



## GUIDANCE NOTE on MULTI-PURPOSE CASH ASSISTANCE in TÜRKİYE

July 2024

The objective of this guidance note is: (1) Inform about the CBI TWG MPCA Transfer Value and its coordination; (2) Inform about reporting tools for MPCA and sectoral cash activities.

### 1. CBI TWG's role in MPCA Coordination and Reporting

Cash Based Interventions Technical Working Group (CBI TWG) holds a leadership position in coordination of cash assistance provided by humanitarian actors in Türkiye and is accountable directly to the National Inter-Agency Task Force, which is the inter-agency and inter-sector coordination platform of the 3RP, and works in collaboration with other relevant platforms and frameworks of coordination. The purpose, role and scope of the CBI TWG in coordination of cash and voucher assistance is defined by its ToR (please access through [this link](#)). CBI TWG is an inter-sectoral technical platform; therefore, it aims to harmonize and coordinate cash from all sectors. Achievements are not reported under CBI TWG as it is not a sector, but CBI TWG provides support and guidance for reporting of achievements as well as mapping of CVAs.

### 2. Defining the value of MPCA

#### What is MEB? How is it calculated in Türkiye?

Minimum expenditure basket (MEB) is an operational tool to identify and quantify, in a particular context and for a specific moment in time, the average cost of the regular or seasonal basic/essential needs of a household that can be covered through the local market.<sup>1</sup>

The SSN program (ESSN) is the flagship cash assistance in Türkiye, providing monthly cash to over a million individuals since December 2016 through collaboration of World Food Programme (2016-2020), The International Federation of Red Cross and Red Crescent Societies (2020 to 2023) and Turkish Red Crescent (2016-on-going) with the Ministry of Family and Social Services (MoFSS). MEB calculations in Türkiye are being conducted by WFP, and TRC with food and non-food basket components updated monthly. The food basket considers the 2100 Kcal need per person while the non-food component includes NFI, accommodation, education, health, transportation, and communication elements.<sup>2</sup> (see Annex B for detailed list of items)

MEB Composition (TRC- WFP)		
June 2024		
Items	Per person share (TRY)	Household MEB (TRY)
Food	1034	5170
Non-food	199	995
Rent	1169	5845
Utilities (with water)	289	1447
Health	93	464
Education	39	164
Transportation	102	510
Communication	41	204
<b>Total MEB</b>	<b>2966</b>	<b>14831</b>

The available Turkish Statistical Institute ([TÜİK](#)) indices data allows the MEB cost to be updated on the monthly basis and this calculation is also validated through market-based research on food items. MEB price was calculated based on an average of five members per household, and the total MEB cost per person was determined on the base of this calculation as per the above chart. CBI TWG periodically checks the prices

<sup>1</sup> CALP Network, *Minimum Expenditure Basket (MEB) Decision Making Tools*, March 2023, [https://www.calpnetwork.org/wp-content/uploads/2020/03/MEB\\_CALP.pdf](https://www.calpnetwork.org/wp-content/uploads/2020/03/MEB_CALP.pdf)

<sup>2</sup> IFRC, TRC & WFP, *Minimum Expenditure Basket Methodology and Analysis for Türkiye Earthquake Emergency*, 11 March 2023, <https://reliefweb.int/report/turkiye/minimum-expenditure-basket-methodology-and-analysis-turkiye-earthquake-emergency>



through different methods including [CBI TWG Price Checking tool](#), market-based research, of which findings align with the mentioned MEB, with a caveat on average rent prices.

### What is MPCA and how it is used in Türkiye?

Multipurpose Cash Assistance (MPCA) are unrestricted cash transfers that people affected by emergencies can use to cover the gap between the cost of their basic needs as defined by the MEB, and the financial resources available to them. By its nature, vouchers do not qualify as MPCA as they restrict the use of assistance. While defining the transfer value and eligibility criteria of MPCA, it is crucial to take into account the context, needs of the target population, feasibility of cash, operational feasibility of the organizations, available funding, and collaboration with local and national authorities. Following the in-kind response to meet acute basic needs after Kahramanmaraş earthquakes in 2023, CBI TWG partners conducted two rounds of Joint Market Assessment which revealed the feasibility of cash assistance, including the provinces severely hit by the earthquake. MPCA was adapted to the context, needs, and other factors and guidance was provided by CBI TWG for macro level targeting, individual targeting, transfer values, payment frequencies, reporting and post-distribution monitoring. This allowed the organizations to tailor their projects to address the urgent needs of the affected population swiftly and effectively. As of 2024, MPCA guidance is adopted to general context, still maintaining primary focus on the southeast where majority of the assistance is targeted.

### Why CBI TWG defines transfer values for MPCA?

Providing transfer value guidance in humanitarian responses is crucial for ensuring that the financial assistance aligns with the actual needs and living costs of affected populations. It guarantees that assistance is not only sufficient to cover basic needs but is also adaptable to fluctuating market conditions and inflation rates, thereby maintaining its effectiveness over time. Additionally, defining transfer values helps in standardizing assistance across different areas and situations, ensuring fairness in assistance as well as minimizing protection risks. As of 2024, CBI TWG issued the MPCA guidance in February 2024 and decided to review it every six months. However, if the Minimum Expenditure Basket (MEB) increases by more than 15% within a shorter period than six months, an earlier update to the MPCA guidance may be warranted. Such updates will require approval from the CVA TAG through an anonymous decision-making process.

### What about sectoral cash assistance?

Providing transfer value guidance for sector-specific cash requires dedicated collaboration with the respective sectors, taking into account unique circumstances and targeted beneficiaries for each. The MPCA guidance, explicitly designed for multi-purpose cash assistance, offers a methodology for determining transfer amounts and frequencies that can be adapted to various forms of cash and voucher assistance. However, it cannot be directly applied as guidance for sector-specific cash.

### How MPCA adapted to the current context in 2024?

In terms of adapting to the earthquake specific MPCA guidance to the current context in 2024, two important aspects were considered a) changing needs as per steep inflation and b) severity of the situation. The steep inflation does not equally impact all households and the most vulnerable ones with limited or no additional resource to absorb changes in the prices are affected the most. The MEB effectively captures changing prices, which allows timely updates to the transfer value of MPCA. Additionally, evolving the assumptions and approach to calculation of the value is needed. In terms of the severity of the situation, the pressing needs of the most vulnerable households persist, whereas the situation is no longer considered as an “earthquake emergency response”. In the earthquake impacted cities, 809,719 individuals received MPCA in 2023; additionally, 65,000 vulnerable households received complementary winterization cash assistance. The current context calls for an MPCA approach which would provide more stable and continuous monthly assistance to households who are still struggling to close the gap between needs and financial resources.



One-off cash assistance to meet acute needs of vulnerable households should be reserved for specific cases, rather than being used as a standard approach.

### 2024 Transfer Value Guidance Revision: Balancing Needs and Context

In revising the transfer value guidance for 2024, several critical considerations were taken into account to align with the evolving needs and contexts of affected populations. Recognizing that our context has shifted away from being defined as an "emergency," the new guidance encompasses guidance towards multiple transfers to households to ensure sustained support. The Minimum Expenditure Basket (MEB) **remains a reliable baseline** and is used in the calculation of the MPCA transfer value. Additionally, **market analysis of rent prices** in July 2024 has informed the revised approach to MPCA transfer values. Lastly, the guidance advocates for **scalability** of transfer values based on household size, ensuring that assistance is proportionate to the needs of each household, thereby enhancing the relevance and effectiveness of our humanitarian response. Lastly, to enhance resource efficiency, promote equity, and support long-term sustainability while minimizing economic disruptions and adverse social impacts, cap and ceiling values are introduced.

### 2024 MPCA Transfer Value Guidance

#### Facts:

- MEB for a family of five is TRY 14,831 in June 2024.
- The average family size in Türkiye is 3.17<sup>3</sup> for Turkish citizens, and refugee households are at an approximate average of 5.

#### Assumptions:

- The current state is not an emergency, though pressing needs remain with vulnerable households.
- MPCA should target to bridge the gap between needs and financial resources of the households.
- Partners observe and assess that gap is around 40 to 50 percent of MEB.
- To ensure sustained and foreseeable support, prevent protection risks and market price fluctuations, **monthly assistance** is the most suitable approach in the current context.
- MEB remains as a reliable source of minimum needs of households.
- Market analysis of rent prices should inform the transfer value calculation.
- Considering needs of rent should be calculated with respect to market availability.
- The most affordable and prevalent options in the housing market are typically 2-room and 3-room houses. One-room or studio apartments, being relatively new to the market, are considered newer and thus more expensive.

#### Approach:

- The cost of individuals' minimum needs can be directly determined per capita from the MEB.
- The transfer value calculation of MPCA should aim to cover the 50 percent of the total needs.
- The cost of rent should be based on market analysis (see Annex A for details). Current rent average as per TUIK is collecting the actual paid rent data, which includes households that acquired relatively older contract which prevents them from high rents in the market. The minimum rent cost of individuals that will rent a new house in the market should inform the transfer value. Minimum values should be used as basis to ensure that assistance could fit well into the current funding situation and response capacity in Türkiye.
- The cost of rent should be calculated based on family size rather than per capita. Considering the availability of houses in the market and families' spatial needs based on their sizes, three brackets are included in the calculation: families of 1-3 individuals, 4-6 individuals, and 7-10 individuals.

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<sup>3</sup> [Statistics on Family, 2022 - Turkstat](#)



- A Cap and Floor should be introduced, with the Floor setting the minimum assistance any household will receive and the Cap limiting the maximum assistance to ensure budget adherence and equitable resource distribution.

### **MPCA Transfer Value Guidance for Monthly Assistance:**

The MPCA Guidance column in the table below indicates the recommendation of CBI TWG for monthly MPCA in Türkiye in 2024 by humanitarian actors.

**Table 1. CBI TWG Türkiye, MPCA Monthly Transfer Value Guidance**

Item → # Individual ↓	MEB	MEB without rent	Average Rent <sup>4</sup>	Total	50 percent of Total	MPCA Guidance
1	₺2.966	₺1.797	₺7.600	₺9.397	₺4.699	<b>₺6.496</b>
2	₺5.932	₺3.594	₺7.600	₺11.194	₺5.597	<b>₺6.496</b>
3	₺8.898	₺5.391	₺7.600	₺12.991	<b>₺6.496</b>	<b>₺6.496</b>
4	₺11864	₺7.188	₺9.940	₺17.128	<b>₺8.564</b>	<b>₺8.564</b>
5	₺14.830	₺8.985	₺9.940	₺18.925	<b>₺9.463</b>	<b>₺9.463</b>
6	₺17.796	₺10.782	₺9.940	₺20.722	<b>₺10.361</b>	<b>₺10.361</b>
7	₺20.762	₺12.579	₺12.870	₺25.449	<b>₺12.725</b>	<b>₺12.725</b>
8	₺23.728	₺14.376	₺12.870	₺27.246	₺13.623	<b>₺12.725</b>
9	₺26.694	₺16.173	₺12.870	₺29.043	₺14.522	<b>₺12.725</b>
10	₺29.660	₺17.970	₺12.870	₺30.840	₺15.420	<b>₺12.725</b>

Partners who are planning to provide MPCA must consider the **complementary guidance points below:**

- The monthly MPCA should not be designed shorter than **3 months** for the vulnerable households.
- CBI TWG does not recommend a maximum number of months, considering the funding level of the partners in Türkiye. Partners are recommended to maximize the number of households they reached. This can be ensured by programming to provide monthly assistance for 3 months, preventing duplication with similar MPCA schemes.
- The recommended transfer value should **Floor is TRY 6,496 and Cap is 12,725**.
- If providing MPCA per capita is operationally infeasible due to risks and challenges associated with validation, CVA partners may opt for a monthly payment of TRY 9,463 per household.
  - The CBI TWG strongly recommends using per capita approach and advises partners to consider all options before resorting to a fixed value per household.
- MPCA programs should ensure prevention of duplication by using the cross-checking tool such as the one developed by TRC for SSN projects. Currently, there is no other alternative cross-checking tool. Timely and effective information sharing by partners is key for developing pro-active solutions to prevention of duplication.
- Next date of MPCA Guidance update is set for Feb 2025, unless sooner is deemed necessary.
- **Note:** The MPCA Guidance July 2024 will be applicable for new MPCA programs starting from August 2024 onwards and does not affect budgets approved before July 2024. Organisations with agreed and approved budgets prior to publication date of this MPCA Guidance July 2024 can continue using the recommended transfer value from [MPCA Guidance from February 2024](#).

<sup>4</sup> Source: Endeksa (Accessed: 22.02.2023) Please see Annex A for details.



## What about Transfer Value Guidance for One-off MPCA in 2024?

CBI TWG recommends that partners provide monthly MPCA to the most vulnerable households, please refer above for more details. If any partner deems it necessary to provide one-off MPCA to meet immediate and acute needs (i.e. support to recover from a flood or support a decongestion of a settlement) of their targeted population in need (i.e. refugee households in a temporary settlement, combination of Turkish citizens and refugees in a rural or urban settlements); CBI TWG recommends partners to consider the approach to transfer value calculation in this guidance document.

The template below is an example to how the MPCA guidance approach to monthly cash can be used for one off assistance.

**Table 2. CBI TWG Türkiye, MPCA One-off Transfer Value Calculation Template**

Item → # Individual ↓	MEB without rent	Average Monthly Rent	Total	Multiplier (i.e. n)	One-off MPCA Amount
1	₺1.797	₺7.600	₺9.397	n	n * ₺12.991
2	₺3.594	₺7.600	₺11.194	n	n * ₺12.991
3	₺5.391	₺7.600	₺12.991	n	n * ₺12.991
4	₺7.188	₺9.940	₺17.128	n	n * ₺17.128
5	₺8.985	₺9.940	₺18.925	n	n * ₺18.925
6	₺10.782	₺9.940	₺20.722	n	n * ₺20.722
7	₺12.579	₺12.870	₺25.449	n	n * ₺25.449
8	₺14.376	₺12.870	₺27.246	n	n * ₺25.449
9	₺16.173	₺12.870	₺29.043	n	n * ₺25.449
10	₺17.970	₺12.870	₺30.840	n	n * ₺25.449

The multiplier of the one-off transfer value should be determined based on the needs of the target population, and should be coordinated with CBI TWG to ensure that amount is harmonised with similar programs.

Providing transfer value guidance for one-off and sector-specific cash requires dedicated collaboration with the respective sector. The MPCA One-off Transfer Value Calculation Template is explicitly designed for multi-purpose cash assistance.

### 3. Defining Marco-Level Targeting and Eligibility Criteria

CBI TWG developed macro-level targeting to place need groups composed of Turkish citizens and refugees (refers to Syrian under Temporary Protection, International Protection applicants and status holders) on the targeting map with respect to the status of their shelter and their access to key MPCA programs. Sector developed an MPC eligibility criteria, mirroring TRC-IFRC-WFP cash program. These documents, which were endorsed by the members of the group can be accessed through these links: [Macro-Level Targeting](#) and [MPCA Criteria for EQ Response](#). CBI TWG plans to issue the targeting criteria to complement this guidance.



#### 4. Reporting tools related with MPCA (and CVA in general)

All agencies having cash-based interventions (CBI) in their portfolio are requested to share information about their activities via two distinct tools: Services Advisor and the 3RP Monitoring. Services Advisory replaces the 3W/4W in other country contexts, and is an online platform that can be used both by potential beneficiaries of services and humanitarian workers. On the other hand, ActivityInfo is the platform where humanitarian actors report their monthly progress. The following table gives an overview of the two tools and how they can be distinguished further by information contained, frequency of sharing information and their purpose.

	Services Advisor	3RP Monitoring
Platform	<ul style="list-style-type: none"><li>Services Advisor platform (back-end)</li></ul>	<ul style="list-style-type: none"><li>Activity Info</li></ul>
Information to share	<ul style="list-style-type: none"><li>Inform about organisational presence, targets for indicators, standards applied for implementation, Start and end date of projects</li></ul>	<ul style="list-style-type: none"><li>Inform about monthly achievements based on indicators</li></ul>
Frequency	<ul style="list-style-type: none"><li>Once, if project details change the entry can be edited</li></ul>	<ul style="list-style-type: none"><li>Monthly</li></ul>
Number of entries	<ul style="list-style-type: none"><li>One per service</li></ul>	<ul style="list-style-type: none"><li>In each indicator that applies (with cash mostly one indicator)</li></ul>
Usage	<ul style="list-style-type: none"><li>Allows potential beneficiaries to find services and self-refer.</li><li>Supports inter-agency coordination by ensuring harmonisation of approaches and allowing to avoid clustering of organisations in specific locations.</li><li>Allows agencies to identify other organisations working in the same districts to facilitate bilateral coordination</li></ul>	<ul style="list-style-type: none"><li>Dashboard for visibility and accountability purposes</li><li>Follow up on implementation by Sectors and if progress is made towards reaching the targets defined in 3RP.</li><li>Identify obstacles or challenges for implementation</li></ul>
Access	<ul style="list-style-type: none"><li><a href="#">Link</a></li></ul>	<ul style="list-style-type: none"><li><a href="#">Link</a></li></ul>

To get access to Services Advisor and Activity Info for the purpose of inputting data, please contact Ozgur Savascioglu [savascio@unhcr.org](mailto:savascio@unhcr.org) by providing *Name, Organisation and Position* of the people from your organisation that need access. Also inform about which of the two databases these persons need to have access to. In case of changes in staffing please inform also which colleagues have left and which new ones need to get access.



## Annex A. Categorisation for Rent and Average Rent Data

### Summary about rent brackets:

In Turkish cities, the housing market offers a variety of options catering to different household sizes, with available housing most commonly ranging from 1 to 4 rooms. The most accessible and common options tend to be 2-room and 3-room houses, which cater to most the population's needs. Houses with 1 room or studio houses are generally more recently built, which in turn becomes less accessible in terms of prices. Depending on the region and province, housing stock may abundantly provide larger houses with 4 and above rooms.

Considering the average family size in Türkiye is 3.17, and refugee households being at an approximate average of 5, the brackets below can be suggested for categorising household sizes and the house options they might find the most affordable. To this end, three rent support brackets are proposed, based on household size:

### Categories:

- **Small Household Bracket:** For households with 1 to 3 members, suitable for individuals, couples, or small families. These households would benefit most from 1-room or 2-room apartments, which are both accessible and economical for smaller family units.
- **Medium Household Bracket:** For households with 4 to 6 members, designed for medium-sized families. These families would require 2-room or 3-room apartments, providing a balance between affordability and the necessary living space for a comfortable life.
- **Large Household Bracket:** For households with 7 to 10 members, targeting large families in need of significant space. These households would likely need 3-room or 4-room apartments to accommodate all members comfortably, acknowledging that larger apartments can be more challenging to secure in the market.

To conduct a market-based analysis of rent cost, several resources are evaluated and Endeksa is deemed as the most appropriate considering that breakdown for rental apartments could be filtered down to their number of rooms. In order to better reflect the pressing needs in the earthquake impacted provinces, sample districts are selected from seven southeast provinces which included the heavily hit Hatay, Malatya, Kahramanmaraş and Adıyaman. To ensure feasibility of cash transfers, minimum values of average rent prices per category (2+1, 3+1, and 4+1 with regards to small, medium and large household brackets) are multiplied with average gross meters square. Numbers are rounded to facilitate ease of calculation.

Province	District	Min (m2/tl)	M2 (ortalama brüt alan)	Min (gross)
Gaziantep	Şahinbey 2+1	₺ 91	119	₺ 10,829
	Şahinbey 3+1	₺ 75	174	₺ 13,050
	Şahinbey 4+1	₺ 63	252	₺ 15,876
	Şehitkamil 2+1	₺ 85	120	₺ 10,200
	Şehitkamil 3+1	₺ 77	175	₺ 13,475
	Şehitkamil 4+1	₺ 76	260	₺ 19,760
Adıyaman	Merkez 2+1	₺ 58	107	₺ 6,206
	Merkez 3+1	₺ 57	156	₺ 8,892
	Merkez 4+1	₺ 46	222	₺ 10,212
Hatay	Antakya 2+1	₺ 76	95	₺ 7,220
	Antakya 3+1	₺ 61	150	₺ 9,150
	Antakya 4+1	₺ 57	210	₺ 11,970
	İskenderun 2+1	₺ 89	101	₺ 8,989
	İskenderun 3+1	₺ 77	149	₺ 11,473
	İskenderun 4+1	₺ 60	209	₺ 12,540
Kahramanmaraş	Dulkadiroğlu 2+1	₺ 74	98	₺ 7,252
	Dulkadiroğlu 3+1	₺ 59	137	₺ 8,083



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	<b>Dulkadirođlu 4+1</b>	₺	53	218	₺	11,554
	<b>OnikiŞubat 2+1</b>	₺	78	99	₺	7,722
	<b>OnikiŞubat 3+1</b>	₺	75	154	₺	11,550
	<b>OnikiŞubat 4+1</b>	₺	69	200	₺	13,800
<b>Kilis</b>	<b>Merkez 2+1</b>	₺	64	91	₺	5,824
	<b>Merkez 3+1</b>	₺	56	160	₺	8,960
	<b>Merkez 4+1</b>	₺	49	220	₺	10,780
<b>Malatya</b>	<b>Battalgazi 2+1</b>	₺	57	112	₺	6,384
	<b>Battalgazi 3+1</b>	₺	50	149	₺	7,450
	<b>Battalgazi 4+1</b>	₺	49	219	₺	10,731
<b>Şanlıurfa</b>	<b>Haliliye 2+1</b>	₺	50	108	₺	5,400
	<b>Haliliye 3+1</b>	₺	44	167	₺	7,348
	<b>Haliliye 4+1</b>	₺	52	221	₺	11,492

Min (gross)

<b>Average 2+1</b>	₺	7,603
<b>Average 3+1</b>	₺	9,943
<b>Average 4+1</b>	₺	12,872

Min (gross)

<b>Average 2+1</b>	₺	7,600
<b>Average 3+1</b>	₺	9,940
<b>Average 4+1</b>	₺	12,870

Source: <https://www.endeksa.com>

Accessed: 19.07.2024





## Annex B: MEB Detailed Assumptions

Sector	Assumptions	Items	Quantity	Unit
Food Security	Halk Ekmek	Bread	37.5	KG
	Pilavlik pirinc	Rice	15	KG
	Coarse Bulgur	Bulgur	7.5	KG
	White Dry Beans	Dry Beans	7.5	KG
	Medium Size Eggs	Eggs	150	Pieces
	Natural yogurt	Yogurt	7.5	KG
	Natural White Cheese	White Cheese	7.5	KG
	Fresh Tomatoes	Tomatoes	4.5	KG
	Fresh Cucumber Medium size	Cucumber	4.5	KG
	Refined Sunflower oil	Sunflower Oil	3.75	KG
	White Refined Sugar	Sugar	7.5	KG
	Refined Salt	Salt	750	Grams
	Local Black Tea leaves	Tea	750	Grams
Wash	Powder Laundry Detergent	Laundry detergent	1.5	KG
	bottled Dishwashing liquid 750ml	Dishwashing liquid	750	ML
	Chlorine Bleach	Disinfectants and insecticides	500	ML
	1 roll per person per week – 2 Ply toilet paper.	Toilet paper	20	Pieces
	Local made soap bars 125 gram each 2 per person per month	Bath soap	10	Pieces
	Depilatory/ Razor double blade	Shaving articles	2	Pieces
	Toothbrush 2 adults – 2 kids with teeth and and 1 Toothpaste 90 ml Tube (Cheaper brands)	Articles for dental hygiene	4+1	Pieces
	650 ML bottle	Shampoo	650	ML
	1 baby + 1 toddler (6 changes per day for the baby and 4 changes per day for the toddler => 300 changes per month) - (cheaper brands)	Baby diapers	300	Pieces
	3 packets of 10 pads per packet	Hygiene pads for women	3	Packs
Shelter	2+1; 3+1 apartments with natural gas or woodstove	Rent	1	Month
	1. Utilities = 12L per household	Tube gas canister	1	Month
	2. Utilities = 2500 kWh per year	Electricity	1	Month
	3. Utilities = Water Supply systems 3600 L (per capita); 18000 L (HH)	Water Supply	1	Month
Health	3 visits per month and buy medicine during each visit	Specialist doctor visit Visits and medicine	3	Visits
Education	2 school aged kids per household	Notebook	2	Pieces
		Pencil	2	Pieces
		Other stationery	2	Set
Protection	32 Public transport rides for three adults	Transport	32	Rides
	1 mobile phone monthly credit package per household	Communication	1	Package

Adapted from WFP/TRC by CBI TWG<sup>5</sup>

<sup>5</sup> <https://reliefweb.int/report/turkey/revising-food-basket-minimum-expenditure-basket-analysis-calculate-realistic-cost>