SAFETY NETS AMONG CONFLICT AND DISPLACEMENT

REBEKKA GRUN, AFRAH ALAWI AL AHMADI, MIREY OVADIYA & SIRMA DEMIR SEKER
CONCEPTUAL FRAMEWORK

Exploring the relation between violence, displacement, assets and opportunities
FORCED DISPLACEMENT: CORE PROCESSES

- Individual Assets
- Violence
- Communal Assets
- Displacement

[Diagram showing the relationship between forced displacement, individual assets, communal assets, violence, and displacement with positive (+) and negative (-) interactions]
WHAT POLICY LEVERS DO WE HAVE?

- Opportunities
- Individual Assets
- Displacement
- Communal Assets

Governance
Employment Services
Geopolitics
Climate

Exogenous Factors
Policy Levers

Public Investment
Public Works
Safety Nets +
GLOBAL TRENDS

Looking at the structure of violence, displacement and the displaced
STRUCTURE OF VIOLENCE & OPERATIONAL RELEVANCE

**Force**
- Common Delinquency
- Terrorism/Insurgency
- Auto-Defense/Paramilitary

**Tools**
- Mugging
- Physical aggression/destruction
- Forced recruitment
- Kidnapping
- Retaliation
- Armed defense
- Retaliation

**Target**
- Money/Valuables
- Infrastructure: public assets
- Civil servants
- Human capital (incl minors)
- Human capital (incl staff)
- Human capital
- Social capital
- Population
- Local leaders
- Insurgency
- Population
UNPRECEDENTED FIGURES (2018)

• 70.8 million forcibly displaced individuals worldwide as a result of persecution, conflict, violence or human rights violations.
  • 25.9 million refugees — highest ever
  • 41.3 million internally displaced people

• 1 person becomes displaced every 2 seconds; so 30 people newly displaced every minute.

• 1 in every 108 people globally is either an asylum-seeker, internally displaced or a refugee.
# REFUGEE POPULATIONS BY REGIONS (UNHCR)

<table>
<thead>
<tr>
<th>UNHCR regions</th>
<th>Refugees (including persons in a refugee-like situation)</th>
<th>Change</th>
<th>% of total, end-2018</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Start-2018</td>
<td>End-2018</td>
<td>Absolute</td>
</tr>
<tr>
<td>Central Africa and Great Lakes</td>
<td>1,475,700</td>
<td>1,449,400</td>
<td>-26,300</td>
</tr>
<tr>
<td>East and Horn of Africa</td>
<td>4,307,800</td>
<td>4,348,800</td>
<td>41,000</td>
</tr>
<tr>
<td>Southern Africa</td>
<td>197,700</td>
<td>211,000</td>
<td>13,300</td>
</tr>
<tr>
<td>West Africa</td>
<td>286,900</td>
<td>326,300</td>
<td>39,400</td>
</tr>
<tr>
<td>Total Africa*</td>
<td>6,268,200</td>
<td><strong>6,335,400</strong></td>
<td>67,200</td>
</tr>
<tr>
<td>Americas</td>
<td>646,100</td>
<td>643,300</td>
<td>-2,800</td>
</tr>
<tr>
<td>Asia and Pacific</td>
<td>4,209,700</td>
<td>4,214,600</td>
<td>4,900</td>
</tr>
<tr>
<td>Europe</td>
<td>6,114,200</td>
<td><strong>6,474,600</strong></td>
<td>360,300</td>
</tr>
<tr>
<td>thereof: Turkey</td>
<td>3,480,300</td>
<td>3,681,700</td>
<td>201,400</td>
</tr>
<tr>
<td>Middle East and North Africa</td>
<td>2,705,400</td>
<td>2,692,700</td>
<td>-12,700</td>
</tr>
<tr>
<td>Total</td>
<td>19,943,600</td>
<td>20,360,600</td>
<td>417,000</td>
</tr>
</tbody>
</table>

* Excluding North Africa.
MAJOR HOST COUNTRIES OF REFUGEES | END-2017 TO END-2018

- Turkey
- Pakistan
- Uganda
- Sudan
- Germany
- Islamic Rep. of Iran
- Lebanon
- Bangladesh
- Ethiopia
- Jordan

Refugee population (millions)

end-2018  end-2017
TEN LARGEST IDP POPULATIONS | END-2017 TO END-2018 (STOCK)

- Colombia
- Syrian Arab Rep.
- Dem. Rep. of the Congo
- Somalia
- Ethiopia
- Nigeria
- Yemen
- Afghanistan
- South Sudan
- Sudan

IDP population (millions)
OPERATIONAL APPROACH

How do our operations need to adjust, given the structure of displacement and insecurity?
IMPLEMENTING SAFETY NETS AND GRADUATION

INSTITUTIONS
Humanitarian – development nexus and transition
Role government vs humanitarians
Role of local governments

PROGRAM
Content of the package
How does the package change?
Mitigation measures

IMPLEMENTATION
Adapting to risks
Partners, public and private
Payment delivery
Social workers
Targeting
Data

SUSTAINABILITY
Development vs humanitarian approaches
Creating opportunity
Breaking cycle of violence
End fiscal drain
Safety Nets in Conflict and Displacement Settings: Yemen case study

Afrah Al-Ahmadi
Sr. Social Protection Specialist

Social Safety Net Core Course
November 5, 2019
NEAR 5 YEAR CONFLICT HAS RESULTED IN A LARGE SCALE HUMANITARIAN AND DEVELOPMENTAL CRISIS

- Wide spread armed conflict
- Insecurity
- Collapse of the economy
- Collapse of state institutions

- 80% of population in need of assistance
- 40% of HHs lost primary source of income
- 3.6 m internally displaced
- 14 m experiencing acute food insecurity
- Dramatic increase in poverty level (77%)

Food insecurity is mostly a result of depleting purchasing power, as a result of spiking prices and loss of income.
SOCIAL PROTECTION LANDSCAPE AND IMPACT OF THE CONFLICT

**Pre-1995**
- Energy Subsidies
- Food subsidies
- Pensions

**Post-1995 economic reforms:**
- Energy subsidies (slow reform)
- Pensions (3 schemes)
- Targeted SSN programs:
  - Social Welfare Fund
  - Social Fund for Development
  - Public Works Project

**At conflict:**
- Pensions (irregular)
- Social Fund for Development (significant scale down)
IN A SITUATION OF PROTRACTED CONFLICT..

A call for addressing the humanitarian-development divide?
ECRP: OPERATIONALIZING THE HUMANITARIAN-DEVELOPMENT NEXUS

- Providing rapid response
- Protecting human assets
- Preserving institutional assets
- Preparing for recovery and reconstruction
ECRP: INSTITUTIONS

• Role of the Gov.
• Partnership with humanitarian agencies
• Role of local safety net and service delivery institutions
• Partnership with local private sector
• Build on local capacity & Knowledge
• Preserve local SSN institutions
• Protect human capital
• Promote social cohesion

➢ UCT to the chronic poor
➢ Nutrition-linked CTs to mothers of children <5
➢ CfW for unskilled job seekers
➢ PWs for semi and skilled job seekers
➢ Cash for Services for the youth
➢ Support to MFIs to revive the industry and support SMEs
ECRP: IMPLEMENTATION (ADAPTING TO RISKS)

- Political neutrality of delivery institutions
- Conflict-sensitive resource allocations and targeting
- Institute multi-layered monitoring and risk management
- Foster social cohesion and preserve local and community networks
- Flexibility to respond to emerging needs and uncertainties

Provide opportunities to members of host communities along with IDPs (especially youth) to collaborate around common objectives.
ECRP: SUSTAINABILITY

**Individual/HH level**
Protecting human capital and economic assets (e.g. livelihood, nutrition, skills)

**Community level**
Community—managed assets and social cohesion (infrastructure, community action)

**Institution level**
Strengthening capacity and protecting their political neutrality

**National level**
Contributing to readiness for recovery and reconstruction
PROGRAM RESULTS ... 

- 1.45 m HHs (9 m individuals) receiving CTs nationwide;
- Over 300,000 direct beneficiaries of wage employment
- 2.5 m people with access to community services
- Over 290,000 mothers and children U5 received nutrition services, with evidence of program impact
- 9 microfinance institutions supported and over 3000 SMEs revived

However, w/o peace, sustaining these results is a major challenge!
Safety Nets Response to Refugee Crisis in Turkey

Mirey Ovadiya
Sirma Demir Seker
High influx of refugees over the course of 8 years

3.7 million Syrian refugees in Turkey and over 60% of them working age adults (aged 15-64)

10 provinces with highest number of Syrian refugees
Syrians are living primarily in areas bordering conflict areas and those with economic difficulties…
Syrians are living primarily in areas bordering conflict areas and those with economic difficulties…

• Per capita household income by region
Turkey’s Response to Refugee Crisis

- Cash Assistance
  - Access to labor markets
  - Access to basic health services
  - Access to education

**Programs financed with Turkish Government and EC funds**

MoFLSS/Turkish Red Crescent

World Bank support

World Bank support
Refugees can work formally in the Turkish labor market, but they face many challenges

- **Unfavorable labor market context**
  - High unemployment, informality rate etc..

  - Labor market situation is even worse than national average in the provinces with high presence of Syrians (lower density of formal firms, low net formal job creation, a less educated population, lower labor force participation, and higher unemployment rates than the national average)

- **Mobility barriers to access and/or disincentives to seek formal employment**
  - Place where a refugee registers determines the location where that individual can seek formal work. A refugee needs to re-register in a new location before seeking/obtaining formal work

  - Syrians working formally are not eligible for the existing emergency cash transfer program

- **Low education levels and unrecognized skills (no certification!)**

- **Language barriers**
EMERGENCY SAFETY NET PROGRAM FOR SYRIAN REFUGEES AND BROAD PROFILE OF REFUGEES WHO RECEIVE SOCIAL ASSISTANCE

National program targeting Syrian Refugee Households and largest of its kind; in operation since 2016

- **Coverage**: Over 1.6 million individuals and 250,000 households
- **Eligibility criteria**: categorical depending on gender, dependency ratio, single/widowed parenthood, number of children, disability
- **Benefit amount**: 120 TL (20 USD) per person per month; top-ups depending on family size

### Poverty rate

<table>
<thead>
<tr>
<th>Region</th>
<th>Eligible</th>
<th>Ineligible</th>
</tr>
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<tbody>
<tr>
<td>National</td>
<td>76%</td>
<td>24%</td>
</tr>
<tr>
<td>Istanbul</td>
<td>69%</td>
<td>31%</td>
</tr>
<tr>
<td>Aegean</td>
<td>51%</td>
<td>49%</td>
</tr>
<tr>
<td>Anatolian/Thrace</td>
<td>51%</td>
<td>49%</td>
</tr>
<tr>
<td>Mediterranean</td>
<td>80%</td>
<td>20%</td>
</tr>
<tr>
<td>South-East</td>
<td>78%</td>
<td>22%</td>
</tr>
</tbody>
</table>

### Income sources

- **Unskilled labour**: 62.5%
- **Skilled labour**: 27.4%
- **Remittances**: 1.5%
- **Gifts from family**: 2.5%
- **Borrowing/Credit**: 4.0%
- **All other**: 2.1%

### Demographics

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
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<tbody>
<tr>
<td>% with male household head</td>
<td>60%</td>
</tr>
<tr>
<td>% with female household head</td>
<td>40%</td>
</tr>
<tr>
<td>Number of household members</td>
<td>6.8</td>
</tr>
<tr>
<td>Share of members age 0-17</td>
<td>58.4%</td>
</tr>
<tr>
<td>Share of members age 18-59</td>
<td>37.8%</td>
</tr>
<tr>
<td>Share of members age 60+</td>
<td>3.8%</td>
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</tbody>
</table>
DELIVERY OF THE ESSN PROGRAM

• Anchored in the national social assistance system; Ministry of Family, Labor and Social Services houses and coordinates the program

• Kizilay, the Turkish Red Crescent implements the program as the implementing arm of the Ministry

• Ministry’s Social Assistance and Solidarity Foundation offices, Social Service Centers and Kizilay Service Centers at the local level responsible for registration, home visits, certification/re-certification

• Households are registered, tracked and information collected under a separate module of the National Integrated Information Management System ("Butunlesik")
Emergency Safety Net Program for Syrian Refugees –Impact

Relative to other unconditional cash transfers across the world, ESSN achieves significantly higher coverage of the poor, lower exclusion error, and higher adequacy and protection of the poor, though it allows higher inclusion error.

Trade-off between higher coverage, higher adequacy, lower exclusion error, higher inclusion error and accuracy given the vulnerability of the refugee population and relatively significant share of refugee population around the poverty line.

Poverty rates among refugee population
FUTURE CHALLENGES FOR THE ESSN PROGRAM

• Sustainability !...

• Funding source is FINITE; the Facility for Refugees in Turkey (FRIT) of the European Commission. Funding cycle ends in 2021.

• Turkish Government will have to assume responsibility for a portion who require social assistance

• Government is working on a “exit strategy” to graduate work-able refugees from social assistance in a gradual manner and better target eligible households

• “Activation” by using employment support, counseling and other auxiliary services to improve access to labor markets and jobs
TRANSITION OUT OF SAFETY NETS

Refugees and SA beneficiaries have access to ISKUR (Turkish Employment Agency) active labor market programs and intermediation services

- SASFs refer work-able (refugee) SA beneficiaries directly/electronically to ISKUR; they can register themselves as well
- ISKUR contacts beneficiaries to initiate counseling/intermediation/placement on ALMPs (OJT, training and wage subsidy programs)

A series of new employment support initiatives in collaboration with the EU for Syrian Refugees and Turkish Citizens in host communities

- Testing new models/programs to facilitate access of “harder to serve” groups to labor markets; special focus on SA beneficiary refugees and those who work informally
- Working through Turkish Red Crescent (TRC) and ISKUR to provide counseling and training support
- Providing individualized menu of services (using pre-screening and skills assessment tools)
Focus of WB Support in Response to Refugee Crisis—Employment Support and Promotion

- Employment Support Project
- Development of Businesses and Entrepreneurship Project
- Strengthening Economic Opportunities Project
- Employment Support and Activation (II)
- Support for rural employment
- Support for job creation

EU financing obtained for 2018-2023 to support analytical and operational work on labor markets and socioeconomic integration of refugees

235 million Euros
THANK YOU!