



2016/7 WINTER
INTER AGENCY PDM REPORT
LED BY IOM
May 2017



Inter-Agency
Coordination
Turkey

This report is the collective work of the following organizations



CONCERN
worldwide

DANISH
REFUGEE
COUNCIL



UNHCR
The UN Refugee Agency





WINTERISATION BACKGROUND

Between August 2016 and March 2017, fourteen organizations provided more than 140,000 Syrian refugee households in Turkey with assistance to stay warm through the harsh winter season. Organizations delivered winter support to refugees in 52 of Turkey's 81 provinces, primarily through restricted and unrestricted e-vouchers, which can be used to purchase coal, electric heaters, clothing, and other winter-related items. Households received assistance depending on assessed needs resulting in either full or partial assistance. Assistance packages were determined based on the cost of winter heating and clothing, as estimated in the Minimum Expenditure Basket (MEB). This assistance was delivered with the support of twelve funding agencies.

E-voucher types

Restricted e-vouchers

Used to meet a defined need and can only be used to buy winter-related items such as clothes, winter shoes, coal, wood, stoves, Gas, carpets, blankets, and mattress

Unrestricted

Can be used to meet multiple needs, including winter-related items and food.

Levels of Assistance

Full Assistance

MEB: 420TL/HH + 70 per individual*

Qualifying criteria

- No functioning heating source
- Compromised shelter tent/ collective shelter/ commercial building/ unfinished residential building +functioning heating source

Partial Assistance

60% of MEB: 250 TL/HH + 42TL per individual

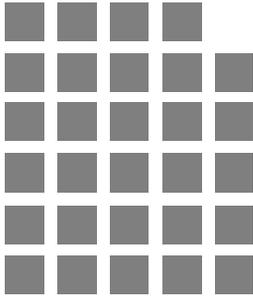
Qualifying criteria

- Functioning heating source &
- Living in a finished residential building

The Minimum Expenditure Basket calculated with the Winterization working group and includes total amount of 420TRY to cover a family's heating source (stove/heater and coal needs) and an individual amount of 70TRY per person to purchase a blanket, jacket and boots)

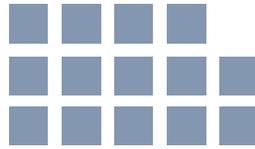


WINTERISATION ASSISTANCE COVERAGE



2.7 m

Registered Syrian refugees in Turkey
as of August 2016



224,330

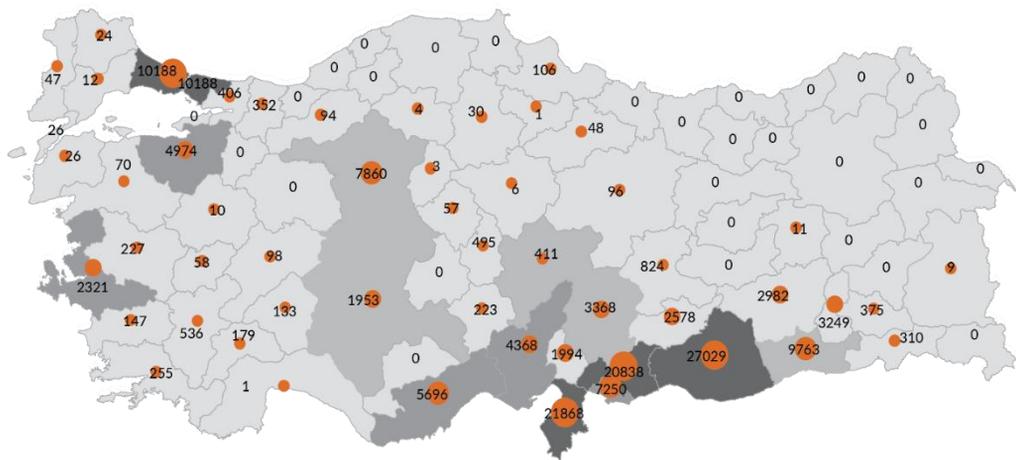
Syrian households targeted to receive winter assistance (~46% of population)



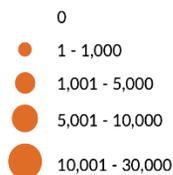
164,002

households received assistance (73% of target, - 30% of population)

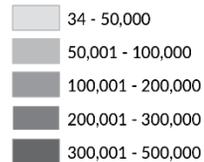
Syrian refugee households assisted by province



Number of Households reached with winter assistance



Registered Syrian Refugee Population



OBJECTIVES & METHODOLOGY

2.1 INTER-AGENCY PDM OBJECTIVES

Ten organizations participated in the inter-agency PDM exercise in order:

- To reinforce accountability by verifying if intended beneficiaries received the agreed upon winterization assistance and verify if aid diversion occurred.
- To monitor use and satisfaction with winterization assistance
- To determine the effectiveness of winterization assistance in meeting beneficiary needs
- To gather feedback from beneficiaries on winterization projects, compelling agencies to employ corrective measures
- To learn from experience in order to improve performance and inform sector policy and practice for winterization programmes.

2.2 PDM METHODOLOGY

A mixed methodology incorporating both qualitative and quantitative methods was used.

a. Qualitative methods

- Gender disaggregated FGDs
- Price monitoring
- Key informant interviews with traders

b. Quantitative methods

- Survey with semi- structured questionnaire, actors agreed on standard questions

Partners received training on data collection tools from IOM and provided input in finalization on PDM tools. PDM protocol was also developed in order to systematically and technically guide the data collection process.

2.3 PDM SAMPLING APPROACH

The PDM sampling approach, informed by PDM methodology, used probability and non-probability sampling, summarized below:

a. Probability sampling

- Statistical calculations of the sampling frame determined by beneficiary caseload on 95% confidence level and 5% margin of error.
- Sample increased by 10% for contingency and non response rate purposes
- A total of **3884** households interviewed in all locations.

b. Non-probability sampling

- Purposive selection was used to identify FGD and key informant interviews. Eligibility to be selected was based on participation in winterization assistance

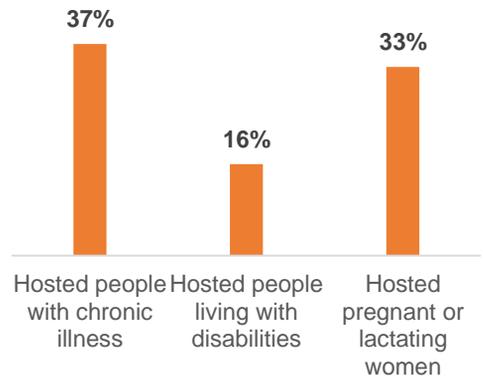
SAMPLE POPULATION DEMOGRAPHICS

3.1 HOUSEHOLD DEMOGRAPHICS

Sample population characteristics

- More than half (51%) of respondents were female.
- Nearly three quarters (74%) of household heads were male.
- More than two thirds (66%) of respondents were household heads.
- The majority of household heads were married (91%) whilst about 6% were widow headed.
- Age of household head averaged 39 years.
- Average of 6 members per/HH.
- HH main income source was casual labor (51%) and self employment (16%).

HH vulnerability characteristics



Sample population age distribution



Targeted household status

Refugee	84.6
Temporary/transit family	8.4
Host community	7.0

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RELEVANCE

4.1 RELEVANCE & CONSULTATION

Type of winterization items purchased through e-vouchers somewhat correspond with normally or traditionally used winterization assistance items. A considerable proportion were unable to meet their winterization needs without winterization assistance and deployment of desperate coping mechanisms are indicative of vulnerability of the targeted population. Worryingly, no prior consultations were conducted with beneficiaries to inform the design of winterization projects.

81%

of households said they were **unable to purchase winter items on their own without assistance**

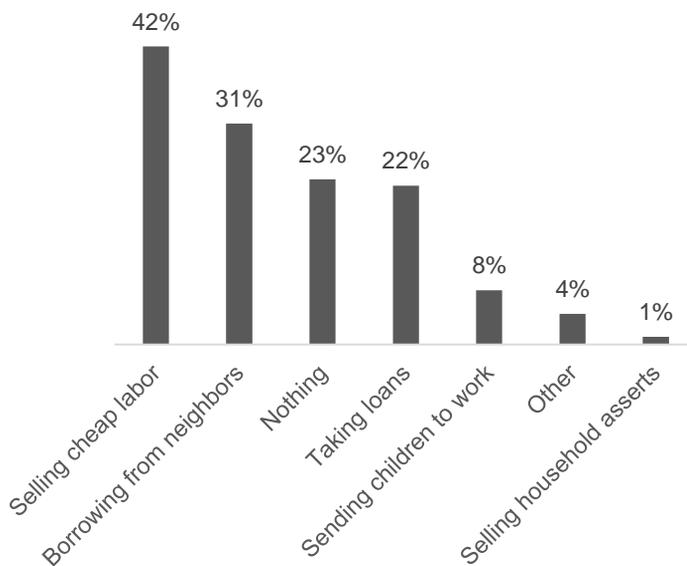
Normal source of winter heating

- Coal (41%)
- Wood (35%)
- Electric Heater (12%)
- Lpg Gas (6%)
- Other (3%)
- No Heating (1%)
- Diesel (<1%)

Items purchased with e-vouchers

- Winter clothing (68%)
- Electric heater (26%)
- Stove (20%)
- Other (19%)
- Coal (17%)
- Blankets (15%)
- Wood (12%)
- Carpet (10%)
- Mattress (7%)

Strategy for covering winter needs before assistance



74%

of households said they were **not consulted before receiving assistance**

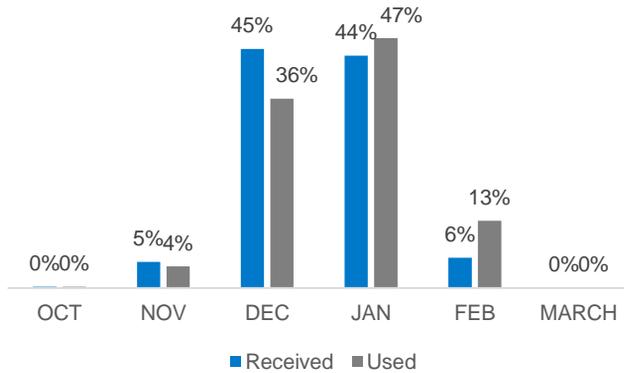
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EFFICIENCY

5.1 TIMING OF ASSISTANCE

The majority of households used and received winter assistance in December and January, and most were satisfied or very satisfied with the timing of assistance based on survey data. Households that received assistance in January and February were more likely to report being very satisfied with the timing of assistance (82% and 72% respectively) compared to households receiving in December (40%).

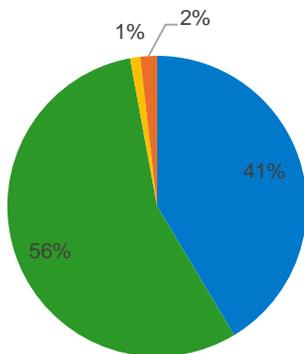
Months in which households received and used vouchers



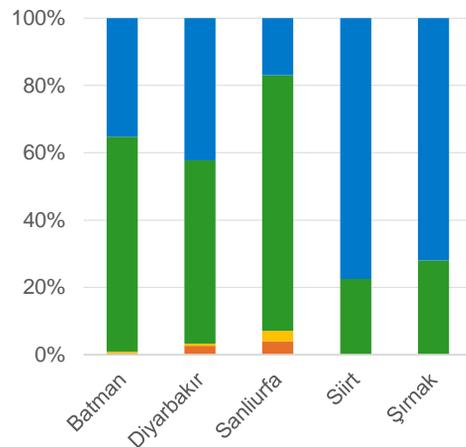
Focus Group Discussion: Aid Diversion

- Winterization support was slightly delayed, contrary to survey data
- Families purchased coal through e-vouchers which they resold
- Families mostly purchased food esp. in Adiyaman & Hatay.

Household satisfaction with the time in which they received winter assistance



Household satisfaction with the time in which they received winter assistance by province



■ Very satisfied ■ Satisfied ■ Neither satisfied nor dissatisfied. ■ Dissatisfied

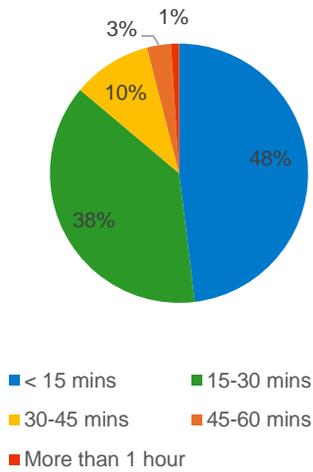
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EFFICIENCY

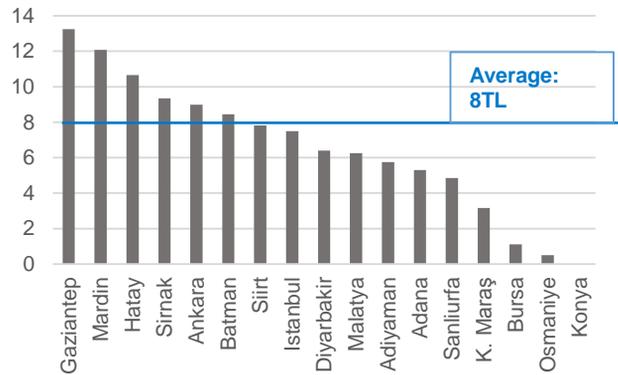
5.2 EASE OF USE

Most households traveled less than thirty minutes to reach the nearest market and spent on average 8TL on transport. Households in Gaziantep, Mardin and Hatay spent the most to reach their destination (13TL, 12 TL, 10 TL on average). Delays in loading money was the most commonly cited technical issue, noted by one in four households, however, most households did not report any technical problems. Non-technical issues were more common; the majority of households faced at least one non-technical issue, most often inflated prices (48%), overcrowded markets (38%) and long wait times (14%).

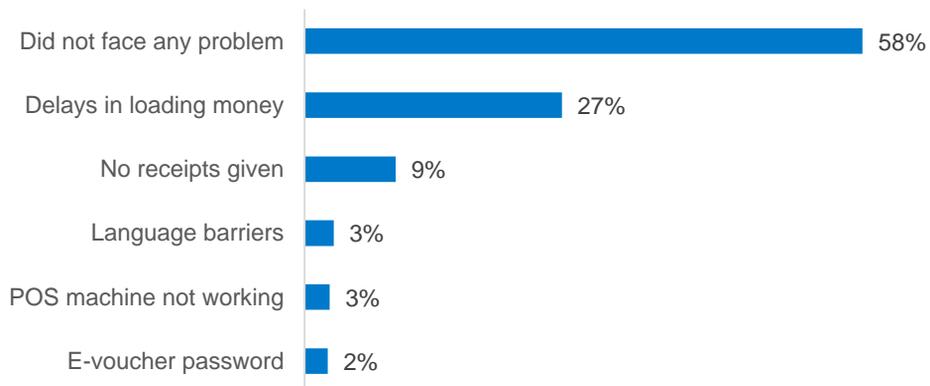
Distance to nearest shop



Money spent to reach the nearest market (TL)



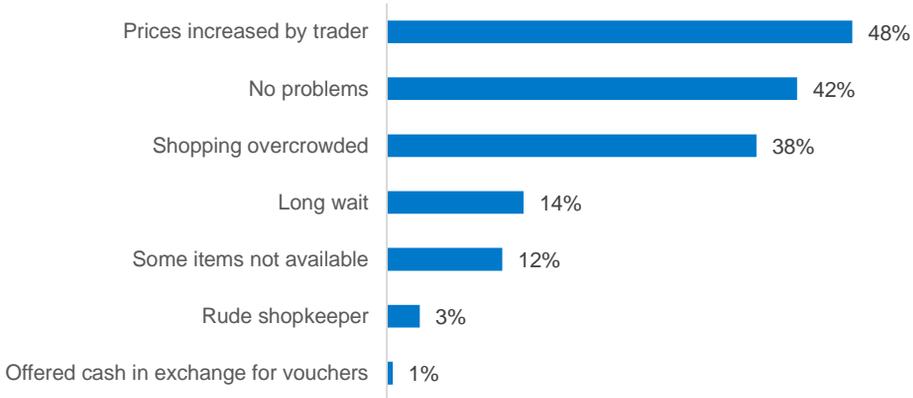
Technical challenges faced redeeming vouchers



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EFFICIENCY

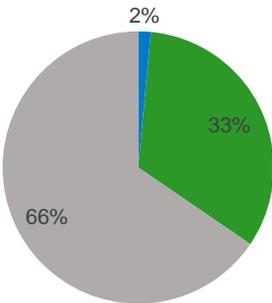
Challenges faced redeeming vouchers



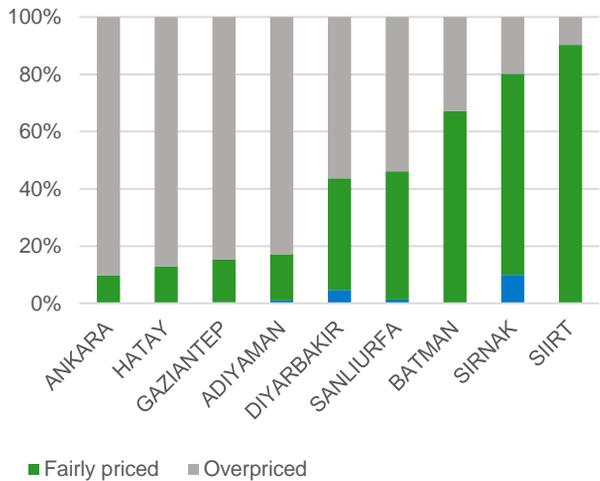
5.3 PRICE OF GOODS

Two-thirds of households reported that items in markets were generally overpriced. Perceived value for money varied by region, with the greatest percentage of households reporting overpriced goods in Ankara (90%), and the fewest reporting overpriced goods in Siirt (10%). The most commonly reported overpriced items were winter clothes (54%), coal (21%), electric heaters (16%), blankets (15%), wood (10%) and carpet (10%).

Perceived prices of items purchased with voucher



Perceived prices of items purchased with voucher by province

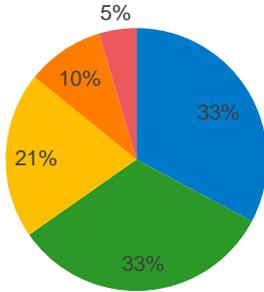


■ Cheap ■ Fairly priced ■ Overpriced

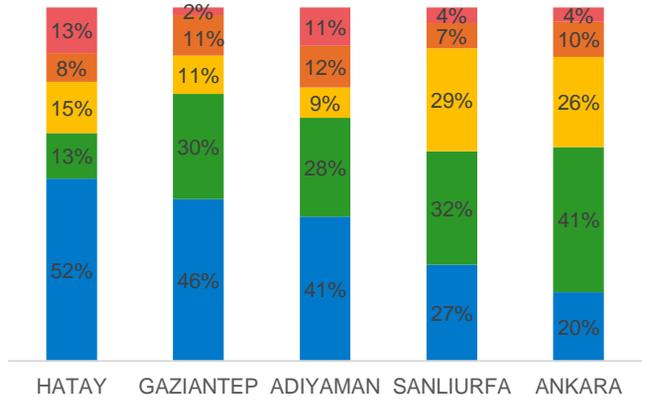
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EFFICIENCY

Items displayed with clear prices



Items displayed with clear prices by province



■ All items ■ Most items ■ Some items ■ Fewer items ■ None

Shop Owner's Feedback on Prices

- Prices increased due to TL – USD fluctuations
- 44% of shops reported that they don't charge same prices, between ordinary shoppers and e-voucher card holders
- Prices are reduced on humanitarian grounds, getting more customers and increasing sales according to shop owners.
- According to shop owners, a few beneficiaries complained about prices and lack of variety of items in shops

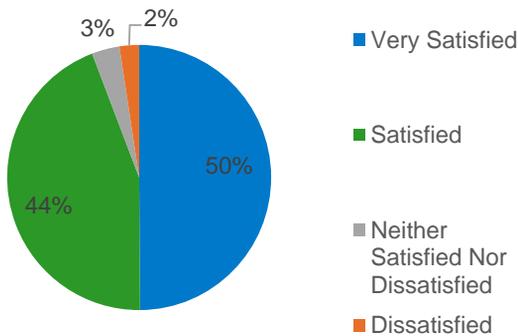
Beneficiary shopping experience feedback

- High prices of items
- Quality of items initially good but declined with increased demand
- Treated well by shop owners
- Crowding during shopping times

6.1 BENEFICIARY REGISTRATION

Most households were satisfied or very satisfied with the beneficiary registration process. Though less frequently mentioned, some families in real need were excluded which might indicate inadequacy of winterization assistance provided. Most received information about the beneficiary registration process from SMS and agency staff.

Satisfaction with beneficiary registration process



Focus Group Discussion: Feedback on winterization beneficiary registration process

- High satisfaction with beneficiary registration process
- Some families in real need reportedly excluded.
- Some families assessed in order to be considered for assistance
- Beneficiaries suggested more thorough HH visits to determine need
- Sensitize beneficiaries on upcoming HH assessments

Background demographic data of sample population showed high vulnerability of households based on:

- Proportion of households hosting people with chronic illness
- Presence of pregnant or lactating women
- More than half (54%) of the entire sample population comprised of children, an indication of high dependency ratio
- Large household size, averaging 6 members per household
- Lack of reliable and sustainable income

The above are strong evidence of validity and reliability of beneficiary targeting approaches.

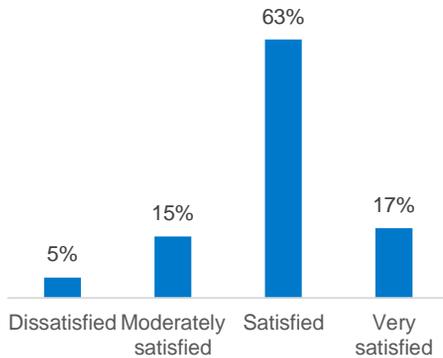
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EFFECTIVENESS

7.1 SATISFACTION WITH ITEMS IN MARKET

Generally, respondents were satisfied with the quality of items available in markets. Further, a high correlation was observed between satisfaction levels and geographical location. Beneficiaries were mainly dissatisfied with quality of clothes, shoes, clothing and blankets especially in Gaziantep and Mardin. Moderate satisfaction with quantity due to high prices which reduced beneficiary buying power and value for money. Household size was an important factor influencing satisfaction with quantity, based on FGD data.

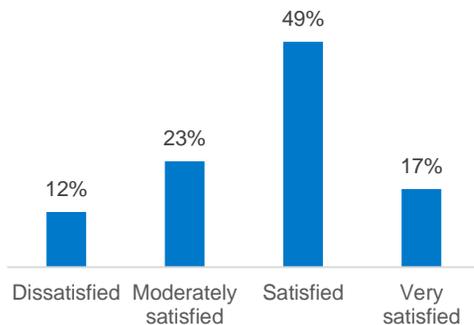
Satisfaction with quality of items in markets



Dissatisfaction with quality of:

- Clothes
- Shoes
- Coal
- Blankets
- Beneficiaries in Gaziantep (39%) and Mardin (44%) were highly likely dissatisfied with quality
- Beneficiaries in Sanliurfa and Sirnak (28%) were proportionally likely to be very satisfied with quality of winter assistance purchased through e-vouchers.

Satisfaction with quantity of items in markets



Dissatisfaction with quantity due to:

- High prices in markets which reduced buying power
- E-voucher value inadequate for larger households
- Increased demand of items stimulated price increases.
- Dissatisfaction with quality mostly reported in Ankara (16%), Gaziantep (14%) and SaniUrfa (13%).
- Beneficiaries of Sirnak (39%) were most likely to be very satisfied with quantity of winter support

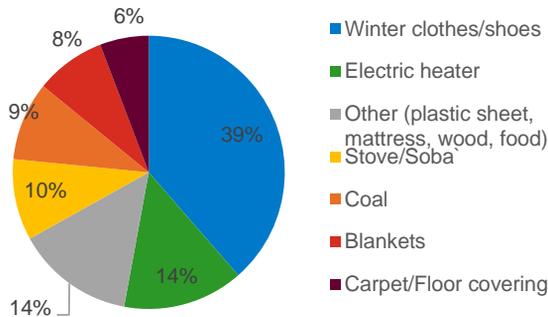
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EFFECTIVENESS

7.2 USE & IMPACT

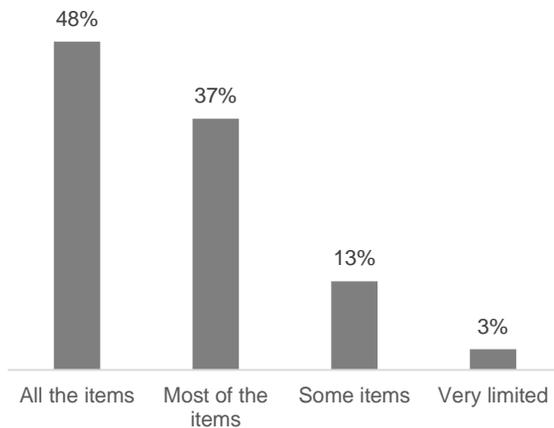
Winter clothing, electric heater and coal, gas, blankets were the most commonly purchased items. The majority of desired winterization items were available in markets and beneficiary demands were generally met by markets. Decisions on how to use e-vouchers were apparently consultative.

Commonly purchased items



- Women mainly went for shopping
- Decision on e-voucher use mostly consultative (36%) and between father and mother (34%)
- Clothes, shoes, coal, gas, blankets were the most commonly purchased items
- Majority of desired items were available in markets.

Availability of desired items in markets



- Strong relationship between ability to find desired items in markets by province.
- Beneficiaries unlikely to find desired items mostly in markets of Ankara, Mardin, Konya, Mersin, Malatya, Osmaniye.
- Desired items rarely available include winter clothing/shoes (31%), blankets (21%) and electric heater (10%).

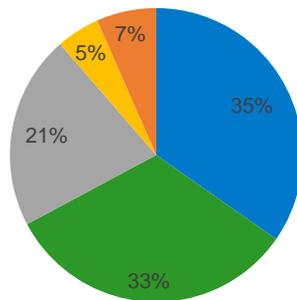
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EFFECTIVENESS

7.3 USE & IMPACT

E-voucher projects demonstrated both positive and negative immediate outcomes at both household and community level. At household level beneficiaries mentioned that e-vouchers caused conflict in the household and improved protection of household members from the cold weather. Cash assistance was evidently preferred for future winterization assistance.

Immediate Outcomes of e-voucher projects



- Control over vouchers caused conflict in my household
- The e-voucher improved the protection from weather of HH members.
- The e-vouchers allowed us to save money for other expenses
- Rental increase
- Other (probs with HC, neighbours, price increase)

E-voucher immediate outcomes

- Vouchers allowed us to save money for other expenses
- Children from poor families got new clothes for the first time in a long time
- Households were relieved
- Improved protection from the cold weather
- Bills increased and negative comments from host community members

Preference for Assistance in Future

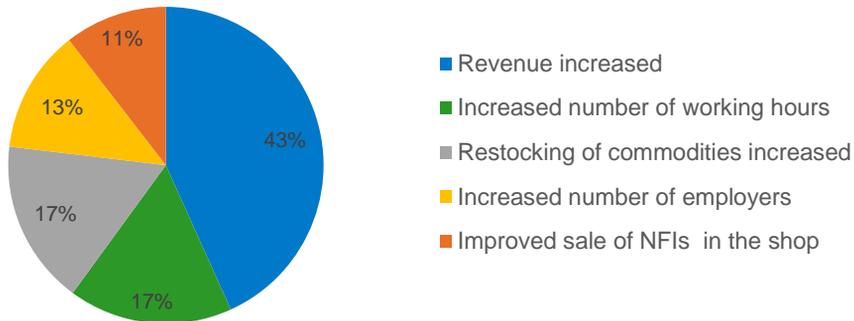
- Men mostly preferred cash whilst women wanted e-vouchers, they felt men had more control on cash usage.
- Cash preferred since allows people to pay rent, bills and transport
- Cash preferred since is leaves no chance for markets to take advantage.

7

EFFECTIVENESS

7.4 SHOP OWNERS FEEDBACK

Shop owners observed revenue increases and frequency of re-stocking increased. Shop owners were willing to be engaged again in future e-voucher projects. Advantages of participating in e-voucher projects recognized by shop owners include revenue increases and improved marketing while some key concerns were raised in payment delays and over-crowding during shopping days.



Majority of shop owners expressed willingness to participate in future e-voucher projects citing:

- Increase trading opportunities
- Wider marketing of our products
- Revenues increased
- Grateful to continue supporting Syrians

Key concerns noted by shop owners:

- Payment related delays
- Project implementation timeline short
- Over-crowding during shopping which might create problems

Suggestions by shop owners

- Allocate more time for the project for adequate planning
- Expediting payment processes to enable restocking
- Share more information about relevant winterization commodities, beneficiary caseloads per market for stocking projections

8

ACCOUNTABILITY

8.1 ACCOUNTABILITY MECHANISMS

Respondents showed limited knowledge on existing feedback mechanisms, especially in Adana, Diyarbakar & Batman. SMS was mostly popular in Hatay, Gaziantep, Malatya & Adiyaman. Households in Ankara, Bursa, Konya, Sakarya, Siirt preferred to speak with staff.

Overall, households preferred to directly speak with agency staff, hotline and complaints and feedback committees set up at community level.

Known feedback mechanisms	Percent
Local leadership	5%
SMS system	17%
Hotline	28%
Agency staff	20 %
Other (comment box, email, WhatsApp)	7%
Don't know	23%

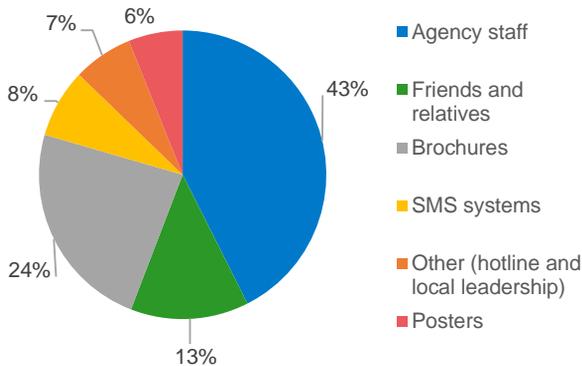
Focus Group Discussions: Feedback on AAP mechanisms

- Lack of info on existing mechanisms
- Hotlines and focal point persons for feedback mostly preferred
- Request for localized committees for feedback collection

8.2 COMMUNICATION

Most households received information about the beneficiary registration process from SMS and agency staff. Registration information slightly came late, and more information was requested on relevant items that can be purchased on e-vouchers. Respondents preferred to receive information in future through SMS or muktars.

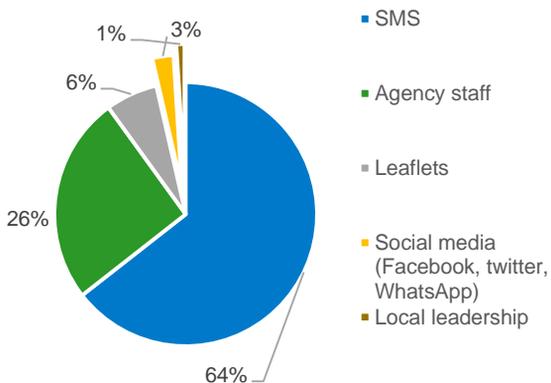
Sources of information about markets



Information received about assistance

- 78% received information on how to use the e-voucher
- 86% were given information on items they can purchase in the shops
- Approximately 27% mentioned that the amount of e-voucher value was not the same as they were informed about during registration especially in Gaziantep (48%) and Saniurfa (19%).

Preferred sources of information about winter assistance



Type of information households want to receive	Percent
Markets information (name and location).	21.6%
Type of items to buy.	21.7%
Loading date of e-voucher.	29.3%
Complaints and feedback mechanisms	10.3%
Don't prefer to receive any information	17.1%
Total	100%

Key lessons focused mostly on what worked well and what did not work well specifically focusing on the PDM process with implementing partners from planning, implementation and production of PDM report. The main objective of this section is to recognize best practices and potential areas of improvement for future inter-agency engagements.

POSITIVES → 😊

- Adoption of harmonized tools was a notable achievement
- PDM protocol was very useful for technical guidance in data collection
- Deployment of technology and capacity in data collection for partners was very crucial in data timeliness and consistency
- Use of mixed data collection approaches allowed triangulation of information sources and provided very valuable insights into inferential statistics
- High PDM coverage, enhanced the external validity of results and minimized duplication of data collection efforts.
- Good share of technical capacity between IOM and UNHCR in data cleaning and data analysis

NEGATIVES → 😞

- Lack of standard indicators on coverage, efficiency, relevance, effectiveness which can be used for outcome measurement
- Data quality assurance issues which partially affected data analysis
- Slightly different e-voucher modalities which affected data analysis.
- Baseline/pre-implementation surveys were not conducted in most cases, and thus a benchmark to measure achievements was not available.
- Current M&E systems does not currently include monitoring of secondary objectives (socioeconomic impact on local community, market prices, and wider economy (value for money)

Recommendations were drawn from the interagency PDM process in terms of what did not work well and key programmatic findings from the PDM exercise. These are anticipated to be recognized for future interagency M&E initiatives.

MONITORING AND EVALUATION

- Agencies should place significant emphasis on educating beneficiaries about feedback mechanisms in order to improve programming in real time and detect potential aid diversion.
- Adopt minimum AAP standards developed for basic needs WG
- Consultation with affected populations is vital and agencies should use common tools for consulting with affected populations which will set baseline data.
- Determine minimum process and output indicators for e-voucher-based responses, and determine common and sector specific outcome indicators.
- Strengthen data quality assurance processes especially during data collection
- Align the winter MEB calculation with the actual items that were purchased

PROGRAMMATIC

- Coordinate and harmonize as much as possible from conception until all assistance has been delivered.
- Early planning, beneficiary consultation and donor engagement is encouraged
- Factor in transportation costs based on assessment data. More markets mapping is required in-order to accurately determine coverage and ensuring that contracted markets are fully stocked with desired winterization items.
- Ensure that markets adhere to agreed contractual prices and penalties for price violations
- Share information with beneficiaries and traders on entitlements, loading dates, market beneficiary caseload through SMS and agency staff.
- Early M&E engagement esp. project dev + need for M&E sub-working group