

EMERGENCY OPERATION 200160 - UZBEKISTAN

FOOD ASSISTANCE TO REFUGEES FROM THE KYRGYZ REPUBLIC

Duration: six months (23 June – 31 December 2010)

Number of beneficiaries: 100,000

WFP food tonnage: 11,508 mt

WFP food cost: US\$ 6,762,560

Total cost to WFP: US\$ 12,068,911

EXECUTIVE SUMMARY

The April 2010 political events in Kyrgyz Republic resulted in a change of government and left a void in national security. Growing tensions erupted on 10 June with mass violence in the southern areas of Osh and Jalalabad in the Kyrgyz Republic, which led to mass internal displacement of about 300,000 persons and an estimated 75,000 refugees who have fled to the Republic of Uzbekistan, of whom 60 percent are women, 35 percent are children (less than 18) and five percent are elderly and wounded. Most refugees are concentrated in temporary refugee camps and accommodation centres in the Andijan region of Uzbekistan.

While access to affected populations within Kyrgyzstan is constrained by the ongoing fighting, WFP has responded to the crisis with two Immediate Response emergency operations. One in Kyrgyzstan providing 80 MT of HEB to conflict affected population and one in Uzbekistan providing 40 MT of ready-to eat food and 518 of mixed commodities to refugees displaced to Uzbekistan by the unrest. On the basis of an initial rapid, inter-agency assessment, WFP is now launching a six-month emergency operation to meet the food needs of people seeking refuge in Uzbekistan from the violence in southern Kyrgyzstan. Assistance to address urgent needs inside Kyrgyzstan will be addressed through a separate emergency operation.

The Government of Uzbekistan has led the initial, very organised response to assist the Kyrgyzstani refugees, and has now requested international support through the United Nations. The Government has also offered to facilitate the implementation of WFP food assistance to the refugees. Prior to this crisis, WFP did not have operations inside Uzbekistan (though there is a support base for the Afghanistan programme in the South of the country) and WFP has agreed to integrate the assistance it provides through the Government systems.

This EMOP addresses Strategic Objective 1 – Save lives and protect livelihoods in emergencies.

SITUATION ANALYSIS AND SCENARIO

The overall context

1. The Kyrgyz Republic is a landlocked country of 5.3 million people. Out of these, 70 percent are ethnic Kyrgyz and 15 percent Uzbek. The Republic is predominantly an agrarian society, with two-thirds of its population living in rural areas, where poverty tends to be higher than the national average. Widespread unemployment causes massive labour migration, with possibly one million people, or half of the working-age population, migrating to Russia and Kazakhstan annually. However a series of shocks have impacted the economy and poverty of the Republic, including an estimated 20 percent decrease in remittance income year on year in 2009 according to the National Bank of the Kyrgyz Republic.
2. The April 2010 political events resulted in a change of government and left a void in national security. Tensions finally erupted on 10 June with mass violence in the southern areas of Osh and Jalalabad in the Kyrgyz Republic, which led to mass internal displacement of 300,000 persons and an estimated 75,000 refugees who have fled to Uzbekistan. They have been admitted into the provinces of Andijan, Namangan and Fergana in eastern Uzbekistan. Most refugees are concentrated in temporary refugee camps / accommodation centres in the Andijan region.
3. The refugees are estimated as 60 percent women, 35 percent children and five percent elderly and wounded. They have brought no/few personal possessions with them having left their homes in a hurry. Except for elderly and wounded, there are almost no male refugees over 15 years of age.
4. The Government of the Republic of Uzbekistan and the UN Resident Coordinator in-country have both requested WFP to join United Nations efforts in Uzbekistan and the RC has offered support to WFP in starting operations.
5. Uzbekistan is the most populous country in Central Asia, with a population of 27 million. It is a dry, landlocked country, completely surrounded by other landlocked countries. It shares borders with Kazakhstan to the west and to the north, Kyrgyzstan and Tajikistan to the east, and Afghanistan and Turkmenistan to the south. The country's economy mainly relies on commodity production. The country's Human Development Index ranks it 119th according to United Nations Development Programme (2007).
6. The Republic of Uzbekistan is not a country with ongoing WFP operations though there is a support base for the Afghanistan programme in the South of the country. The Government of Uzbekistan has led the initial, very organised response and has now requested international support through the United Nations. The Government has also offered to facilitate the implementation of WFP's assistance to the refugees. WFP's approach is therefore to integrate the assistance it provides through the Government systems, in close coordination with the United Nations High Commissioner for Refugees (UNHCR) as well as other U.N. agencies.

Food security and nutrition situation

7. Even before the latest events, WFP's 2009 Emergency Food Security Assessment showed that 20 percent of the Kyrgyzstan population were considered severely food-insecure and consequently at high nutrition and health risk due to their poor food consumption. The general context of extreme poverty in the Kyrgyz Republic has been exacerbated by the shocks experienced during the past two years, which have resulted in a further deterioration of the national food security situation and necessitated humanitarian interventions; large-scale depletion of the country's hydroelectric resources resulted in a sharp increase in energy prices; three successive drought years and a sequence of locust infestations, hail storms, erratic precipitation and spring frosts impacted seriously the agricultural sector; the global food price crisis caused local food prices to increase dramatically, hurting household economies.
8. In addition, the April 2010 political events led to the disruption of national economic activities, freezing bank assets and blocking agricultural credit for the purchase of seeds and fertilizer, while the closure of international borders has led to a shortage of diesel and other essential farm inputs. Both rural and urban households therefore had limited assets and suffered from food insecurity, even before the violence and displacement.
9. The June 2010 violence in the South of the Republic has affected an estimated 765,300 people¹ from both urban and rural populations. These have primarily been affected by the hostilities in and around the cities of Osh and Jalalabad. An estimated 300,000 have been displaced internally and 75,000 have already crossed the border to Uzbekistan with tens of thousand still waiting to cross.
10. Initial assessments² show that the conflict affected population remaining in the Kyrgyz Republic is already extremely vulnerable and urgently require basic food assistance for their survival, an indicator of how vulnerable they were even before the violence. The current lack of access to large numbers of the affected population is impeding the delivery of humanitarian assistance which is likely to further increase tensions, particularly if there is perceived ethnic favouritism, creating a potential for continued hostility, even in those areas where the violence has already stopped. This will make it difficult for refugees who have gone to Uzbekistan to return to the Kyrgyz Republic, especially in the short term.
11. In Uzbekistan, the Government, local authorities and communities have provided initial food assistance for all registered refugees. With limited access to other coping mechanisms, the refugees will need sustained food assistance, and other forms of humanitarian support, while they remain encamped.

¹ Kyrgyzstan Flash Appeal, June 2010.

² WFP's Cooperating Partner - ACTED.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

12. The Government of Uzbekistan has organised substantive food assistance to the refugees from their own resources with the assistance of the various Uzbek provincial administrations and communities from around the country. Such assistance appears to have been well organized and is reaching the intended beneficiaries, to the extent that most camps are providing three cooked meals per day with fresh meat and vegetables. However the Government has closed the border intermittently, stopping everyone except those who are pregnant and / or wounded from arriving in the Republic of Uzbekistan, when they have felt that their capacity to respond was overstretched.
13. On 14 June, the Government of Uzbekistan appealed formally for support from the UN, citing assistance in addressing refugee food needs as one of their priorities. This request was confirmed in a letter from the Prime Minister of Uzbekistan to the UN Resident Coordinator on 15 June.
14. The Government of Uzbekistan has stated that they only have sufficient food to meet beneficiary requirements for five days and thereafter will look to the humanitarian community to provide the required support. While five days have passed and assistance continues, it is clear that the Government of Uzbekistan is not prepared to meet the refugee needs indefinitely.
15. In addition to WFP support provided under the Immediate Response EMOP, UNICEF and WHO started providing basic medical and non-food assistance soon after the refugees started arriving; UNICEF continues to work in the sanitation and education sectors, and will provide nutritional monitoring, while WHO is leading the health sector.
16. UNHCR airlifts started arriving on 16 June bringing Non-Food items (NFI); six UNHCR chartered aeroplanes have now arrived. Their team is now up and running on the ground and they are identifying local suppliers to meet the outstanding needs.
17. ICRC received an airlift with 38mt of High Energy Biscuits (HEB) as well as non-food and shelter materials on 17 June, which were distributed from 18 June.
18. The international NGOs are not invited by the Government of Uzbekistan to assist with the crisis response, though Medicines Sans Frontiers has assisted in the health sector as they already had a low key presence in country. The local Red Crescent society and local NGOs are starting to provide small-scale assistance.

Coordination

19. Given that many of these Kyrgyz households were already vulnerable, have fled with limited possessions, lost their assets in the recent violence and may not have access to coping mechanisms in their new location, WFP needs to provide initial assistance while assessing the needs and developing longer-term strategies and approaches.

20. WFP will closely coordinate and partner with the Government of Uzbekistan in the implementation and coordination of assistance. WFP will also work with the office of the UN Resident Coordinator in Uzbekistan, the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Office for Coordination of Humanitarian Affairs (UNOCHA) in the coordination and provision of assistance. Discussions are currently under way within the UN Country team and the other organizations as to whether it will be necessary to initiate a logistics cluster.

OBJECTIVES OF WFP ASSISTANCE

21. The overall objective of the EMOP is in line with WFP Strategic Objective 1 “save lives and protect livelihoods in emergencies”, specifically to:
- Save lives in emergencies by improved food consumption for the emergency-affected households.
 - Protect livelihoods and enhance self-reliance in the emergency and early recovery phases.

BENEFICIARIES AND TARGETING

22. WFP is adopting an initial planning figure of 100,000 for programme purposes; the 75,000 that have already been registered by the Government in Uzbekistan and an additional 25,000 for those refugees who are already in-country but not yet registered or those currently waiting to cross the border. Initially the distribution will target all registered beneficiaries. As the project evolves, targeting mechanisms and specific activities will be defined in partnership with UNHCR and the Government of Uzbekistan as appropriate. However given that rapid assessment shows that almost all refugees arriving in Uzbekistan are women, children and elderly, targeting these vulnerable groups will not be a problem.
23. The planned breakdown of beneficiaries is shown in the table below.

TABLE 1. BENEFICIARY BREAKDOWN BY ACTIVITY	
Activity	Beneficiaries
General Food Distribution (GFD)*	100,000
Initial rapid distribution	25,000
Children below 5 and pregnant lactating women	40,000
TOTAL	100,000

24. WFP General Food Distribution commodities will cover beneficiary households living in camps or temporary shelters. At the moment the Government of Uzbekistan believes that there are no refugees staying with host families, however this may change as the situation evolves, particularly if the violence in Kyrgyzstan continues and the refugees are unable to return home soon. WFP will work with UNHCR to

monitor the situation in the host communities and any assistance that may be required could be introduced through a Budget Revision to this EMOP at a later date.

25. Blanket supplementary feeding of infants below 5 and pregnant lactating women to prevent acute malnutrition will be ensured through the distribution of ready-to-use supplementary food.
26. During the course of the implementation of the EMOP, beneficiary targeting mechanisms will be adjusted as necessary on the basis of project monitoring and on the basis of the results of the needs assessments, including the emergency food needs assessment (EFSA), once feasible.

NUTRITIONAL CONSIDERATIONS AND RATIONS

27. Specific rations have been defined to cover the requirements of the refugees and the new arrivals. Additional ready-to-use supplementary food will be given to the estimated 40,000 children and pregnant and lactating women amongst the refugees while HEBs will be provided to new arrivals crossing the borders for the first four days until such time as they are included in the regular distribution lists. Once included, they will then receive the standard General Food Distribution ration.

TABLE 2. FOOD RATION FOR GENERAL FOOD DISTRIBUTION

Initial "blanket" General Food Distributions (GFD)					
Commodity	Ration (g/person/day)	Beneficiaries	Duration (days)	Total required	MT
Cereals	333	100,000	191		6,361
Rice	66	100,000	191		1,261
Pulses (YSP)	66	100,000	191		1,261
Veg Oil	33	100,000	191		631
Canned meat	60	100,000	191		1,146
Sugar	16	100,000	191		306
Salt	5	100,000	191		96
HEB*	500	25,000	4		50
CSB**	50	40,000	99		198
HEB and RUSF**	50	40,000	99		198
Total					11,508

* These biscuits will be provided for four days only to new arrivals on registration

** These fortified commodities will be distributed to children.

28. Depending on the registration modalities currently being discussed between the Government of Uzbekistan and UNHCR, General Food Distribution food will be provided either for use in communal kitchens or as an individual ration distributed to the Heads of Household whether living in camps or temporary accommodation depending on the catering systems in place.

29. The basic General Food Distribution ration will provide an average of 2,182 kcal per day, meeting the WHO recommendations for daily requirements. The children who consume the ready-to-use supplementary food will receive additional kilocalories per day as well as the micronutrients contained in the fortification.

IMPLEMENTATION ARRANGEMENTS

30. This project follows on from the Immediate Response EMOP which provided for high-energy biscuits and basic food rations using commodities borrowed WFP programmes in neighbouring countries.
31. The project proposes to continue with basic commodities, using a mixture of borrowed commodities from WFP operations in Tajikistan, Afghanistan and urgent local procurement on the Uzbek market to cover the initial period, and then moving to commodities procured through local, regional and/or international procurement once the pipeline allows.
32. For commodities to arrive in Uzbekistan, HEB and other ready-to-use supplementary food will be airlifted directly to Andijan while commodities borrowed from Tajikistan will be transported by rail. Commodities procured regionally or locally will be transported by road or rail from point of procurement to Andijan as appropriate.
33. The implementation arrangements are not fully clear at the moment given the recent arrival of both WFP and UNHCR on the ground. However the plan is for the Government of Uzbekistan to undertake the unloading of the planes/trains/trucks in Andijan, move commodities to designated warehouses for storage and then load the commodities onto trucks for final distribution.
34. Final distribution will be carried out in partnership with UNHCR and the Government of Uzbekistan in the camps and accommodation centres with transport supported by the Government of Uzbekistan.
35. Negotiations are already under way with the Government of Uzbekistan to see that if / when the refugees return to the Kyrgyz Republic, remaining food commodities in stock in Uzbekistan will be given as repatriation packages or transferred to WFP Kyrgyzstan for use in supporting the returnees until such time as they can resume their regular livelihoods.

TABLE 3. TOTAL FOOD REQUIREMENTS BY ACTIVITY	
Activity	TOTAL (MT)
HEB for new arrivals	50
General Food Distribution	11,112
Children below 5 and pregnant lactating women ("blanket distribution")	396
TOTAL	11,508

PERFORMANCE MONITORING

36. WFP and UNHCR monitors will ensure that distributions take place in a smooth and efficient manner by monitoring dispatch from the warehouse, commodity arrivals at the distribution point and the distributions themselves.
37. The monitors will also undertake post-distribution monitoring with the refugee households to verify that they have received their entitlements and that the households are happy with the commodities and the distribution process.

HANDOVER STRATEGY

38. The assumption is that this will be a short-term intervention given that some refugees have already expressed a desire to return as soon as security conditions at their place of origin allow.
39. WFP will therefore monitor the situation closely and work with UNHCR to explore opportunities for the refugees to return. As stated above, WFP is working with the Government of Uzbekistan to ensure that any commodities remaining after the return of refugees to the Kyrgyz Republic can be transferred to WFP Kyrgyzstan.
40. Given the positive socio-economic indicators in Uzbekistan, it is not expected that WFP will need to stay in the country after the return of refugees.

SECURITY CONSIDERATIONS

41. The whole of Uzbekistan is classified as security phase I. While WFP will therefore need to make sure that the operation is MOSS compliant, no major security considerations are expected.

RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation 200160 “Food assistance to refugees from the Kyrgyz Republic”.

APPROVAL

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Josette Sheeran
Executive Director

Date:

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Jacques Diouf
Director-General of FAO

Date:

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity	Average	Value
	(mt)	cost (US\$) per mt	(US\$)
COSTS			
A. Direct operational costs			
Cereals	7,622	308	2,348,530
Pulses	1,261	392	491,790
Oil and fats	631	1,300	820,300
Mixed and blended foods	446	841	375,300
Others	1,548	1,761	2,726,640
Total commodities	11,508		6,762,560
External transport			405,544
Landside transport			1,380,960
ITSH			
Total LTSH			
Other direct operational costs			345,818
Total direct operational costs			8,894,882
B. Direct support costs (see Annex IB table below for details)			2,384,475
C. Indirect support costs (7 percent of total direct costs)			789,554
TOTAL WFP COSTS			12,068,911

ANNEX IB

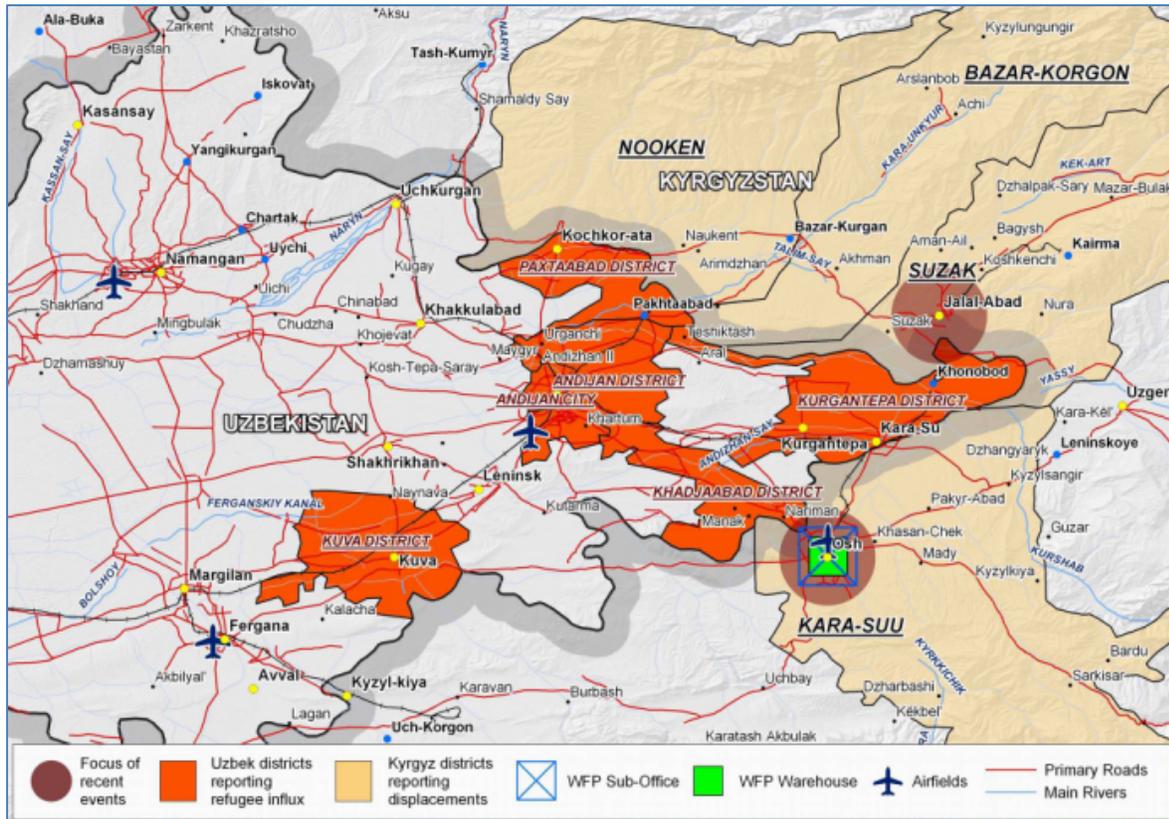
DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff and Consultants	1,160,206
National professional officers and Consultants	119,250
National general service staff	132,639
Temporary assistance	
Overtime	
Staff duty travel ³	228,580
Staff training and development	
Subtotal	1,640,675
Office expenses and other recurrent costs	
Rental of facility	36,000
Utilities (general)	6,400
Office supplies	6,400
Communication and IT Services	16,000
Equipment Repair and Maintenance	5,600
Vehicle maintenance and running cost	474,000
Office set up and repairs	8,000
Subtotal	552,400
Equipment and other fixed costs	
Vehicle Leasing	20,400
TC/IT equipment	171,000
Local Security Costs Planning	-
Subtotal	191,400
TOTAL DIRECT SUPPORT COSTS	2,384,475

³ Costs include incentives; hazard pay and DSA

ANNEX II - Logical Framework Summary of Uzbekistan EMOP - Food assistance to refugees from the Kyrgyz Republic

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<p>Outcome 1: Adequate food consumption of affected populations over assistance period, with special attention to children, pregnant and lactating mothers, children under 5 and other nutritionally vulnerable groups (1)</p>	<p>1.1 Household food consumption score.</p>	<p><i>The political context allows the provision of food assistance under humanitarian principles</i> <i>No other major natural event or social upheaval occurs</i> <i>No major pipeline break occurs</i> <i>Other causal problems of malnutrition are addressed by partners and Government (i.e. water and sanitation, health, training, etc.)</i></p>
<p>Output 1.1 1.1. Timely provision of food in sufficient quantity for targeted beneficiaries in disaster affected areas (1)</p>	<p>1.1.1 Actual amount of food distributed by commodity type and activity as a percentage of planned distributions,</p> <p>1.1.2 Actual number of women, men, girls and boys receiving food and non food assistance by activity as percentage of planned beneficiaries</p>	<p><i>Strong partner and government distribution support is available</i> <i>No major endemic outbreak occurs</i></p>

ANNEX III – MAP



ANNEX III – ACRONYMS

CSB	Corn Soya Blend
EMOP	Emergency Operation
FAO	Food and Agriculture Organisation of the United Nations
GFD	General Food Distribution
GoU	Government of Uzbekistan
HEB	High Energy Biscuits
ICRC	International Committee of the Red Cross
IR	Immediate Response
MOSS	Minimum Operation Security Standards
MT	Metric Tons
NFI	Non-Food Items
NGO	Non-Governmental Organisation
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WFP	World Food Programme
WHO	World Health Organisation