# Kyrgyzstan under Covid-19: Government's Response to Food Insecurity, **Hunger and Poverty**

Sameer Ahamad Khanday<sup>1</sup> Sheikh Shazia Mehboob<sup>2</sup>

# Khandaysameer9@gmail.com

#### **Abstract**

This article aims to shed light on the linkages between food insecurity, poverty and hunger by highlighting their interconnectedness and the role of various actors in addressing these challenges in Kyrgyzstan. It will examine how Kyrgyzstan's situation was before and after COVID-19. Both direct and indirect repercussions of COVID-19 mitigation strategies have served to heighten pre-existing risks, preventing people especially children and adolescents from reaching their full capabilities. This study aimed to assess the prevalence of various issues like Poverty, hunger and food insecurity faced by Kyrgyzstan. Findings highlight that the pandemic has also led to magnify issues like food insecurity, health issues, hunger, poverty etc. in Kyrgyzstan. It will assess the challenges and shortcomings of global institutions and the wider international community with relation to the Kyrgyzstan and also how the various steps were taken by these organizations from time to eradicate the problems faced by Kyrgyzstan from several years. Additionally, it will assess how different international organizations are working around the clock to assist Kyrgyzstan in several ways in order to supply them with various facilities and doing justice while distributing food, financial aid, and other supplies in Kyrgyzstan.

**Keywords:** COVID-19, Kyrgyzstan, Hunger, Pandemic, Poverty, Food Insecurity.

<sup>&</sup>lt;sup>1</sup> Author is a research scholar in political science at centre of Central Asian Studies, University of Kashmir

<sup>&</sup>lt;sup>2</sup> Author is a research scholar in political science at University of Kashmir

Research Paper

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#### Introduction

The health crisis, caused by the COVID-19 outbreak, has led to a profound economic crisis in the Kyrgyz Republic, as the country sees its economy slow down and its budgetary expenses rise. Adding to the already fragile situation caused by the pandemic, the recent political crisis and the resulting instability have led to even more uncertain prospects. Around 20% of Kyrgyz citizens lived on less than USD 1.2 a day, with a high concentration of the population living just above the national poverty line. In total, 0.5% of the population lived in extreme poverty, earning less than USD 0.65 a day (KGS 1,476 per capita per month). As a result of the pandemic, Kyrgyzstan's poor population is projected to increase by another 10%, resulting in about 1.9 million poor people in the country [1] This estimate might be more severe as forecasting models are not able to capture the real decrease in remittances. With a GDP of \$8.5 billion and GDP per capita at \$1,323, Kyrgyzstan's economy lacks the natural resources and industrial diversity to thrive in the global economy. While GDP growth is consistently 4%-5% annually, the country's poverty rate has remained relatively stagnant since 2009. [2] This stagnation is the result of the lack of job creation and wage growth in the country. Corruption and difficult business conditions have kept away investors, while the stronger Russian market exacerbates the trend of emigration. Unemployment is above 8% so many workers leave the country and go to Russia. However, the remittances from former workers are not enough to sustain the economy. The economy has stabilized since the 1990s, but it has a long way to go before it can support the six million citizens of Kyrgyzstan. The resultant negative socio-economic shocks are having severe consequences on food security. In recent years COVID-19 pandemic reached Kyrgyzstan with numerous problems. Regarding this UNICEF immediately activated emergency response. As part of the UN-wide response to COVID-19 pandemic in Kyrgyzstan, jointly with other international partners, UNICEF led support efforts in the Education, WASH and Child Protection sectors, with a focus on women and children. It also led the Supply and Procurement Sub-Group of the health sector. UNICEF mobilized its full staff contingency of 63 staff, including from the Osh Zone Office. The COVID-19 pandemic in Kyrgyzstan highlighted some unexpected and critical water, Sanitation and Hygiene (WASH) issues in relation to infection, prevention and control (IPC) requirements. [3]

# Issue of Poverty in Kyrgyzstan

Poverty is a condition characterized by lack of basic needs such as health care, water, foods, sufficient access to social and economic services, and few opportunities for formal income generation. It is often described in terms of the income level below which people are unable to access sufficient food for a healthy working life. The most serious forms of extreme poverty are Hunger and Food Insecurity. Poverty in Kyrgyzstan remains a major issue. The Kyrgyz Republic is one of the poorest countries in the world with a Gross National Income (GNI) per capita amassing \$440 according to measures from 2005. [4] The Gross Domestic Product of Kyrgyzstan is \$5.4 billion and it has the second-lowest Gross National Income in Europe and Central Asia, after Tajikistan. The poverty rate is 32.1 percent. Kyrgyzstan ranks at 126 out of 187 countries on the Human Development Index and at 66 out of 146 countries on the Gender Inequality Index. [5] Poverty is a relevant issue, and there are three main causes of poverty in Kyrgyzstan.

### **Absence of Soviet support**

Kyrgyzstan does not export many goods. Agriculture is the largest sector, and while the country has gold deposits that make mining attractive, that does not make up for the other economic deficiencies. When Kyrgyzstan was part of the Soviet bloc, it could count on other Soviet satellites for market opportunities, and on Russia for investment. Since independence, it no longer has this safety net.

## **Fragile Agricultural Development**

Perhaps, the most important of the causes of poverty in Kyrgyzstan is its dependence on agriculture despite gaps in knowledge and resources. Two-thirds of the population is living in rural areas, and these people are not all adequately trained in land management, animal husbandry, veterinary practices and harvest techniques. The result is land that can no longer produce food and feed animals at full capacity, and a group of people who cannot subsist on their agricultural efforts alone. It is not surprising then that three-quarters of poor people in Kyrgyzstan live in rural areas and that 12 percent of the total population is food insecure. [6]

#### **Lack of Financial Resources**

Financial resources, such as a strong banking system, investment capabilities, micro-financing and personal finance management, are all key to sustaining economic growth, regardless of the dominant sectors. Few people, especially those in rural areas, have access to banks and therefore have no ability to invest or save. Even at a national level, money is frequently mismanaged and Kyrgyzstan ranks poorly on the Corruption Perceptions Index. [7]

UNICEF, in partnership with the World Bank, conducted a COVID-19 impact assessment on poverty with a focus on child poverty and the implications for social protection. The study suggests that the number of 'new poor' could range from 384,800 to 1.5 million, and that between 160,000 and 570,000 children under 16 years old could also fall into poverty, depending on how the COVID-19 pandemic is managed. This would mean that, in the worst-case scenario, up to 55% of children could be living in poverty in Kyrgyzstan. [8] Recommendations were made to extend the coverage of the main social protection programme for poor families with children. One of these recommendations was implemented by the Ministry of Labour and Social Development. A demonstration project on humanitarian cash transfer (HCT) took place during the lockdown in a disadvantaged remote rural village, which is prone to natural disasters and was also affected by COVID-19 (in this locality the first cases had been registered). A total of 105 children from 27 poor families received one-off multi-purpose HCT of \$54, which is equivalent to the minimum subsistence level for children. [9] ibid

## Challenge of Hunger in Kyrgyzstan

Hunger is an uncomfortable or painful physical sensation which is caused by lack of food. Hunger is the condition where both children as well as adults are not able to have access to food regularly and have to decrease food intake, eat poor diets, and often go without any food. It becomes chronic, when a person does not consume a sufficient amount of calories on a regular basis in order to lead an active, normal and healthy life. Hunger is a big issue in whole world which must be taken seriously and should be approached with all deliberate and instant policies. There are many causes of world hunger but the three main ones are Climate changes, poverty, and fragile economies. Hunger's seriousness can be understood easily from the fact that every year, 5.8 million children die from hunger related-causes around the world. [10] In 2021, there are between 702 and 828 million people in the world are facing hunger and the prevalence of Research Paper

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undernourishment range is 8.9-10.5%. [11] Malnutrition is mainly caused by Poverty. As many as 1.5 million Kyrgyz citizens live on less than \$1.30 a day and tend to purchase cheaper, nutrient-deficient food items to save money. Spending more than 50% of one's earnings solely on food is commonplace. [12] Many households cannot afford to expand their food budgets further to sustain a healthier diet. In turn, the resultant high consumption of starchy food is responsible for such nutritional problems as vitamin and mineral deficiencies in children and stunted growth among infants. The pandemic and the concomitant economic downturn risk impoverishing another 1.8 million as domestic businesses lose profits and remittance payments from Kyrgyz citizens working abroad, amounting to nearly 30% of the annual GDP, have declined. Krygyzstan's geography matters highly, it is becoming an obstacle in eradicating hunger in Kyrgyzstan. [13] This country is mostly covered by mountains, which makes largescale crop cultivation difficult without sophisticated infrastructure. Cold winters and hot, dry summers undermine agricultural yields, and restricted access to equipment and funding prevents producers from implementing better irrigation and fertilizing techniques. In turn, this results in Kyrgyzstan importing much of its essential food. Those who reside in the vast remote mountainous areas account for two-thirds of Kyrgyzstan's population. Many are subsistence farmers. They grow crops to ensure that their families do not starve, rather than to generate income from selling them. Their yields equally suffer from geographical limitations and weather conditions, particularly floods and mudslides, and hunger remains a major concern for them. Children's are mostly affected by Malnutrition. Hunger severely affects the wellbeing of local children. By 2011, malnourishment affected around 18% of children. Despite noticeable diminution of Kyrgyzstan's stunting and anemia rates, malnutrition continues to have lasting consequences. [14] With nutrient-deficient diets, children fail to receive the vitamins and minerals required for their growth and development. This may impact their physical and mental capacities in the future and restrict their career prospects. Kyrgyzstan has already achieved plenty in fighting hunger, and further progress is in the making. In 2018, its National Statistics Committee adopted the Food Balance Sheets to examine the national food supply, the kinds of foods being eaten and whether the food supply meets the population's nutritional requirements. [15] This constitutes an important step toward accurately measuring the prevalence of undernourishment, as prescribed by the U.N. Sustainable Development Goal No. 2: Zero Hunger. [16] They should demonstrate the proportion of the nation whose habitual food

consumption does not offer the dietary energy required to live a healthy and active life. Hunger crisis in Kyrgyzstan is exacerbated by natural disasters. For example, in 2008, a severe drought destroyed crops was followed by a brutal winter, contributing to national food insecurity. [17] The above facts about hunger in Kyrgyzstan show that the country has yet to eradicate hunger entirely. Local poverty rates and geographical landscapes make this task complicated, affecting the wellbeing of the Kyrgyz children. However, the government as well as non-profit sector remain actively engaged in alleviating hunger and is striving for positive change.

#### **Problem of Food Insecurity in Kyrgyzstan**

Food Insecurity is a situation that exists when all people, at all times, have not physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life. Food insecurity was found to be associated with adverse health outcomes among those affected [18] Even though all members of the family may suffer from the effects of food in-security but women and children are the ones affected the most. A compromise in maternal capacity to provide adequate care to the child contributes to child malnutrition which in sum contributes to one third of under-five deaths in developing countries [19]. Undoubtedly, food insecurity and hunger are related, but they are not the same. Firstly, food insecurity is socio-economic (financial and cultural), while hunger is physiological (physical) and Secondly, we measure food insecurity at the household level and hunger at the individual level. Hunger is the feeling someone has when they don't have food. While Food insecurity is the consistent lack of food of your economic situation. Rates of food insecurity vary considerably by race, gender, and socioeconomic status and other variables. In addition to the compelling theoretical foundation which indicates that food insecurity is directly related to mental health morbidities [20] multiple epidemiological studies have shown that there is a link between food insecurity and mental distress especially in low and middle income countries [21] The impact of food insecurity on the physical health is well established; however, limited empirical studies are available in the area of association between household food insecurity and mental distress among mothers.

Rising food prices are impairing access to food – as the main staples like wheat and flour have increased by 25-30% in price compared to 2019. This trend is confirmed by the Consumer Price Index (CPI) which on average has increased by 17.3% for cereals, meat, fish, milk and dairy

products, fruits and vegetables. Recent simulations by the World Bank indicate that a 5% increase in consumer prices alone can increase the national poverty level by 3.6 percentage points. In 2019, it was estimated that 46% of the population consumed less than 2,100 kcal per day [22] In addition to this the rising food prices and a shortage of inputs for farming are pushing vulnerable people into hunger in Kyrgyzstan for several years. But even before the war between Russia and Ukraine, food insecurity in the landlocked Central Asian country was being aggravated by the raging effects of climate change. Kyrgyzstan does not produce enough staple foods such as wheat, maize, rapeseed and sunflower oil to feed its population. These staples have, until recently, been mostly imported from Russia and Ukraine. In 2021, the Kyrgyz government imported over USD 21.2 million in key food commodities such as wheat, vegetable oil and sugar. [23] To ensure its own food security, between March and August Russia suspended grain exports to the Eurasian Economic Union (EEU), of which Kyrgyzstan and Kazakhstan are members. Since the beginning of the Ukraine-Russia war, the price of food has been increasing steadily. The most vulnerable households in Kyrgyzstan now spend over 60% of their income on food. [24]. A 2014 report by the World Food Programme states that nearly 40% of fluctuations in agricultural production in Kyrgyzstan are due to changes in rainfall and temperature - compared with the global average of 30%. IFAD since 1995, has been working with small-scale food producers in Kyrgyzstan to increase their resilience, both to shocks from conflict or natural disasters and to slow-moving climate change. [25]

#### **Response from Intra and Inter governments**

No-doubt, Kyrgyzstan may have a high poverty rate, but it has made great strides in reducing poverty over recent years. In 2000, the poverty rate was 62 percent. It has since been halved. Economic and political uncertainty poses barriers to poverty reduction and economic development, but there is reason to hope. The causes of poverty in Kyrgyzstan are not incurable. Since the political revolution in 2010, Kyrgyzstan has been steadily stabilizing, and there is no reason to believe it won't continue reducing its poverty rate. [26] Despite the many dimensions of poverty in Kyrgyzstan, government reforms and international institutions alike have made significant progress in addressing this problem. The country has employed a multi-pronged approach to alleviating poverty in Kyrgyzstan and addressing shortcomings in the economy and government. Some of the policy proposals include reforming legal and regulatory institutions,

developing the private sector, improving infrastructure and revamping social services. As many of these proposals are capital-intensive, Kyrgyzstan has turned to international financial institutions for funding. The World Bank and Asian Development Bank (ADB) support important infrastructure projects in the country, including hydroelectric dams that power much of the region. The Asian Development Bank has been especially beneficial to Kyrgyzstan, with assistance reaching \$2.13 billion on 192 projects. [27] The Kyrgyz Republic has made great progress towards achieving the Sustainable Development Goals, with significant improvements in education and a notable reduction in poverty and stunting. However, the country remains highly dependent on food imports and remittances, and faces increasing risks from national and regional instability and climate-related shocks. While Kyrgyzstan has made progress in recent years, addressing poverty in Kyrgyzstan depends on whole-scale reexaminations of the role of the private sector and courts in civil society. With support from the international community, targeted investment and governmental integrity, it is completely possible for Kyrgyzstan to overcome its many challenges. The country strategic plan for 2023–2027 is structured to reflect the key priorities of the Kyrgyz Government, including the expansion of social protection during crises, and seeks to enhance access to healthy diets, rural development, disaster risk management and climate change adaptation through a "leave no one behind" and nutrition-centred approach. World Bank approved a financial package of USD 121 million to krygyzstan in order to help mitigate the unprecedented health, economic, and social challenges caused by the COVID-19 pandemic. [28]

WFP will contribute to the United Nations sustainable development cooperation framework through the following four country strategic plan outcomes, leveraging its comparative advantages in the Kyrgyz Republic:

First one is by 2027 food-insecure and vulnerable populations in the Kyrgyz Republic have enhanced access to diversified employment, income opportunities and human capital development. Second one is that the vulnerable populations in crisis-affected areas in the Kyrgyz Republic can meet their food and nutrition needs, enabling early recovery during and in the aftermath of crises. Third one is by 2027, vulnerable communities in the Kyrgyz Republic exposed to the impacts of climate variability and change are better able to cope with shocks and benefit from more resilient food systems. And the fourth one by 2027, schools in the Kyrgyz

Republic have strengthened capacity to provide healthy meals to children and create sustainable school feeding solutions for improved health, nutrition, education and food security outcomes. [29] World Food Programme (WFP) is attempting to assuage the hunger crisis in Kyrgyzstan. One program provides seasonal food assistance in the form of staple foods and general food assistance that provides immediate assistance to those in need. Rather than just providing emergency food funds to the nation, WFP has also offered an initiative that supports the improvement of infrastructure, disaster response, and environmental preservation. Through these programs the WFP is attempting to help Kyrgyzstan sow the seeds of its own prosperity rather than providing temporary relief without any improvements in underlying conflicts. [30] World Food Programme has remained active in Kyrgyzstan. It has distributed 2,000 tons of food assistance to 64,000 poor Kyrgyz citizens and provided 53,000 children with take-home wheat flour rations. The program is likewise partnering with the state to introduce hot meals into the nation's 2,200 primary schools and is supporting rural farmers with food, funding and training in cultivation, harvesting and sustainable management of resources. [31] ibid. WFP will build on the achievements under the country strategic plan for 2018-2022 and leverage its core competencies in warehousing, food safety, smallholder market access, and innovative and private sector-oriented solutions including insurance and digital public goods. Building on the 2021 United Nations food systems summit dialogues facilitated by the Rome-based agencies and nutrition and social protection assessments conducted with the United Nations Children's Fund in 2021 and 2022, WFP will strengthen key partnerships within the United Nations country team and other actors, including civil society actors, private sector entities and national institutions, to ensure that approaches piloted jointly are sustainably brought to scale within national systems.[32]

UNICEF is conducting humanitarian aid in Kyrgyzstan. Its work focuses on bettering child nutrition and has incentivized several breakthroughs in this field. Under its guidance, the country developed its inaugural National Food Security and Nutrition Strategy that directs government efforts to address hunger in Kyrgyzstan and offers children vitamins and minerals to fight malnutrition-induced iron-deficiency anemia. UNICEF first introduced the project in the Talas province, resulting in a 26 % drop in anemia rates between 2009 and 2010. [33] Op.cit. In order to understand the extent of the response required, UNICEF, together with the MOH and MOES, completed two rapid assessments of WASH in schools and in Health Facilities and provided

support. UNICEF also allocated \$161,000 for WASH supplies (sanitizers, soap, waste management supplies, water purifications, hygiene kits) in healthcare facilities. UNICEF website became a major hub on COVID-19 information, reaching 531,946 visits, five times more than in 2019. As chair of the UN Crisis Communication Group, UNICEF supported the Government to design and implement the National Communication Campaign #Sakta. The campaign united the risk communication efforts of the Government, international partners and civil society to raise the general population's awareness on COVID-19 preventive measures, debunk myths around the virus, and foster personal and social responsibility via communication tools and products. [34]

#### Conclusion

The COVID-19 related negative shocks are having particularly horrible consequences on the food security situation in the country. With the economy in sharp decline, the increase in poverty rates, the rise in staple food prices and with the lean season approaching, it is of highest importance to continue monitoring food security in Kyrgyzstan in order to implement in a timely manner any necessary mitigation measures. Social protection systems and Food Security are critical elements in ensuring the country's stability. As it is usually known, the lack of access to food may affect the level of confidence that the people have in the Government, sparking unrest and disrupting the political order in the country. Among other specific driving factors, the last three revolutions were unsurprisingly preceded by periods of economic downturn, in particular rising unemployment levels, and growing dissatisfaction over the jagged and unjust distribution of material resources and wealth within the nation.

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