



## Mapping of Cash and Voucher Assurances (CVAs) in Türkiye in 2023

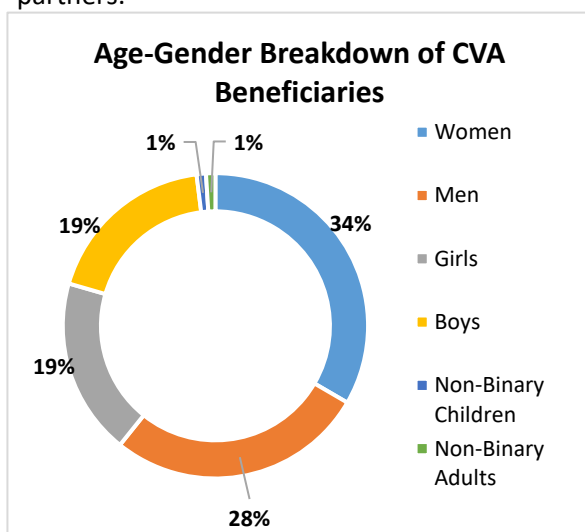
Cash-Based Interventions Technical Working Group (CBI TWG) published this document to share a summary of the findings of Mapping of CVAs in Türkiye in 2023, along with the background information and purpose (Annex A). Further findings of the mapping and detailed programme information can be found on the online interactive dashboard, currently available in [English](#).

**Overview:** The exercise of Mapping of CVAs in Türkiye in 2023 captured information on **77 programmes by 28 organisations**, 42 of them being designed for the earthquake response, 15 of them repurposed to respond to the needs derived from the earthquake and 20 of them are outside the earthquake response. Out of 77 projects, 35 projects were reported by National NGOs, 22 by INGOs and 20 were reported by UN Agencies.

The mapping also captured information related to **14 nationwide projects** implemented by TRC, UNFPA and UNHCR. These include SSN and projects related to cash for protection, cash for basic needs, higher education and winterisation. The existence of diverse CVA projects aiming at national coverage is encouraging; on the other hand, sectors should further analyse whether these interventions adequately meet the needs and are capable of practically addressing the gaps, specifically in regions that have commonly experienced limited presence of support such as provinces of Central, Northern and Eastern Anatolia.

In general, support **coverage in Türkiye** mainly concentrates on SET due to EQ response, Ankara, and the metropolitan cities of Marmara and Aegean provinces and 34 provinces are directly targeted by partners. The current round of mapping exercise found some promising examples including the geographical expansion of cash-based interventions under Protection and Basic Needs sector such as CVA in Van and Ağrı provinces. As mentioned above, this is not the case in all sectors and also in other regions of Anatolia. Moreover, the CVA programmes also spread to neighbouring provinces of 11 EQ affected provinces, including Mardin, Diyarbakır, Elazığ, Sivas and Kayseri. For example, complementary cash-based interventions basic needs support coverage mostly focuses on SET, resulting in gaps in other areas.

The number of **CVA recipients** indicated as 6.96 million. It should be noted that these numbers do not capture unique beneficiary figures as it is possible for one beneficiary to receive more than one cash support in the 2023 period considering the EQ-specific assurances provided by partners.

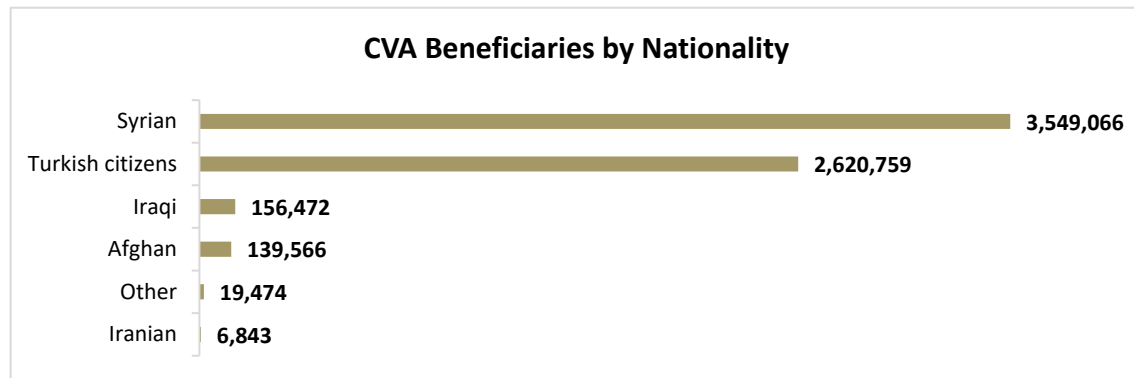


Overall **budget** of CVAs in Türkiye stated as \$2.04 billion. The specific EQ-related responses contributed to the higher level of overall CVA budget in 2023. Overall, \$1.56 billion budget was designed for EQ response and additional \$66.2 million was repurposed to respond to the needs derived from the EQ.

**Age and gender breakdown** indicates that women (33.9%) received more CVA assistance when compared to men (27.8%) girls (19%) and boys (18.9%). Women received almost 9% more assistance in

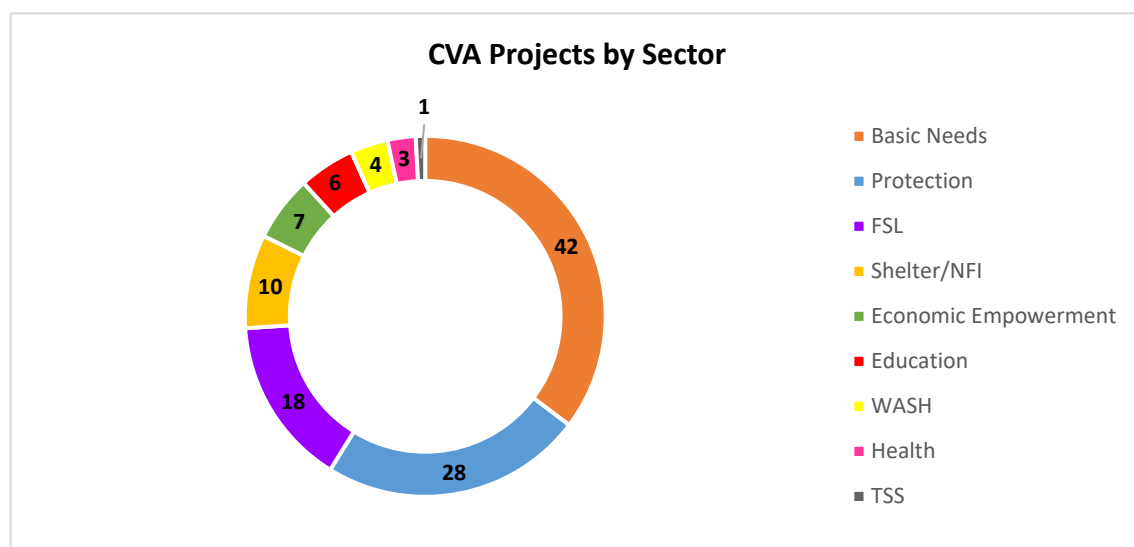


2023, in comparison with 2022-2023 mapping. On the other hand, 6958 non-binary children and 5401 non-binary adults were provided with CVA in 2023.



Mapping brings out that **nationality breakdown** of the beneficiaries of the cash-based interventions across sectors are expectedly reflecting the population size of different groups; Syrians (55%) being the highest number of beneficiaries, followed by host community members (40%), Iraqis (2.5%), Afghans (2%) and Iranians (<1%). Other nationalities targeted include nationals of Angola, Bangladesh, Cameroon, Central Africa, Djibouti, Eritrea, Ethiopia, Guinea, Mali, Morocco, Pakistan, Palestine, Republic of the Congo, Russia, Senegal, Somalia, Sudan, Ukraine and Yemen. There is a significant increase in the number of host community members receiving assistance reaching over 2.5 million due to the EQ response while 59.043 and 83.313 host community members were targeted in 2021-22 and 2022-23 periods, respectively.

**Brief Description of CVAs in Türkiye:** Based on the **sectoral breakdown** of CVAs in 2023, most projects are reported under **Basic Needs** (42), followed by Protection (28), FSL (18), Shelter/NFI (10), Economic Empowerment (7), Education (6), WASH (4), Health (3) and TSS (1). Within the scope of Basic Needs CVAs, including Shelter/NFI, approximately 5.4 million beneficiaries were reached and almost 50% of reached beneficiaries were Turkish nationals. As a result, almost all the Turkish nationals reached with CVA in 2023 is reached under Basic Needs sector. Protection sector provided cash for protection to over 614.000 beneficiaries. Basic Needs being the top sector for CVAs is unsurprising noting the increasing needs due to the EQ and increase in the provision of Multi-Purpose Cash Assistance (MPCA).





In 2023, 46 MPCA programmes are reported for CVA Mapping which is the type of CVA that reached over 6.5 million beneficiaries. MPCA is widely preferred by partners last year as this modality can cover Basic Needs and other sectoral needs derived from the EQ in an effective and swift manner. [Joint Market Assessment Round 2](#) that was conducted by CBI TWG members in November 2023 revealed that markets and FSPs in the EQ zone is available and functional. Therefore, CBI TWG also recommended provision of CVA in the region with an emphasis on the advantages of providing MPCA rather than providing in-kind assistance.

In 2023, 63 CVA programming in **rural contexts** has conducted while 64 programmes designed in a way to cover urban context, 9 programmes covered Temporary Accommodation Centres and 3 programmes covered temporary settlements. It should be noted that one programme can cover more than one context.

When we look at the **appealing situation**, 34 projects appealed under 3RP while 43 did not and 30 projects are appealed under Flash Appeal which is specifically created for determining funding needs for the EQ response. Of the 77 programmes reported for CVA Mapping, 48 of them reported to Activity Info as well and 28 of them can be reached through Services Advisor that is a platform for persons in need and partners can find the geographical coverage and other related information regarding existing programmes in Türkiye. Partners are recommended to follow monthly reporting deadlines to Activity Info and provide regular information for the sake of the recognition level of their programmes and monitoring of programmes' progress. Partners are also encouraged to update their programme information on Services Advisor regularly.

**Financial Overview:** The dashboard provides information on **fundings** provided for CVA projects in Türkiye.<sup>1</sup> In 2023, ECHO provided \$626 million funds million to SGDD-ASAM, DRC and TRC while approximately \$626 million funds provided to TRC by USAID for the Collective Kindness Project. Other donors include PRM, Canada Government, Netherlands Government, Danish International Development Agency, Swiss Agency for Development and Cooperation (SDC) and private donors (foundations, individuals, etc.).

Regarding **types of CVA support**, a slight decrease in the overall number of programmes providing **regular** cash assistance (31%) was recorded, but **one-off** support remained as prevalent as before. One-off cash assistance projects accounted for around 69% of all CVA programmes (53) captured in this round of mapping. This increase in the number of one-off programmes is explained by the EQ response. For example, a lot of Basic Needs CVA projects (33) provided during 2023 most of which are provided in the EQ-affected provinces.

In the context of **duration**, majority of programmes take beneficiaries seasonal/short-term (53, approximately 66% of projects captured) with seasonal programmes such as those relating to support for agricultural workers or winterisation support, which are mostly under Basic Needs sector and the EQ-specific programmes.

**Conditional and unconditional cash** assistance projects differ in terms of the numbers of CVA programmes mapped under each category. In 2023, partner provided beneficiaries with 66 unconditional and 11 conditional CVA programmes. Since the purpose of the conditional cash projects is to induce predetermined behavioural changes in beneficiaries expected to enhance certain positive characteristics such as resilience, they are mostly observed in sectors such as EE and Education. Conditions for these programmes include attendance/excellence in higher

<sup>1</sup> It should be noted the figures captured in the dashboard are approximate figures and if more precise information is needed, relevant donor agencies should be contacted directly.



education, business establishment/development, attendance/completion of vocational training, etc.

Nearly 70% of CVA programmes utilised **unrestricted cash** generally used under Basic Needs sector (31) projects as restriction in this respect aims to have the cash assistance spent in a certain way conducive for meeting predetermined needs. On the other hand, 11% of the programmes utilized partially restricted cash under Basic Needs sectors, EE and Protection sectors and 19% adopted **restricted cash** more prevalently under FSL sector. Restricted programmes are generally restricted to the purchase of food, hygiene/sanitary items, clothing, business materials, expenses of legal aid, agricultural supplies and rent.

Various **transfer mechanisms** are used satisfactorily in Türkiye context because many organisations need to utilise more than one mechanism considering how many different groups they target. For instance, since Protection sector partners reach out to a wide range of beneficiaries, various transfer mechanisms can be deployed under a single programme. Cash partners in Türkiye are experienced in several forms of transfer mechanisms and inter-agency coordination works to facilitate transfer of this technical knowledge. In 2023, most utilized transfer mechanisms are e-vouchers (21) including A101, BIM and LC Waikiki vouchers. As a novelty, financial service providers such as NAGIS and GeniusTags are also employed by partners within the context of the EQ response programmes. Using prepaid cards (18) such as PTT and Ziraat Bankası cards and transfer to accounts pre-owned/opened by the beneficiaries (13) and beneficiary-named accounts (i.e., KızılayKart) (12) are also among the widely used transfer mechanisms.

In the mapping findings dashboard, taking the average **transfer value** for one-off MPCA assistance projects is around TRY 5.995 which is in line with the MPCA Guidance provided by CBI TWG. It still should be noted that there are various sectoral nuances and distinctions that can only be gauged by dedicated sector analyses. For instance, while Basic Needs sector partners provided an average of TRY 6.300 for one-off MPCA, FSL sector provides around TRY 2.800 based on the identified needs.

Basic Needs sector CVAs' transfer values are generally determined based on specific frameworks such as Minimum Expenditure Baskets (MEBs), particularly that estimated through TRC and IFRC's calculation methodology in the context of SSN assistance. In this sense, drawing on market research would benefit Basic Needs CVA projects to a great extent, such as referring to Joint Market Analysis<sup>2</sup> that was conducted for two rounds in May and November by CBI TWG in 2023. In addition, CBI TWG provided an [MPCA Guidance](#) to partners who are willing to provide MPCA especially in the EQ zone.

Average for the regular **MPCA transfer value** is calculated as TRY 3.200 which is also in line with MPCA Guidance prepared by CBI TWG indicating that TRY 3.000 should be provided to beneficiaries for two months. In addition, 3 programmes provided a top-up value with an average of TRY 2.500 to their MPCA beneficiaries. Average one-off MPCA transfer value is calculated as TRY 5.995 which is close to CBI TWG guidance value of TRY 6.000.

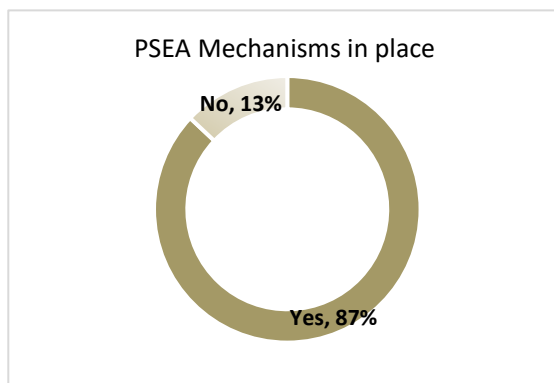
Partners are also asked how they identify transfer values for their programmes. Majority (38%) indicated that they conduct programme-specific calculations and 35% directly took CBI TWG guidance on transfer values to their programmes while 15% aligned their assistance with the line ministry and 10% adopted respective sectoral guidance on the transfer values while deciding on the transfer value for their programmes.

<sup>2</sup> [Joint Market Assessment Round 1](#) (May 2023) – [Joint Market Assessment Round 2](#) (November 2023)



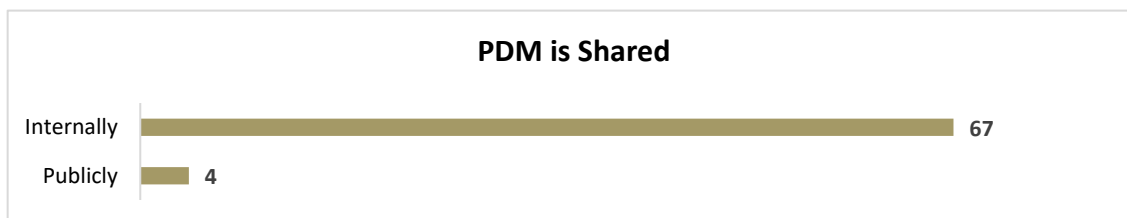
Additionally, MPCA providing partners were asked if they are adjusting their transfer amounts with respect to exchange rates and an overwhelming majority (73%) indicated that they do not adjust the transfer amount. CBI TWG concluded that there should be more recalibrations for fixed transfer amounts since these were able to cover less and less of the needs of beneficiaries in 2023 due to high inflation, other economic stagnation trends and the earthquakes happened on February 6<sup>th</sup> in Türkiye.

**Accountability:** 93% percent (72) of all CVA programmes mapped in the round of 2023 has **complaint mechanisms** in place. **Complaint channels** include rather common ones like *call lines, e-mail, complaint box, in-person counselling*, etc. and also some less prevalent methods such as deploying *community focal points* (14%, 10) who are trusted community members provided with relevant trainings helping organisations get community feedback during the entirety of their CVA projects and postal mail (11%, 8).



In the latest round, partners were also asked whether their projects incorporate **PSEA mechanisms/safeguards**. The response of around 87% (67) of the projects in this regard was positive. This marks a significant increase when compared to previous years and indicates that this is positioned to be a significant area of priority for 2024 as PSEA risks can be highly salient in cash support contexts.

Over 92% (71) of CVA programmes mapped conduct **post-distribution monitoring (PDM)**, marking a significant increase when compared to last round in which only 59% of the programmes had PDM. Most of the programmes that has PDM in place prefers to keep the results strictly internal (67), hindering the potential benefits that may be reaped with greater information sharing and mutual learning. Partners were encouraged to conduct PDMs for their CVA projects and share their finding and lessons learnt as much as possible. For example, some partners are developing their own analytical frameworks for evaluation reports based on PDMs that can be publicly shared. As PDM reports can sometimes get too detailed to be meaningfully shared with everyone, sharing at least reports on summary findings and analytical frameworks expounding on lessons learnt conducive for effective and well-coordinated PDM processes in this way is advocated for as a good practice. Partners are advised to prepare their own learning materials based on information captured in their PDM processes and disseminate these in relevant coordination platforms. CBI TWG also provided guidance on PDM that can be reached via [this link](#).



Even though most programmes have a functioning **M&E system** (93%, 72), considering the importance of this aspect, there is still several programmes (7%, 5) without such a system in place. This issue needs to be further tackled within 2024 and in the coming years as well. Most utilized methodologies for M&E include survey (individual or family interviews/face to face)



(57), phone survey (54), FGDs (29) and key informant interviews (23). The frequency of M&E indicates that partners prefer monthly (41), quarterly (16) and yearly (10) data collection.

**Targeting:** With respect to **CVA programmes by vulnerability**, unsurprisingly vulnerabilities related with decreased/lack of financial capacity to meet basic needs is the top category in line with the current recessionary economic context, followed by vulnerabilities related with dependency, reflecting the change in partners approach towards adopting solutions of self-reliance more and protection vulnerabilities including comes as third most targeted vulnerability. This indicates a significant shift in the pattern of vulnerability targeting in the context of CVAs because protection related vulnerabilities were the most targeted in the previous rounds and this trend has been changing for two consecutive rounds. The ongoing economic challenges in Türkiye may have been responsible for this by making basic needs and livelihoods challenges even more visible. Analysis also shows that more than half of the CVAs target more than one category of activity, and this is also supported with number of unrestricted cash programs available in Türkiye.

Although there is a limited amount of cash for health program in Türkiye due to the presumption that health costs are mostly covered by public institutions, mapping analysis show that there are 30 CVA programmes targeting health related expenses, 19 does so through multi-purpose cash assistance. In this context, understanding the expenditures of household in sector and questioning whether existing multi-purpose unrestricted cash supports are adequately meeting considering the health expenditures. If unaddressed health costs are taking a bigger share in household expenditures than expected, beneficiaries might be forced to choose between their health expenses and other basic needs.

In terms of **required documentations**, FID Card or passport, disability report, MERNIS registration paper, business registration documents, house damage report and social security transcript documents are required for registration to programme. It should be noted that most of the programmes did not require any specific documentation to qualify as a beneficiary.

Partners adopted various **methods to prevent overlaps** such as conducting household/individuals surveys and assessments (37), information sharing through working groups (34), as well as bilateral meetings (32), geographical targeting (28) and cross-checking beneficiary lists with other CVA programmes (21). Of those 21 programmes that chose a **cross-checking programme**, 10 programmes crosschecked their beneficiary list with SSN beneficiaries while 7 programmes crosschecked their programmes through UNHCR cross-check mechanism that was created for winterisation support conducted for 2023-2024 winter period.

**Programme Details:** In this round of mapping, the dashboard also includes a programme details page, which was inserted in the dashboard in the previous round. This gives the opportunity to filter by province and seeing all relevant CVAs in a specific area in detail. Partners are encouraged to benefit from this function to better understand the current support provided and see the gaps, which may help with their implementation by avoiding overlaps and addressing gaps.

Main programmes conducted in 2023 include SSN, Collective Kindness and winterisation support. In 2023, **Social Safety Net (SSN)** project conducted by TRC and IFRC until the beginning of August and after the departure of IFRC from the programme in July, MoFSS took over the implementation of the project together with TRC. In 2023, SSN reached over 1.8 million beneficiaries with a transfer value of TRY 500 per person and a top-up value of TRY 600



is provided to beneficiaries monthly. The calculation is made according to the Minimum Expenditure Basket by KızılayKart analysers which is defined as the minimum amount of money that is needed to purchase selected number of items on a monthly basis through KızılayKart.

**Collective Kindness (BİZ)** project conducted by TRC, WFP and IFRC tripartite and targeted EQ-affected Turkish nationals in 12 provinces in Southeast region. It was an unconditional and unrestricted one-off cash assistance provided over 135.000 beneficiaries with a transfer value of TRY 3000 – 9900 per household based on the household composure. The transfer value calculation is made in accordance with MEB and payments were made through SMS modality.

This round also captured the **winterisation programmes** designed for 2023-2024 winter period. Within the scope of winterisation, in 2023, 8 organizations provided support to over 207.000 beneficiaries with \$107 million budget and 12 provinces were directly targeted, most of them located in the EQ-affected region and one project in Ankara. In 2024, approximately 80.000 beneficiaries were reached with winterisation support.

### Key Takeaways:

#### Geographical Coverage

- The CVA Mapping captured 77 programmes by 28 organizations, including earthquake (EQ) response and other needs.
- Programmes cover 34 provinces, mainly focusing on SET, Ankara, Marmara, and Aegean regions.
- Expansion observed in Van and Ağrı provinces and neighboring EQ-affected provinces like Mardin, Diyarbakır, Elazığ, Sivas, and Kayseri.
- Coverage remains limited in Central, Northern, and Eastern Anatolia.

#### Actors

- Major actors include TRC, UNFPA, and UNHCR with 14 nationwide projects.
- Various sectors involved: Basic Needs, Protection, FSL, Shelter/NFI, Economic Empowerment, Education, WASH, Health, and TSS.
- Partners include SGDD-ASAM, DRC, TRC, and several international donors like ECHO, USAID, and others.

#### Transfer Amounts

- Overall CVA budget for 2023: \$2.04 billion.
- EQ-related responses account for \$1.62 billion.
- Average transfer value for one-off MPCA assistance: TRY 5,995. Regular MPCA transfer value: TRY 3,200 for two months.
- Partners widely utilized CBI TWG MPCA Guidance Note while determining transfer amounts.
- Most partners do not adjust transfer amounts based on exchange rates, which poses a challenge due to inflation and economic conditions.

#### Sectoral Cash

- Basic Needs sector: Largest, reaching over 5 million beneficiaries.



- Protection sector: Cash for protection provided to over 614,000 beneficiaries.
- MPCA programmes: Widely used, covering Basic Needs and other sectors efficiently.
- Most CVA programmes used unrestricted cash, particularly in Basic Needs.

### Monitoring/Impact Assessment

- 93% of programmes have complaint mechanisms.
- 87% incorporate PSEA mechanisms.
- 93% conduct post-distribution monitoring (PDM) and this ratio marks a significant increase when compared to last rounds. Partners mostly keep PDM reports internal.
- Partners are encouraged to share PDM findings and lessons learnt for mutual learning.

### Annex A. Background

**Purpose:** The objective of this mapping exercise was to better discern the current coverage of CVA programmes in Türkiye for the period of 2021-22 and to identify gaps and areas for further harmonisation and improvement by providing the opportunity to conduct sectoral and geographic analyses. Also, its aim is to serve as a reference tool on the basis of its being a comprehensive glossary of CVA projects in Türkiye and to further promote CVA mainstreaming in the country through this role.

**Methodology:** Based on the evolving conditions and needs, the mapping survey is revised on a yearly basis. Partners' focal points are provided with the relevant trainings on completing the updated surveys who then enter their CVA project data on ActivityInfo platform based on which the mapping analyses are constructed. (EQ response additions can be mentioned)

The changes in 2021-22 round of mapping included: More comprehensive gender breakdown including categories for non-binary adults and children, categorisation of vulnerability and activity data to help analysis, Enhanced AAP section, and brief project descriptions.