



# Emergency Social Safety Net (ESSN) Programme Technical Analysis Report

Transition from Basic Need Assistance to  
Livelihood Opportunities

The First Quarter of 2019

**The Turkish Red Crescent  
Kızılaykart Cash Based Assistance Programmes  
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Güçlü bireyler.  
Güçlü toplumlar.



IOM - OIM

## Abbreviations

**ECHO** General Directorate of Civil Protection and Humanitarian Aid Operations of the European Union

**CTP** Kızılaykart Cash Transfer Programmes

**WFP** United Nations World Food Programme

**ESSN** Emergency Social Safety Net Programme

**CCTE** Conditional Cash Transfer for Education Programme

**UNICEF** United Nations International Children's Emergency Fund

**ALT** Adult Language Training

**UNDP** United Nations Development Programme

**VoT** Support the Victims of Human Trafficking Programme

**IOM** International Organization for Migration

**DGMM** Republic of Turkey, Ministry of Interior, Directorate General of Migration Management

**MoFLSS** Ministry of Family, Labour and Social Services

**PDM** Post Distribution Monitoring Survey

**FCS** Consumption Score

**DDS** Diet Diversity Score

**rCSI** Reduced Coping Strategy Index

**HRCS** High Risk Coping Strategy

**MEB** Minimum Expenditure Basket

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## 1.1. About the Platform

Turkey received the largest migration wave after the internal conflict that began in Syria in 2011. Among the emergency humanitarian response activities supported by European Civil Protection and Humanitarian Aid Operations' (ECHO) fund, Turkey is carrying out the most comprehensive humanitarian aid programme through its Kızılaykart platform. Kızılaykart is a cash-based assistance platform designed to enable the vulnerable individuals to meet their basic needs with dignity. Beneficiaries are provided assistance by means of Kızılaykart Cash Transfer Programmes (CTP). **CTP is designed to allow simultaneous implementation of multiple cash assistance programmes.**

On the platform **registration and application** processes are regularly followed up, data management security is ensured through the integrated database and **cash assistance transfer** processes are carried out without interruption. Through **outreach** activities, support is provided to those who have barriers in accessing the program and in obtaining information. Whereas the feedback and complaints mechanism continues regularly through **communication** strategies, **Call Center of the Platform** serves in 5 different languages. **Monitoring and Evaluation** activities are carried out in order to measure the effectiveness of the programme and impact on beneficiaries. Within and between the programmes, a **referral mechanism** is used by which referred cases are tracked systematically. **Coordination** activities and sensitization meetings are held to provide up-to-date information about the programmes on field-level through which experience is also shared between the related working groups in cash networks. The programmes covered by the platform have a wide social protection area with a structure which targets vulnerable groups and provides freedom of choice in expenditures. The social cohesion of the beneficiaries is aimed through cash transfer programmes. Within the cash transfer programmes; different transfer models such as e-voucher and e-cash, conditional/unconditional and restricted/unrestricted models are applied.



## 1.2. Kızılaykart Programmes

Kızılaykart was first introduced as a service to Turkish citizens in 2011 for the purpose of providing their basic needs in a dignified way and started to be implemented as an innovative cash transfer programme. Then, as a pilot programme, on 5 October 2012, it was made available to Syrians living in Kilis-Öncüpınar Temporary Accommodation Centre. In October 2012, in cooperation with the Turkish Red Crescent and WFP (United Nations World Food Programme), the In-camp Food Assistance Programme was launched. In July 2015, the Off-Camp Programme was developed aiming to support foreigners living outside the camps. Emergency Social Safety Net (ESSN) was launched in November 2016 and Conditional Cash Transfer for Education Programme (CCTE) was launched in May 2017. In April 2017, the Off-Camp Programme was terminated and the appropriate beneficiaries in this scope were directed to ESSN Programme. Thus, the beneficiaries were provided an opportunity to apply for ESSN Programme before the termination of Off-Camp Programme. In future, Kızılaykart Platform aims to play a role in programmes and projects increasing resilience besides humanitarian aid. In addition to the existing programmes, new programmes and projects are being worked on. The ESSN Programme, carried out with the largest humanitarian cash assistance fund of the European Union, has expanded its scope over time.

**Besides ESSN Programme, the platform also includes the programmes listed below:**



**a. In-camp Food Assistance Programme** provides cash-based support to 90.666 people living in seven different camps in Turkey in cooperation with the Turkish Red Crescent and WFP. Within the scope of the Programme; the beneficiaries can meet their basic needs with Kızılaykart through the contracted markets. Consumption habits of the beneficiaries can be analysed through the contracted markets. Within the scope of the Programme which started in October 2012, 50 TL per person per month is provided to the beneficiaries through Kızılaykart Platform.

**In-camp Food Assistance Programme has an unconditional and restricted e-card structure.**



**b. Conditional Cash Transfer for Education Programme (CCTE)** encourages families with children of school age and with limited financial means to send their children to school. Payments within the scope of the dissemination of the CCTE programme for foreigners started to be made via Kızılaykart as of May 2017. The CCTE programme is funded by ECHO, the Bureau of Population, Refugees and Migrants (PRM) of the US State Department and the Government of Norway. The programme is being carried out in cooperation with UNICEF and government agencies. The CCTE programme supports students from kindergarten to 12th grade on condition that they do not miss the school for more than 4 days in a month. Students attending Turkish public schools and Temporary Education Centres can benefit from the programme. The final payment was made in January 2019 and 394 thousand children received payment.

**The CCTE programme has a conditional and unrestricted cash transfer structure.**



**c. Adult Language Training** will start in cooperation with the United Nations Development Program (UNDP) and the Ministry of National Education. Within the scope of the programme, 52,000 Syrian nationals will be taught Turkish language. The incentive payment will be provided through Kızılaykart to individuals who will participate in the training. The aim of the programme is to contribute to the social cohesion of individuals through language learning and thereby facilitate their access to the labour market.

**d. Support the Victims of Human Trafficking Project** has started to provide support to the victims of human trafficking in cooperation with International Organization for Migration (IOM) and Directorate General of Migration Management (DGMM). Within the scope of the project, psycho-social support specialists have been assigned in accommodation centres. In addition to psycho-social support, cash assistance is provided to victims and their children through Kızılaykart.

The platform is expanding and enlarging its scope and operations. The ESSN is the most comprehensive one within Kızılaykart with its target group and its characteristic of being an unconditional, unrestricted programme. Detailed information about the Social Safety Net Programme and its technical study which is the subject of this report constitute the next part of the report.



## 2. THE EMERGENCY SOCIAL SAFETY NET (ESSN) PROGRAMME

### 2.1. About the Programme

The Emergency Social Safety Net Programme (ESSN) was launched as a result of partnership between the European Union and Turkey on 20 October 2016 as a pilot study. The programme which provides cash assistance through Kızılaykart to 1.5 million foreigners that meet the criterion was extended nationwide on 28 November 2016.

The Republic of Turkey and The European Union have come to an agreement on the use of the fund for Syrian Crisis Humanitarian Aids to be provided by European Civil Protection and Humanitarian Aid Operations (ECHO).

The ESSN has been designed to provide cash assistance to all foreign nationals who live in Turkey out of the refugee camps, under International Protection or Temporary Protection and who are in need. The ESSN, which is an unconditional cash assistance programme that allows to meet basic needs such as food, shelter and clothing to be met with dignity, is carried out through Kızılaykart.

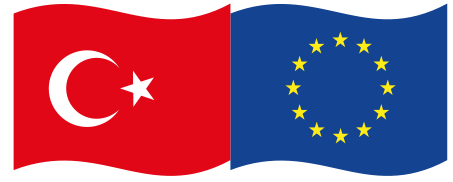
**Monthly 120 TL per person is transferred to Kızılaykart holders in order to meet the basic needs. The beneficiaries can withdraw this amount in cash from ATMs and/or can do shopping by using it through POS devices. Within the scope of the programme the beneficiaries are also provided with an additional payment quarterly and the families with severely disabled individual(s) are provided with additional assistance. The purpose of these additional payments is to support the beneficiaries' cohesion to social life by increasing their economical resilience.**

Applications for the ESSN Programme are received through the Social Assistance and Solidarity Foundations (SASF) and the Service Centres established by Turkish Red Crescent. Densely refugee populated areas have been identified by the Turkish Red Crescent and 9 out of the 18 service centres continue to receive the applications of the target group.

### 2.2. The Roles and Responsibilities of the Implementing Partners, Institutions and Organizations

The ESSN Programme is implemented by multiple partners and is supported by public institutions. Turkish Red Crescent is generally responsible for ensuring communication between institutions/organizations, supporting the applications through Turkish Red Crescent Service Centres, conducting the data verification processes, coordination with the financial service provider and the transfer of the funds, carrying out the related outreach and monitoring & evaluation activities, operating 168 Call Centre, managing the communication channels with the beneficiaries, identifying and referring protection cases and ensuring accountability to beneficiaries/donors/programme partners.

- Ministry of Family, Labour and Social Services is one of the implementing partners of the programme. The Ministry is responsible for accepting the applications through the Social Assistance and Solidarity Foundations' network and managing the application database. In addition, it is ensured that household visits and SASF Allowance processes are carried out by means of the foundations affiliated to the Ministry. The Ministry is responsible for the developments and evaluations related to the programme together with the main implementing partners of the programme. Ministry of Family, Labour and Social Services- General Directorate of International Labour Force is the co-chair of the Governing Board and is responsible for ensuring the coordination between the stakeholders of the ESSN Programme.
- ECHO is the main donor and co-chair of the Governing Board.
- World Food Programme (WFP) is responsible for ensuring the transfer of the funds, providing compliance between the ECHO funding requirements and the ESSN Programme, the capacity increase for the stakeholders of the programme, conducting monitoring & evaluation activities related to the programme and ensuring accountability.
- The public institutions supporting the implementation of the programme are Directorate General of Migration Management and General Directorate of Population and Citizenship Affairs. Directorate General of Migration Management is responsible for the overall management and the coordination of the assistance for the refugees. It is responsible for the registration of refugees within the scope of Temporary Protection/International Protection regulations and providing identity cards required for the ESSN beneficiaries.
- Directorate General of Population and Citizenship Affairs is responsible for overseeing civil registry, citizenship affairs and population statistics. As a prerequisite of the ESSN, Civil Registries are responsible for registering the residence addresses of refugees at regional level.
- Halkbank, the Financial Service Provider is responsible for providing financial payment service to the beneficiaries through an electronic card system.



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### 2.3. Analysis to Update the Programme (Transition from Basic Needs Assistance to Livelihood Opportunities)

Since November 2016 the ESSN Programme has targeted the vulnerable refugee population who live in Turkey under International and Temporary Protection. It has been emphasized by the policy-makers and the donors that the individuals' dependency on ESSN assistance must be reduced in the forthcoming processes and that it is important to contribute to social cohesion by referring them to livelihood opportunities. In this context, the ESSN Programme needs to be modified to ensure an efficient transition process.

It is projected that a mechanism will be established to enable the transition of the beneficiaries involved in the ESSN Programme from basic needs assistance to livelihood opportunities and other referrals (protection, basic services). Although the programme supports the vulnerable refugees to meet their basic needs such as food, clothing and shelter, it is important that the refugee population benefit from employment opportunities, have their own income and appropriately use their capacities.

It is aimed that the ESSN Programme which is carried out as cash assistance in order to meet the basic needs of the individuals and the Kızılaykart platform will be developed in the future periods and the most vulnerable group within the scope of the programme will be determined, and from the remaining beneficiaries the individuals with potential to work will be identified and referred to livelihood opportunities by means and coordination of the related government authorities. The Law on Temporary Protection gives foreigners under Temporary Protection the right to obtain a work permit to access work opportunities. In accordance with this law, the Council of Ministers issued a law establishing the principles and procedures on 15 January 2016. In line with the law, studies are carried out to guide the refugees in order to support their lives with dignity. Thus, it is expected that the ESSN beneficiaries will be able to move to a more sustainable life.



Due to the fact that the platform with its dynamic structure is a system which is continuously open for improvement, various analysis studies and planning are carried out within the scope of the programmes. One of them, the technical analysis of the ESSN Programme, has aimed to create a projection on the identification of the beneficiaries who will be referred to the livelihood opportunities. The next part of the report contains the details of this study.

## 3. TECHNICAL ANALYSIS OF THE TRANSITION PROCESS

### 3.1. Technical Analysis Process

Technical Analysis study has targeted the existing ESSN application pool on sample in order to identify the group who can be referred from basic needs to livelihoods opportunities starting from 2019 onwards, and the results are intended to create a projection in designing the future of the program. Considering that individuals are accepted into the ESSN Programme according to the vulnerability criteria, increasing their resilience and ensuring their greater integration into the social life is considered as a very important process. For this purpose, the analyses carried out in order to contribute in designing the transition process and make the correct targeting can be considered as the first step of the analysis in the ongoing process. In the light of existing data, the vulnerability grouping of the beneficiaries will play a role in determining the group that will remain in the ESSN Programme. Taking into account the demographic background, the fact that there cannot be individuals who can work among all households has been carefully examined in the first part of the analysis and control indicators have been used to prevent possible mis-targeting as much as possible. After determining the individuals who cannot be excluded from the programme based on their vulnerability, assessing the capacity of the individuals who can be referred to livelihood opportunities and directing them to the required training programmes by appropriate targeting take place in the next section of the analysis.



Individuals were assessed against capacity analysis according to their Turkish language levels, their ability to meet the minimum expenditure basket and their educational background, and the results were examined with certain groupings. The important point is that there is no organic structure between vulnerability analysis and capacity analysis. In other words, by the vulnerability analysis the people in the ESSN pool were grouped according to certain criteria on sample. Then, these criteria were applied according to the real individuals in the existing database and the results and the real values were compared accordingly. Based on this, the size of the group within the vulnerability analysis was checked against real figures. And the capacity analysis was carried out without taking into account the vulnerability of the individuals through sample reflecting ESSN pool. The analysis assume that even the groups which are deemed the most vulnerable ones could have individuals with ability of working and attending the training. In the last section of the analysis, the possible referral scenarios of the groups having the capacity to work is emphasized and the importance of the possible risks is pointed out.



### 3.2. Vulnerability Analysis

Post Distribution Monitoring (PDM) survey results lie in the basis of identification of vulnerability groups among ESSN beneficiaries and profiling of them accordingly. The surveys conducted to present the current status of the ESSN Programme pool and to contribute to the future studies aim to gather information about the values such as households' food consumption scores, diet diversity score, coping strategies, and economic vulnerabilities. The main determinant of the survey is to identify the effect of ESSN Programme on the lives of individuals. Hereby, by taking into account the international standards of values for each section, specific scores have been developed and the vulnerability levels of households have been tried to be identified. As a result of the analysis, it was noticed that the vulnerability of the beneficiaries by grouping them has produced more accurate results about the situation of the target group within the scope of the programme.

#### 3.2.1. The Components Used in Vulnerability Profiling

Vulnerability can be defined as the diminished capacity of an individual or group to anticipate, cope with, resist and recover from the impact of a natural or man-made hazard. Vulnerability is most often associated with poverty, but it can also arise when people are isolated, insecure and defenceless in the face of risk, shock or stress.<sup>1</sup> The concept of vulnerability under the ESSN Programme has been tried to be defined in the light of the following indicators based on the PDM data:



> Food Consumption Score – FCS

> (Diet Diversity Score – DDS)

> Percentage of Food Expenditure



> (Reduced Coping Strategy Index – rCSI)

> (High Risk Coping Strategy)<sup>2</sup>

> Diversity of High Risk CSI



> Debt

<sup>1</sup> International Federation of Red Cross and Red Crescent Societies, "What is Vulnerability?", <https://www.ifrc.org/en/what-we-do/disaster-management/about-disasters/what-is-a-disaster/what-is-vulnerability/> (Retrieved: 2.1.2019)

<sup>2</sup> Coping strategies are evaluated under three groups: Stress, Crisis and Emergency. Emergency coping strategies are classified as high-risk.

In the analysis of the vulnerability, the data of both ESN beneficiaries and non-beneficiaries were taken into consideration. One of the main reasons for non-beneficiary group to be included in the scope of analysis is that these people are potential ESN beneficiaries. In other words, people who cannot receive assistance because of the demographic criteria of the ESN Programme have the potential to be beneficiary due to their changes in the following conditions:

- > Within the scope of the programme in which the eligibility is determined according to the demographic structure of the household, the variability of the demographic structure of households may be high.
- > Through SAFs Discretionary Allowance, those who do not meet the criteria may be beneficiaries according to their vulnerability.
- > Applicants form the ESN pool, regardless of their eligibility.

In addition to these reasons, the assessment of non-beneficiaries while carrying out vulnerability analysis has gained importance as taking into account only the level of vulnerability of the beneficiaries of the programme could narrow the scope of the analysis. In the analysis of the vulnerability, the most recent data set Panel PDM 2018 (April-August) survey results were taken into consideration in order to analyse the trends of spending habits and the most commonly used coping strategies.

The field and survey studies show that the questions in the PDM questionnaire about the vulnerability can best reflect the status of the households. In order to see how effective the indicators (such as food consumption score, coping strategies) are in respect of measuring vulnerability, the indicators have been compared with each other based on the answers given to the questions. At this point, the indicators that look the most effective and give meaningful results in the comparisons are included in the vulnerability analysis components.

According to this;

## 1. Reduced Coping Strategies

## 2. Debt

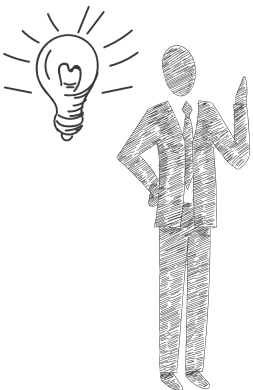
## 3. High Coping Strategies indicators have given the best results.

The most interesting point of the study is that the food consumption score (FCS) and the percentage of food expenditure are not effective in measuring the vulnerability of individuals. The reason for this is that households may cut food expenditures as a last resort and prioritize other coping strategies.

**Briefly, the households whose food consumption score and food expenditures are at a critical threshold form the most vulnerable group compared to the other households.**



Although it has been previously mentioned that debt, as well as the other indicators, provides the best results for measuring vulnerability, it is foreseen that it will not be an effective indicator of vulnerability in general due to data collection method. Besides, it is thought that it may have a negative effect on the analysis result because it shows many variations compared to other indicators (it is not a routine measurable value). However, the debt indicator has not been used for measurement purposes but has been used for the control purposes in the profiling study.



As a conclusion, due to the reasons mentioned above it has been deduced that the following indicators should be taken into consideration in profiling the vulnerability of households:

- Food Consumption Score
- Minimum Expenditure Basket and Other Expenditures
- Use of High Risk Coping Strategies
- Reduced Coping Strategies (Additional indicator)
- Debt (Control indicator)

### 3.2.2. Grouping Vulnerability

The ESSN Programme targets the most vulnerable refugees in respect of the criteria they have. According to the results of the data set used in the vulnerability analysis, the status of vulnerability is evaluated by dividing it into groups. It should be underlined here, however, that the analyses can be carried out within the frame of the limits provided by the data set, and that even the groups that are defined as "less vulnerable" are still involved in the most vulnerable group still benefiting from the programme. In other words, the groups defined in this study consist of the individuals still in need, and their levels of vulnerability are assumed to be relatively lower or higher compared to other households, and vulnerability levels are categorized in order to make an effective prioritization. In the light of these indicators, vulnerability is tried to be determined according to the sample taken from individuals in the existing ESSN Programme pool and divided them into three groups as most vulnerable, vulnerable and less vulnerable. Reduced coping strategy (rCSI) values have been used in order to further clarify the distinction between vulnerable and less vulnerable. Accordingly, the group that is defined as less vulnerable but has a relatively high score (> 9) of reduced coping strategies (rCSI) has been determined as vulnerable.

It is a very difficult process to determine the distinction between vulnerable and less vulnerable households with clear lines and the above indicators are not sufficient to make this distinction. Therefore, reduced coping strategies (rCSI) which are considered to be extremely sensitive have been used as additional indicator in the sortation of vulnerable and less vulnerable households.<sup>3</sup>

### 3.3. Capacity Analysis

The second step of the Technical Analysis Study is the assessment of the capacity of the beneficiaries based on their educational, language and professional skills by taking into account the result of Livelihoods Survey. In the future of the ESSN Programme, it is projected that the groups will be prioritized according to their competencies and will be referred to livelihood opportunities accordingly. In other words, language and professional skills will arise out of the capacity assessments and these are expected to feed the transition process. The results of the livelihood surveys become more significant, projecting that at first, individuals will be referred to language trainings in case of need and then to vocational trainings.



As a result of the analysis, it is expected that the study will serve as a model in terms of the determination of the groups who may need language/vocational training and the management of appropriate targeting and prioritization process. Considering that the ultimate goal is to strengthen the people's resilience by reducing their dependency on social assistance, the results of the capacity assessment can directly affect the process.

In capacity analysis, individuals, through selected sample based on individual targeting, participated in the livelihood surveys through the outbound calls made by Kızılaykart Call Centre. This questionnaire has been designed to collect information about target groups' skills, educational and employment background on individual basis.

Thus, the study will contribute to identifying a strategy for the future of the ESSN Programme and shaping a potential transition approach which supports refugees to have access to the opportunities that will allow self sufficiency of themselves. The questionnaire have been applied to 5,332 people from 19 provinces which contain sectorial diversity and which are considered to have more opportunities in terms of job opportunities.

#### 3.3.1. The Components Used in Capacity Profiling:

Even if a study has been carried out taking into account the indicators that will be the mainstay of the capacity analysis, it does not seem possible to fully determine the capacities of the people in the light of the available data. However, this analysis, when evaluated within the scope of the applied method and sample, is able to produce an output even if limited for the capacity development studies.

The following indicators have been used in the capacity analysis:

<sup>3</sup> The Pareto Principle, also known as the 20/80 rule, was taken into account in the analysis. It has been assumed that according to the rule approximately 80% of the households' vulnerability can be calculated over the food consumption score, minimum expenditure basket, high risk coping strategies, and for the remaining 20% the reduced coping strategy should be used as an additional indicator. For detailed information about Pareto Principle: Ivančić, V. (2014) Improving the decision making process through the Pareto principle application, Economic Thought and Practice, No. 2, ISSN 1039-1330, str. 656-633

**a. The capacity of the individual to meet the Minimum Expenditure Basket alone:** Minimum Expenditure Basket (MEB) refers to the average cost of a household's basic needs within a certain period of time.<sup>4</sup> In the basket, expenditures are calculated by considering the components such as food, accommodation (rent), education, health, personal hygiene, cleaning, communication and transportation and the expenditure value per person is determined. The capacity of a person to meet household's Minimum Expenditure Basket alone means that the person's earnings are sufficient for the total needs of all household members. Within the scope of the ESN Programme, it means that for a family of 6 which is the average size of ESN beneficiary households, one person's monthly income can cover all the expenses of a total of 6 people including the breadwinner. A person who can gain such earnings is considered highly capable of finding jobs and earning enough to become self-sufficient. Individuals with these characteristics have been accepted as "high capacity" in this study. However, this is not the only indicator that constitutes the "high capacity" group.

**b. Turkish language competence:** Turkish language competence, one of the main pillars of capacity analysis, is of utmost importance in terms of socialization, job seeking and making effective use of provided services such as education, health. The language competence is a tool serving as a bridge in terms of reducing the vulnerabilities of individuals and increasing their resilience. For this reason, in the livelihood survey, individuals are asked about their Turkish reading, writing and speaking skills and are grouped as beginner, intermediate or advanced level. Since the surveys were conducted via outbound calls, the language levels of the individuals are registered according to their declaration and without any assessment process. Even though such an evaluation alone does not seem sufficient, logical verification tests (such as the connection between the duration of the individual's presence in Turkey and language level) were applied for the results that emerged after the grouping and it was seen that grouping showed appropriate correlations. For the language competence, the grading system was used and the intermediate language level was accepted as the average value

**Assuming Turkish is essential for job finding, individuals with inadequate Turkish level should be guided to language courses and be categorized as low-capacity individuals during the process of transition to livelihoods.**

**c. Educational Level:**

When assessing in terms of capacity, it is foreseen that well-educated people have opportunities of an easier learning process and a faster access to livelihoods. In this study, it is assumed that high school graduates (and equivalents) are more suitable for the grouping according to their learning capacities. considering Moreover, demographic breakdown, taking high school education as the average gives meaningful results. In this case, individuals with at least a high school degree are categorized as "high capacity" and individuals with an education below high school degree including illiterate and literate are categorized as "low capacity".



**3.3.2. Grouping Capacity**

In order to determine the group to be referred to the livelihoods, capacity analysis has been conducted considering the components that are previously mentioned and the following matrix has been used for capacity assessment:

High Capacity			Medium Capacity			Potential Capacity			Low Capacity		
Turkish	MEB	Education Level	Turkish	MEB	Education Level	Turkish	MEB	Education Level	Turkish	MEB	Education Level
Acceptable	Acceptable	High School and above	Acceptable	Under MEB	High School and above	Poor		High School and above	Poor	Under MEB	Below High School including illiterates
						Acceptable		Below High School			
						Poor	Above MEB	Below High School			

Table 1: Capacity Assessment Matrix

<sup>4</sup> Operational Guidance and Toolkit for Multipurpose Cash Grants, <http://www.cashlearning.org/downloads/mpg-toolkit-pdfs/mpg-part1.2.pdf>



As can be seen from the matrix, individuals have been grouped as high, medium, potential and low capacity. In this grouping, the individuals' Turkish competence, ability to meet the minimum expenditure basket alone and educational level have been taken into consideration.

The following criteria have been taken into consideration with the purpose of analysing the capacities of target group.

- 1- The group whose Turkish language level is acceptable, who can meet the minimum expenditure basket alone and whose education level is at least high school graduate, has been accepted as high capacity.
- 2- The group whose Turkish language level is acceptable, whose education level is at least high school graduate but who cannot meet the minimum expenditure basket alone, has been accepted as medium capacity. The foresight here is the case that the person has a competence to work but cannot earn the required income at the desired level.
- 3- The capacity criteria determining the potential group are as follows:
  - a. Individuals whose Turkish level is low but who are at least high school graduate,
  - b. Whose Turkish level is accepted but who have been educated below high school level

whose Turkish level is low, who have been educated below high school level but can meet the minimum expenditure basket alone are considered to have potential capacity.

4- Individuals in the group with low capacity have been identified as the individuals who have a low Turkish level, below high school education level including illiterate people and those who cannot afford the minimum expenditure basket alone.

### 3.4. Projection on Targeting

Based on the current trend of the ESSN Programme, projections are carried out regularly to estimate the number of beneficiaries to be reached in future. The beneficiary projection study was calculated on a single scenario for the Technical Analysis study and the number of eligible households and individuals estimated to be reached after data verification were obtained. As a result of the Technical Analysis study, it is tried to obtain a result by determining the group that can be referred to the livelihood opportunities by means of the sample and proportionally reflecting to the whole ESSN caseload. Therefore, there may be small differences in the percentage and numerical data resulted from the proportioning. This result, by making assumptions and foresights, sheds light on the approximate number of beneficiaries that can be referred to livelihoods in the future processes of the programme. In the scope of analysis studies, a comparison is made between the people who could and who couldn't be referred to the livelihood opportunities and it is foreseen that distinction can be made more clearly through the criteria that can be added to the existing criteria applied within the scope of the ESSN.

According to the vulnerability analysis in the first part of the study, the minimum expenditure basket, food consumption score, high risk coping strategies of the individuals are taken into consideration and the proportional numbers of the group that are likely to continue to receive assistance from the ESSN Programme according to their vulnerability are determined. About this group, the following values are found specific to ESSN pool in the February 2019 period:

Group	Number of Ind.	Percentage
Most Vulnerable	35.551	%2.3
Vulnerable	1.132.979	%73.3
Less Vulnerable	377.144	%24.4

**Total: 1.545.674** (Total number of beneficiaries as of February 2019)

Table 2: Grouping the Vulnerability Levels

As it can be seen from the results, it has been observed that most of the beneficiaries are in the "vulnerable" group. The number of people who are likely to continue to benefit from the program is 1.168.530 together with the most vulnerable group.



The idea of the continuation of the beneficiaries to benefit from the programme lies in the fact that in some households, there is no individual who can be referred to livelihood opportunities. In other words, targeting has been made with the identification of the households that cannot be referred to livelihoods.

When individuals in ESN Programme pool are evaluated according to age, disability and whether or not there is an individual in the household who can work, it is seen that 70% (1.085.477) of people are the most vulnerable. In this case, when we compare the 1.168.530 individuals identified as a result of the vulnerability analysis and 1.085.477 people determined according to the vulnerability criteria, 93% coverage is observed. This matching has been made only to evaluate the vulnerability criteria by comparing the result of vulnerability analysis and to show the coverage percentage between two projections. In this case, it is foreseen that 1.085.477 people identified according to the vulnerability criteria out of 1.545.674 people which is the number of the beneficiaries of February 2019 will continue to receive ESN assistance.

It is assumed that the remaining 460.197 people can be referred to livelihood opportunities.

The following results are found when the results of the capacity analysis are numerically examined:

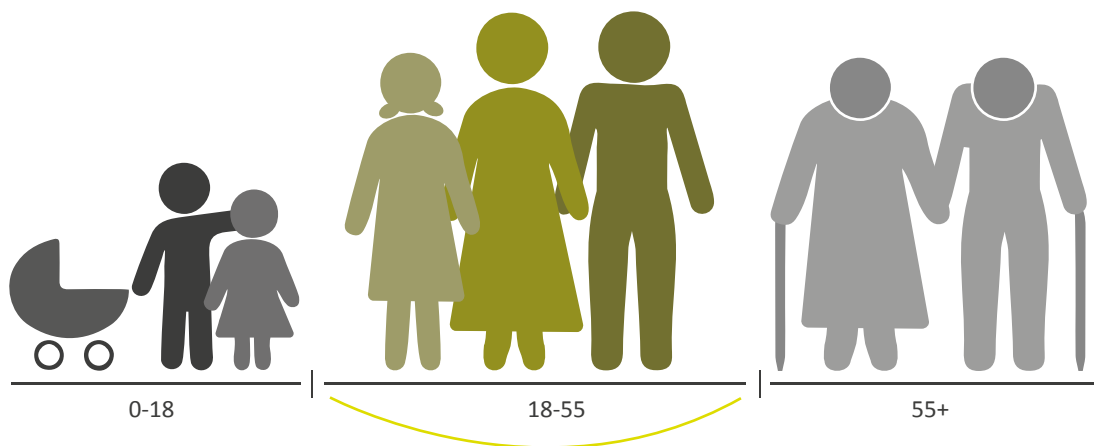
Group	Number of Ind.	Percentage
High Capacity	5.477	%1.19
Medium Capacity	13.940	%3.03
Potential Capacity	148.199	%32.2
Low Capacity	292.581	%63.58
<b>Total: 460.197</b>		

Table 3: Capacity Grouping

### 3.5. Target Group

Within the scope of the developed scenarios and models, it is planned that the individuals who have the capacity for work between the ages of 18 and 55 will be referred to the livelihood opportunities provided that one adult from each household, if there is no dependent like elderly, children or disabled individuals. In this case, from the total group of 460,197 individuals, 187,495 individuals who meet the above criteria, according to the current targeting and projection study, are assumed to be referred to livelihood opportunities.

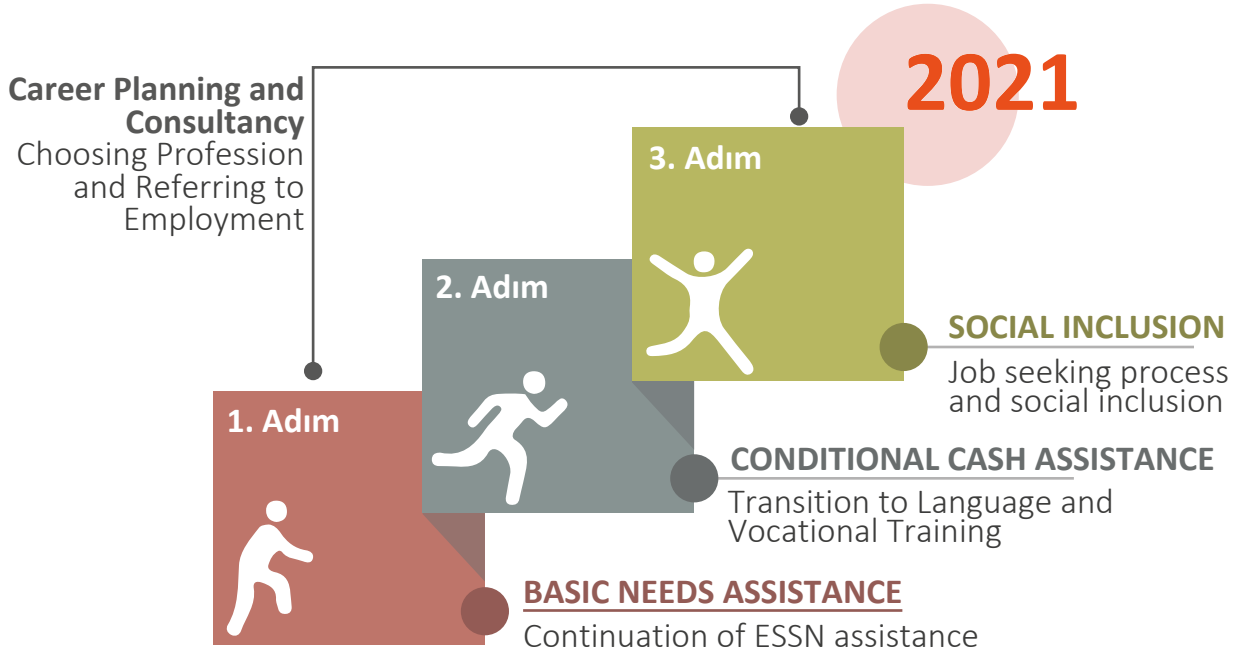
Within the above criteria, it is foreseen that other adults between 18-55 will gain access to labour force by themselves and their ESN assistance will be cut off alongside the individual who has been referred to livelihood opportunities. The reason of determining the age range as 18-55 is that İŞKUR within the national system does not refer individuals above 55 to any employment opportunities or trainings.



It is projected that  
**187.495**  
individuals will be referred to  
livelihood opportunities

### 3.6. Transition Stages Foreseen

The aim is to reduce the dependency of ESN beneficiaries and refer them to livelihood opportunities. For this purpose, it is intended to establish a referral mechanism within the ESN Programme. The ESN beneficiaries who are able to work will be referred to vocational and language training opportunities through this mechanism



The establishment of a referral mechanism is expected to contribute to the following issues:

- Reducing the dependency of individuals on social assistances
- Increasing contribution to local economy
- Integration of people with working capacity into the labour market
- Qualifying the individuals who are able to work but lack the qualifications
- Contributing to the life that individuals will establish when they return to their country
- Increasing the capacity of existing livelihoods training opportunities across the country
- Promoting social cohesion between the local community and the refugee population
- Strengthening coordination between institutions / organizations

According to the projected model and scenario; the individual in the high and medium capacity group is referred to vocational training within the period to be determined. When the training is completed, the individual will continue to benefit from the assistance during the job seeking period for a certain time. After all these processes, the ESN assistance of the individual who has been referred to livelihoods and the assistance of the individuals in the household that are able to work are terminated. The rest of the household continues to benefit from the ESN Programme.

The groups having potential capacity and low capacity continue to receive basic needs assistance at the first stage (according to the training capacity). Later on, the individual is referred to the language and vocational training for a specific time. When the trainings are completed, the individual will continue to benefit from the assistance within the time for job seeking process to be determined. After all these processes, the cash assistance of the individual who has been referred to livelihoods within the scope of social inclusion and the assistance of the individuals in the household who are capable of working are terminated. The rest of the households continue to benefit from the ESN Programme.

#### 4. CONCLUSION AND RECOMMENDATIONS

The Technical Analysis study has been conducted with the aim of referring the individuals in the ESSN Programme beneficiary pool to the livelihoods in terms of its scope and content. With the purpose of increasing beneficiaries' economic and social resilience and self-sufficiency by reducing their dependency on cash assistances in the forthcoming period, studies are conducted for the beneficiaries so that they can have an access to employment and training opportunities. The implementation of different projects and programmes that can be constructed with the contribution of such studies will be synchronously possible thanks to the flexible structure of Kızılaykart platform. To investigate how the beneficiary group will be affected by the increasing need and the changing program structures, to support the research with studies such as vulnerability and capacity analysis and to ensure that the results of the research constitute a foresight for the future period have been the most important goals in the background of all these studies.

**In the study conducted for this purpose; it is assumed that there may be many risk factors that may directly affect the models and scenarios proposed by the analysis results. These risks cover fields such as programme, operation, referral and livelihood opportunities.**

The programme-based risks that may occur during the transition process are considered more from the beneficiary perspective. In some provinces where livelihood opportunities are limited or not available, lack of opportunities to be referred to (education and employment opportunities in some provinces are below capacity compared to other ones) may directly affect the transition process. In addition, it is foreseen that the possibility of individuals being obliged to move and becoming more vulnerable, that the students who are enrolled in the higher education programme should be forced out of the programme in case they do not submit a student certificate and that the capacity prioritization is not possible due to the demographic targeting are the most probable risks to face in this field.

As the data about the capacities of the beneficiaries under temporary and international protection who are already in Turkey is limited and the beneficiaries of the ESSN Programme have only demographic information, the components used in capacity analysis have been conducted on the sample.

While the sample is highly representative, it is recommended to extend the comprehensive studies on the capacities of real person.

On the other hand, the risks related to the referrals can affect the transition process systematically. In particular, that the process of communicating with individuals shall be made entirely by the Turkish Red Crescent due to the inability to share personal data within the scope of the Personal Data Protection Act, published in the Official Gazette dated 7.4.2016 and issued 29677; ensuring the security of the referral database to be established and that the referred individuals are not subjected to standardised incentive can be listed as important risks. The possibility that the trainings and employment opportunities for livelihoods in the regions where the target group densely live (due to the fact that the population live more densely especially in South-eastern Anatolian Region) are inadequate compared to the other regions and that the projects related to livelihoods are limited in the provinces where the target group is less frequent are the other noteworthy risks.

Values that give meaningful results have been used in the analysis and evaluation studies, thus it has been aimed to create an eclectic approach by bringing together various studies. Technical Analysis may change continuously depending on the progress of the programme and the development of needs analysis mechanisms. Accordingly it is foreseen that the results may change every time with new assumptions and data.

**In other words, when the study is re-conducted with the current data at certain date intervals, the results may vary, even if the method and logic used will remain the same, as there may be too many variables in the background of the analysis study. It is of great importance to consider this situation in the evaluation of the study results.**

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