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TÜRK KIZILAY

SSN

THE SOCIAL SAFETY NET *Programme*

3rd Post Distribution Monitoring (PDM) Report

Feb'26

KIZILAYKART
Cash Based Assistance
Programmes

3rd Post Distribution Monitoring (PDM) Report

Feb'26

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CONTENTS

LIST OF ACRONYMS

CARI	Consolidated Approach for Reporting Indicators of Food Security
C-ESSN	Complementary Emergency Social Safety Net
DDS	Dietary Diversity Score
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DGPC	Directorate General of Population and Citizenship Affairs
ESSN	Emergency Social Safety Net
HEA	Household Economy Analysis
HH	Household
LCSI	Livelihood Coping Strategy Index
MoFSS	Ministry of Family and Social Services
MEB	Minimum Expenditure Basket
ODK	Open Data Kit
PAB	Pre-Assistance Baseline
PMM	Presidency of Migration Management
PDMM	Provincial Directorate of Migration Management
rCSI	Reduced Coping Strategy Index
SSN	Social Safety Net

LIST OF FIGURES

EXECUTIVE SUMMARY

This is the third Post Distribution Monitoring (PDM) Report produced to inform stakeholders of the Programme and presents the impact of the SSN cash assistance progress made in achieving the objectives of the Social Safety Net (SSN) Programme. Whilst the programme regularly reports on the available data for all indicators, it also combines this data with other data and associated analysis conducted as a complementary, so that quantitative data is also combined with qualitative data to obtain in-depth reviews of the performance of the Programme. Although Türkiye's economic performance during 2025 was positive in terms of growth, as seen in figure 1, the poverty status of ESSN and C-ESSN households continued to rise, causing pressure on living standards for people who are vulnerable and do not have any income sources.

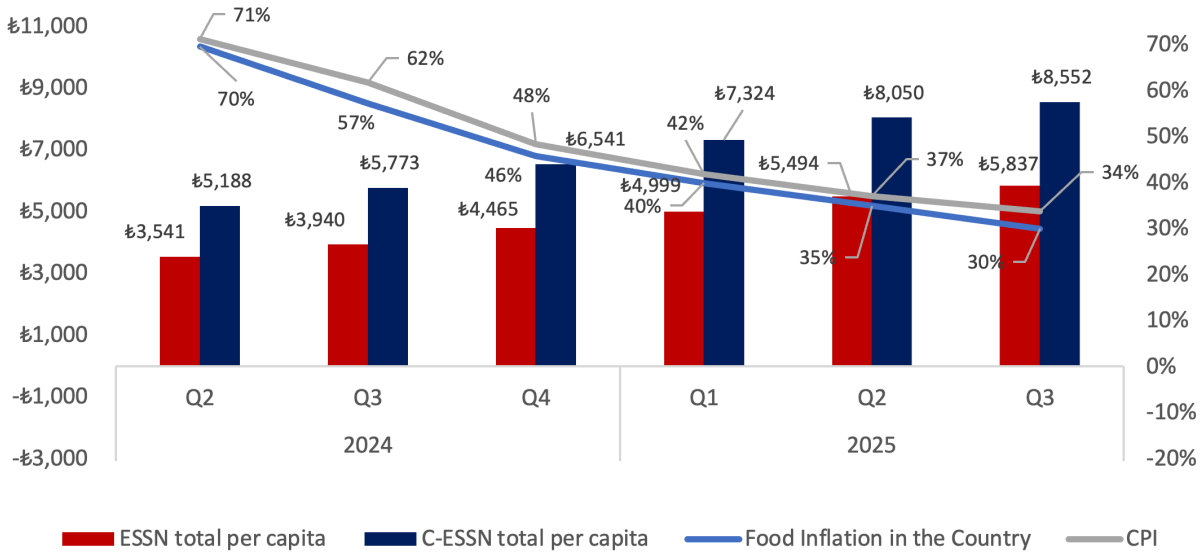

Figure 1 *Quarterly overview of cost of living*

The main findings of PDM 3 include;

- The Minimum Expenditure Basket (MEB) cost has reached 31 per cent increase per person in Q3 compared to Q4 of 2024.
- Economic hardship has deepened, with declining household expenditures driven by reduced purchasing power rather than improved financial well-being.
- Debt amount continue to rise, as more households borrow to cover basic needs amid persistently high living costs.
- Non-recipient households also show growing strain, including increased debt use and a shift toward more unstable, unskilled employment.
- More households now fall below the MEB, with C-ESSN households remaining the most economically vulnerable and struggling most to meet essential needs.
- C-ESSN households show the highest vulnerability, marked by low and declining incomes, lack of breadwinners, and heavy dependence on assistance.
- ESSN households display slight income gains, yet remain highly exposed to shocks due to large household sizes and reliance on daily labor.
- SSN cash assistance continues to mitigate hardship, with ESSN and C-ESSN households outperforming non-recipients on food consumption and coping indicators.
- Coping strategies remain widespread, including stress-level approaches such as borrowing and credit use, while crisis-level measures (reduced health/education spending, relocation, child labor) persist at concerning levels.

INTRODUCTION

Background

The Social Safety Net (SSN) Programme is a comprehensive, cash-based assistance initiative that supports the most vulnerable households in Türkiye, residing under Temporary Protection, International Protection, or holding a Humanitarian Residence Permit. Launched on 17 July 2023, the SSN Programme is funded by the European Union and implemented by the Ministry of Family and Social Services (MoFSS) in cooperation with Türk Kızılay (Turkish Red Crescent). The SSN Programme brings together two major humanitarian assistance projects implemented in Türkiye: The Emergency Social Safety Net (ESSN), launched in 2016, and the Complementary Emergency Social Safety Net (C-ESSN), launched in 2021. Together, they form the SSN Programme, the world's largest cash-based humanitarian assistance programme, designed to support the basic needs, such as food, shelter and clothing, of vulnerable households with dignity. The 3rd Post-Distribution Monitoring (PDM) Report serves as a comprehensive assessment to evaluate the ongoing effectiveness and impact of the SSN Programme. By analyzing key indicators such as household expenditures, income and sources, food security, coping mechanisms, and access to essential services, the PDM provides valuable insights for improving programme delivery and ensuring accountability to affected populations.

METHODOLOGY

Research Design

A descriptive cross-sectional household survey was employed to capture a snapshot of household conditions at a specific point in time. The survey was designed for remote data collection, and the questionnaire covered general demographic information, socio-economic indicators, consumption patterns, livelihood based coping strategies and food security levels of targeted households. The protection of respondents' personal data and their overall well-being were prioritized throughout the survey's design and data collection process.

Data Collection and Sampling

Data collection was conducted between May and September 2025 by the Kızılay 168 Call Center. Open Data Kit (ODK) platform was utilized for data collection, enabling efficient and accurate data capture in the field. Prior to data collection, an online refresher session was made for the call center staff by the Türk Kızılay KIZILAYKART M&E Team covering the survey questionnaire, research methodologies, and ethical considerations, highlighting the importance of receiving informed consent from all surveyed individuals. Without exception informed consent was obtained from each individual aged 18 and over.

A stratified simple random sampling method was employed to survey 6,200 recipient and non-recipient households over the phone. Using a 95 per cent confidence level and a 5 per cent margin of error, the sample was designed to produce representative findings at both national and regional levels. The population was divided into distinct, non-overlapping subgroups (strata), with stratification based first on region and then on recipient status (C-ESSN, ESSN, and non-recipient).

Data quality was checked rigorously throughout the data collection process. This involved ensuring logical consistency within questions, conducting reliability checks, applying conditionality, and maintaining timely communication with enumerators through real-time reviews of the collected data.

Geographical Area

Data were obtained across five geographic strata; Aegean, Anatolia, İstanbul, Mediterranean, and Southeast regions in Türkiye. The boundaries of these regions were determined by the proportion of the beneficiary population from which survey samples were drawn. Consistent with previous rounds and in parallel with the Turkish Statistical Institute (TurkStat) accords, İstanbul was treated as a separate stratum due to its unique socio-economic structure.

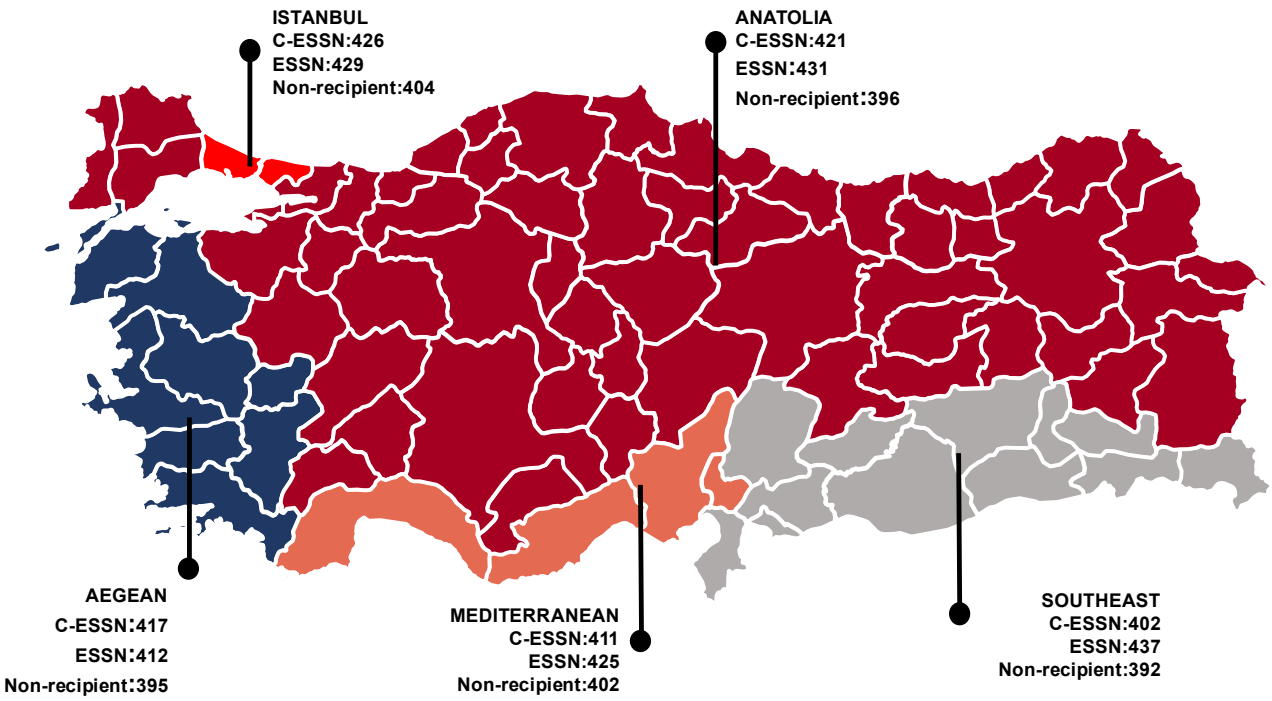

Figure 2 *Survey Map*

Limitations

This study acknowledges several potential limitations that should be considered when interpreting the findings:

» Cultural norms may result in a higher proportion of male heads of household responding to the survey, potentially limiting gender representation in the respondent profile.

» In the absence of the head of household other adult household members may be surveyed.

OUTCOMES

Demographic Profiles

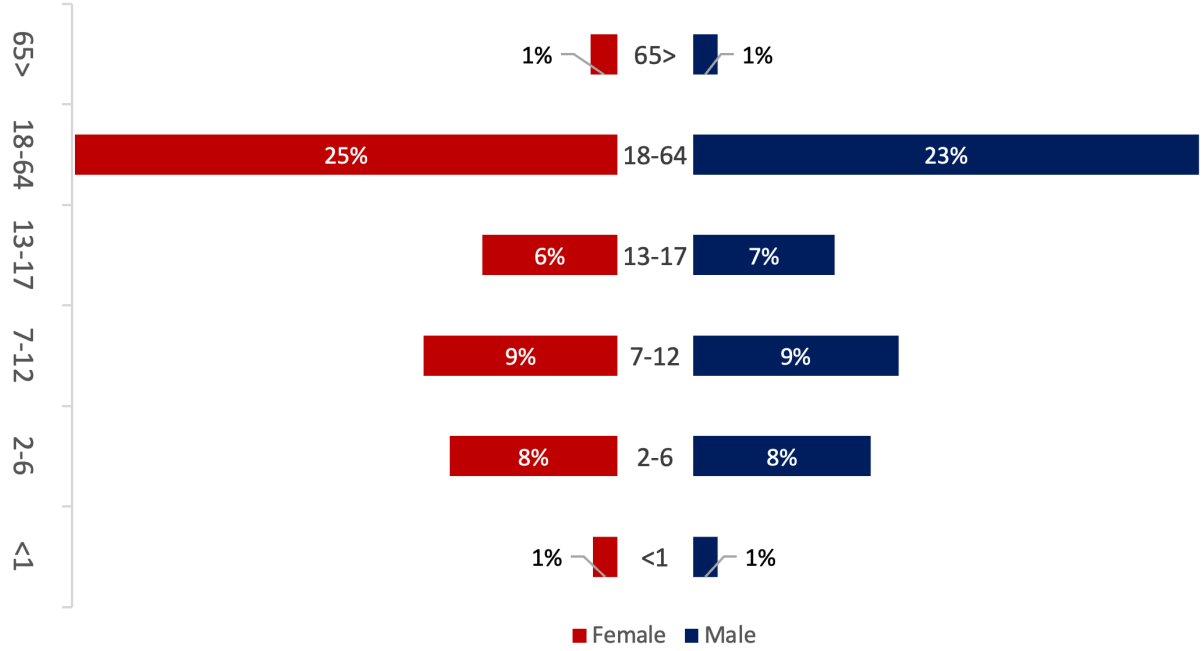

Figure 3 *Age and gender distribution of households*

Respondents were 54 per cent male and 46 per cent female. Heads of household were observed to be predominantly male in the ESSN and non-recipient groups (>81 per cent), whereas a more balanced profile was observed in the C-ESSN group (52 per cent male-headed). Differences in age structure were observed across groups: the share of members aged 60+ was found to be highest in C-ESSN households (7 per cent), compared with non-recipients (4 per cent) and ESSN (2 per cent), while children were observed to constitute a larger share in ESSN households (63 per cent) than in C-ESSN (53 per cent) and non-recipients (43 per cent). Consistent with this pattern, the presence of at least one school-age child was seen in 82 per cent of ESSN households, 79 per cent of C-ESSN households, and 66 per cent of non-recipient households. All ESSN households included at least one working-age member; the absence of working-age members were recorded in 4 per cent of C-ESSN and 0.4 per cent of non-recipient households. The presence of a working-age male member was lowest in C-ESSN households (46 per cent) relative to ESSN (95 per cent) and non-recipients (93 per cent). Most respondents were identified as heads of household (74 per cent), followed by their spouses (21 per cent).

Education Levels

The majority of the survey participants have completed schooling up to middle school and primary school, making up 68 per cent. 2 per cent of the population is literate with no formal education, while 3 per cent is illiterate.

» 7 out of 10 households have no member with an education beyond middle school.

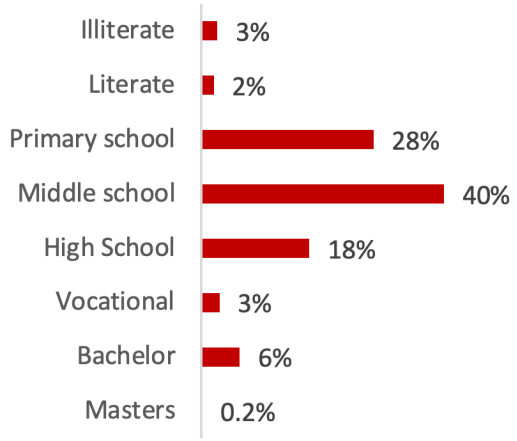

Figure 4 *The highest level of education in the household*

School Attendance

The rate of households sending girls to school is higher than boys. While both boys and girls are impacted by common barriers to education like administrative difficulties and financial limitations, there are gender-related barriers that disproportionately affect girls and boys. Girls' enrollment is often hindered by cultural norms, disability, and bullying. Children are engaging in income generation activities in economically vulnerable households. The rate of child labor is 6 per cent for girls, whereas it is 16 per cent in boys. The rate being 10 per centage point higher for boys underline the necessity for boys to economically support their families.

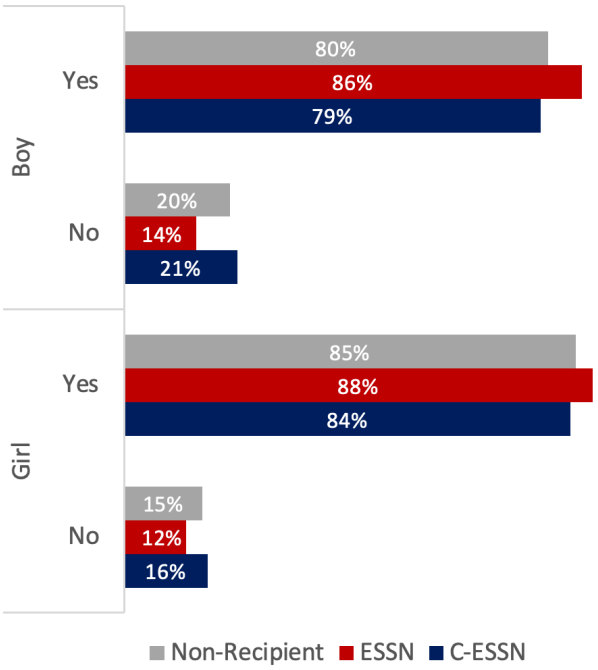

Figure 5 *Gender based school attendance*

Shelter Conditions

96 per cent of the surveyed households reside in rental accommodations. 60 per cent of households are living in apartment buildings and the remaining 4 per cent reside in alternative shelters such as tents, containers, or places provided by non-government organizations or their employers.

40 per cent of households assessed their living conditions as poor, meaning they do not consider their situation to meet the minimum livable standards. Half of the households described their conditions as “medium”, while only 10 per cent reported having good living conditions.

» 4 out of 10 households consider their living standards poor and inadequate.

Household Economy Analysis (HEA)

Income

Income trends present a clearly differentiated pattern across the groups. Among C-ESSN households, income levels declined by 30 per cent since PDM 2 study, severely undermining their ability to sustain basic economic conditions. In contrast, both ESSN and non-recipient households experienced an upward trend in income, indicating relatively better adjustment and coping capacity compared to C-ESSN households. Findings indicate that income differentiation across groups is strongly shaped by employment form rather than the number of working members.

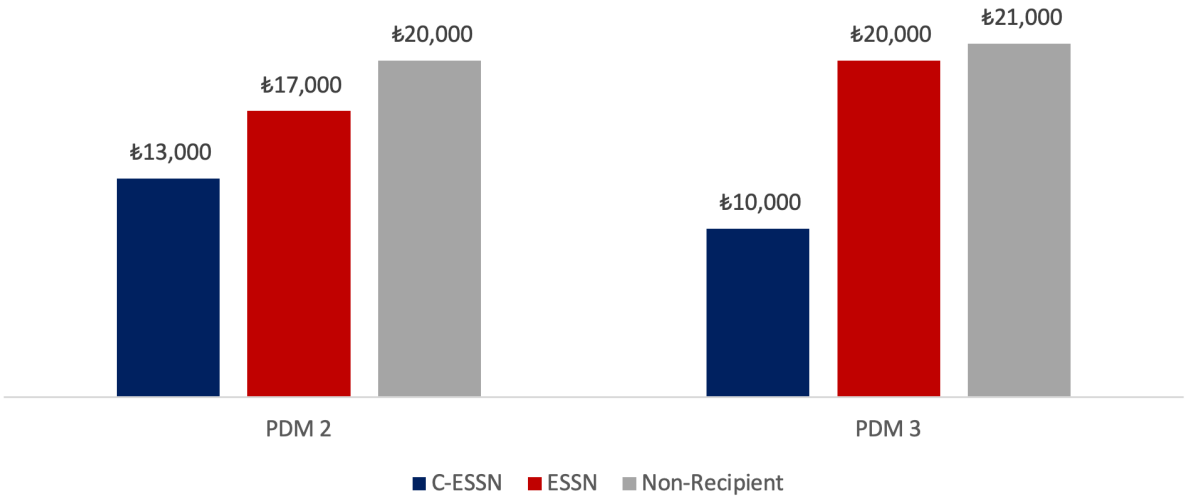

Figure 6 *Median income by PDMs and recipient status*

» Limited income growth among beneficiary households is primarily driven by increasing reliance on unskilled work.

A higher engagement in formal, salaried employment is observed among non-recipients at 35 per cent. In contrast, recipient households remain dependent on informal, daily labour reaching 71 per cent among C-ESSN and 67 per cent among ESSN households—while this rate is comparatively lower among non-recipients at 58 per cent. Although the share of non-recipient households with multiple earners declined from 3 in 10 to 2 in 10 people in PDM 3, formal employment continues to provide them with greater income stability. Notably, there was a 5 percentage point decline in labour participation of women in ESSN households.

» 1 out of 10 non-recipient and ESSN households have no working members.

» 3 out of 10 C-ESSN households have no working members.

		PDM 2	PDM 3
Top 3 main source of income			
Non-recipient	Unskilled labor	61%	69%
	Skilled labor	30%	21%
	Gifts	3%	3%
ESSN	Unskilled labor	75%	80%
	SSN cash assistance	5%	3%
	Skilled labor	16%	13%
C-ESSN	Unskilled labor	57%	62%
	SSN cash assistance	21%	14%
	Skilled labor	11%	9%

Figure 7 *Income sources by PDMs and recipient status*

As seen in figure 6, dependency on SSN cash assistance has been falling but still remains the second main source of income for ESSN and C-ESSN households. This decline coincides with an increase in income from unskilled labor. The two trends do not appear directly linked, suggesting that households are turning to informal and unskilled work not because assistance has diminished, but because both are responses to persistent economic difficulties.

The Impact of Turkish Proficiency on Income

Turkish language skills of income-earning individuals in the households reveal a relationship with their labor income[1]. The table below shows that income levels rise in line with increased Turkish language proficiency. Significantly, households who are fully proficient in Turkish generate approximately 42 per cent more income than households without any Turkish language skills.

Turkish language proficiency		
	Distribution	**Labor income**
No ability	16%	₺ 14.000
Only Speaking	36%	₺ 19.000
Full Proficiency (Speaking, Reading, and Writing)	48%	₺ 20.000

Figure 8 *Turkish language proficiency and labor income levels*

1 A Mood's Median Test was conducted to compare the income levels. The results indicate that the median income of individuals who speak Turkish is significantly higher than those who do not (p >0.001)

Expenditure

Median expenditure of households decreased by an average of 8 per cent to TRY 28,768 across all groups, with decreases of about 10 per cent among non-recipients, 7 per cent among ESSN households, and 6 per cent among C-ESSN households.[2] The latest data indicates that approximately 83 per cent and 86 per cent of ESSN and C-ESSN households' expenditure are higher than their income. Thus, expenditures of 40 per cent of ESSN, 13 per cent of C-ESSN and 36 per cent of non-recipient households are above the Minimum Expenditure Basket (MEB)[3].

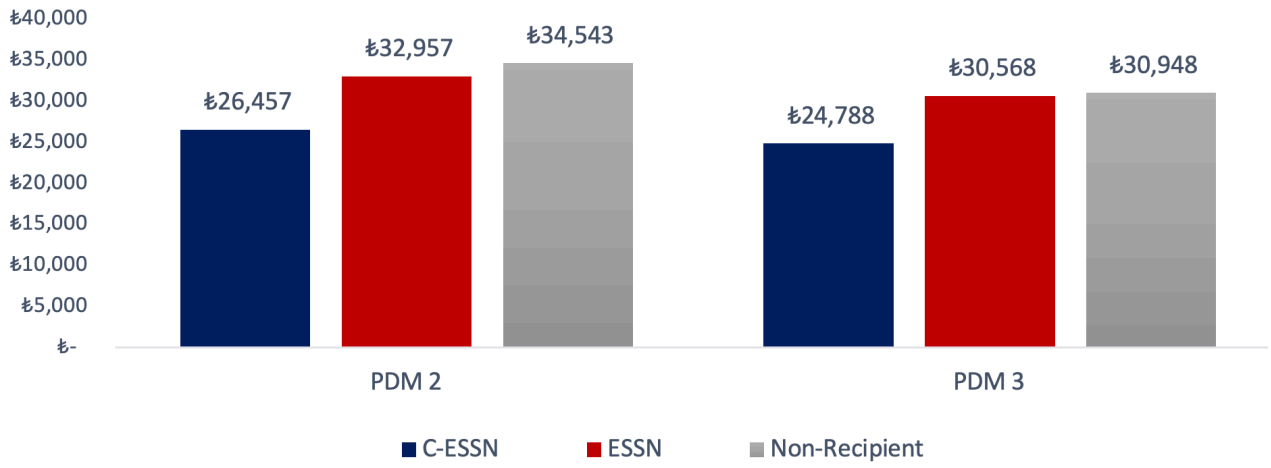

Figure 9 *Median expenditure by PDMs and recipient status*

Highest expenditure was seen to be a systematic pattern for İstanbul region in all groups, whereas the lowest levels of expenditure were recorded in the Southeast region.[4] Compared to PDM 2, expenditure in the Southeast region decreased by 12 per cent, while the decrease rate for the İstanbul region was around 5 per cent.

Also, there is a statistically significant relationship between household size and average expenditure. As the household size increases, the overall average expenditure tends to rise.[5] The largest households, composing of over 9 individuals, record the highest average expenditure, suggesting that a large household size is the primary driver of total household spending. This difference in total expenditure does not necessarily imply a difference in per capita spending or vulnerability, as the total spending is distributed among all the individuals in larger households. Therefore, while total expenditure is higher for larger households, the lower average total expenditure observed in the smaller households might still reflect a higher relative expenditure or lower vulnerability per capita, or vice versa for the larger households.

2 Statistically significant differences in expenditure were observed across recipient status groups ($p < 0.01$) based on the Mood's Median Test. The non-recipient group shows the highest median expenditure, while the C-ESSN group exhibits the lowest.

3 Calp Network. 16 January 2024. Minimum Expenditure Basket (MEB) Overview. https://www.calpnetwork.org/publication/minimum-expenditure-basket-meb-overview/

4 Mood's Median test were used to measure whether there is any relationship between the variables of expenditure and region. According to test results the null hypothesis is rejected due to the fact that the probability value is less than 0.05 significance level.

5 A Kruskal-Wallis H test revealed statistically significant differences in expenditure levels across household size categories ($p < 0.01$).

	C-ESSN	ESSN	Non-recipient
Southeast	₺22.342	₺28.219	₺26.984
Mediterranean	₺27.590	₺30.804	₺30.770
Anatolia	₺25.010	₺30.718	₺32.238
Aegean	₺28.536	₺29.603	₺33.324
İstanbul	₺30.644	₺33.890	₺37.327

Figure 10 *Map of expenditure level by strata*

Looking into expenditure items, food and rent remain to be the top two items for households, increasing 14 per cent to TRY 11,786 and 9 per cent to TRY 7,000 respectively. Food makes up 41 per cent of the total expenditure and rent accounts for 26 per cent of expenditure. The increased allocation to essential items was accompanied by a sharp reduction in spending on other areas, most notably education and clothing. As seen in figure 10, education and clothing expenses dropped 10 percent and 6 per cent respectively. The PDM 2 data collection period was within winter and the back-to-school season, which naturally lead to higher expenditures on these items. In contrast, the PDM 3 survey was conducted during the spring and summer months, explaining the drop in these two items.

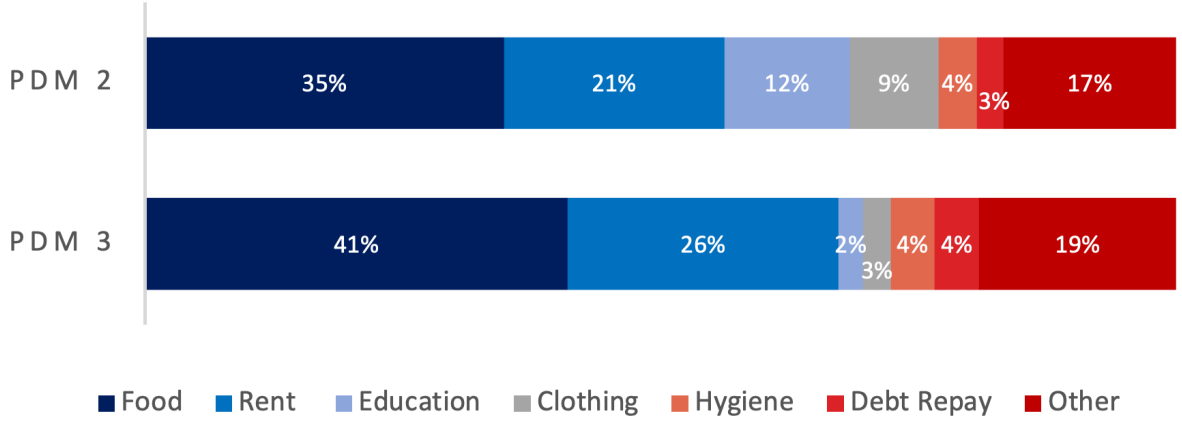

Figure 11 *Share of expenditure items by PDMs*

Debt

The sharpest rise in debt amounts was recorded among ESSN households at 30 per cent, followed by non-recipient at 15 per cent and C-ESSN households at 11 per cent.

The amount of debt among ESSN, C-ESSN, and non-recipient households has increased by approximately 16 per cent due to borrowing to meet household needs. Average (median) amount of debt held by ESSN recipient households has increased from 13,000 TRY to 15,000 TRY since PDM 2. The equivalent value for C-ESSN households was reported to have increased from 9,000 TRY (PDM 2) to 10,000 TRY (PDM 3). However, this seems to be related to an increased level in usage of negative coping strategies, especially consuming lower quality food.

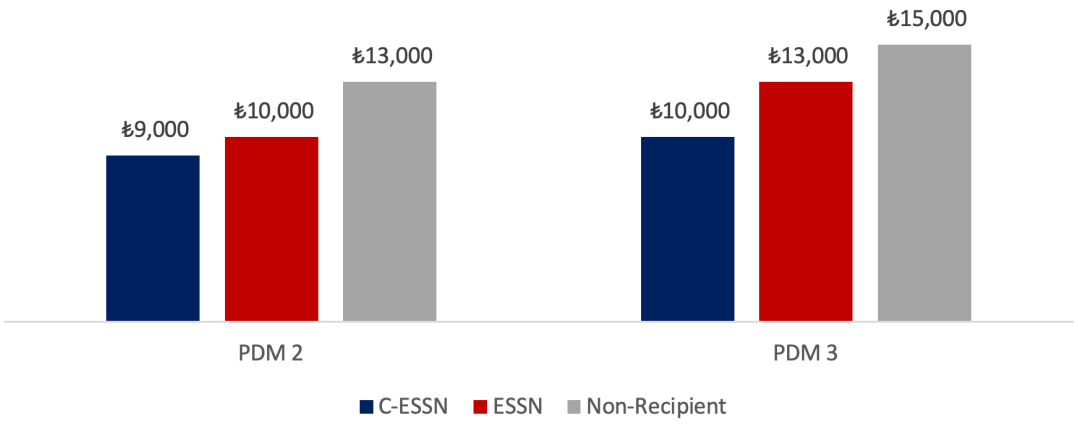

Figure 12 *Median debt by PDMs and recipient status*

The primary drivers of debt highlight that borrowing is used to buy essential needs rather than non-essential items. Food is the most borrowed item, reported by a vast majority (80 per cent) of households in debt. This is followed by other critical basic need items such as rent (40 per cent), utilities (28 per cent), and essential non-food items (26 per cent). In a further point, the most common borrowing sources are local shops (61 per cent), suggesting a reliance on purchasing basic goods food on credit. Additionally, four out of ten of the households borrowing from relatives and friends.

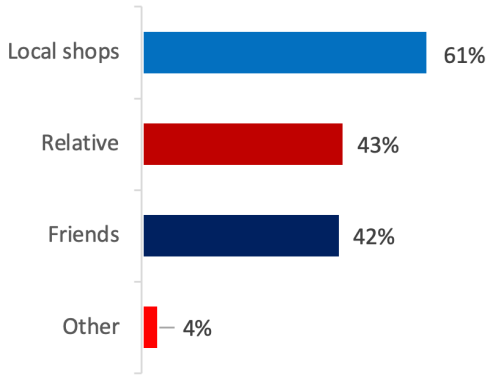

Figure 13 *Sources for debt*

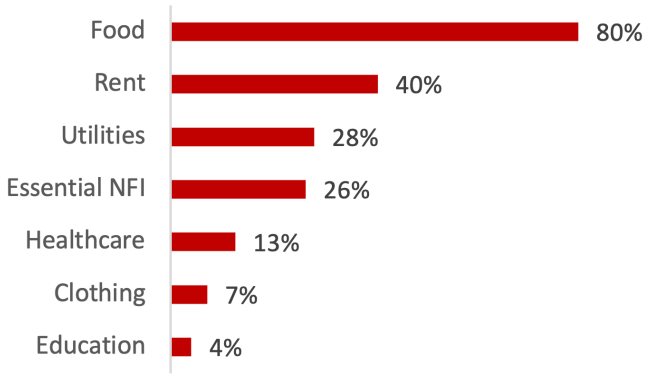

Figure 14 *Reasons for debt*

Cost of Living Analysis

» 6 out of 10 ESSN households and nearly 9 out of every 10 C-ESSN households live below the poverty line.

The MEB threshold representing the minimum monthly cost required for a household to meet its basic need, shows that only 40 per cent of ESSN households and 13 per cent of C-ESSN households had expenditures above this level. In other words, despite receiving SSN cash assistance, approximately 60 per cent of ESSN recipients and 87 per cent of C-ESSN recipients were still spending below the amount needed to cover their essential needs. This shortfall is primarily the result of rising prices for basic goods, which have driven the MEB threshold upward, while households' expenditure levels have not increased at the same pace.

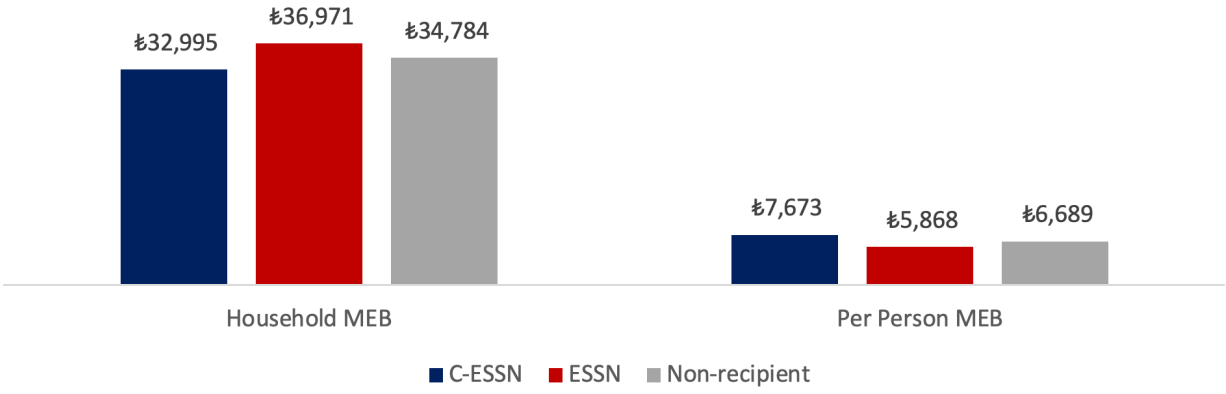

Figure 15 *MEB values by recipient status*

The findings highlight a severe erosion of households' ability to meet their basic needs:

» The proportion of C-ESSN households living below the MEB surged from 66 per cent to 87 per cent. This indicates only about one in ten C-ESSN households can meet their basic needs.

» For ESSN households, the rate nearly doubled, climbing from 32 per cent to 60 per cent.

» Non-recipient households, where the proportion living below the MEB, increased significantly from 35 per cent to 64 per cent.

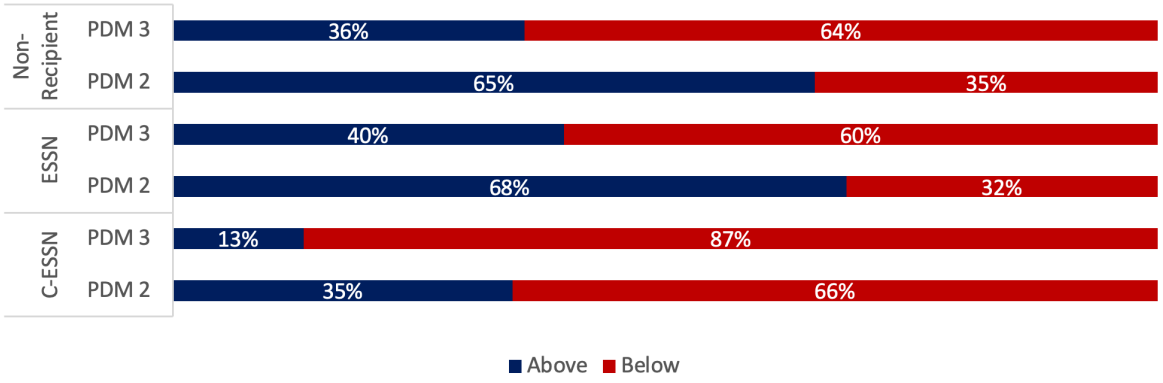

Figure 16 *Percentage of households below and above the MEB by PDMs and recipient status*

Food Security

Coping Mechanisms

Reduced Coping Strategies Index (rCSI)

The overall Reduced Coping Strategies Index (rCSI)[6] scores indicate a general improvement for all household groups since PDM 2. Households with a lower rCSI are better off, as higher rCSI means that households need to use a wider range of coping strategies to meet their basic needs. Throughout the period from PDM 2 to PDM 3, recipients have relied less on the consumption-based coping strategies as compared to non-recipients. Among all household groups, C-ESSN households have the highest rCSI score with most families resorting to food related coping strategies.

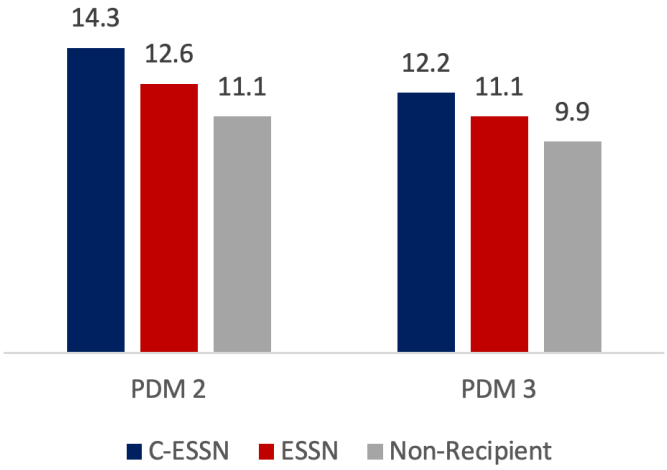

Figure 17 *rCSI scores by PDMs and recipient status*

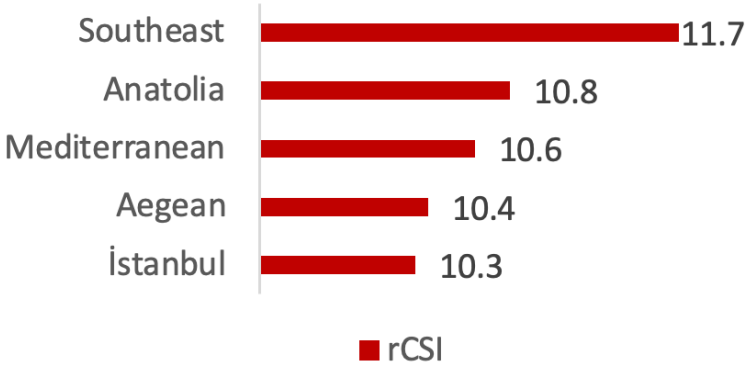

Figure 18 *rCSI scores by strata*

6 The Reduced Coping Strategies Index (rCSI) assesses short-term food insecurity by asking how often households have to apply for negative coping strategies, such as relying on less preferred foods or reducing portion sizes.

Households adopt various coping strategies to meet their basic needs in the face of economic hardships. Both ESSN and non-recipient households demonstrated a decrease in their application of these more severe coping strategies compared to the previous period. This pattern suggests that while some households experienced a slight easing of food-related pressures, C-ESSN group remains in a more precarious and persistent state of consumption-related stress. Relying on less preferred and less expensive food continues to be the most widespread strategy adopted by all household groups at 88 per cent, indicating persistent pressure on food budgets. Conversely, the least-used strategy was borrowing to buy food, seen in 21 per cent of recipient versus in 17 per cent of non-recipient households. A clear divergence emerges when examining more severe consumption-based strategies, such as borrowing food, reducing the number of meals, or limiting portion sizes. Figure 16 reveals significant regional disparities[7] in the use of food-related coping strategies. In line with lower income and expenditure levels, rCSI levels are highest in the Southeast region. Although there is no significant difference, rCSI is lowest in the İstanbul region.

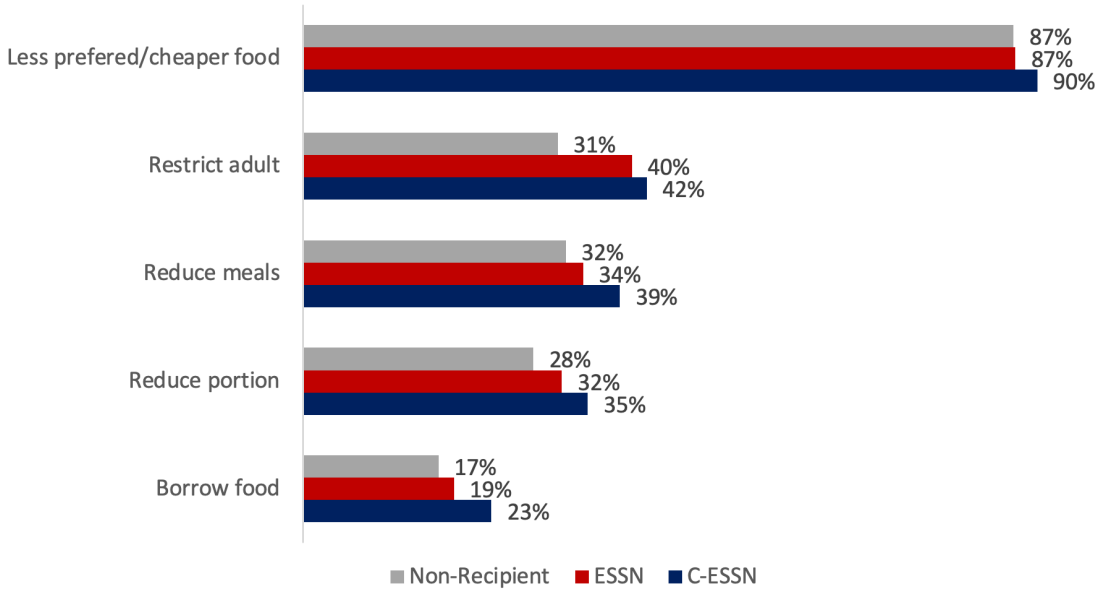

Figure 19 *rCSI components distribution by recipient status*

7 The observed difference in rCSI scores between strata is statistically significant less than 0.05. Also, Post-hoc Tukey HSD tests confirm that the Southeast region has a significantly higher mean rCSI score compared to all other regions.

Livelihood Coping Strategies Index (LCSI)

In addition to the evidence from short-term coping strategies mentioned above, longer term coping strategies are examined through the Livelihood Coping Strategies Index (LCSI)[8]. Households were asked if they had resorted to negative coping strategies – such as selling assets, reducing health expenditures, or withdrawing children from school – over a longer recall period (in the last 30 days). 3rd round of PDM results show that the most common livelihood coping strategies were borrowing food on credit, borrowing money from non-relatives, and reducing food expenditures.

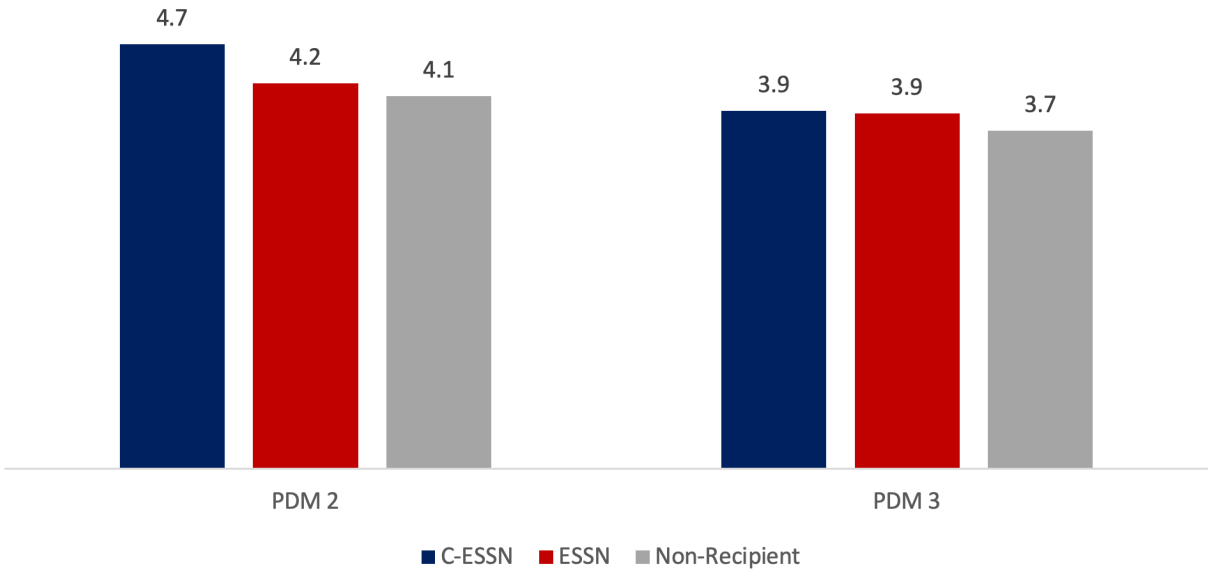

Figure 20 *LCSI scores by PDMs and recipient status*

The LCSI results show an improvement in household resilience since PDM 2, with average scores decreasing for all three groups. Despite this overall improvement, C-ESSN and ESSN households continue to record the highest scores, followed by non-recipient households. LCSI for recipient households reduced by 12 per cent, whereas for non-recipient households LCSI only decreased by 9 per cent. Out of the total 6,200 surveyed households, 5,764 households (93 per cent) reported adopting at least one of the livelihoods coping strategies.

It has been noted that among recipient groups who rely more on livelihood-based coping strategies in PDM 2, the need to rely on such strategies has decreased due to the impact of SSN cash assistance.

Households in the Southeast region report the highest reliance on livelihood coping strategies, whereas households in İstanbul report the lowest. This regional pattern correlates directly with the findings between household economy and rCSI scores, and also significant disparities persist.[9]

8 Moving beyond immediate food security, the Livelihood Coping Strategies Index (LCSI) evaluates the more severe, often irreversible, actions households take to cope with significant economic hardship, such as selling assets or withdrawing children from school.

9 The observed difference in rCSI scores between strata is statistically significant less than 0.05. Also, Post-hoc Tukey HSD tests confirm that the Southeast region has a significantly higher mean rCSI score compared to all other regions.

Stress Coping Strategies

» Overall 86.5 per cent of the households are using stress level coping strategies.

» Households continue to rely heavily on food credit, being the most common strategy, reported by 71 per cent of ESSN households, 67 per cent of C-ESSN, and 62 per cent of non-recipient households.

» Borrowing money is also a widespread strategy, employed at similar rates by all groups, however is more prevalent among ESSN households.

» Households also rely on savings to cover their spending needs. Ten out of every three households use this strategy.

» Soup kitchens is reported by 11 per cent of C-ESSN households, a rate higher than that of ESSN (6 per cent) or non-recipient (5 per cent) groups.

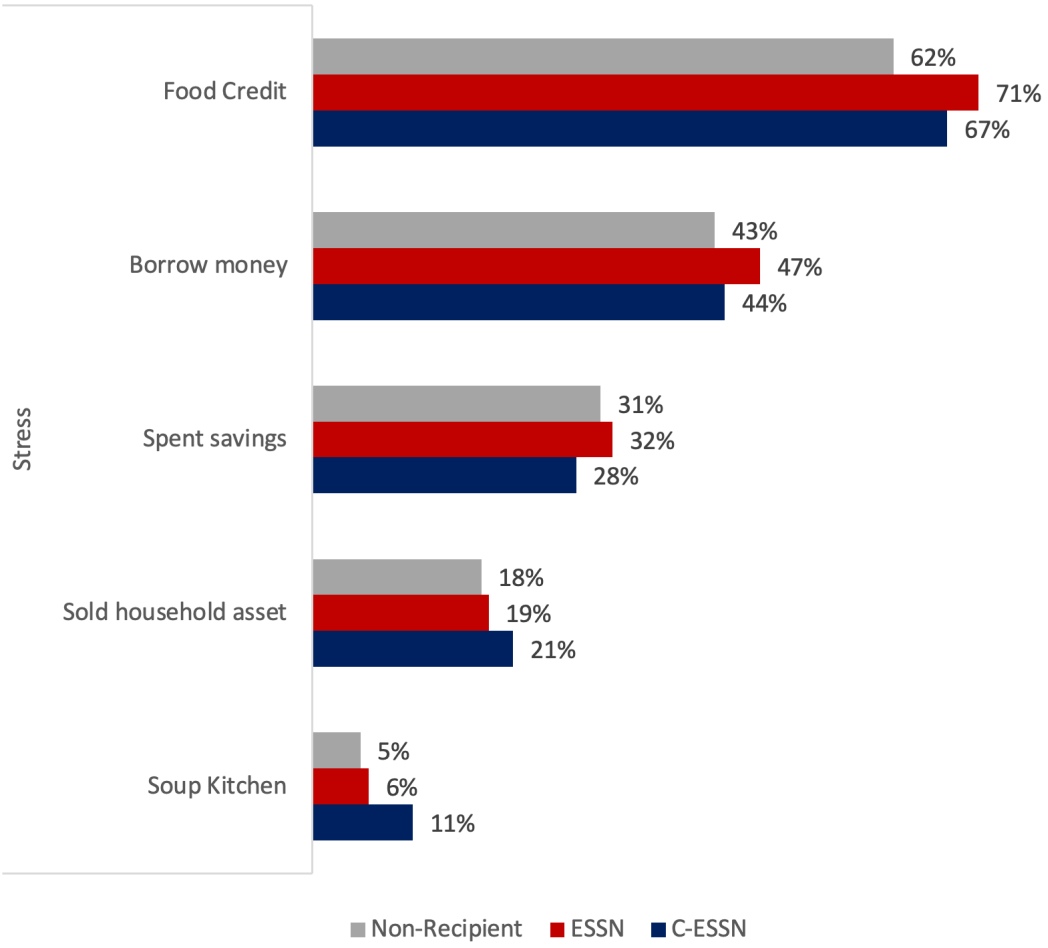

Figure 21 *Distribution of LCSI stress components by recipient status*

Crisis Coping Strategies

- Overall 59.5 per cent of the households are using crisis level coping strategies.
- Reduced education expenditures is a prevalent strategy, applied by 39 per cent of C-ESSN, 36 per cent of ESSN, and 31 per cent of non-recipient households.
- Similarly, reduced health expenditures has become common, with approximately one in three households applying this measure across all groups
- More severe and often irreversible strategies are also observed. Selling productive assets was reported by 13 per cent of ESSN households and 10 per cent of both C-ESSN and non-recipient households.
- More severe strategies include withdrawing children from school and selling productive assets, affecting about one in ten households.

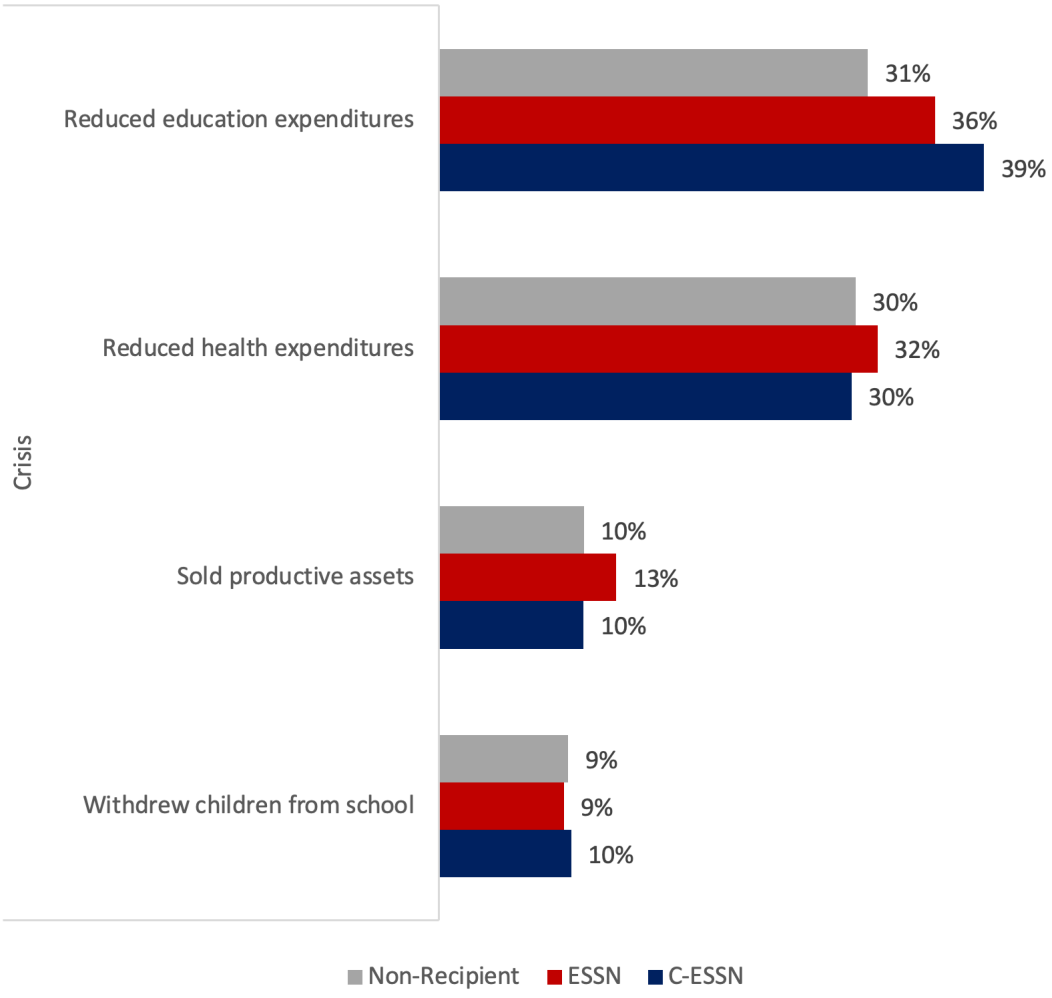

Figure 22 *Distribution of LCSI crisis components by recipient status*

Emergency Coping Strategies

» Overall 18.3 per cent of the households are using emergency coping strategies.

» One in ten households reported that the entire household had to move.

» The strategy of sending children to work was applied at a consistent level of 7 per cent across all household groups.

» Although less frequent, some households indicated that some family members had to return to their country of origin as a measure of last-resort.

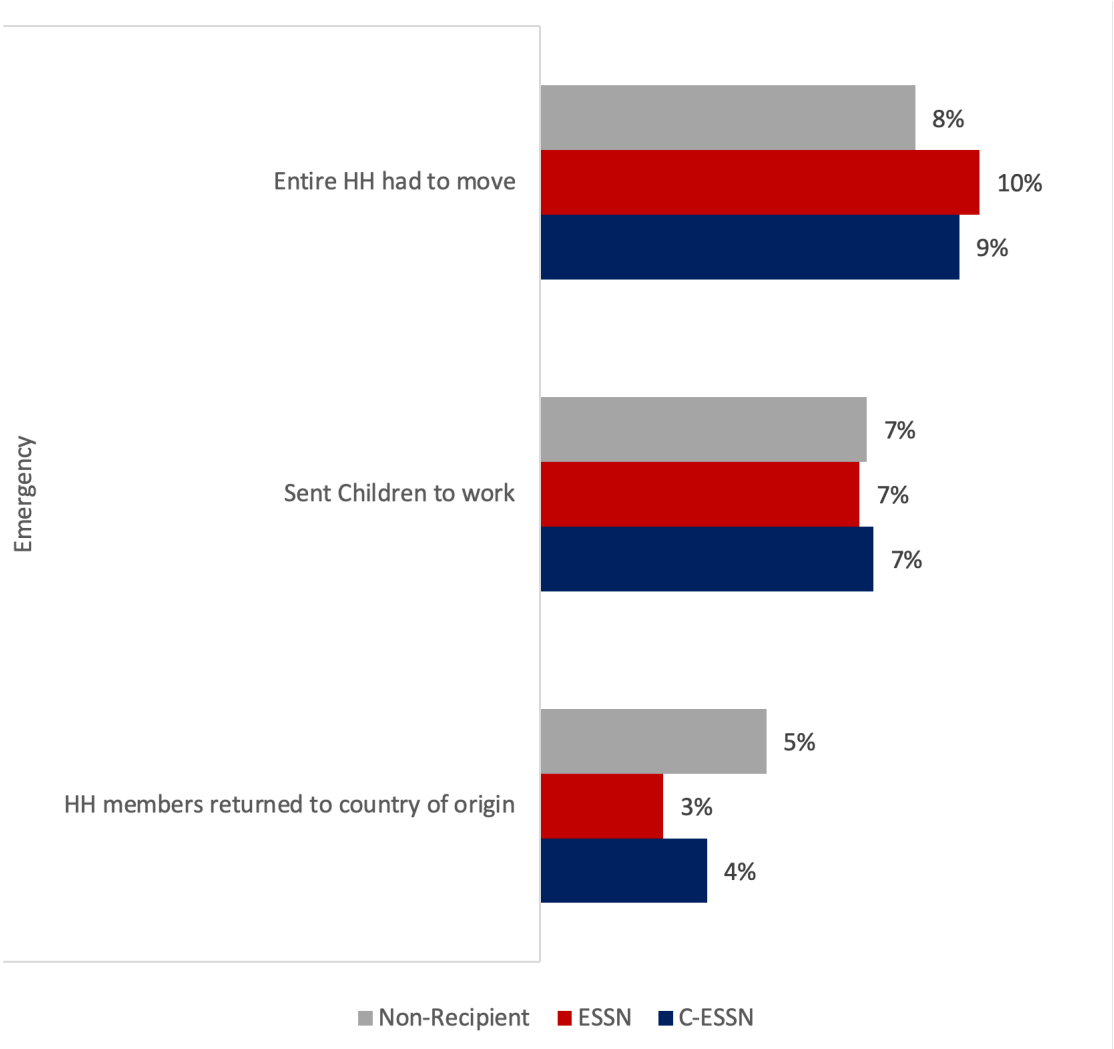

Figure 23 *Distribution of LCSI emergency components by recipient status*

Food Consumption Score (FCS)

Findings presents the positive impact of the SSN cash assistance on refugees' food consumption levels, with recipients remaining able to maintain stable food security with 84 per cent acceptable score. Consumption remains at the same level across all food groups. While daily consumption of staples (grains, oil, sugar) is typical, households eat key protein and iron sources—red meat, white meat, and fish—less than once a week. Regarding food security and meeting basic needs, it has been noticed that households rely more on carbohydrate-based diets and neglect dietary diversity. Findings from the 3rd Market Assessment Study reinforce this trend, showing that rising economic hardship is undermining long-term nutritional adequacy, further narrowing dietary diversity, and contributing to broader challenges in food accessibility.[10]

As shown in figure 24 indicates further that when food security is assessed with an economic perspective, 97% of households are insecure or vulnerable to food insecurity. Despite households achieving consumption-based food security by reducing dietary diversity, this is not in line with current economic affordability.

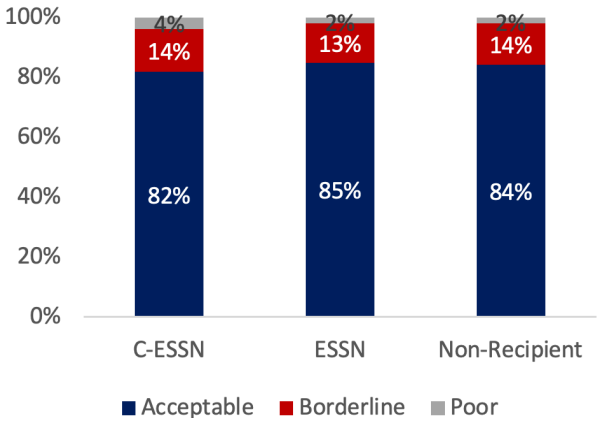

Figure 24 *Food consumption groups by recipient status*

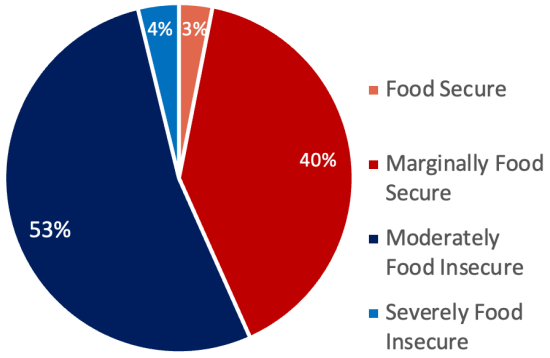

Figure 25 *Economic affordability based Food Security*

10 Türk Kızılay. (November 2025). SSN Programme - 3rd Market Assessment Report. Unpublished.

CONCLUSION

The third Post-Distribution Monitoring (PDM 3) Report highlights continued and deepening socio-economic challenges for vulnerable households. There has been a decline in the number of employed household members, accompanied by a reduction in expenditures. The use of coping strategies remains extensive since PDM 2. Considering these changes, the proportion of households falling below the MEB threshold has increased significantly.

A majority of ESSN, an even larger share of C-ESSN and a substantial portion of non-recipient households were identified as unable to cover their monthly basic needs. ESSN households show some nominal income improvement, but large family sizes and high reliance on unstable daily labor keep them below minimum wage and susceptible to shocks. Although the Livelihood Coping Strategy Index (LCSI) indicator showed improvement as a marked deterioration in the quantity and quality of food consumed by recipients were found in this impact monitoring study. Apart from consuming less and lower quality food, refugees are also going deeper into debt and reducing their levels of health and education expenditure. The proportion of refugee monthly income dedicated to covering food and rent costs has increased significantly and the positive impact of SSN cash assistance was stressed during interviews.

Findings depict the impact of SSN cash assistance in enabling Programme beneficiaries to prioritize and meet their immediate survival needs, potentially at the cost of long-term well-being and resilience. The distinct challenges faced by each recipient groups underscore the need for tailored assistance approaches, with C-ESSN households requiring the most urgent and comprehensive support.

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