria. Beneficiaries satisfaction with quality, quantity and timeliness of food.		
Output 2.2: Built or restored disaster mitigation assets by targeted communities.	2.2.1 Risk reduction and disaster mitigation assets created or restored, by type and unit of measure (area protected/improved hectares; number of trees planted; dams constructed, etc.)		

STRATEGIC OBJECTIVE 3: RESTORE LIVES AND LIVELIHOODS IN POST CONFLICT, POST DISASTER OR TRANSITION SITUATIONS			MDG 1 & 7
Goals 2: To assist in establishing or rebuilding food supply or delivery capacities of countries and communities affected by shocks and help to avoid the resumption of conflict.			
Outcome	Indicator	Target and performance measure	Risks and Assumptions
3.1: Targeted communities have increased access to assets in fragile transition situations	3.1.1: <i>Community asset score</i>	Functioning useful productive assets increased for 80 percent of targeted communities	<ul style="list-style-type: none"> • The Government continues pursuing its poverty reduction strategy and no economic, natural or manmade shocks occur; • Stakeholders implement their responsibilities as agreed with WFP; • Sufficient community and other stakeholders' inputs secured; • All other conditions enabling to improve food production are in place (although this is beside WFP's control/competence).
Output	Indicator		
3.1: Food and non-food items distributed in sufficient quantity and quality to targeted women, men, boys and girls under secure conditions	3.1.1: Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned figure 3.1.2: Tonnage of food distributed, by type, as percentage of planned distribution 3.1.3: Quantity of NFIs distributed by type, as % of planned distribution		
3.2: Developed, built or restored livelihood assets by targeted communities and individuals	3.2.1: Number of community assets created or restored by targeted communities and individuals 3.2.2: Number of women and men trained in livelihood support thematic		
STRATEGIC OBJECTIVE 5: Strengthen the capacities of countries to reduce hunger, including through handover strategies and local purchase			MDG 1 & 8
Goal 1: To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger			
Outcome	Indicator	Target and performance measure	Risks and Assumptions



5.1 Broader national policy frameworks incorporated in hunger solutions.	5.1.1 Budget allocated in national plans of action for implementation of hunger and/ or food and nutrition security strategies.	Budget allocated in national plan of action.	<ul style="list-style-type: none"> • Funding is secured for the project implementation • Stakeholders implement their responsibilities as agreed with WFP; • The GoK will take ownership of the commitment to continue with FS monitoring and undertaking appropriate actions to address problems when required when WFP withdraws assistance • MoKR shows a responsible approach towards its increased role to satisfy the needs of the most vulnerable
Output	Indicator		
5.1. The sentinel FSMS is established jointly with GoK and integrated into the national system. 5.2. Capacity and awareness developed through WFP-organised actions/training.	5.1.1. Number of NSC staff and other government entities, local NGOs and companies, WFP Implementing Partners and Country Office trained in the estimation of the prevalence of household food insecurity based on food consumption and economic access to food, disaggregated by livelihood groups, and in the collection and analysis of nutritional status data. 5.1.2. Main factors associated with changes in household food insecurity and with malnutrition identified on a timely manner through jointly established FSMS.		

ANNEX III - List of Acronyms Used in the Document

ACTED	Agency for Technical Cooperation and Development
ADB	Asian Development Bank
CDA	Community Development Alliance
CFW	cash for work
CFT	cash for training
CO	country office
COMPAS	Commodity Movement Processing and Analysis System
CP	cooperating partner
DAO	Delivery as One
DPCC	Development Partners' Coordination Council
FDP	final distribution point
EDP	extended delivery point
EFSA	emergency food security assessment
EMOP	emergency operation
FAO	United Nations Food and Agricultural Organization
FCS	food consumption score
FAO	United Nations Food and Agricultural Organization
FFW	food for work
FFT	food for training
FSMS	Food Security Monitoring System
GDP	gross domestic product
GIZ	Gesellschaft für Internationale Zusammenarbeit (German International Cooperation Organization)
GMLC	guaranteed minimum level of consumption
HH	household
KGS	Kyrgyz Soms (local currency)
Kg	kilogramme
Kcal	kilo calorie
KIHS	Kyrgyz Integrated Household Survey
MDG	Millennium Development Goals
mt	metric tonnes
MoA	Ministry of Agriculture
MSDSP	Mountain Society Development Support Programme
M&E	monitoring and evaluation
MoE	Ministry of Education
MoES	Ministry for Emergency Situations
MoH	Ministry of Health

MoNRE	Ministry for Natural Resources and Environment
MSP	Ministry of Social Protection
NFI	non-food item
NGO	non-governmental organization
NSC	National Statistics Committee
OCHA	Office for Coordination of Humanitarian Affairs
PDM	post-distribution monitoring
PRRO	protracted relief and recovery operation
RCHP	Republican Center for Health Promotion
REACT	Rapid Emergency Assistance Coordination Team Europe
UMB	universal monthly benefit
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	United States dollar
UNDP	United Nations Development Programme
VGf	vulnerable group feeding
WFP	World Food Programme



