

Emergency Social Safety Net

Post-Distribution Monitoring Report

Round 1



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1. Introduction

The Emergency Social Safety Net (ESSN) program was launched across Turkey in November 2016. It provides unrestricted, unconditional cash assistance to people living under different forms of protection in Turkey. For brevity, in this report they will be referred to as refugees. The ESSN cash assistance aims to allow beneficiaries to meet their basic needs. By March 2018, the ESSN was providing monthly assistance to over 1.2 million people.¹

The ESSN is funded by the Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO). The program is implemented in partnership with the Ministry of Family and Social Policies (MoFSP), the World Food Programme (WFP), and the Turkish Red Crescent (TRC) as a complementary program to the national social assistance scheme for Turkish citizens. The ESSN benefits from the coordination of the national Disaster and Emergency Management Presidency (AFAD).

The ESSN is the first program of its kind, integrating humanitarian assistance at scale into a national social assistance structure. As a result, monitoring and learning is a critical component of the program. This report provides an assessment of the initial effects of the ESSN assistance on beneficiary households, using data of refugees living off-camp before and after receiving ESSN cash assistance. The results presented here are preliminary, and provide only a snapshot of the results from two surveys: Pre-Assistance Baseline (PAB) and Post-Distribution Monitoring (PDM). A true measure of the effect of the ESSN requires a process of matching beneficiary households with similar non-beneficiary households. At the time of writing, the World Bank is in the process of conducting this matching exercise. When it is complete, a revised report will be issued with updated results.

2. Approach, Methodology & Data

2.1 Method of data collection

The PAB and PDM samples include both eligible and ineligible applicant households, with the ineligible households serving as a comparison group. WFP decided to use phone-based data collection to allow for a large sample size with high confidence intervals, while remaining cost efficient. This method allows for wide geographic coverage over shorter time, but is limited to shorter questionnaires due to higher non-response rates by phone. The data was collected by the Gaziantep-based call center managed by TRC.

Three core partners were involved in the PAB and PDM: TRC, WFP and the World Bank (WB). The response rates to the PAB and PDM surveys proved relatively high, with approximately 60 percent (PAB) and 80 percent (PDM) of called households successfully completing the phone interviews.

TRC was responsible for data collection and data quality control. TRC call center staff conducted interviews in four languages: Arabic, Turkish, English and Kurdish. WFP was responsible for designing the questionnaire, sampling, training the TRC enumerators and analysis of the core ESSN indicators. WB was responsible for overall technical guidance, providing critical input on sampling and questionnaire design. The PDM report was written by WFP and the World Bank.

1. For more details on the ESSN, please refer to the website: <http://kizilaykart-suy.org>

2.2 Sample

The PAB data was collected between February and May 2017; a total of 8,690 surveys were completed. The PDM data was collected between August and November 2017, after distribution of ESSN assistance. The survey is designed as a panel; the same PAB respondents were called for the PDM.

A total of 6,958 surveys were completed; 3,716 beneficiary households (currently receiving ESSN assistance) and 3,242 non-beneficiary households. The PDM sample size was calculated to provide 99 percent confidence and a 5 percent margin of error, and is stratified across five regions of the country. The sample represents all assessed ESSN applicants until April 2017, a total of 270,000 households including 1.6 million people.

Table 1: Post Distribution Monitoring Round 1 Survey Sample

	Eligible	Ineligible	All Applicants
Households	3,716	3,242	6,958
	53%	47%	100%
Individuals	25,214	16,822	42,036
	60%	40%	100%

Identical to the PAB design, the country was stratified into five regions. The five strata are:

1. Istanbul
2. Aegean
3. Anatolia/Thrace
4. Mediterranean
5. South-East

Figure 1: Map of Regional Strata



Table 2 includes the PDM sample by region. Based on the proportional distribution of the households in the PDM sample, weights were calculated to allow the five regions to be combined for nationally representative data during analysis.

Table 2: ESSN PDM Regional Stratification

Region	PDM sample	Percent of sample
Istanbul	1,393	20.0%
Aegean	1,429	20.5%
Anatolia/Thrace	1,095	15.7%
Mediterranean	1,463	21.0%
Southeast	1,578	22.7%

2.3 Limitations

In June 2017, the ESSN criteria changed, automatically resulting in a group of non-beneficiaries becoming beneficiaries. These non-beneficiaries were the poorest within the non-beneficiary group, but were on average, less poor than the beneficiaries. This change in status makes the PAB groups incomparable to the PDM groups. To compare like with like, those who changed status should be categorised by their PDM status (revised beneficiary status) in the PAB analysis. However, this analysis presents only the snapshot PAB to PDM analysis, with all households grouped by their status at the time of data collection.

A true impact analysis requires propensity score matching (PSM); this process is underway at the time of writing. The WB will lead on the PSM, allowing each beneficiary household to be matched with an equivalent non-beneficiary household, thereby establishing a counterfactual population. Given the changes in status, the impact results will be lower than the differences presented here i.e. PAB beneficiary results will look slightly better when the 'less poor' group who changed status are included, so the PAB to PDM changes will be smaller. Therefore the analysis reported here should be considered as an upper bound. Once the PSM is complete, an updated report will be published.

3. Results

The PDM results compared with the PAB are presented in three sections: demographic profile, vulnerability and poverty profile, and ESSN assistance performance.

3.1 Demographic Profile

3.1.1 Household Composition

Around two fifths of the households of the overall PDM sample are female-headed. When disaggregated by beneficiary status, 43 percent of beneficiary households are headed by women, relative to 39 percent of non-beneficiary households.

The average beneficiary household has 6.8 members. Beneficiary households are larger than non-beneficiary households, who average 5.2 members. This is likely a direct result of the eligibility criteria, which prioritize families with large numbers of children and more dependents.

In terms of age distribution, the typical structure of non-beneficiary households has 19 percent of members in the under-5 age group, 19 percent of members in the 6-17 age group, 58 percent in the 18-59 age group and 4 percent in the over 60 age group. For beneficiary households, the age composition is tilted towards the 6-17 age group, consistent with eligibility criteria and resulting in an average dependency ratio of 1.95 versus 0.87 for non-beneficiary households.

Table 3 displays all household composition results.

Table 3: Demographics

Demographics	Beneficiary	Non-Beneficiary	All households
Percent with male household head	57%	62%	59%
Percent with female household head	43%	38%	41%
Number of household members	6.8	5.2	6.0
Share of members age 0-5	20%	19%	19%
Share of members age 6-17	40%	19%	30%
Share of members age 18-59	37%	58%	47%
Share of members age 60+	4%	4%	4%
Dependency ratio	1.95	.87	1.5

3.2 Vulnerability and Poverty Profile

The vulnerability and poverty analysis covers six different dimensions: 1) food security, 2) livelihoods coping, 3) education, 4) income sources 5) expenditure and debt, and 6) poverty.

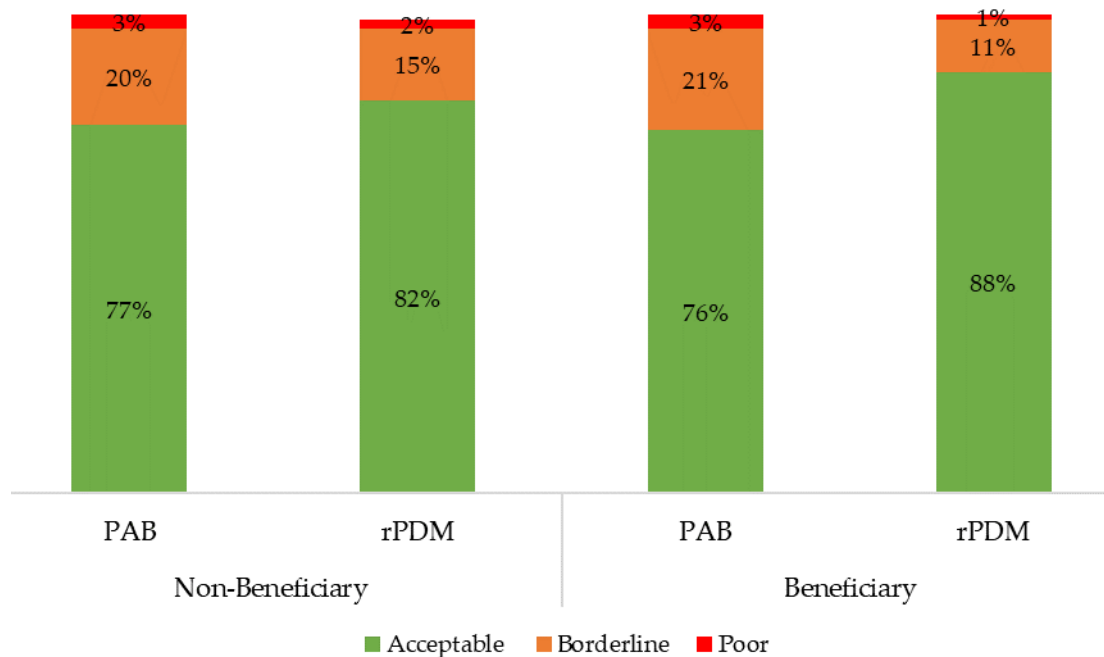
3.2.1. Food Security

Food Consumption Score

The Food Consumption Score (FCS) is a standard WFP indicator used globally to measure food security. It is a frequency-weighted dietary-diversity score that uses a 7-day recall period. Through this indicator, household diets are classified into three groups: acceptable, borderline or poor². Borderline food consumption equates to daily consumption of staples and vegetables, with frequent (4 days/week) consumption of oil and pulses.

Figure 1 presents the proportion of households with acceptable, borderline and poor food consumption. 88 percent of beneficiary and 82 percent of non-beneficiary PDM households have acceptable food consumption. The data shows a higher PAB to PDM increase in the proportion of beneficiary households with acceptable food consumption (12 percent) compared to non-beneficiary households (5 percent). Beneficiaries have increased consumption of all food groups, with the highest increases in vegetables and egg, meat and fish.

Figure 1: Food Consumption Score: PAB to PDM by Beneficiary Status



Beneficiary households with more family members have larger improvements in food security outcomes; beneficiary households with 1-4 members improved their acceptable food consumption by 12 percent compared to a 15 percent increase for households with 5-8 members, and 17 percent increase for households with 9 or more members. This is likely due to the fact that ESSN assistance is per capita, therefore larger households receive more assistance (120 Turkish Liras for each household member).

2. For more details on the FCS, refer to the WFP Technical Guidance Sheet: Food Consumption Analysis.

Figure 2 shows acceptable food consumption has increased for male and female headed households, however female headed non-beneficiary households have the worst food consumption, with one in five households having unacceptable food consumption.

Figure 2: Food Consumption Score: PAB to PDM by Sex of Head of Household

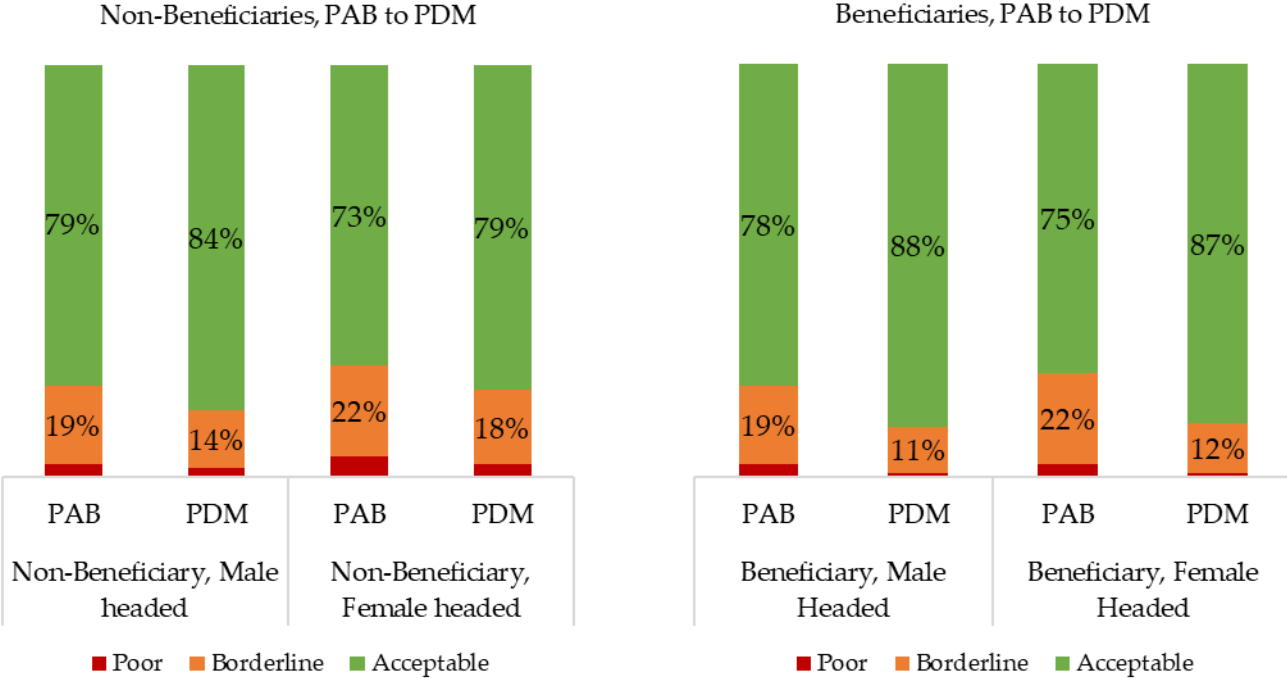
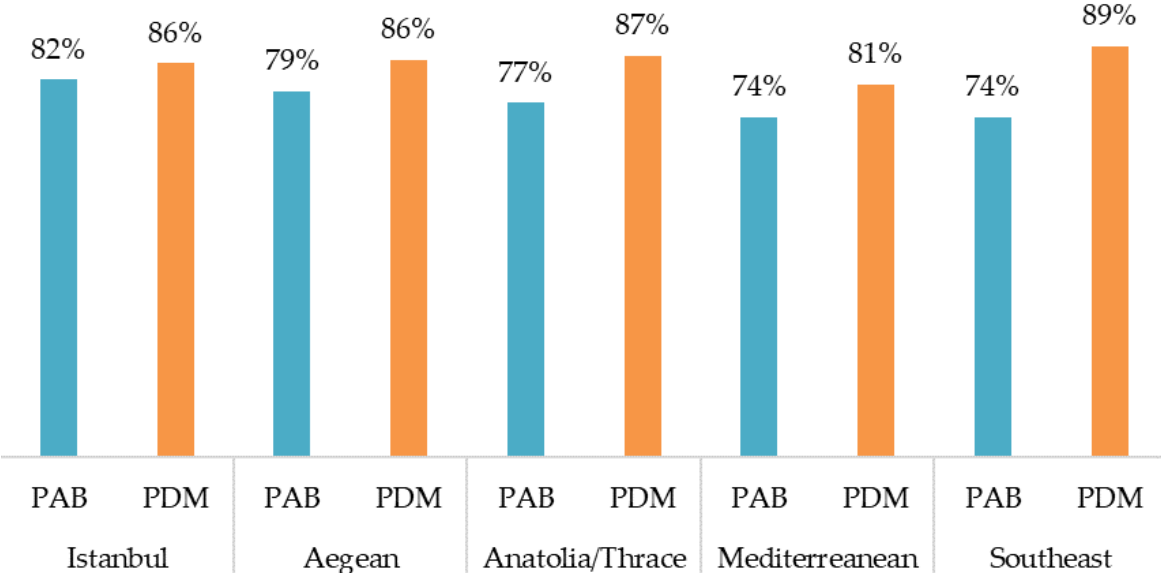


Figure 3 presents the proportion of beneficiary households by region with acceptable food consumption in the PAB and PDM. The PDM results show that the proportion of beneficiaries with acceptable food consumption has increased across all regions. The increases are largest in Anatolia/Thrace and the Southeast, with 10 percent and 15 percent improvements, respectively.

Figure 3: Acceptable Food Consumption of Beneficiaries: PAB to PDM by Region



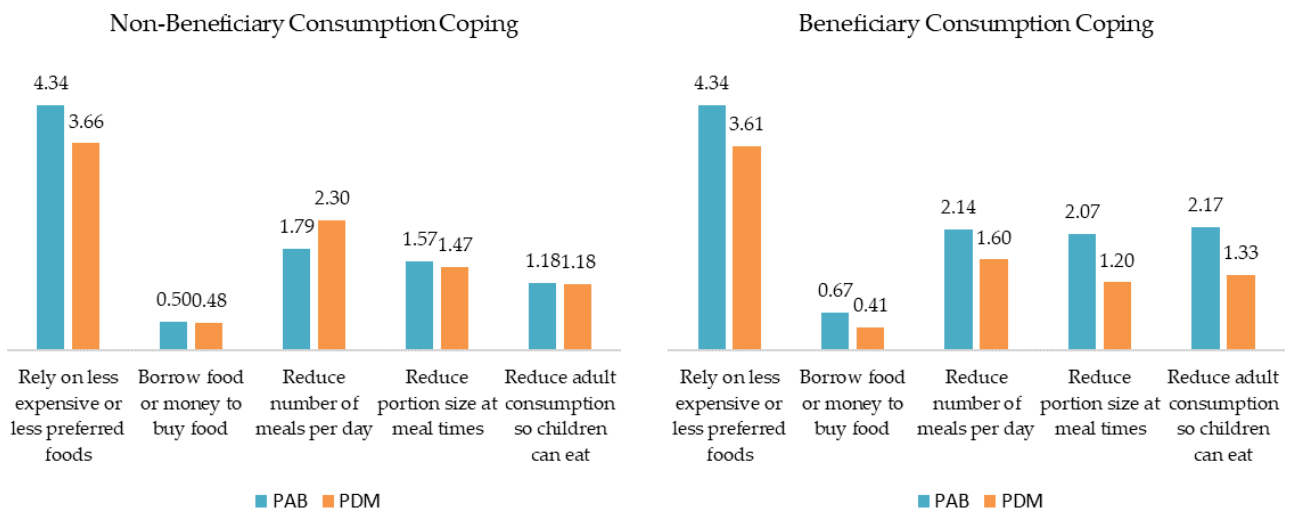
Reduced Coping Strategies Index

The reduced Coping Strategies Index (rCSI) is a standard indicator used to compare food security across contexts. It includes five specific consumption coping strategies, each given a standard severity weight, and aggregated into an index³.

In the PAB, 91 percent of beneficiary households and 86 percent of non-beneficiary households engaged in some form of consumption coping mechanism (any use of any of the five consumption coping strategies). The proportion of beneficiary households engaging in consumption coping decreased from the PAB to PDM by 4 percent (to 87 percent) while the proportion of non-beneficiary households engaging in consumption coping increased by 2 percent (to 88 percent).

Beneficiaries have decreased frequency of use for all consumption coping strategies from the PAB to the PDM, while the results for non-beneficiaries have changed little (Figure 4). This indicates that the ESSN assistance may be supporting beneficiaries to have more consistent food consumption and minimize resorting to negative strategies.

Figure 4: Consumption Coping Strategies: PAB to PDM by Beneficiary Status



3. For more details on the rCSI, refer to the Coping Strategies Index Field Methods Manual.

The rCSI is the weighted sum of the five consumption coping strategies. The rCSI results show that food insecurity has reduced between the PAB and PDM for both beneficiaries and non-beneficiaries of (Figure 5), however there is a much higher decrease in rCSI for beneficiaries (32 percent) compared to non-beneficiaries (3 percent). The decrease is the greatest for male beneficiary households (35 percent) (Figure 6).

Once again, the data demonstrates that larger households have greater improvements in food security outcomes; households with 1-4 members have a 19 percent reduction in the rCSI from PAB to PDM, while households with 5-8 members and 9 or more members have a 30 percent and 32 percent reduction in rCSI respectively. The results do not vary across regions.

Figure 5: Mean reduced Coping Strategies Index: PAB to PDM by beneficiary status

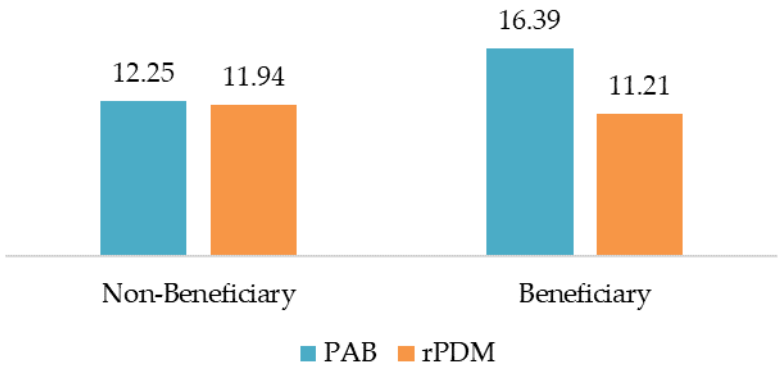
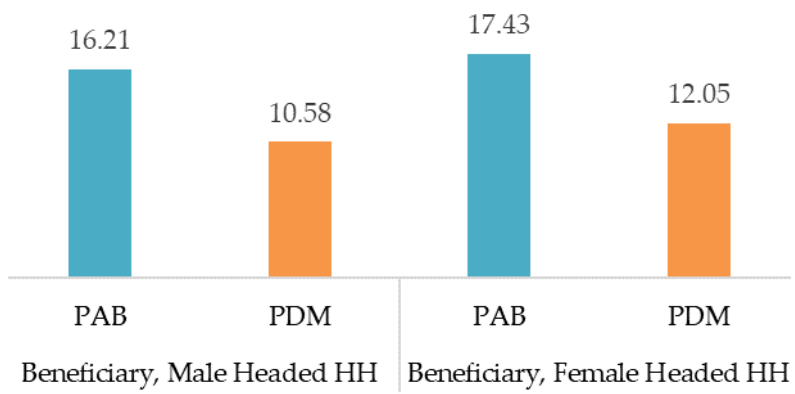


Figure 6: Mean reduced Coping Strategies Index for Beneficiaries: PAB to PDM by sex of household head



3.2.2 Livelihoods Coping

Livelihood Coping Strategies

While the food consumption score and rCSI are proxies for the current food security conditions of households, livelihood-based coping strategies (LCS) serve to assess longer-term household coping and productive capacities.

Household vulnerability is calculated based on the severity of the coping strategies they use. Coping strategies are classified into three categories: stress, crisis and emergency. These classifications are based on the severity of the impact of the strategy on household resilience, and the ability to cope with future livelihood shocks. The household is considered more vulnerable if more severe strategies are adopted. The questions used for the ESSN LCS module were validated and weighted based on Focus Group Discussions conducted with the affected population, to ensure that they are appropriate and representative for the current context.

The PDM data shows a clear and consistent reduction in the use of almost all coping strategies by beneficiary households. In contrast, the non-beneficiary results have changed less and are increasing for some strategies, indicating a deteriorating situation. At the time of the PDM, the data shows that non-beneficiaries are 8 percent more likely to use stress coping strategies than beneficiaries.

The most common coping strategies for all households are buying food on credit (62 percent) and borrowing money (58 percent) – though section 3.2.5 below demonstrates a clear decrease in average amounts of debt. As the ESSN is a multi-purpose cash transfer, it is important to note the reductions in the use of three coping strategies: reducing health expenditure, reducing education expenditure, and sending children to work. This indicates a positive multi-sectoral impact of the cash assistance, with important contributions to the human capital of beneficiary households.

Overall, considering both beneficiaries and non-beneficiaries, one quarter of households used at least one emergency coping strategy, which are harder to reverse, and likely to reduce future productivity and resilience to shocks.

Figure 7: Stress Coping Strategies, PAB & PDM

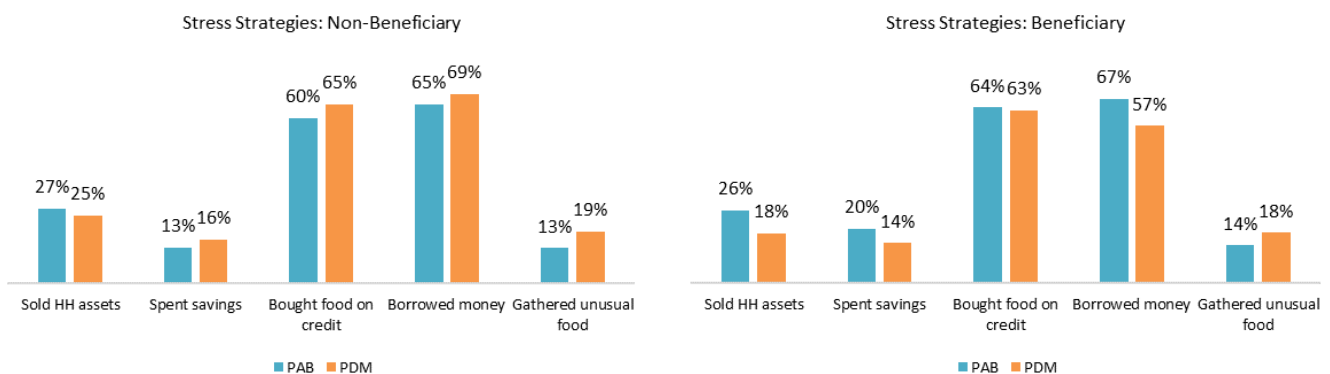


Figure 8: Crisis Coping Strategies, PAB & PDM

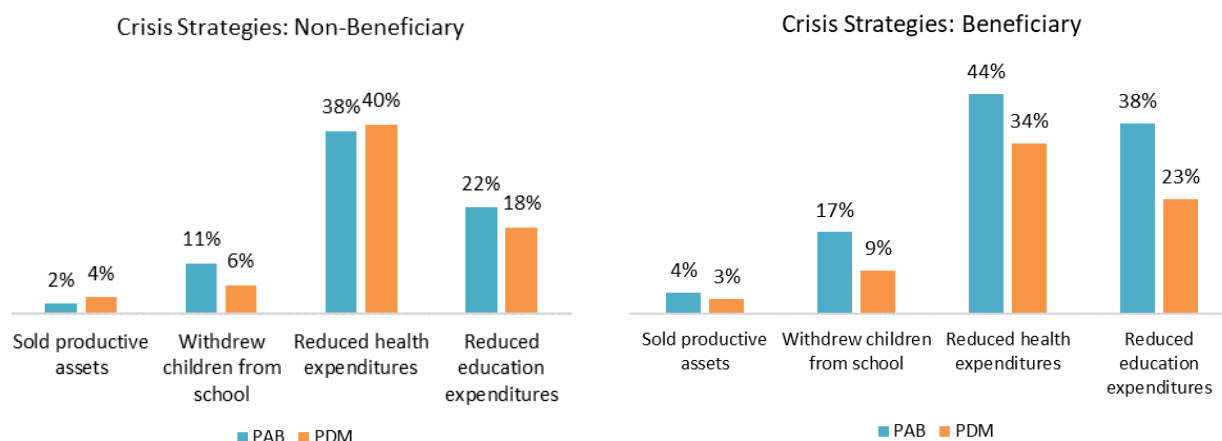
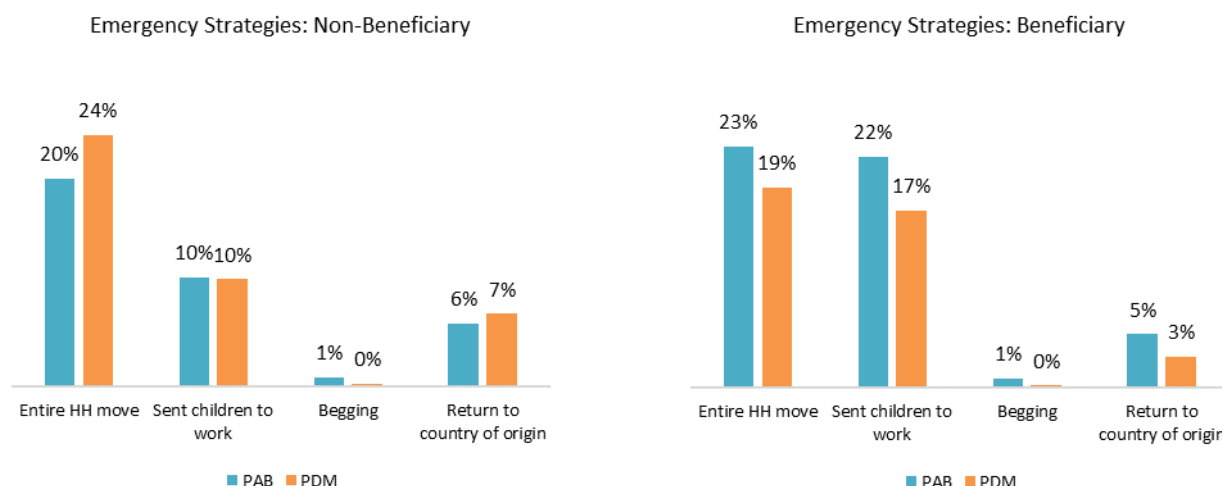


Figure 9: Emergency Coping Strategies, PAB & PDM



The LCS Index (LCSI) is the weighted sum of the livelihoods coping strategies. Overall, the LCSI decreased by 21 percent for beneficiaries (5.63 to 4.44) from the PAB to PDM, with a slightly larger decrease for male-headed households. The decrease was higher for larger households (9 percent decrease for households with 1-4 members, 19 percent decrease for households with 5-8 members and 17 percent decrease for households with 9 or more members). The LCSI increased by 5 percent overall for non-beneficiaries (4.48 to 4.70), with a larger increase for male-headed households. This may indicate that male-headed households have more livelihood coping strategies available to them. Overall, the data again highlights the vulnerability of non-beneficiaries, many of whom are poor and forced to continue using damaging coping strategies.

3.2.3 Education

The Conditional Cash Transfer for Education (CCTE) project implemented by UNICEF and TRC aims to increase the number of refugee children regularly attending school in Turkey. Since May 2017, the CCTE provides vulnerable refugee families whose children regularly attend school with bi-monthly cash transfers; 35 TL for each boy and 40 TL for each girl attending primary school, and 50TL for each boy and 60 TL for each girl attending secondary school.

At the time of the PAB, none of the households had received CCTE transfers. However, the panel structure of the survey allows us to disaggregate the data by CCTE beneficiaries, comparing PAB to PDMs. This allows insight into whether there are differences between those who apply for CCTE or not. 1,169 PDM respondent households are also CCTE beneficiaries. This includes both beneficiaries and non-beneficiaries, essentially resulting in four groups.

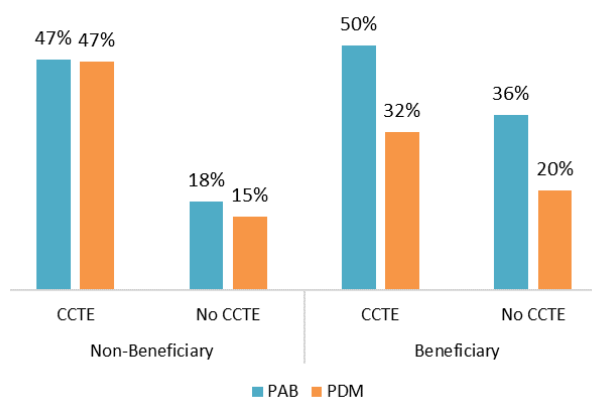
Table 4: PDM Sample by CCTE Beneficiaries

Status	CCTE Beneficiary	CCTE Non-Beneficiary
ESSN Beneficiary	858	2,858
ESSN Non-Beneficiary	311	2,931

In order to understand if there are differences between CCTE and non-CCTE beneficiaries, reducing education expenditure was stratified by these two groups. It should be noted that ESSN beneficiary families have more school aged children (6-17) compared to non-beneficiary households. Therefore some of the baseline coping strategy results look worse for beneficiaries, but this may be simply a result of having more children.

First, it should be noted that the PDM data was collected from August-November, with the bulk collected in August and September when schools were on holiday. Therefore reductions in the proportion of households who reduced education expenditure are likely influenced by school closure. Figure 11 shows that the proportion of non-beneficiaries who reduced education expenditure remained relatively stable from PAB to PDM, regardless of CCTE assistance, with only a small decrease for non-CCTE households. This suggests that CCTE assistance alone is insufficient to influence expenditure decisions. On the contrary, the proportion of ESSN beneficiaries who reduced education expenditure decreased significantly. There was a larger reduction in the proportion of CCTE beneficiaries who reduced their education expenditure from the PAB to PDM (19 percent), in comparison with ESSN non-CCTE beneficiaries (13 percent reduction). Therefore, it is possible that when CCTE transfers top up ESSN assistance they are sufficient to influence expenditure decisions, but not when they stand alone. It is also important to note that, out of the four groups, ESSN beneficiaries with CCTE assistance have the most children, so the total amount of money they receive is the highest.

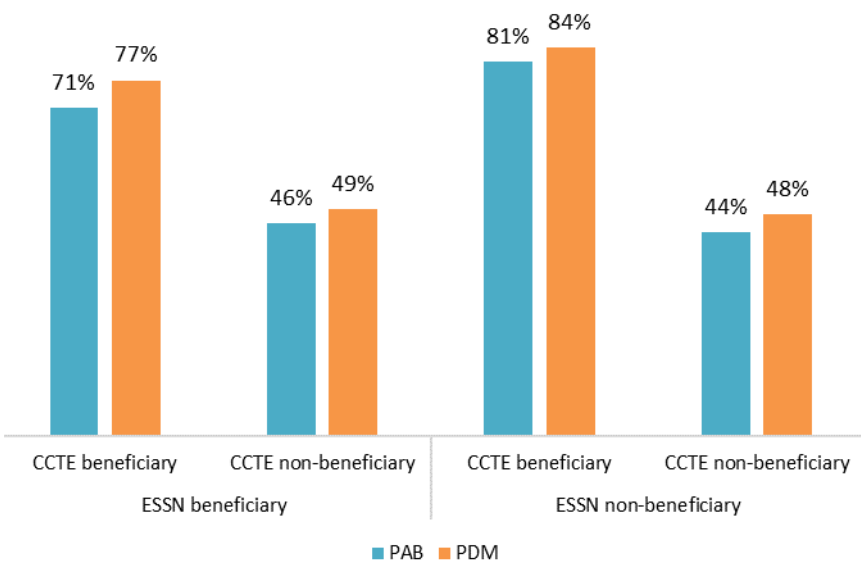
Figure 11: Change in proportion of HHs reducing education expenditure: PAB to PDM by beneficiary status



In both the PAB and PDM, all respondents were asked about the number of school age children that regularly attend school in their household. Regular attendance was defined as four out of five days per week. The PAB data shows the highest school attendance for CCTE beneficiaries. Thus, even at baseline, when no assistance was provided, it seems evident that CCTE applicant households were prioritizing school attendance more than non-CCTE applicants.

The PDM data shows the largest increase in regular school attendance (6%) among households who receive both ESSN and CCTE transfers. The other groups showed smaller improvements (3-4%), indicating that the CCTE alone is likely insufficient to influence school attendance. To understand better the trends, the disaggregated data will be tracked in the future rounds of the PDMs.

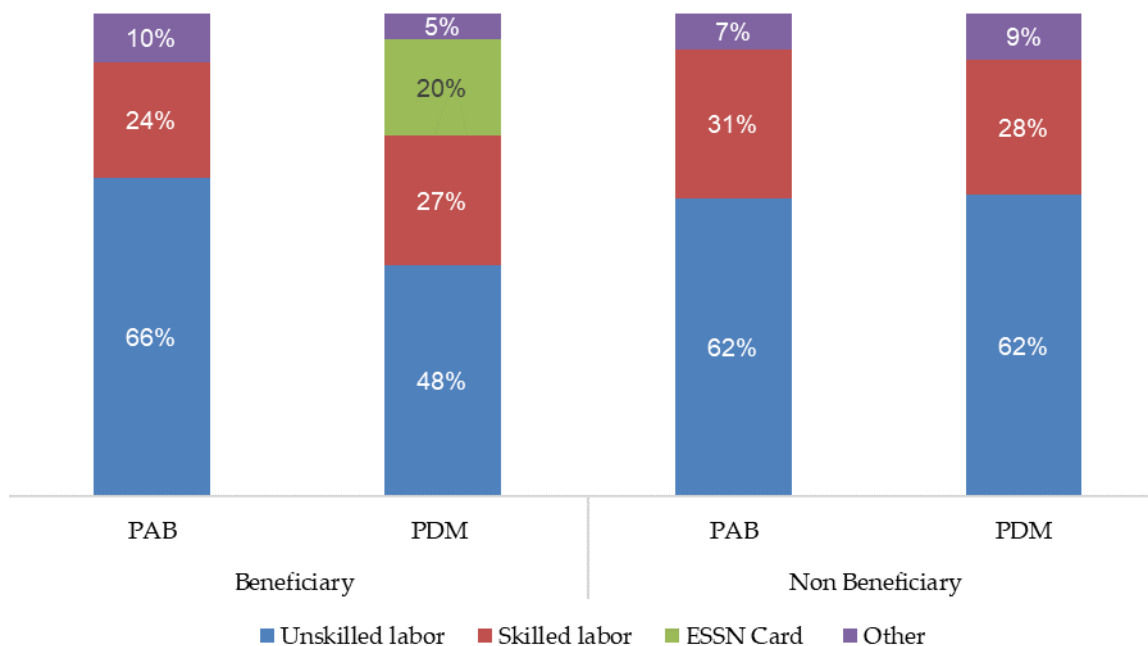
Figure 12: Proportion of school-age children regularly attending school, PAB & PDM, by CCTE status



3.2.4 Income Sources

The PAB and PDM collected data on households' three most important sources of cash/income. Income from unskilled labor remained the primary income source for refugees in Turkey from the PAB to PDM, with 48 percent of PDM households reporting it as their main income source. The most common secondary source of income was the ESSN card (68 percent) and the most common tertiary source of income was credit/loans (57 percent). In the PDM, ESSN assistance is the primary income source for 20 percent of beneficiaries, replacing unskilled labor and 'other.' The 'other' category includes a variety of sources of cash, including sale of assets, borrowing money, begging, and assistance – therefore this corroborates the reductions in use of coping strategies noted above. Primary income sources for non-beneficiaries did not change significantly from the PAB to PDM.

Figure 13: Primary Income Source: PAB to. PDM by beneficiary status



3.2.5 Expenditure and Debt

The median per capita monthly expenditure increased from the PAB to PDM for beneficiaries by 16 percent (229 TL to 265 TL) and for non-beneficiaries by 12 percent (313 TL to 350 TL). The larger increase for beneficiaries may be due to the ESSN assistance. This expenditure data is used for the poverty analysis included in section 3.2.6.

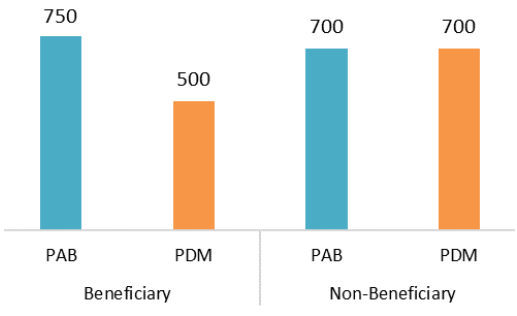
When examining expenditure shares, the PDM data is not significantly different from the PAB: on average, PDM respondent households dedicated 39 percent of expenditure to food, 30 percent to rent and utilities and 31 percent to all other needs.

As in the PAB, rent and food expenditure shares vary across regions in the PDM, with the highest rent share in Istanbul (31 percent) and the highest food share in the Southeast (40 percent). This reflects the fact that rental costs are significantly higher in Istanbul, and households are forced to adjust their budgets accordingly. There are no significant differences in expenditure habits between beneficiaries and non-beneficiaries.

In the PAB and PDM, households were asked two questions related to debt: 1) what is the total amount of debt your household currently has? And 2) did you incur any new debt in the past three months?

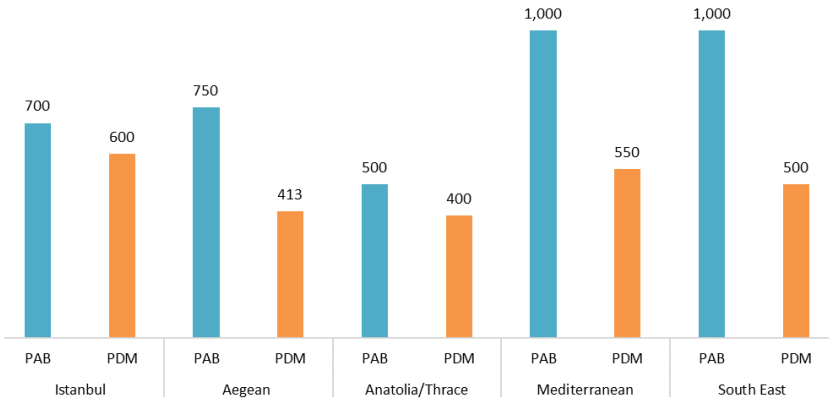
The median burden of debt within beneficiary households decreased by 33 percent from the PAB to PDM (750 TL to 500 TL). The total median household debt for non-beneficiary households stayed constant at 700 TL from the PAB to the PDM (Figure 14). This indicates that the ESSN assistance may be allowing households to pay back some of their debt. In all regions, household debt in the PDM is lower for beneficiaries than non-beneficiaries. There was a larger decrease in median debt for male-headed beneficiary households (from 800 TL to 500 TL) compared to female-headed beneficiary households (from 700 TL to 500 TL).

Figure 14: Total Value of Debt, PAB to PDM by eligibility



While median household debt decreased for beneficiaries in all regions, it decreased the most in the Southeast (by 50 percent), Mediterranean (by 45 percent) and Aegean (by 45 percent) regions (Figure 15).

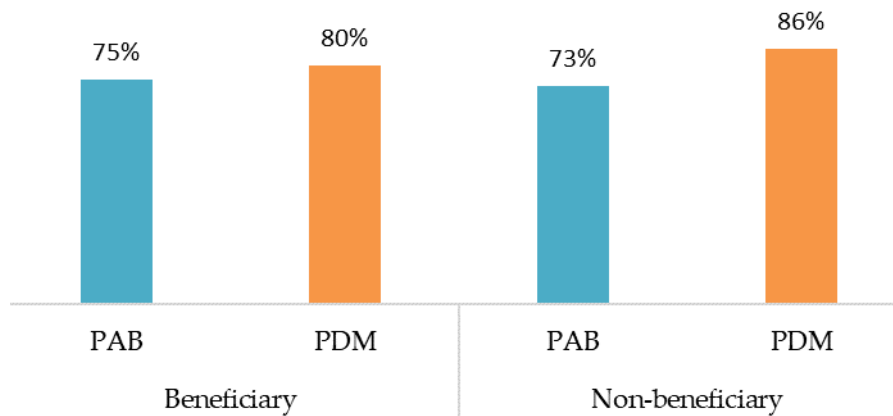
Figure 15: Total Value of Debt for Beneficiaries: PAB to PDM by region



Regarding accumulation of new debt in the past three months, the PDM data shows a 5 percent increase in the proportion of beneficiary households and a 13 percent increase in the proportion of non-beneficiary households (Figure 16). The decrease in overall debt is not necessarily contradictory to the increase in new debt; the ESSN transfers may allow households to pay back accumulated debt (for example, unpaid rent), but households may continue to borrow small amounts (for example, food from a local shop, paid for at the end of the month). It should be noted that families having debt is not always negative as it can also be considered a positive indication of access to credit.

The increase in proportion of beneficiaries accumulating new debt was driven by increases in Istanbul (9 percent increase) and Anatolia/Thrace (8 percent increase). There were no significant differences in the accumulation of household debt between female and male PDM beneficiary households.

Figure 16: New Debt: Past 3 Months PAB vs PDM by Beneficiary Status

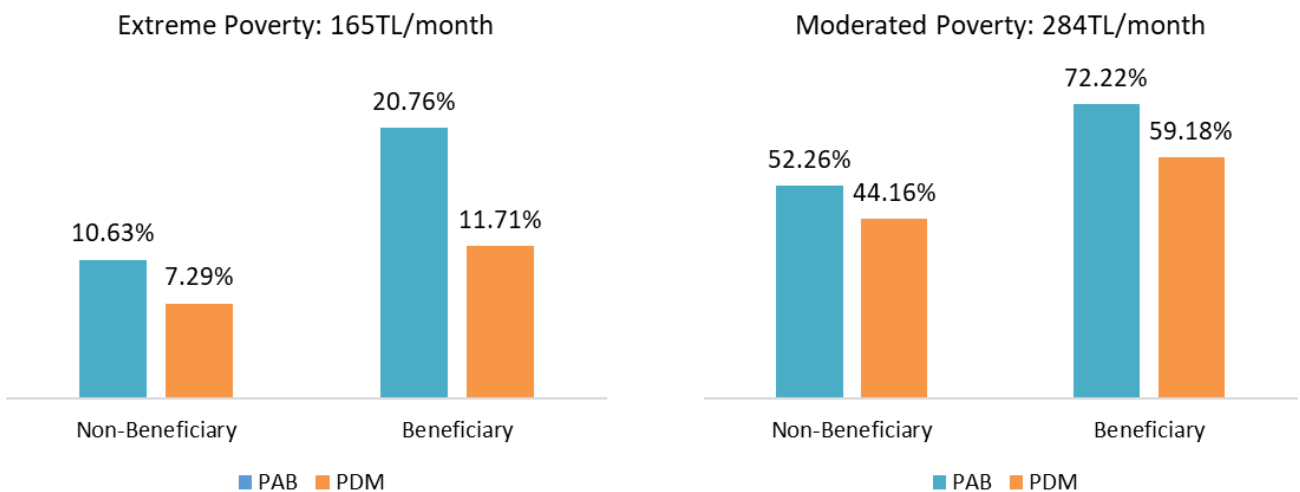


3.2.6 Poverty

Poverty is measured using the World Bank’s internationally comparable poverty lines used to monitor poverty in Turkey. In upper middle-income countries like Turkey, a person is poor if his or her expenditure is below \$5.50-a-day in 2011 PPP. This amounts to TL284 per person per month, and can be interpreted as the average budget needed to afford basic food and non-food needs. For lower-middle income countries the poverty line is \$3.20 per person per day (2011 PPP), and can be taken as an extreme poverty line in the context of Turkey. This equates to TL 165 per person per month, and can be taken as the average resources needed to afford food needs.

Figure 17 shows two main findings. First, poverty rates have fallen for both beneficiaries and non-beneficiaries of ESSN. Second, the magnitude of the decrease has been larger for ESSN beneficiaries than for non-beneficiaries. Poverty decreased by 13 and 8 percentage points for beneficiaries and non-beneficiaries, respectively. While extreme poverty went down by 9 and 3 percentage points for those same groups.

Figure 17: Poverty Rates among beneficiary and non-beneficiary households



4. ESSN Assistance Performance

4.1.1 Coverage

As explained in the PAB report, coverage is the percentage of the poor population assisted by the ESSN. PDM results show that the ESSN covers 75 percent of the extreme poor, and 70 percent of the poor, which are significantly higher than the coverage of the non-poor (47 percent) (Figure 18). It should be noted that the bulk of these 'non-poor' households are in fact very close to the 284 TL threshold, and therefore by no means wealthy. The 25 percent of extreme poor, who do not currently meet the program criteria and are not covered, represent the main coverage gap challenge.

Figure 18: Coverage by poverty status (Individual Level)

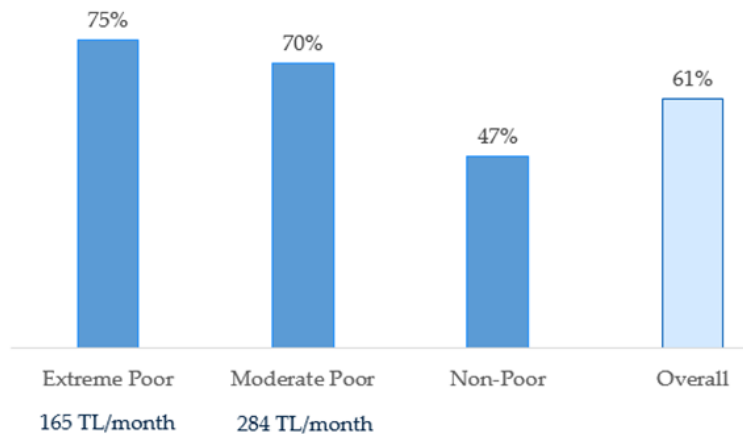


Figure 19 shows the coverage by poverty groups as a percent of the overall ESSN applicant population, illustrating also inclusion and exclusion errors. The changes in coverage from PAB to PDM are a result of the change in targeting criteria which took place in June 2017. The percentage of the population who is extreme poor and does not receive ESSN assistance decreased from 7 percent in the PAB to 4 percent in the PDM. In addition, the share of the population that is poor (but not extreme poor) and is not receiving ESSN decreased from 23 percent in the PAB to 15 percent in the PDM. This demonstrates that with the change in eligibility criteria the ESSN is reaching more vulnerable households among the applicant refugee population. However efforts should be made to adapt the targeting systems to include the 4 percent extremely poor non-beneficiary households and 15 percent moderately poor non-beneficiary households into the ESSN going forward.

Analysis of coverage by poverty status also shows that the proportion of non-poor beneficiary households increased from 11 percent in the PAB to 18 percent in the PDM.

Figure 19: Coverage by poverty status of Overall Applicant Refugee Population: PDM

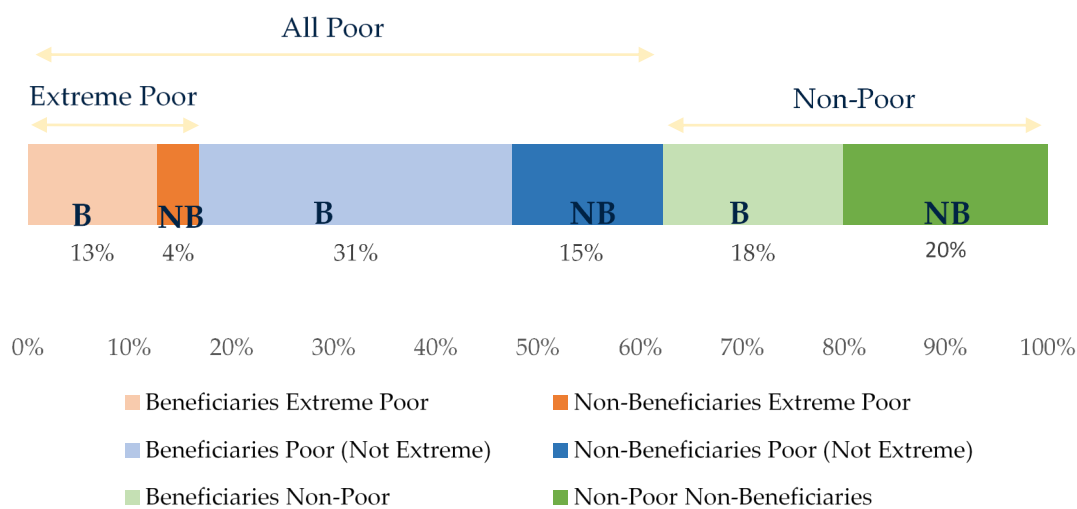


Table 5: Changes in Coverage: PAB to PDM

Status		PAB coverage	PDM1 coverage
Extreme Poor	Non-Beneficiary	7%	4%
	Beneficiary	12%	13%
Moderate Poor	Non-Beneficiary	23%	15%
	Beneficiary	23%	31%
Non-Poor	Non-Beneficiary	25%	20%
	Beneficiary	11%	18%

Conclusions

Using data representative of the first 1.6 million ESSN applicants, this report arrives at the following main findings. First, the ESSN has reduced extreme and moderate poverty rates among beneficiary households and resulted in improved outcomes for beneficiaries, including increases in acceptable food consumption, reduction in use of all coping strategies and reduced debt levels. Improvements in acceptable food consumption and reduced debt were highest in the Southeast region. These initial results are very promising; they will be tracked in future rounds of the ESSN PDM surveys.

However, beneficiary households with few family members have smaller improvements in food security outcomes compared to larger households. Beneficiary households with 1 to 4 members had smaller increases in acceptable food consumption and smaller reductions in rCSI and LCSI compared to larger beneficiary households (5 or more members). It is important to note that per capita transfers do not account for economies of scale benefitting larger households, and therefore the smallest households are often left struggling to meet their needs. While the ESSN has quarterly household top ups which attempt to account for this, future programmatic adjustments might consider larger top ups or different transfer values according to household size.

As a result of the eligibility criteria change, coverage of the extreme and moderate poor increased, demonstrating that the ESSN is reaching more vulnerable households among the applicant refugee population. The data shows a higher inclusion error (18%) in the PDM though, as noted above, this should be considered carefully as the majority of these 'non-poor' households are very close to the 284 TL poverty threshold, and therefore barely able to meet their needs.

While the ESSN beneficiary population is relatively more vulnerable than non-beneficiaries, it is also important to note that the non-beneficiary population, in particular female headed households, also faces hardship. Beneficiary outcomes are likely to surpass non-beneficiary outcomes as the non-beneficiaries become more vulnerable over time. As the programme continues and non-beneficiaries are excluded, the gap will continue to grow. While 2019 plans are under discussion, the ESSN program should consider this policy challenge.



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