

**EMERGENCY OPERATION 200161 – KYRGYZ REPUBLIC  
FOOD ASSISTANCE TO CONFLICT-AFFECTED POPULATIONS IN THE  
KYRGYZ REPUBLIC**

Duration: six months (1 July – 31 December 2010)

Number of beneficiaries: 560,000

WFP food tonnage: 28,284

WFP food cost: US\$ 11,787,533

Total cost to WFP: US\$ 23,089,380

**EXECUTIVE SUMMARY**

The April 2010 political events in the Kyrgyz Republic resulted in a change of government and left a void in national security which was exploited, further exacerbating the situation. 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 about 300,000 persons and an estimated 100,000 refugees who have fled to the Republic of Uzbekistan. Starting 22 June, refugees started to return in Kyrgyzstan and on 26 June the Government of Uzbekistan declared that refugees' camps were empty and the relief operations in support to this population were terminated.

Preliminary assessments by WFP's counterparts in the targeted areas suggest that the needs of the returnees and affected population are massive due to large-scale destruction of housing and loss of assets. Access to food is limited. On 11 June 2010, the Government officially requested the support of the United Nations to provide humanitarian assistance to the affected populations.

While access to affected populations within Kyrgyzstan has been constrained by fighting, WFP has responded to the crisis with two immediate response emergency operations in Kyrgyzstan and Uzbekistan. Through this emergency operation (EMOP), WFP plans to provide emergency food assistance to 560,000 food-insecure conflict-affected people in the Kyrgyz Republic, from July to December 2010. Food assistance will be channeled through general food distributions and institutional feeding. WFP will target the most vulnerable households among the conflict-affected populations, including displaced families, returnees and residents who have lost their houses and key assets. WFP beneficiary figures and programmatic response will be reviewed as the findings of ongoing needs assessments become available.

WFP's response is part of the United Nations Flash Appeal issued on 18 June 2010. WFP will draw from existing in-country stocks to extend immediate support and will need to replenish those stocks to sustain the ongoing operation in the Kyrgyz Republic. WFP requires a total of 28,284 mt of food commodities, at a total cost of US\$ 23.1 million to cover food, transport and support costs.

The 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 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 population displacement. About 100,000 people fled to Uzbekistan and returned to their home country two weeks later.
3. Preliminary assessments<sup>1</sup> in the South of the Kyrgyz Republic provide an estimated number of 985,000 persons affected by the hostilities in and around the cities of Osh and Jalalabad. According to official statistics, about 70 percent of the houses in Osh and 20 percent in Jalalabad have been completely destroyed by the hostilities. Approximately 300,000 people have been internally displaced. Most of them are living with host families to the exception of 50,000 people, who have been accommodated in temporary shelters. An additional 250,000 people among the conflict-affected resident population also require support, having lost most of their assets and their houses being partly destroyed. Finally, 10,000 in-patients and injured civilians need assistance in medical institutions in Osh and Jalalabad.

### **Food security and nutrition situation**

4. Even before the latest events, assessments<sup>2</sup> show the Kyrgyz Republic suffered from chronic food insecurity; 20 percent of the 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 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 had a serious impact on the agricultural sector; the global food price crisis caused local food prices to increase dramatically, and reducing households' food access.

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<sup>1</sup> United Nations and WFP's Cooperating Partners.

<sup>2</sup> WFP's Emergency Food Security Assessment (3<sup>rd</sup> quarter of 2009).

5. 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.
6. The June 2010 violence in and around the cities of Osh and Jalalabad and the subsequent populations displacement have exacerbated the food security situation. Assessments show that the returnees and the conflict-affected resident population are extremely vulnerable and require urgent food assistance as households' food stocks have been depleted.<sup>3</sup> Commercial food stocks are limited due to the burning, looting and closure of stores and markets, and restricted transport routes resulting from continued insecurity. Because of the limited stocks available, food prices on local markets have drastically increased.

## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

7. The Government has been supporting the affected population, though with limited means. Although some food assistance has been distributed by the local authorities,<sup>4</sup> the supply has been irregular, the quantity insufficient and it has only reached the central areas of the cities, leaving the food needs of the majority of households uncovered. The Government's ability to ensure security and address humanitarian needs remains uncertain.
8. On 11 June 2010, the Government officially requested the support of the United Nations to provide humanitarian assistance to the residents of Osh city, addressing the priority needs of food, shelter, water, sanitation and health.
9. WFP has responded to the crisis with two immediate response emergency operations (IR-EMOP): one in Kyrgyzstan providing 80 mt of high-energy biscuits 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. Part of the commodities was airlifted.

## **Coordination**

10. In view of the scale of the situation, the United Nations Country Team and other organizations on the ground requested the activation of the Food and Agriculture, Logistics and Telecommunications clusters.
11. WFP, jointly with the Food and Agriculture Organization of the United Nations (FAO), leads the Food Security and Agriculture Sector Group (FSASG), represented by both international and national agencies. The Group coordinates the efforts of various actors providing their response to the emergency needs in the Republic. Geographical division of food assistance for the conflict-affected population will be

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<sup>3</sup> United Nations and WFP's Cooperating Partners.

<sup>4</sup> This includes partial coverage of needs at the hospitals receiving constantly increasing number of the injured.

coordinated through the FSASG to increase effectiveness and avoid duplication of activities. Other humanitarian actors involved in the provision of immediate assistance, such as the International Committee of the Red Cross (ICRC) and the Red Crescent society will also be involved in these discussions.

12. Through consultations with the Government’s Unit for Coordination for the Provision of Humanitarian Assistance, WFP will coordinate with the Kyrgyz Government the assistance provided by the authorities and will review the targeting methodology, if appropriate.

## **OBJECTIVES OF WFP ASSISTANCE**

13. 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 and contribute to improved food consumption for the conflict-affected households.
  - Protect livelihoods and enhance self-reliance in the emergency and early recovery phases.

## **BENEFICIARIES AND TARGETING**

14. WFP plans to reach a total of 560,000 beneficiaries through general food distributions and institutional feeding. Food assistance will be targeted to the most vulnerable households among the conflict-affected populations, including IDPs, returnees from Uzbekistan and residents of Osh and Jalalabad provinces who have lost their houses. Among these groups, special attention will be given to pregnant and lactating mothers, children under 5 and other individuals nutritionally at risk.
15. The planned breakdown of beneficiaries is shown in table 1 below:

<b>TABLE 1. BENEFICIARY FIGURES AND DURATION OF ASSISTANCE</b>		
<b>Target group</b>	<b>Nber of beneficiaries</b>	<b>Nber of feeding days</b>
IDPs living with host families	250,000	90
IDPs living in temporary shelters	50,000	180
Returnees and conflict-affected residents	250,000	90
In-patients/orphans	10,000	180
<b>TOTAL</b>	<b>560,000</b>	

16. The duration of assistance will vary depending on the needs of the various target groups. IDPs living in temporary shelters had their houses destroyed and are expected to require support until they can rebuild their livelihoods and identify longer-term

solutions. They will receive food assistance until the end of the year. IDPs living with host families are anticipated to be able to return home within the next few months and will therefore be assisted until September. Returnees and other conflict-affected residents, including families hosting a large number of IDPs have depleted their food stocks and are expected to need support for 3 months.

17. In addition, 10,000 people in institutions in Osh and Jalalabad also need assistance. The estimation of numbers in institutions was provided by the World Health Organization (WHO). They include not only patients and injured civilians in medical institutions but also children in state boarding institutions, including orphanages, and boarding facilities for the elderly and disabled. This group will be assisted until the end of the year.
18. Among the IDPs and conflict-affected residents, an estimated 100,000 most vulnerable people are likely to require continuous assistance beyond September in prevision of harsh living conditions during the winter. Beneficiary identification and targeting mechanisms will be adjusted as necessary on the basis of the emergency food security assessment (EFSA) mission findings. As the situation on the ground and the needs evolve, the programmatic response and level of assistance for specific groups will also be reviewed in consultation with the Government.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

19. A food ration has been defined to cover the requirements of the IDPs, vulnerable residents and people in institutions. The basic ration will provide an average of 1,550 kcal per person per day, approximately 74 percent of the daily requirements. The reason for not providing a full ration is that it is assumed that some other complementary food will be available to the resident population and displaced people living with host families through WFP’s cooperating partners. Moreover, the Ministry of Health will provide complementary food to people in institutions.

<b>TABLE 2. FOOD RATION AND REQUIREMENTS</b>		
<b>Commodity</b>	<b>Ration (g/person/day)</b>	<b>Food requirements (mt)</b>
Wheat Flour	333.3	22,664
Beans	33.3	2,267
Vegetable Oil	30.6	2,086
Salt	6.6	454
HEB	46.6	430
CSB	250	383
<b>Total</b>		<b>28,284</b>

20. People living in temporary shelters will receive HEB in addition to the basic food ration. Children under 5 and pregnant and lactating women will receive an additional ration of corn-soya blend (CSB) upon the commodity's arrival in country. WFP and partners are in the process of assessing the need for a blanket supplementary feeding programme to prevent acute malnutrition among children under 5 and pregnant and lactating women. If required, a budget revision to the EMOP may be processed to adjust WFP requirements and include a provision for ready-to-use supplementary food (RUSF).

## **IMPLEMENTATION ARRANGEMENTS**

21. Food distributions will be implemented and monitored in collaboration with non-governmental organizations (NGOs). WFP will sign field-level agreements with international and national NGO partners (ACTED, Golden Goal, IRET and Save the Children). ACTED and Save the Children have a solid experience in food distributions in the Kyrgyz Republic. WFP and ACTED have been collaborating in the Kyrgyz Republic since the beginning of 2009. Save the Children worked with Mercy Corps to organize food distributions for the Local and Regional Procurement (LRP) project in 2009. Local partners worked with WFP to organize emergency distributions to the affected population in the city of Osh during the first days following the start of hostilities.
22. WFP, to the extent possible, will deploy the food distribution mechanisms used in the Republic prior to the conflict; these required significant involvement of local communities and authorities in the implementation of the programme. Food committees were responsible for the beneficiary selection, assistance during the distribution process and post-distribution monitoring. WFP and NGOs verified the information provided by authorities and communities and organized the distribution process.
23. General food rations will be distributed to heads of households for those living in temporary shelters or with host families and conflict-affected residents. Individual rations will be distributed to people hosted in institutions.
24. In order to allow a prompt start of the food distributions, commodities will be borrowed from WFP stocks in Tajikistan and locally procured on the Kyrgyz market. Commodities will be procured regionally and internationally to cover the requirements for the following months. Commodities borrowed from Tajikistan will be transported by rail. Commodities procured locally will be transported by road or rail from the point of procurement to the affected areas.
25. The WFP country office is located in Bishkek, the capital of the Kyrgyz Republic. In September 2009, a sub-office was established at the United Nations premises in Osh city. This sub-office also served as WFP logistics base for the South of the Republic. As a result of the conflict, security conditions do not permit WFP to operate from the same warehouse locations in Osh city. Osh also served as WFP's extended delivery point (EDP), as the proximity to targeted areas made it convenient to locate warehouses there. A logistics hub is being established in Osh. Osh has served as the

operational base for United Nations agencies (UNDP, UNHCR), as well as international and local non-governmental organizations (NGOs) present in the South. Developments in the overall situation and particularly security conditions will determine WFP representation in the South. Insecurity and ongoing violence continue to make distribution extremely difficult under the current conditions, limiting the ability of WFP and its partners to respond to the needs of affected populations.

26. Commodities arriving by rail to Bishkek will be transported by trucks to the final distribution points (FDPs) in the southern provinces. The dispatches will be released in accordance with distribution lists, approved by WFP. The number of FDPs will be determined jointly by WFP and cooperating partners based on the geographic location of the beneficiaries.

### **PERFORMANCE MONITORING**

27. WFP and cooperating partners will ensure that distributions are taking place in a smooth and efficient manner by monitoring dispatch from the warehouse, commodity arrivals at the distribution point and the distributions themselves.
28. The monitors will also undertake post-distribution monitoring with the affected households to verify that they have received their entitlements and that they are satisfied with the commodities and the distribution process. The frequency of post-distribution monitoring may vary depending on security conditions.

### **HANDOVER STRATEGY**

29. This EMOP is envisaged as a short-term intervention to meet the immediate needs of returnees, displaced population groups, residents affected by the conflict, as well as people in medical and boarding institutions until as the situation in the country returns to normalcy. Intervention strategy and programme modalities will be reviewed as the situation evolves.

### **SECURITY CONSIDERATIONS**

30. Most of the Kyrgyz Republic is classified as security phase I. The United Nations Department of Safety and Security (UNDSS) declared Security Phase III for the Osh, Jalalabad and Batken provinces.

**RECOMMENDATION**

The Executive Director of WFP and Director-General of FAO are requested to approve the proposed emergency operation “Food assistance to conflict affected population in 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**

	<b>Quantity</b>	<b>Average</b>	<b>Value</b>
	<b>(mt)</b>	<b>cost (US\$) per</b>	<b>(US\$)</b>
		<b>mt</b>	
<b>COSTS</b>			
<b>A. Direct operational costs</b>			
Cereals	22,664	280	6,345,920
Pulses	2,267	850	1,926,950
Oil and fats	2,086	1,350	2,816,100
Mixed and Blended	813	819	665,875
Other	454	72	32,688
<b>Total commodities</b>	<b>28,284</b>		<b>11,787,533</b>
<b>External transport</b>			<b>1,367,975</b>
<b>Landside transport</b>			<b>1,055,160</b>
<b>ITSH</b>			<b>3,244,193</b>
<b>Total LTSH</b>			<b>4,299,353</b>
<b>Other direct operational costs</b>			<b>740,810</b>
<b>Total direct operational costs</b>			<b>18,195,671</b>
<b>B. Direct support costs</b> (see Annex IB table below for details)			<b>3,383,189</b>
<b>C. Indirect support costs</b> (7 percent of total direct costs)			<b>1,510,520</b>
<b>TOTAL WFP COSTS</b>			<b>23,089,380</b>

**ANNEX IB**

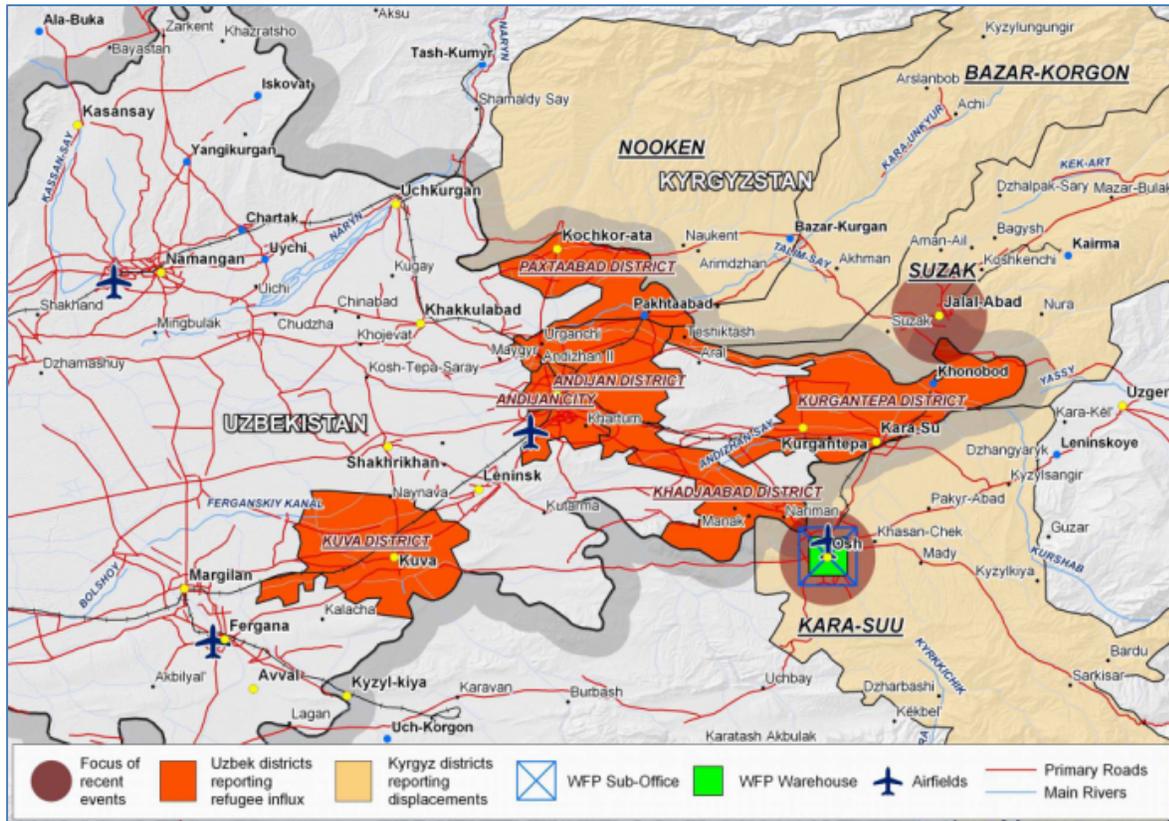
**DIRECT SUPPORT REQUIREMENTS (US\$)**

<b>Staff</b>	
International professional staff and Consultants	<b>1,613,139</b>
National professional officers and Consultants	<b>138,250</b>
National general service staff	<b>186,000</b>
Temporary assistance	
Overtime	<b>17,000</b>
Hazard Pay & Hardship Allowance	<b>52,760</b>
Staff duty travel <sup>8</sup>	<b>305,840</b>
<b>Subtotal</b>	<b>2,312,989</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	<b>32,000</b>
Utilities (general)	<b>12,800</b>
Office supplies	<b>16,000</b>
Communication and IT Services	<b>45,600</b>
Equipment Repair and Maintenance	<b>11,200</b>
Vehicle running cost and maintenance	<b>108,000</b>
Office set up and repairs	<b>51,000</b>
<b>Subtotal</b>	<b>276,600</b>
<b>Equipment and other fixed costs</b>	
Vehicle Leasing	<b>30,600</b>
TC/IT equipment	<b>313,000</b>
Local Security Costs Planning	<b>450,000</b>
<b>Subtotal</b>	<b>793,600</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>3,383,189</b>

**ANNEX II - Logical Framework Summary of Kyrgyz Republic EMOP 200161 - Food assistance to conflict affected population in the Kyrgyz Republic**

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<p><b>Outcome 1:</b> Adequate food consumption of conflict-affected populations over assistance period, with special attention to pregnant and lactating mothers, children under 5 and other nutritionally vulnerable groups</p>	<ul style="list-style-type: none"> <li>• Household food consumption score.</li> </ul>	<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><b>Output 1.1</b> 1.1.Timely provision of food in sufficient quantity for targeted beneficiaries in disaster affected areas</p>	<ul style="list-style-type: none"> <li>• Actual amount of food distributed by commodity type and activity as a percentage of planned distributions</li> <li>• Actual number of women, men, girls and boys receiving food and non food assistance by activity as percentage of planned beneficiaries</li> </ul>	<p><i>Strong partner and government distribution support is available</i>  <i>No major endemic outbreak occurs</i></p>

### ANNEX III – Map of Kyrgyz Republic



## **ANNEX IV – LIST OF ACRONYMS**

CSB	Corn Soya Blend
EFSA	Emergency food security assessment
EMOP	Emergency Operation
EDP	Extended delivery point
FAO	Food and Agriculture Organisation of the United Nations
FDP	Final delivery point
FSASG	Food Security and Agriculture Sector Group
GFD	General Food Distribution
HEB	High-energy biscuits
ICRC	International Committee of the Red Cross
IR	Immediate Response
LRP	Local and Regional Procurement
MOSS	Minimum Operation Security Standards
Mt	Metric Tons
NFI	Non-food items
NGO	Non-governmental organisation
UN	United Nations
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
RUSF	Ready-to-use supplementary food
WFP	World Food Programme
WHO	World Health Organisation