

POLICY DIALOGUE ON
SOCIAL PROTECTION IN JORDAN
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Crowne Plaza Hotel (Nabatean room)



*CASH TRANSFERS AND FOOD VOUCHERS FOR
SYRIAN REFUGEES IN JORDAN: DO THEY REACH
THE MULTI-DIMENSIONALLY POOR?*

Ragui Assaad, Alma Boustati, Vishal Jamkar

Introduction

- Cash transfer have been shown to be a highly effective form of aid
 - provides recipients the autonomy and dignity to meet their own needs
 - supports local producers and markets
- Question we examine in this paper:
 - Who gets access to transfers in the context of the Syrian refugee influx to Jordan?
 - Determinants of acces to cash transfer and food vouchers, separately for camp and non-camp refugee population
 - Do the multi-dimensionally poor get adequate access?

Syrian Refugees in Jordan

- Estimates of the number of Syrian refugees vary from 675 to 953 thousand, 7-10% of population
- 19% are in camps, the rest in host communities
- 23% are female-headed HHs vs 14% for Jordanians
- 64% of HHs include children 0-5 vs 41% for Jordanians
- 10% of HHs have someone aged 60+ compared to 19% for Jordanians
- 9% have an absent spouse, compared to 1% of Jordanians
- 38% of Syrian men were working in 2016, vs 55% for Jordanians
- 2% of Syrian women were working, vs 11% for Jordanians

Cash transfers and food vouchers programs for Syrian refugees

- Amount spent on transfers by UNHCR, WFP, and UNICEF in 2016 was \$252.5 mil. (28% of total assistance)
- WFP provides food vouchers.
 - Extremely vulnerable HHs receive \$32 per person per month
 - Vulnerable HHs receive \$21 per person per month
- UNHCR
 - Cash transfers from \$75-\$400 per HH per month depending on HH size
- UNICEF
 - Cash transfers of \$28 per child per month during school term for children registered in double-shift schools
- Access to WFP food vouchers requires registrations with both UNHCR and Ministry of Interior
- Access to UNHCR cash transfer only requires registration with UNHCR

Our data

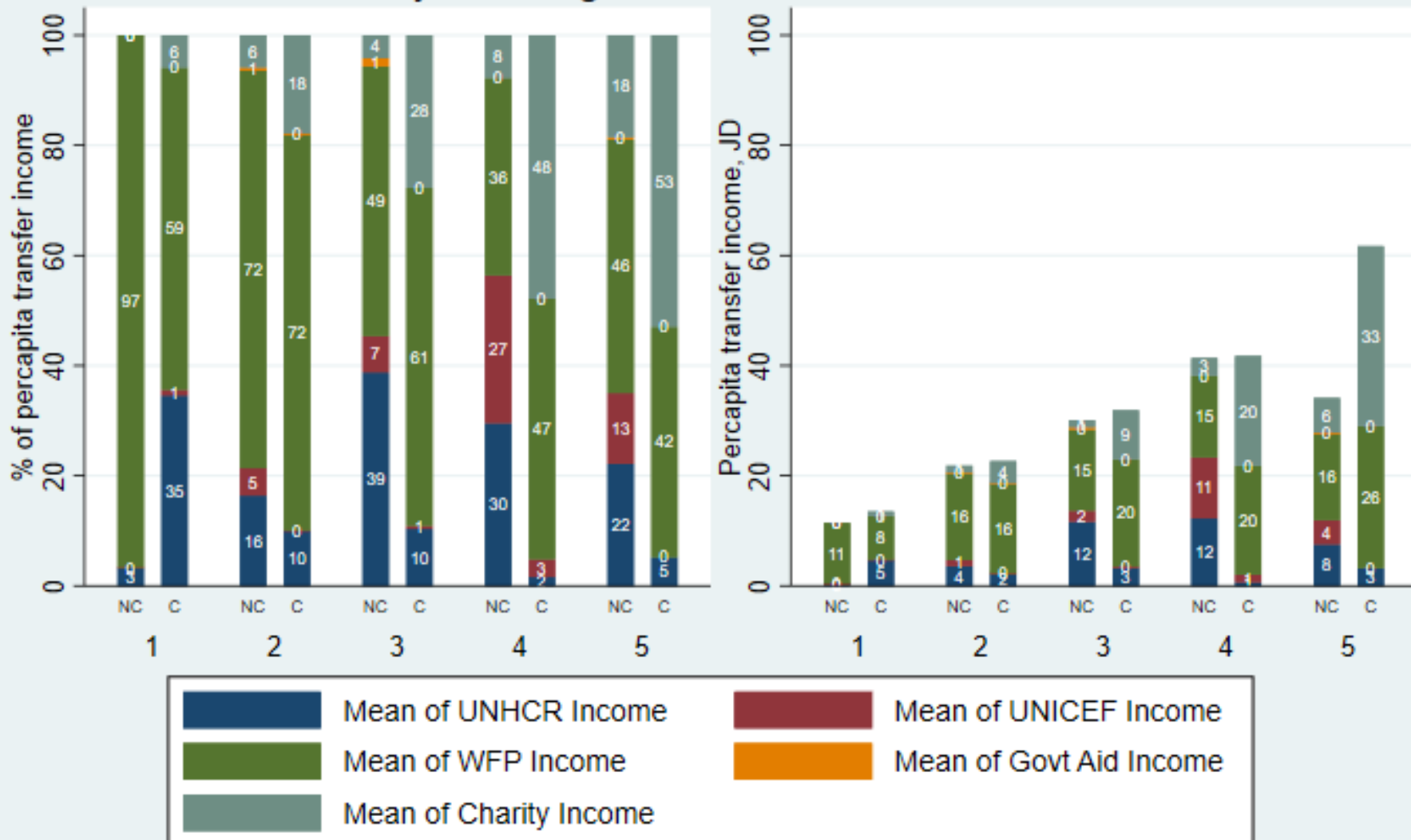
- Most of the analysis is based on the Jordan Labor Market Panel Survey of 2016.
 - Refresher sample that oversamples non-Jordanian population including refugee camps
 - 539 Syrian refugee households, in camps and outside of camps
 - Total sample of 7,729 HHs
- Limited use of Survey of Young People in Jordan 2020/2021

Variable	JLMPS 2016		
	All	In camp	Not in camp
In receipt of cash transfers	0.23	0.34	0.21
In receipt of food voucher	0.75	0.80	0.73
In receipt of both	0.21	0.25	0.21
In receipt of neither	0.23	0.10	0.27
Households with a female head	0.23	0.12	0.27
Households with a disabled member	0.29	0.28	0.28
Households with a head above the age of 60	0.11	0.06	0.10
Households with illiteracy as the highest education	0.07	0.07	0.04
Households with ability to read and write as the highest education	0.46	0.50	0.46
Ratio of children to adults in the household	0.44	0.48	0.45
Ratio of seniors to adults in the household	0.03	0.01	0.02
Households in the lowest wealth decile	0.22	0.72	0.07
Households with no pre-transfer income	0.55	0.66	0.52
Households with no paid worker	0.53	0.66	0.50
Households with food insecurity	0.14	0.34	0.09
Households with crowding	0.25	0.60	0.16
Households in the North	0.47	0.54	0.46
Households that live in an apartment	0.72	0.24	0.87
Sample size	539	366	173

Some descriptive statistics

Transfer income by total income quintile

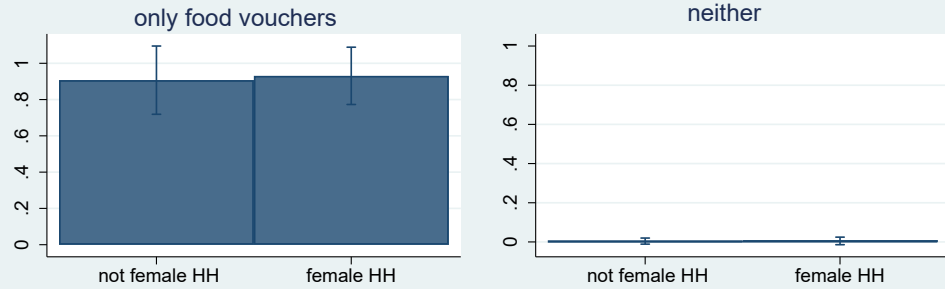
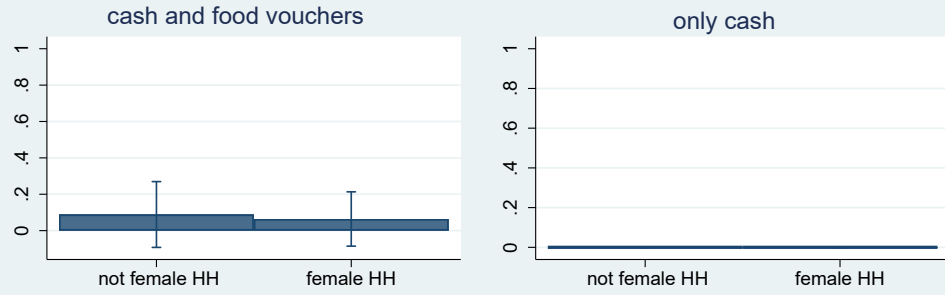
Syrian refugee households in Jordan



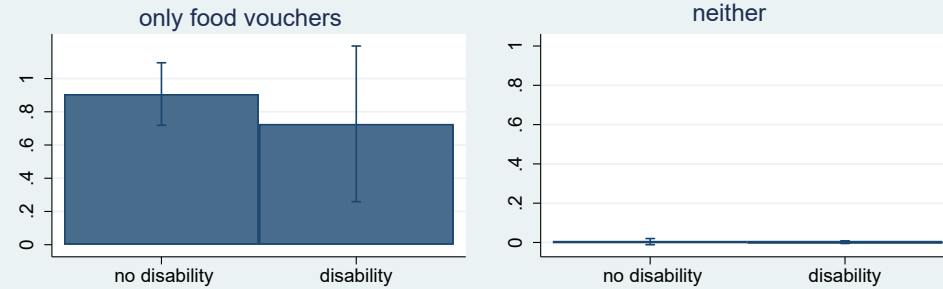
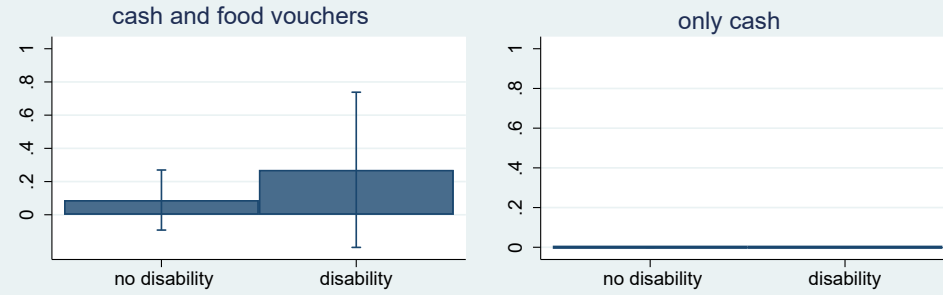
C: Camp, NC: Noncamp; 1: poorest, 5: wealthiest

Variable	Type	Definition
Demographic Variables:		
Female headed household	Dummy	Take value 1 if the household is headed by a female
Household with incidence of disability	Dummy	Takes value 1 if the household has incidence of disability
Household head older than 60	Dummy	Takes value 1 if the household has a household head older than 60
Maximum education in household	Dummy	Takes value 1 if the household has at least one member who has a formal degree (primary education or higher)
Ratio of children to adults in the household	Continuous	Ration of household members under the age of 15 to household members between the age of 15 and 65
Ratio of elderly to adults in the household	Continuous	Ration of household members over the age of 65 to household members between the age of 15 and 65
Economic Variables:		
Household in lowest wealth decile	Dummy	Takes value 1 if the household is in the lowest wealth decile
Household has no workers	Dummy	Takes value 1 if the household has no workers
Household has pretransfer income	Dummy	Takes value 1 if the household has pretransfer income
Household has incidence of crowding	Dummy	Takes value 1 if the household has more than three members per room
Household has incidence of food insecurity	Dummy	Takes value 1 if the household has at least one member skipped an entire meal, did not eat three meals, or ate a smaller meal due to scarcity in the past 12 months
Other Controls:		
Household live in apartment	Dummy	Takes value 1 if the household lies in an apartment
HH lives in the Northern region	Dummy	Takes value 1 if the household lives in the North
Proportion of Syrians in the household's PSU	Continuous	Proportion of Syrians in the population in the household's PSU

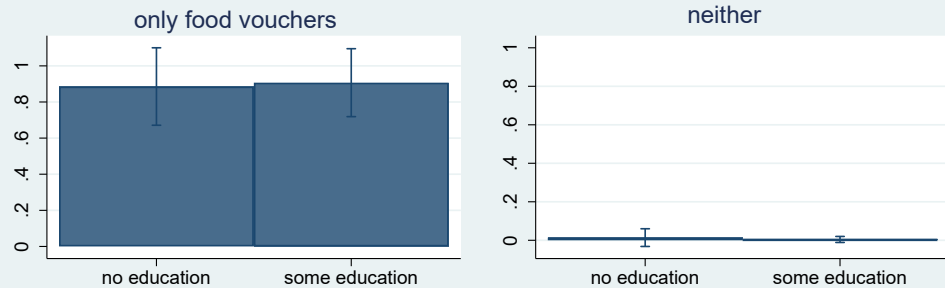
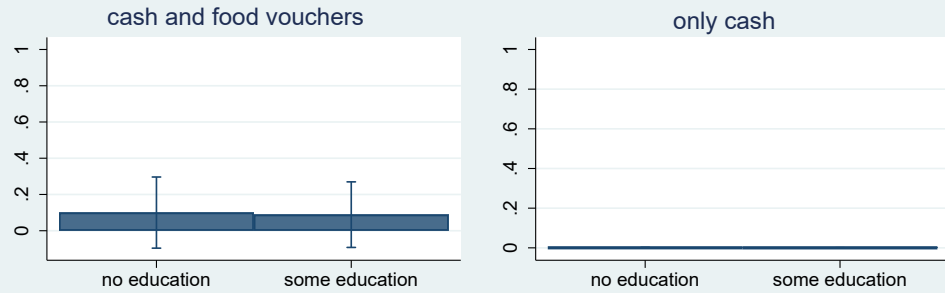
predicted probability for female headed households



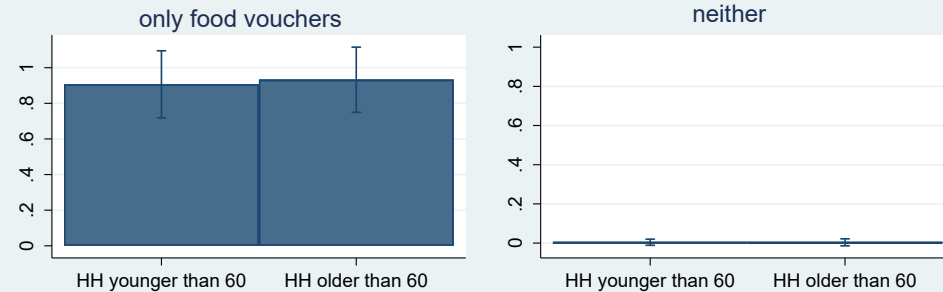
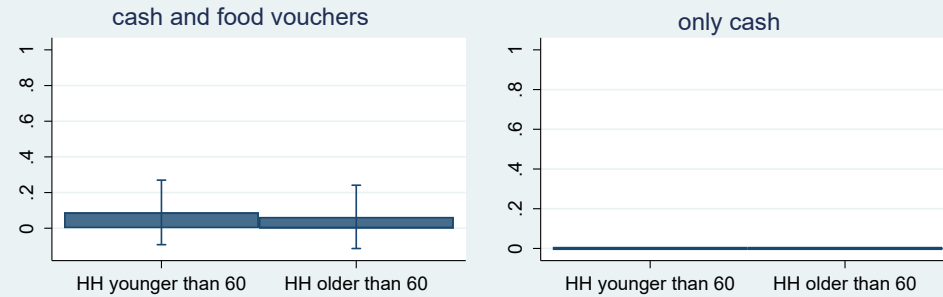
predicted probability for households with incidences of disability



predicted probability for maximum education levels

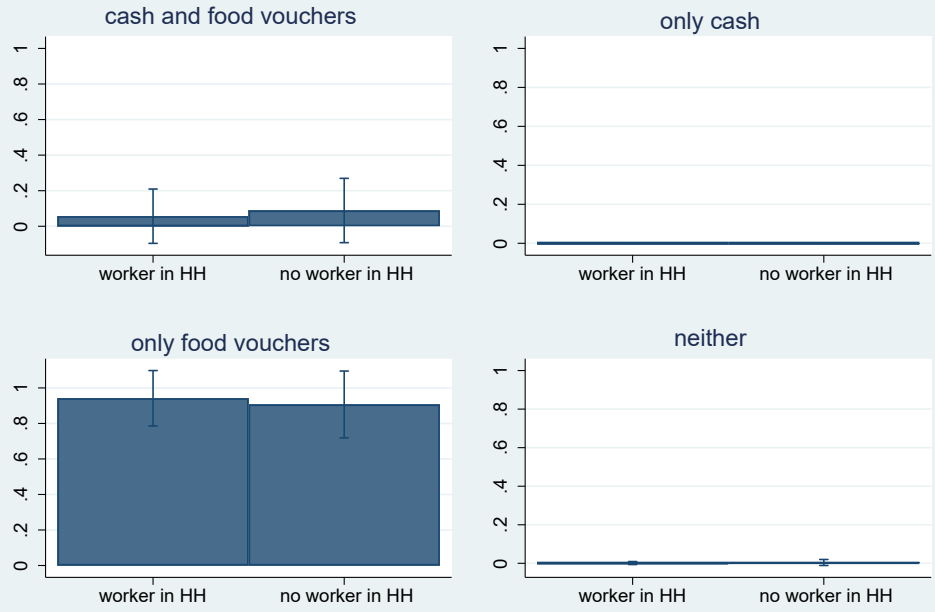


predicted probability for household head older than 60

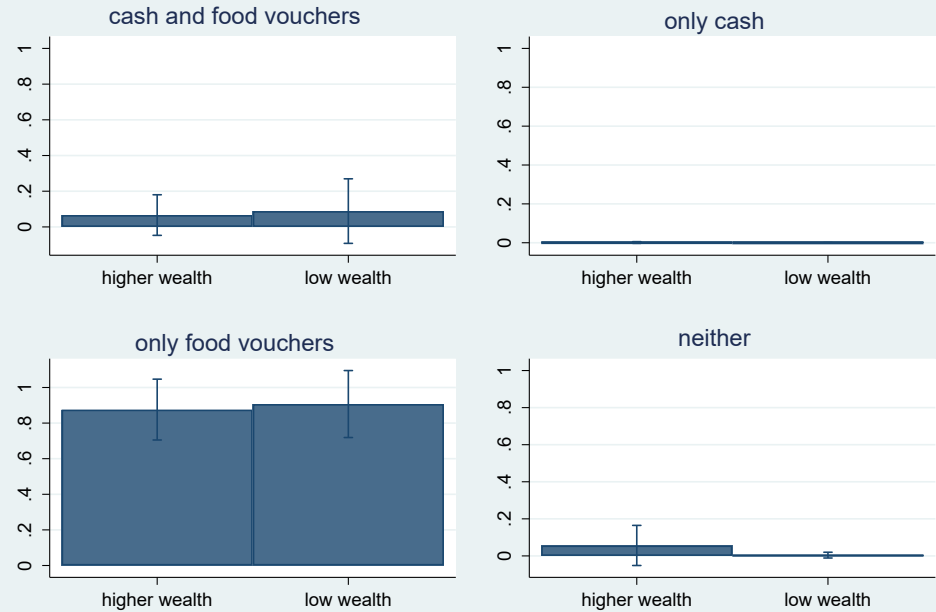


For in-camp refugee populations, most demographic explanatory variables do not have a strong predictive power on who receives cash transfer and food vouchers

predicted probability for households with no workers



predicted probability for wealth



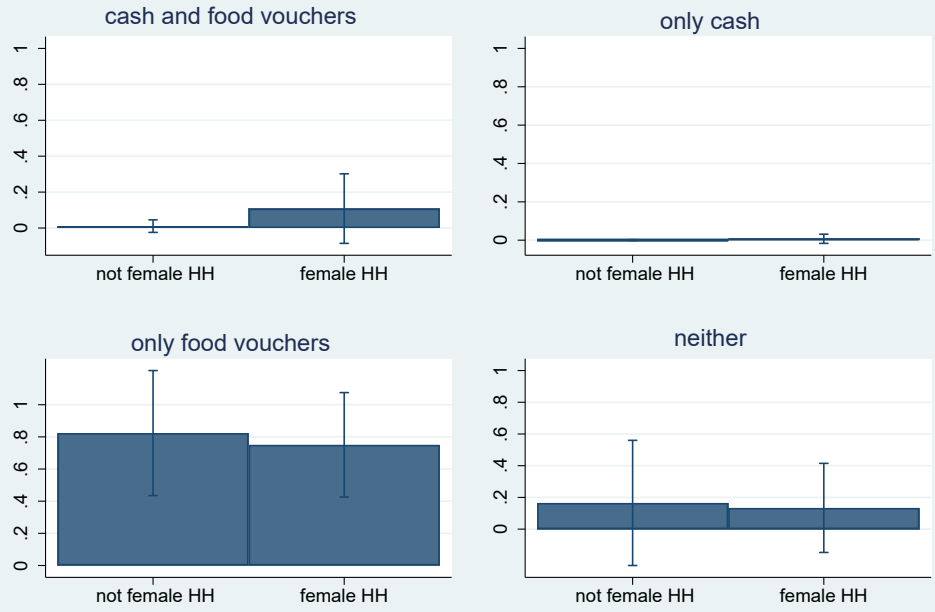
In-camp,
refugee
population

predicted probability for households with no income pre-transfer



Economic explanatory variables have a little more effect on the receipt of cash and food vouchers, but also generally not statistically significant

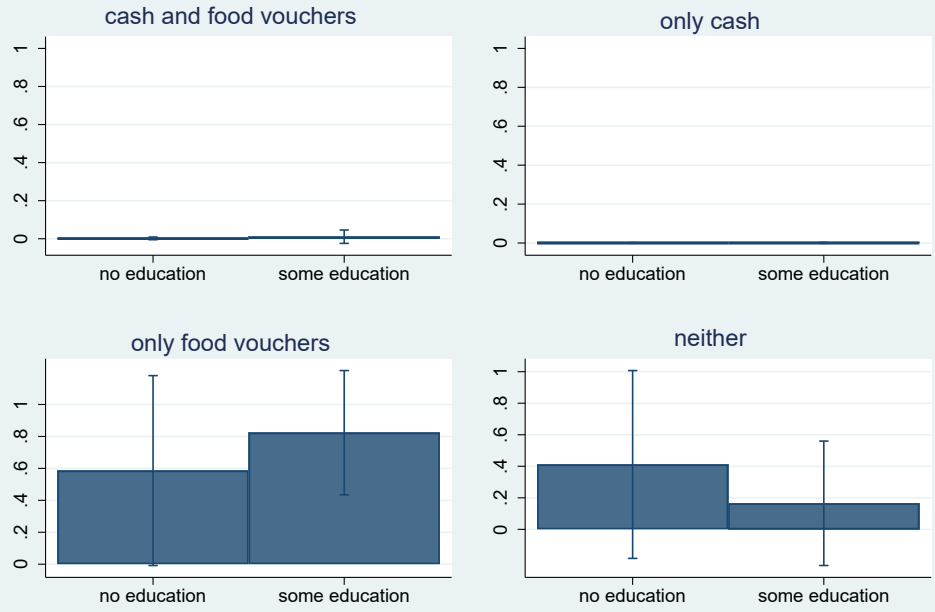
predicted probability for female headed households



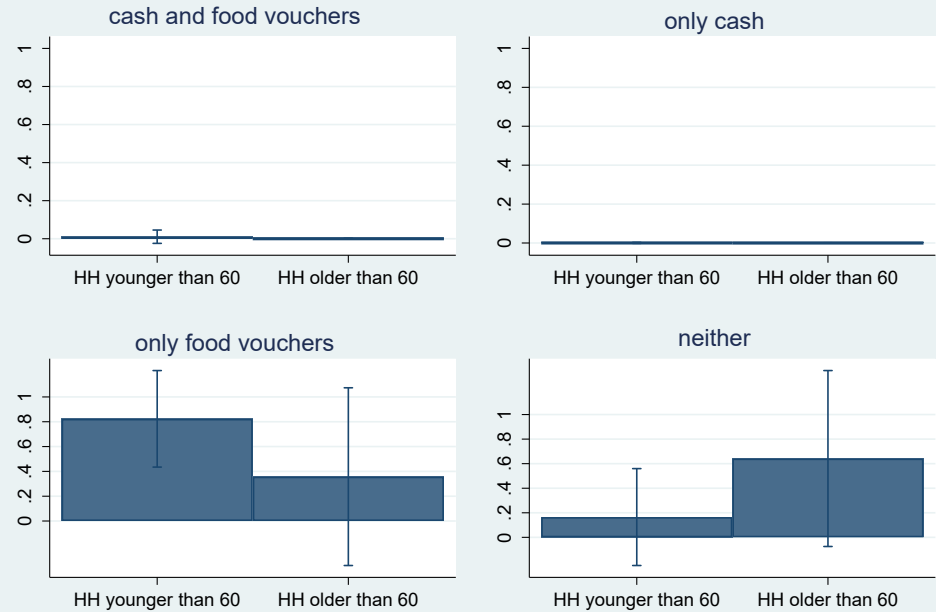
predicted probability for households with incidences of disability



predicted probability for maximum education levels



predicted probability for household head older than 60

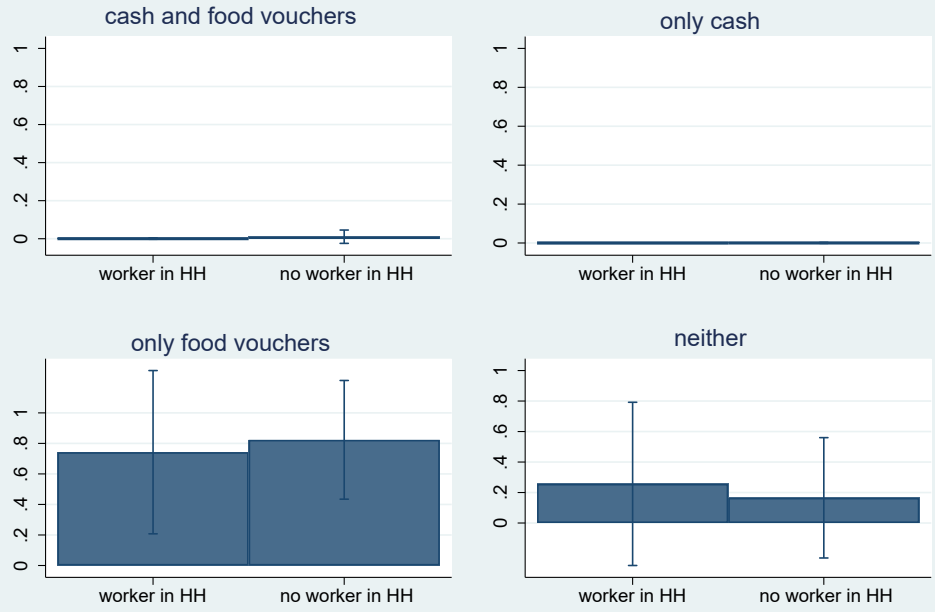


Non-camp population

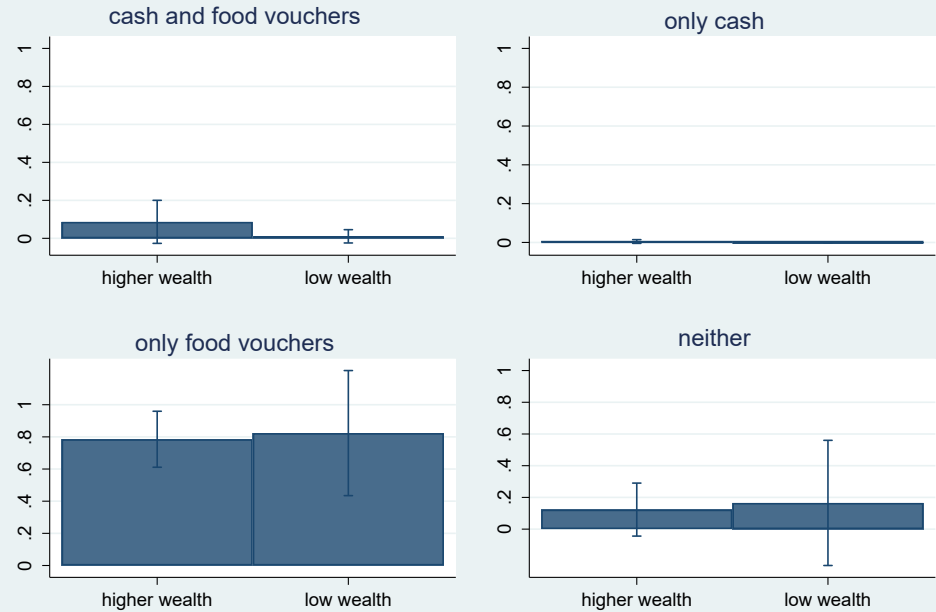
Demographic explanatory variables have more impact on the receipt of transfers.

- Female HHH disability (positive)
- Lack of education and HHH older than 60 (negative)

predicted probability for households with no workers



predicted probability for wealth



Non-camp population

predicted probability for households with no income pre-transfer



Economic variables have a smaller impact on receipt of CT and food vouchers

- Having no worker (positive)
- Low wealth (negative)
- No pre-transfer income (negative)

	In camp				Not in camp			
Predicted Probability of:	Receiving both (P11)	Receiving only cash (P10)	Receiving only food vouchers (P01)	Receiving neither (P00)	Receiving both (P11)	Receiving only cash (P10)	Receiving only food vouchers (P01)	Receiving neither (P00)
Most vulnerable households	0.15 (0.18)	0.00 (0.01)	0.79 (0.21)	0.06 (0.10)	0.17 (0.17)	0.06 (0.11)	0.44 (0.35)	0.33 (0.33)
Least vulnerable households	0.12 (0.11)	0.00 (0.00)	0.83 (0.12)	0.04 (0.04)	0.05 (0.03)	0.00 (0.00)	0.87 (0.06)	0.08 (0.05)
Demographically vulnerable but not economically vulnerable	0.24 (0.24)	0.00 (0.01)	0.70 (0.24)	0.05 (0.08)	0.05 (0.06)	0.03 (0.05)	0.39 (0.25)	0.52 (0.25)
Economically vulnerable but not demographically vulnerable	0.07 (0.08)	0.00 (0.00)	0.89 (0.11)	0.04 (0.06)	0.06 (0.07)	0.00 (0.00)	0.90 (0.12)	0.05 (0.10)

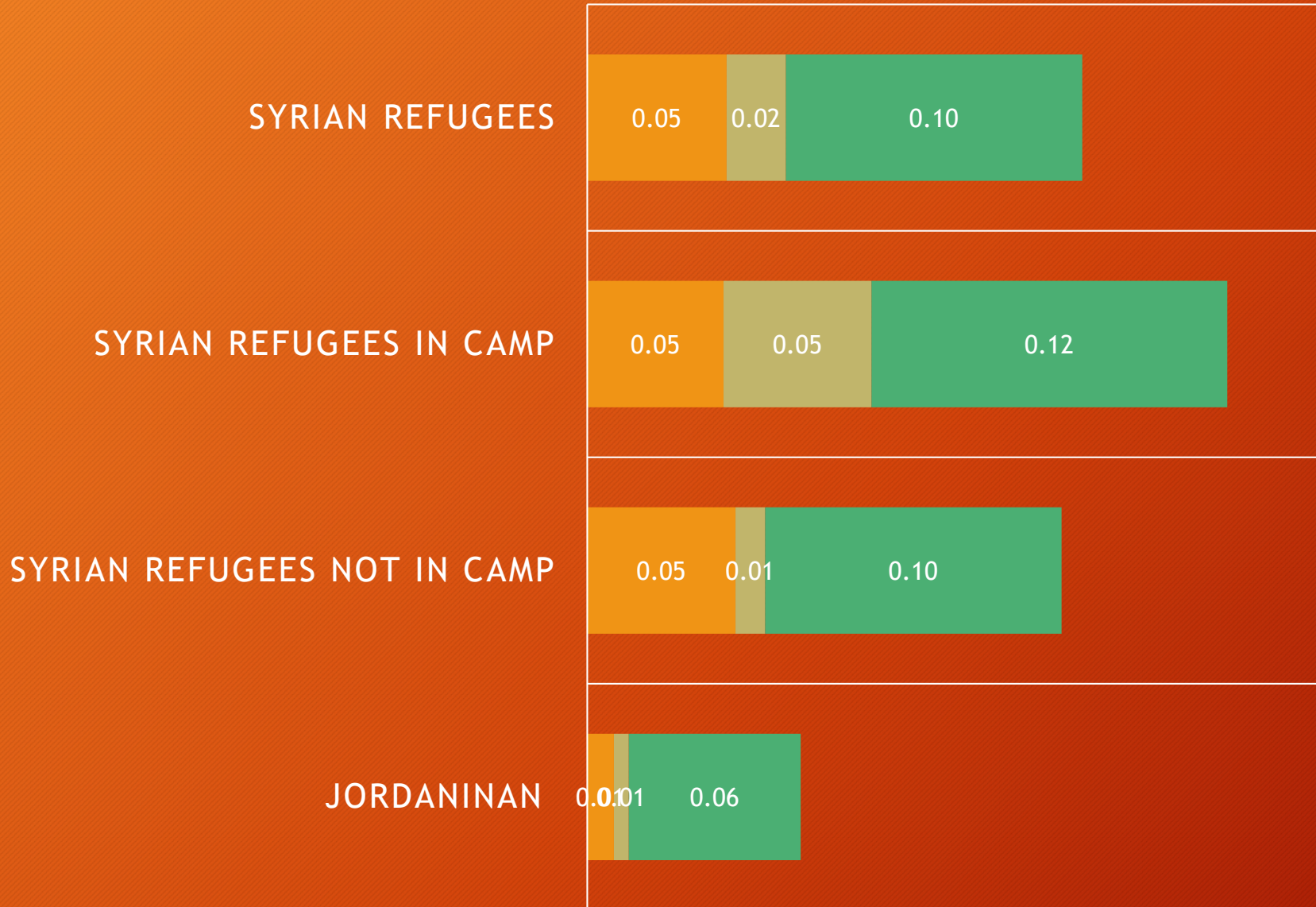
Multi-dimensional poverty and the receipt of cash transfers and food vouchers

Dimension	Variables	Criterion - the household is deprived if	Weight of variable	Overall weight of dimension	Reference
Education	Years of schooling	No individual with more than 5 years of schooling	1/6	1/3	(Santos and Alkire 2011b); (Admasu et al. 2021)
	School attendance	Any child in household not attending school up to class 8	1/6		(Santos and Alkire 2011b); (Admasu et al. 2021)
Living Standards	Electricity	No electricity	1/18	1/3	(Santos and Alkire 2011b); (Admasu et al. 2021)
	Drinking water	No drinking water availability	1/18		(Santos and Alkire 2011b); (Admasu et al. 2021)
	Sanitation	No toilet and sewage facility available	1/18		(Santos and Alkire 2011b); (Admasu et al. 2021)
	Flooring	Low quality floor (wood, dirt, caravan & tent)	1/18		(Santos and Alkire 2011b)
	Asset ownership	Do not own more than one of a group of small assets (radio, TV, telephone, bike, motorbike, or refrigerator) and do not own a car or truck.	1/18		(Santos and Alkire 2011b); (Dotter and Klasen 2014b); (Admasu et al. 2021)
	Cooking fuel	Cooks with charcoal/firewood	1/18		(Santos and Alkire 2011b); (Admasu et al. 2021)
Health	Food security	At least one member of the household has experienced one of the three food insecurities: skipped entire meal, didn't eat three meals, ate smaller meal in last 12 months	1/6	1/3	(Admasu et al. 2021)
	Early marriage	At least one member under the age 65 of the household got married before 18 years	1/6		(Admasu et al. 2021)

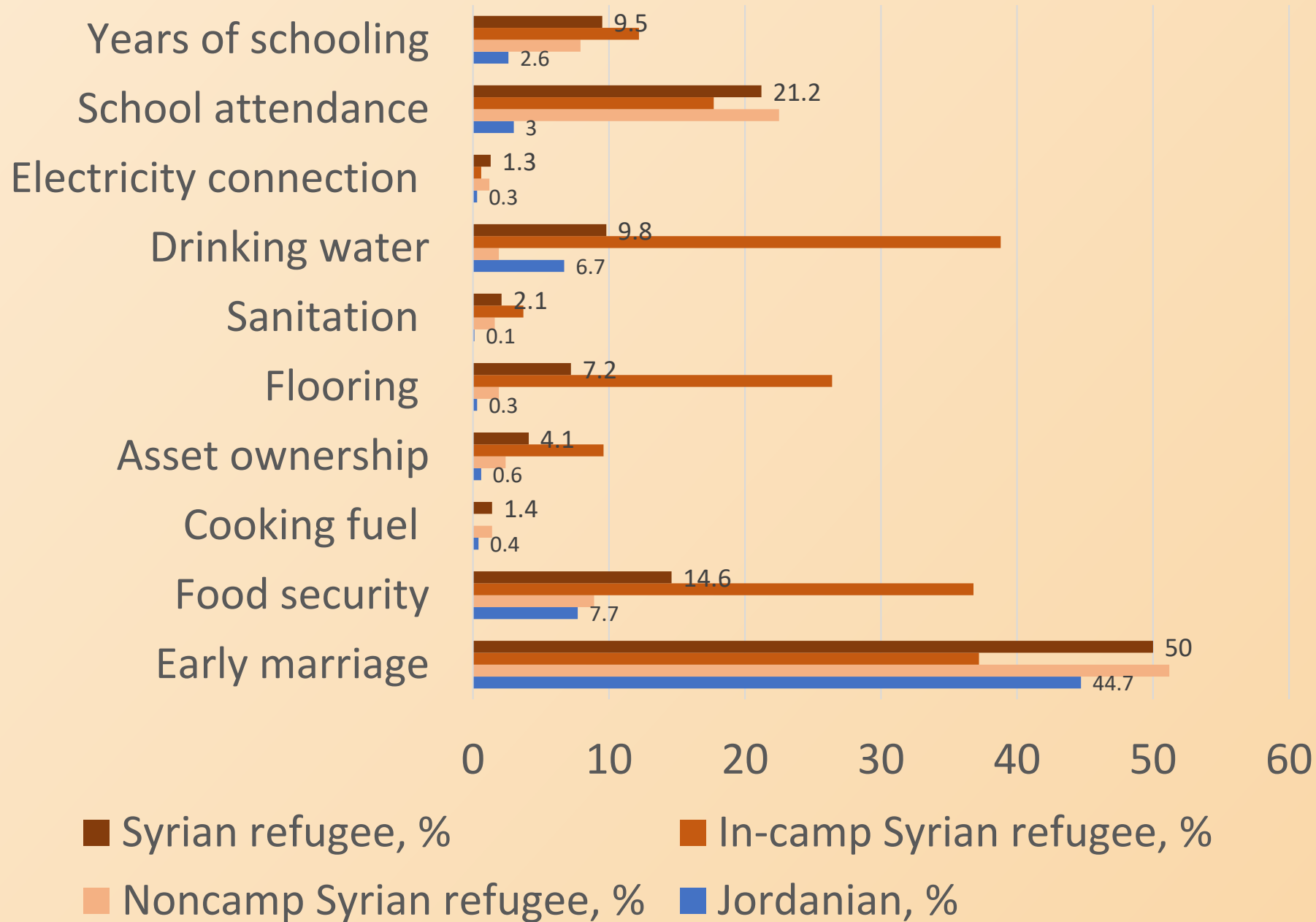
Multi-Dimensional Deprivation Index

- Each dimension gets a score of 0 or 1 depending on whether the HH is deprived along the dimension
- Aggregate deprivation score c_i is a weighted average of these scores varying between 0 and 1
- $c_i = w_1 \times I_1 + w_2 \times I_2 + w_3 \times I_3 + \dots + w_d \times I_d$
- If a HH has a multi-dimensional deprivation score greater than 0.333, they are considered multi-dimensionally poor

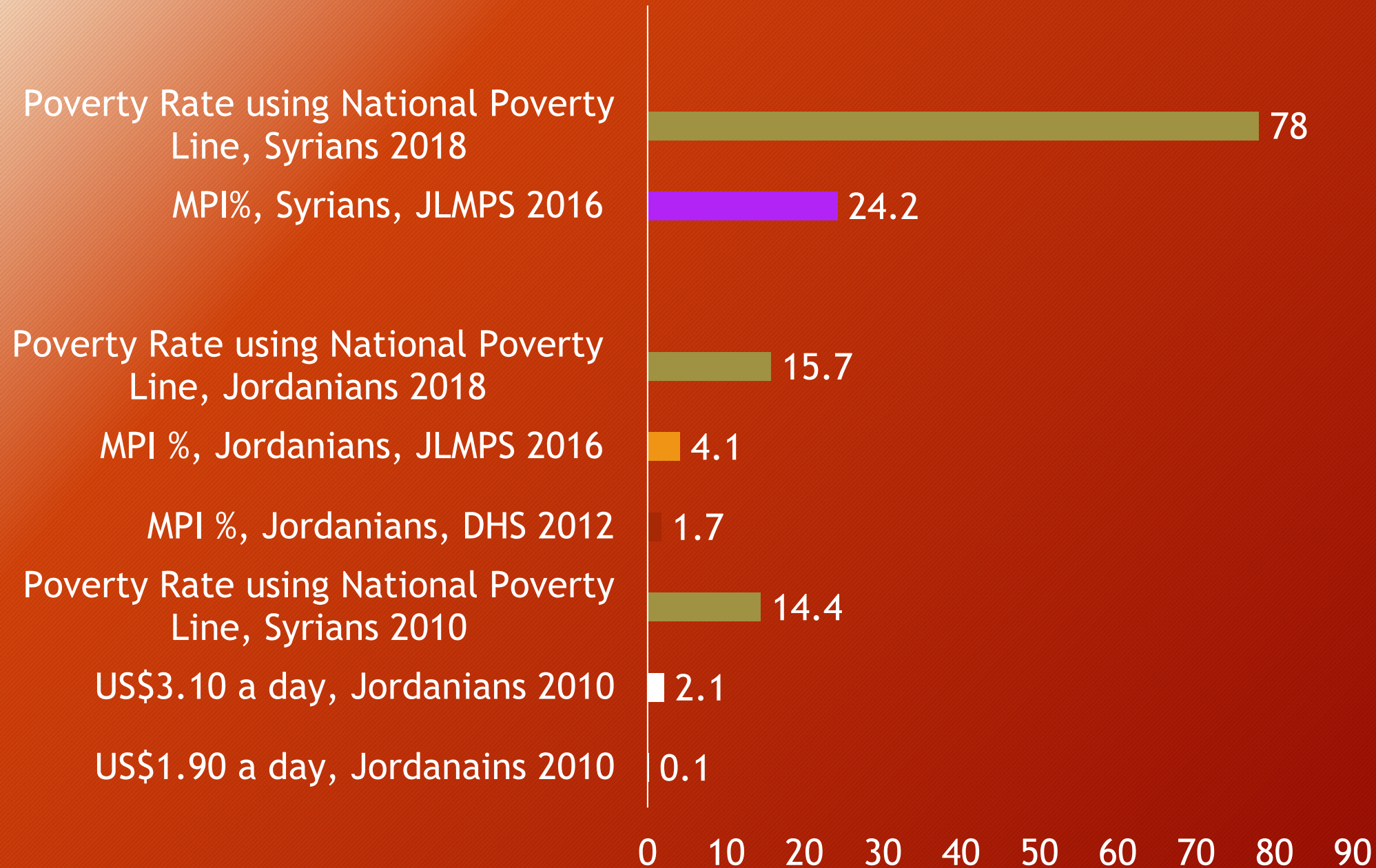
Education Living Standards Health



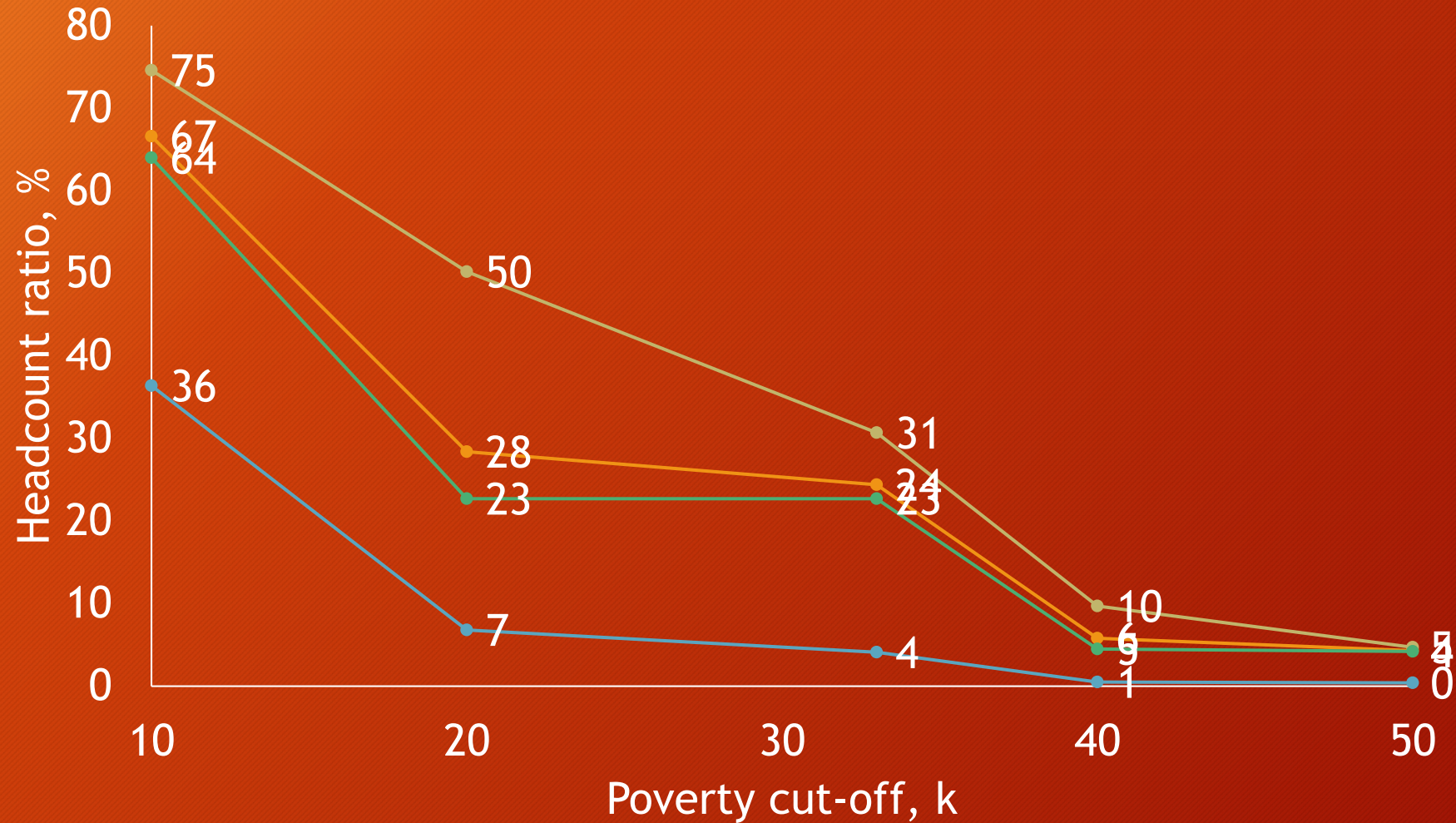
Mean value of deprivation score for different populations of refugees and Jordanians



Comparison of different poverty measures for Jordan



Headcount ratio by MPI poverty cut-off, K

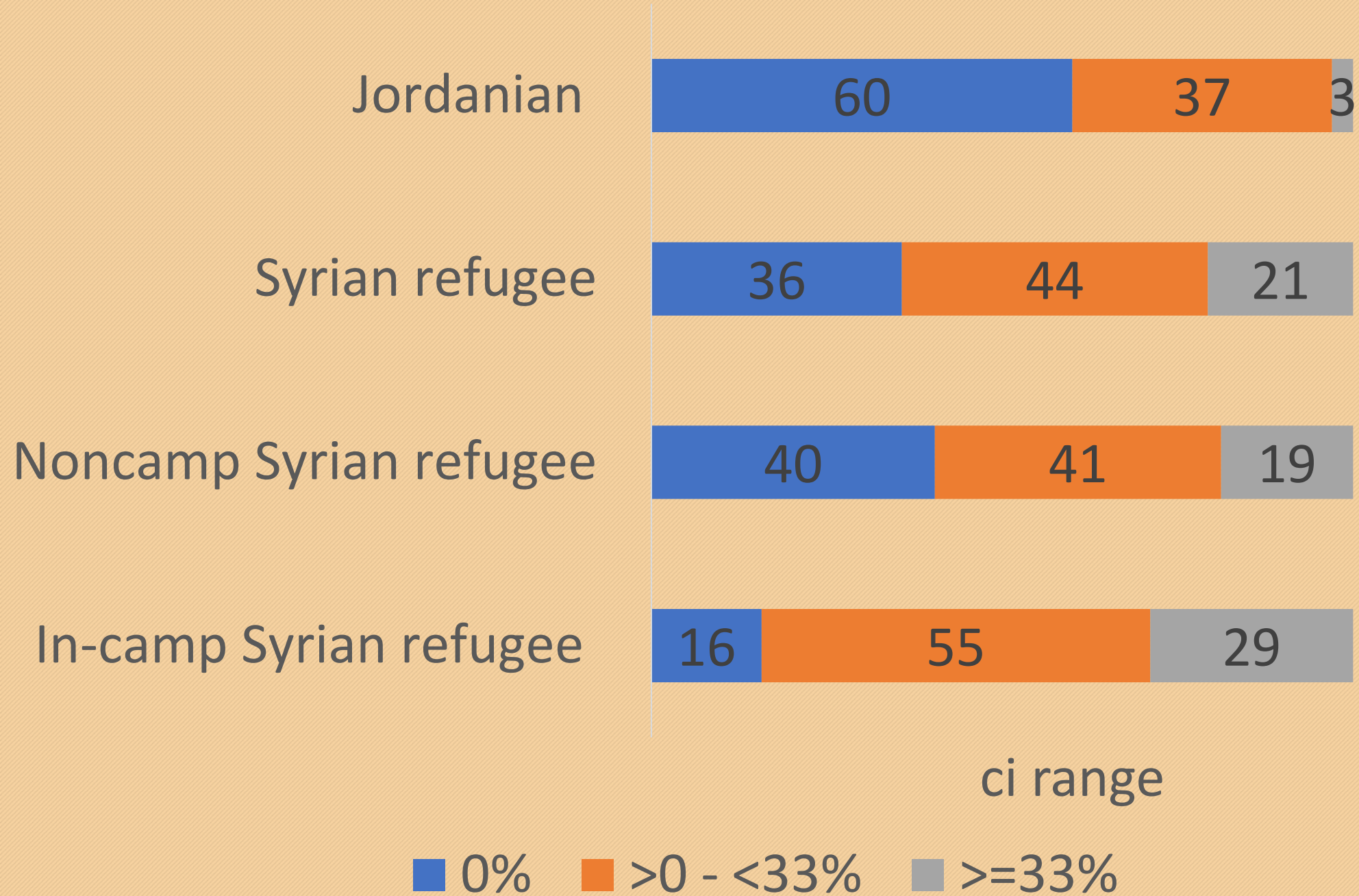


— Syrian refugees

— Syrian refugees in camp

— Syrian refugees outside camp

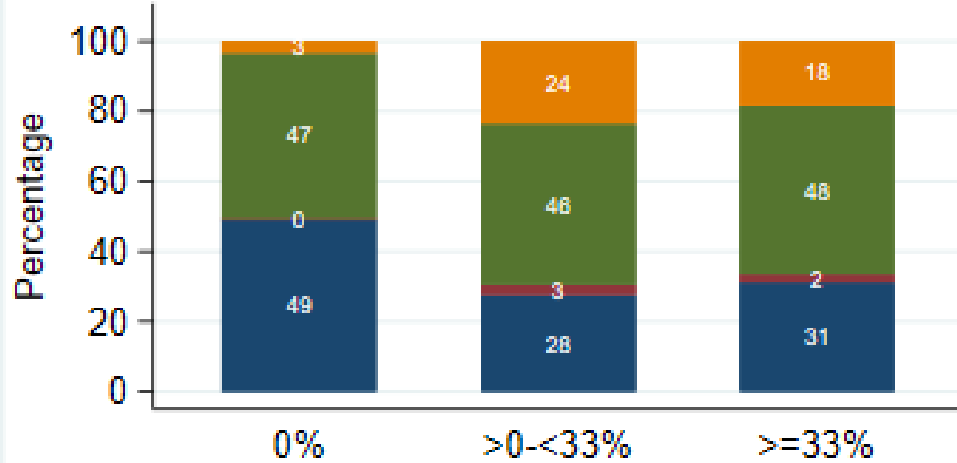
— Jordanian



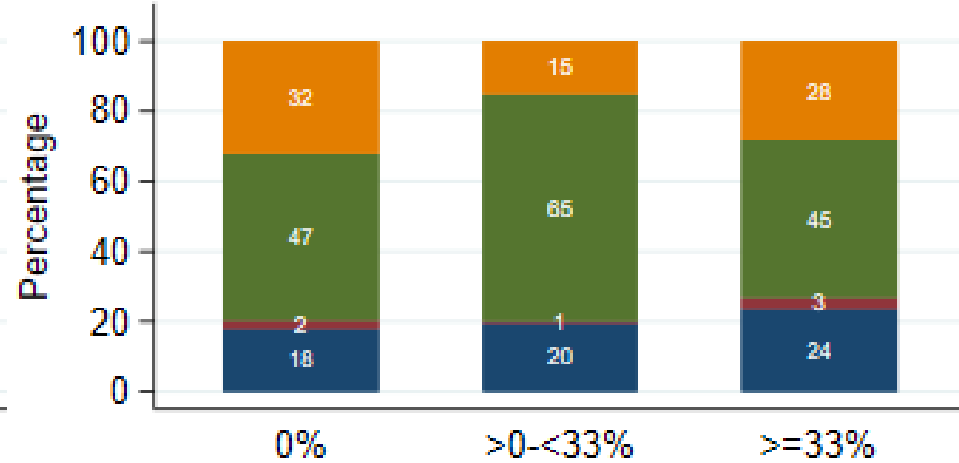
Probability of receiving cash transfer and food voucher

Syrian refugee families in Jordan

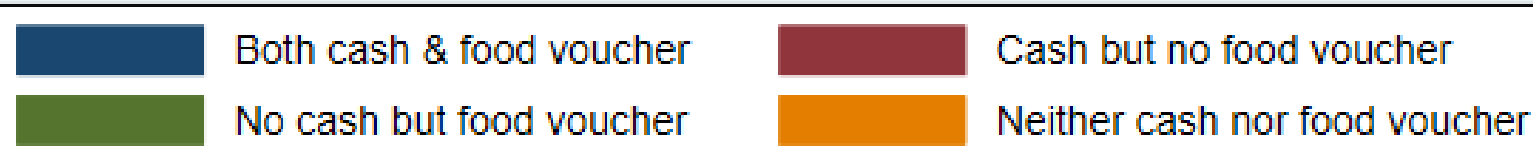
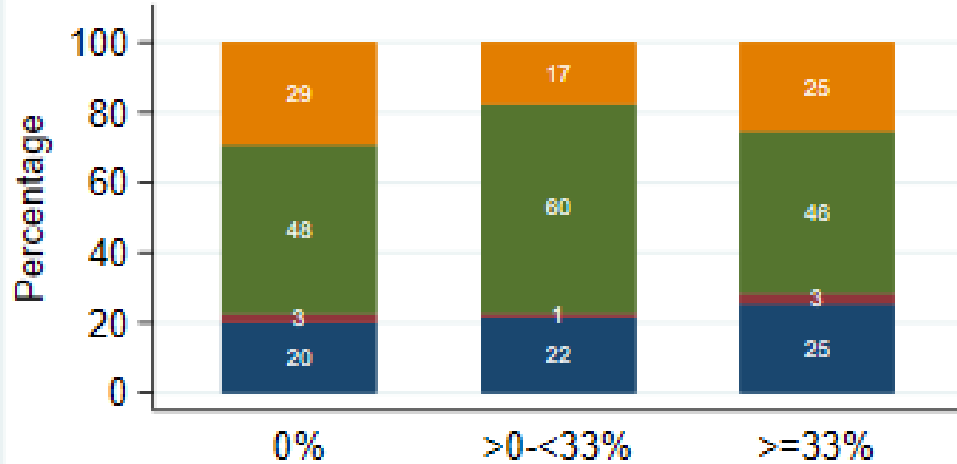
Syrian refugee families in Jordan staying in the camp



Syrian refugee families in Jordan staying outside the camp



Syrian refugee families in Jordan - camp & noncamp



Registration as a barrier to receiving social assistance

- Factors that emerge as important in limiting access to assistance also appear as important in limiting registration for non-camp populations
 - Low education of household members
 - Having a household head older than 60
- When registration is explicitly taken into account in the predictive model, these factor loose significance, suggesting they work, at least partially, through registration

Conclusions

- Food vouchers are almost universal for registered refugees. Cash transfers are not
- Camp-based populations are visible to UN agencies and are better covered with cash transfers
- Cash transfers successfully target some demographically vulnerable HHs outside of camps, but those economically vulnerable but not demographically vulnerable are less well targeted.
- Substantial proportion of multi-dimensionally poor HHs outside of camps (28%) does not receive any type of transfers
- Some demographically vulnerable households, such as those with older heads and no educated individuals, have less access to food vouchers, primarily because they tend to be non-registered.