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Testing PDI Approach Principles towards the Adoption of Conditional Cash Transfers in Turkey

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.....Outline

1. Descriptive Info on CCTs
2. Research Questions
3. Research Methodology
4. Analytical Framework
5. Empirical Investigation
6. Findings
7. Discussion



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.....Descriptive Info

Program Title

Conditional Cash Transfer

Conditional Cash Transfer Education “Child Money”

Conditional Cash Transfer Health

Eligibility Requirements

- ✓ No registration to any social security institution
- ✓ No possession of house, land, etc.
- ✓ Detailed application form submission
- ✓ House visits, interviews with applicants
- ✓ Mean-tested Scoring Formula- since 2010, no formula
- ✓ Approval by Board of Trustees

Conditions

- Sending children to the schools between age of 6-17
Boys:35 TL to 50 TL monthly
Girls:40 TL to 60 TL monthly
- Paying monthly visits to healthcare centers btw ages of 0-6, 30 TL per child monthly
- If pregnant, regular health visits and delivery in the hospital

Program Period

2002-2003	6 pilot districts
July 2003-May 2004	expanded
May 2004- Present	nationwide

Program Financer

World Bank (2003-2006)
The AKP Government (2006-Present)



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.....Research Questions

Main Research Question: How do the principles of Problem-Driven Iterative Approach (PDIA) work out in the case of adoption of Conditional Cash Transfers in Turkey?

- What was the driving force behind the adoption of such a programmatic social protection program? (**What drives Action?**)
- Which national and international incentives/organizations/institutions were behind the adoption of Turkish CCTs? (**Planning for Action?**)
- What was the role of feedback mechanism? (**Feedback Loops**)
- What is the impact of adoption of similar programs in other regions (**Scale?**)



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.....Research Methodology

This research is informed by qualitative research methodology:

- Key Informant Interviews with principal stakeholders/actors
 - National&International Bureaucrats/Experts
 - Ministry of Development (formerly the State Planning Institute),
 - Ministry of Treasury,
 - Ministry of Social Policy and Family
 - World Bank national team members,
 - World Bank international team members
 - Impact Evaluation Consultants
- Desk Review
 - Impact evaluation reports, played a critical role to make the adaption process smoother.
 - World Bank documents, including
 - Social Risk Mitigation Project,
 - the Project Appraisal Document, Project Information Document, Project Implementation and Completion Report, Loan Agreement, Amendment of Loan Agreement
- Archival Research
 - Parliamentary Meeting Minutes
 - News Archive



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.....Analytical Framework

The PDIA approach is built around four principles:

1- Local Solutions for Local Problems

Problem: Economic Crisis/Poverty/Manipulative/Non-Programmatic Social Protection Programs

2- Promoting widespread testing of different approaches rather than a single cookie-cutter solution

Solution: Adopt non-clientelist, programmatic poverty-alleviation program while investing on human capital and state capacity building for upgrading social services

3- Setting up feedback loops where experiential learning leads to continuous improvement (The Role of Impact Evaluation Reports)

4- Scaling up learning processes to share success cases and adapt them to local contexts

Lessons Learned: Social Protection Programs Targeting Syrian Refugees in Turkey (ESSN, CCTE, etc.)



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.....[Empirical Investigation](#)

1. **What drives ACTION?** What was the driving force behind the adoption of such a programmatic social protection program?

Economic Concerns:

The most destructive economic crisis in Turkish history, February 2001 (known as Black Friday) ---“Window of Opportunity”

Social Concerns:

The Risk of Social Explosion

Political Concerns:

Early Elections

Transition to IMF’s “Strong Economy Program” under IMF’s strict fiscal recommendations

Public Concerns over IMF Program



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.....Empirical Investigation

Economic Concerns----Social Concerns----Political Concerns---

ACTION: **Social Risk Mitigation Project:**

- (i) Rapid Aid: Reducing the effects of the crisis on the poor population,
- (ii) Institutional Development: Increasing the capacity of the state's institutions which render service for and social assistance to needy people, (***)
- (iii) Conditional Cash Transfers:** Helping the most miserable six per cent of the population (approximately two million families that fell below the poverty line), contingent upon the investments on the children's education, health, and nutrition,
- (iv) Local Initiatives: Increasing part and full-time employment opportunities for the poor people



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.....Empirical Investigation

Enduring Problem: Political manipulation of poverty-alleviation programs for election purposes---enduring phenomenon of Turkish politics



Figure 1. Caricatures of the poor from Turkish media.

The caricature on the right roughly translates as follows: “LEFT: We give you packages of coal for free but you have to give your vote to our party, ok? RIGHT: Of course! The one who asks [for something] has one side of his face dark; the one who refuses [to give] has both!



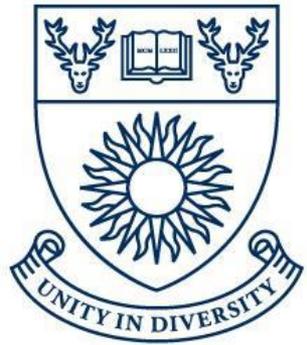
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.....**Empirical Investigation**

“There is no systematic methodology for targeting and allocation of resources, to ensure that the neediest will be the final beneficiaries.” (World Bank, CCT Project Appraisal Document, 2001b: 127).

Previous programs:

- A high level of discretion
- No written procedures or monitoring mechanism capable of following whether the deserved people benefit from social assistance
- Lack of targeting mechanism
- No scoring formula
- No conditionality attachments



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.....Empirical Investigation

2- Planning the ACTION:

Under The World Bank's leadership
WB closely involved in the initial design/extra cautious

- Targeting Mechanism: set up a reliable targeting mechanism
- Scoring Formula: designed the formula based on a household survey
- Eligibility Criteria: All the selection mechanism was set up by the World Bank's team, which is based on their social assessment findings.
- Gender Dimension: Distributing Money to Women and Positive Discrimination Towards Girls



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.....Empirical Investigation

2- Planning the ACTION:

Under The World Bank's leadership

WB closely involved in the capacity building

- Strengthening the institutional foundation of social service provision
“I did not find Turkey to be a hostile context in any way. Turkey had done a magnificent job with the earthquake benefits that World Bank gave in 1999 and very low leakage or infusion in those. Turkey had a bureaucracy and infrastructure in the Social Solidarity Fund that many developing countries completely lack.” (World Bank team member)
- Working closely with the local experts, national team members and with **no resistance** from domestic political actors BUT
“The highly centralized structure of governance in Turkey, as compared to Latin America, which makes the Turkish CCTs adaption and verification procedure quite complicated” (Impact Evaluation Consultant)
- Increasing the bureaucratic capacity within the Social Assistance Foundations,
 - South-south learning—delegation to Mexico



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..... Empirical Investigation

3-Feedback Loops:

- Positive impact evaluations on CCTs’:
 - breaking the intergenerational cycle of poverty reducing poverty
 - increasing human capital, such as increasing investments in health, nutrition and the education of children and their families
 - new “magic bullet” in the fight against poverty
 - positive impact of CCTs on certain socioeconomic indicators of mainly Latin American countries such as Brazil’s Bolsa Familia and Chile’s Chile Solidario
- National Evaluation Reports
 - Evaluating the Conditional Cash Transfer Program in Turkey: 2005-06 Household Survey (IFPRI)
 - 2nd Impact Evaluation (National)
 - positive impacts of the program, such as increasing girls’ attendance at school, empowering women, and improving the general level of health among beneficiaries

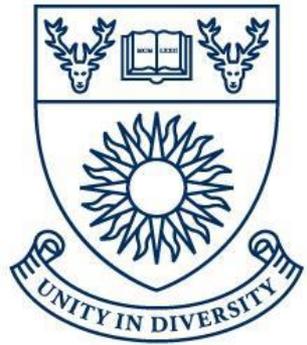


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..... Empirical Investigation

4-Scaling up Learning Processes :

- Building State Capability/Capacity in the area of social protection programs
- Examples/Cases:
 - Emergency Social Safety Nets (ESSN) Targeting Syrian Refugees in Turkey
 - Applications are taken by Social Assistance and Solidarity Foundations (SASFs),
 - Determination of eligibility done by SASFs,
 - Inquiries of criteria related to the specific program done automatically,
 - Payments are calculated by GDSA,
 - Payments are directly sent to the beneficiaries' accounts from the center through integrated software system,
 - Monitoring of specific criteria checked by GDSA automatically
 - Conditional Cash Transfers Education (CCTE) targeting Syrian Refugees with Children



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.....Discussion

1- Local problems local solutions?

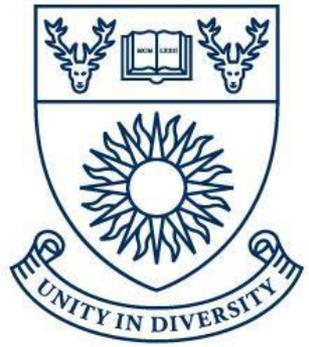
“if these social programs are motivated by local incentives, this may create pressure on the government, and citizens would learn to make rights-based social policy demands. It may also empower the society.” (NGO Leader)

- 2001 Econ Crisis—created a window of opportunity
- BUT still World Bank Project--listed five poverty-alleviation programs that are replications of what other developing countries have done to deal with financial shocks, CCTs—was on the list

2- Assuring authorizing environment?

“it was a strictly technocratic exchange, and the group included people from the Social Solidarity Fund and a bureaucrat from the Treasury, and one person each from the Education and Health Ministries. She pointed out the person from the Treasury who needs to be persuaded since, in the Turkish legal system, the Ministry of Treasury has to approve every loan. An expert from the Ministry of Development also confirms the central role of the Ministry of Treasury, since the institution is the one, which is the most effective on budget issues “

- Increasing state bureaucracy capacity
- BUT highly centralized, highly bureaucratic



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3- Integration of rigorous experiential learning into tight feedback loops?

- Yes BUT partially
- Politically manipulated impact evaluation reports

4- Diffusion of feasible practice?

- Targeting “other” populations
- ECHO funded ESSN and CCTE towards Syrian refugees



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..... Thank You

