



Mapping of Cash-Based Interventions (CBIs) in Turkey in 2021-2022

Cash-Based Interventions Technical Working Group (CBI TWG) published this document to share a summary of the findings of Mapping of CBIs in Turkey in 2021-2022, along with the background information and purpose (Annex A) and inter-sectoral follow-up points for 2022 (Annex B). 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 CBIs in Turkey in 2021-22* captured information on **70 programmes by 20 organisations**, marking an increase compared to 64 programmes by 17 organisations captured during the previous round of mapping covering 2020-21.¹ The increase in the number of CBI programmes and their related organisations indicate that the outreach strategy for encouraging partners to share their CBI programme information has been successful and that the overall number of CBI projects in Turkey have increased.

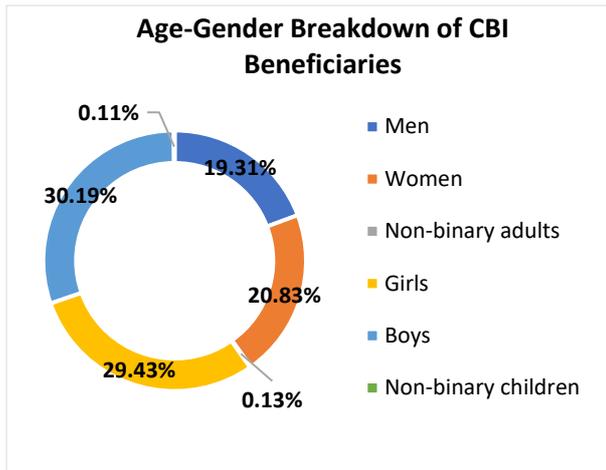
The mapping also captured information related to **18 nationwide projects** implemented by UNHCR, UNICEF, IOM, IFRC/TRC, MoFSS, ILO and UNFPA. These include ESSN and C-ESSS, UNHCR and IOM's PMM cash supports, CTE, and projects related to job referrals, vocational trainings and increasing access to protection services. The existence of diverse CBI 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 Turkey** mainly concentrates on SET, Ankara, and the metropolitan cities of Marmara and Aegean provinces. The current round of mapping exercise found some promising examples including the geographical expansion of cash-based interventions under Protection sector such as CBI in Van province. As mentioned above, this is not the case in all sectors and in other regions of Anatolia. For example, complementary cash-based interventions basic needs support coverage mostly focuses on SET, resulting in gaps in other areas.

The number of **cash and voucher recipients** has increased from 3.19 to 3.57 million compared to the previous round. 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 2021-22 period or receive cash and voucher support from more than one organization.

Overall **budget** of CBIs in Turkey decreased to \$560 million in 2021 from \$674 million in 2020 because some projects were completed, ending their funding flows. Additionally, the depreciation of Turkish lira against the US dollar resulting in the possibility to achieve comparable targets with less budget in USD may partly explain this decrease. Also, the specific Covid-19 appeal under the 3RP in 2020 contributed to the higher level of overall CBI budget in 2020. Furthermore, 2022 budget decreased further to approximately \$266 million due to the exclusion of ESSN funding from the mapping, as it had not been secured yet in the time of mapping exercise. When this is secured, 2022 budget information in the mapping analysis will be amended accordingly.

¹ Throughout the document, references to the previous round of CBI mapping in Turkey will appertain to the period of 2020-21 in contrast to the current span of the most recent round of the exercise covering 2021-22, which is the primary focus of this document.

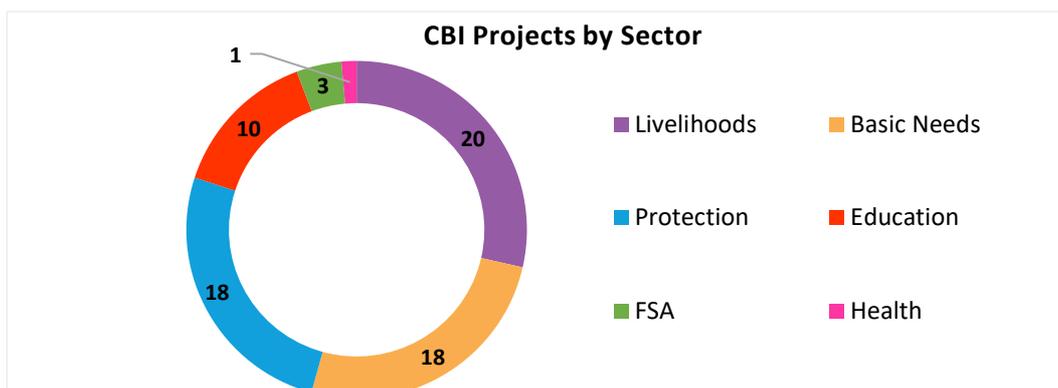


Age and gender breakdown in the round of 2021-22 was enhanced to also cover non-binary adults and children in parallel with the overall improvements in 3RP reporting process. Programmes targeting adults, especially in Livelihoods, Protection, and Basic Needs sectors, have increased by 7 percentage points to 40% compared to the previous round. This increase in CBIs for adults is explained by increased number of livelihoods interventions captured in this round compared to previous rounds.

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 being the highest number of beneficiaries, followed by Iraqis, Afghans and host community members. On the other hand, for the CBI programmes of Livelihoods and Food Security and Agriculture sectors, and health related projects to a lesser extent, Syrian beneficiaries were followed by host community members and there were not many refugee beneficiaries from other nationalities. Such patterns should be reconsidered when strategizing for further inclusivity, specially those of persons of concern from other nationalities.



Brief Description of CBIs in Turkey: Based on the **sectoral breakdown** of CBIs in 2021-22, although there is an increase in the number of CBI programmes of Livelihoods and Basic Needs sector in line with the positive effects of their increased outreach endeavours, the number of Protection related programmes decreased. This came as a surprise since in the last couple of rounds of the mapping, the number of protection related CBI projects had been increasing.





With respect to **CBI projects by category**, unsurprisingly “*household expenditures/basic needs*” is the top category in line with the current recessionary economic context, followed by “*livelihoods related incentives/grants*”, reflecting the significant change in partners approach towards adopting solutions of self-reliance more, and their increased use of CBIs in that process. Analysis of these categories show that although CBIs have sectoral targets, many CBIs -more specifically the ones under Protection, FSA, Livelihoods and Basic Needs- aim to meet cross-sectoral needs. For example, similar to cash under basic needs sector, cash targeting of protection and food security and agriculture also includes household expenditures and basic needs. On the contrary, cash interventions under education and health sectors are mostly focused on sectoral needs. In this context, it is concluded that engagement of all sectors, but most specifically for basic needs, protection, livelihoods, and FSA sectors to inter-sectoral coordination of CBIs is crucial.

Although there almost no cash for health program in Turkey due to the presumption that health costs are mostly covered by public institutions, mapping analysis show that there are many CBI programmes targeting “*health related expenses*” through multi-purpose cash assistance or under case management/protection programming. 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 relation to **CBI projects by activity**, food is the most targeted are of expenditure across the sectors, followed by hygiene kits/sanitary items, transportation and rent. Even though hygiene kits are still mostly provided through the modality of in-kind support provision in Turkey, there are also a lot of CBI programmes active in this area. This issue warrants greater focus in Turkey because hygiene products are at a high risk of being deprioritised for the sake of satisfying other pressing basic needs.

In 2021-22, CBI programming in **rural contexts** has increased, suggesting that the results of the discussions on seasonal agricultural workers and rural populations conducted in 2021 got reflected in the current CBI programming to a certain extent.

Financial Overview: A significant change is related to the greater number of CBI programmes implemented by I/NGO **actors** in the previous round than the current round when this trend has been reversed in a peculiar manner with more CBI programmes by UN agencies than I/NGOs. This is observed as an unexpected change since inter-agency coordination had been noting significant increase on the number of CBIs implemented by civil society organisations, in support of continuous capacity development of local actors and decreased operational presence of UN agencies. This change is linked to the increased number of cash-based interventions by UN agencies by reallocating resources in pandemic context.

The dashboard also provides information on **fundings** provided for CBI projects in Turkey.² The most significant change compared to the previous years is the drop in 2022 DG ECHO funding level. However, this drop can be cancelled out when ESSN funding from DG ECHO is secured. USA PRM funding has continued to be significant and been increasing for cash assistance programmes in Turkey. DG NEAR funding has also increased due to the inception of Complementary ESSN (C-ESSN) programme. Additionally, while some EU countries who had

² 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.



not been major donors to begin with are not among donor agencies anymore, there are new donors such as Kazakhstan government, revealing that the donor profile has been shifting to some extent covering different actors from more diverse contexts.

Regarding **types of CBI support**, a slight increase in the overall number of programmes providing **regular** cash assistance was recorded, but **one-off** support remained at around the same level as before. One-off cash assistance projects accounted for around 57% of all CBI programmes (40) captured in this round of mapping. For example, a lot of Basic Needs CBI projects provide regular cash assistance and top-up payments when necessary.

In the context of **duration**, majority of programmes take beneficiaries year-long (53, approximately 76% of projects captured) with some seasonal programmes such as those relating to support for agricultural workers or winterisation support, which are mostly under Basic Needs sector.

Conditional and unconditional cash assistance projects are balanced with each other in terms of the numbers of CBI programmes mapped under each category. 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 Education, FSA, and Livelihoods sectors.

Nearly 36% of CBI programmes utilised **restricted cash** generally used under Basic Needs sector 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, **unrestricted cash** is more prevalent for projects under sectors such as Education and FSA, which aims to achieve rather behavioural changes as mentioned above. Protection uses more unrestricted cash modalities as well and Livelihoods CBIs can go both ways depending on the project structure.

Various **transfer mechanisms** are used satisfactorily in Turkey 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 Turkey are experienced in several forms of transfer mechanisms and inter-agency coordination works to facilitate transfer of this technical knowledge.

In the mapping findings dashboard, taking the overall **transfer value** for one-off CBI assistance projects at face value would not provide many insights since there are various sectoral nuances and distinctions that can only be gauged by dedicated sector analyses. For instance, Protection sector partners usually conduct programme-specific calculations to identify transfer values based on relevant needs assessments and related costs of implementation for identified needs. Hence, for protection-focused CBIs, there are generally no fixed transfer amounts but rather brackets.

On the other hand, Basic Needs sector CBIs' 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 ESSN assistance. In this sense, drawing on market research would benefit Basic Needs CBI projects to a great extent, but it was found that the level of referencing to such research is rather low in Basic Needs, which is highlighted as a red flag.



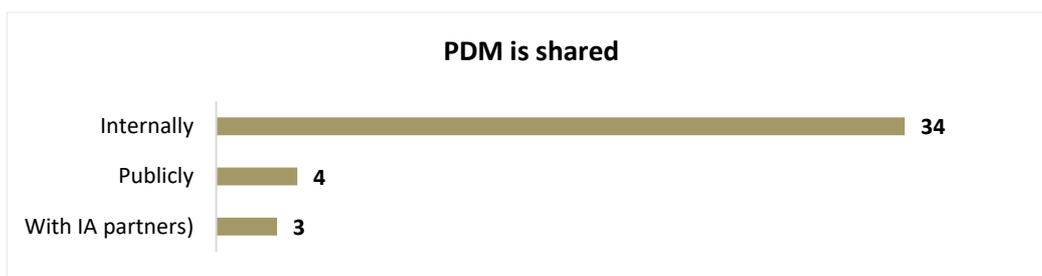
Additionally, inter-agency concluded that there should be more recalibrations for fixed transfer amounts since these will be able to cover less and less of the needs of beneficiaries in 2022 due to high inflation and other economic stagnation trends in Turkey.

Further sectoral differences in transfer value determination can be seen in Livelihoods sector as their related transfer amounts usually depend on the context and particularities of programmes and specific needs targeted. Hence, the wide range in start-up/business support transfer amounts can hardly be explained with an argument of lack of harmonisation.

Accountability: Almost 93% percent (65) of all CBI programmes mapped in the round of 2021-22 has **complaint mechanisms** in place. **Complaint channels** include rather common ones like *call lines* etc. and some less prevalent methods such as deploying *community focal points* (20%, 14) who are trusted community members provided with relevant trainings helping organisations get community feedback during the entirety of their CBI projects.

In the latest round, partners were also asked whether their projects incorporate **PSEA mechanisms/safeguards**. The response of around 29% (20) of the projects in this regard was negative. This is positioned to be a significant area of priority for 2022 as PSEA risks can be highly salient in cash and voucher support contexts.

Over 41% (29) of CBI programmes mapped do not conduct **post-distribution monitoring (PDM)** and almost half of those who do so keep these strictly internal, hindering the potential benefits that may be reaped with greater information sharing and mutual learning. Partners were encouraged to conduct PDMs for their CBI 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.



Even though most programmes have a functioning M&E system (85%, 59), considering the importance of this aspect, there is still a rather significant number of programmes (15%, 11) without such a system in place. This issue needs to be further tackled within 2022 as well.

Targeting: Labour and formal business-related vulnerabilities is the leading vulnerability category targeted by CBI programmes, followed by vulnerabilities related with decreased/lack of financial capacity to meet basic needs. This indicates a significant shift in the pattern of vulnerability targeting in the context of CBIs compared to protection related vulnerabilities which were the most targeted in the previous rounds of mapping. Although it requires further analysis which would be beyond the scope of CBI mapping, increased targeting of labour and



formalisation of business-related vulnerabilities might be resulting from increased focus of organisation in transitional and self-reliance programming, and in parallel, increased funding opportunities in this area.

Programme Details: In this round of mapping, the dashboard also includes a programme details page, which was not the case previously. This gives the opportunity to filter by province and seeing all relevant CBIs 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.

Key Takeaways:

Geographical Coverage

- Lack of targeted programming in Central, Northern and Eastern Anatolia identified.
- Sectors should conduct further analyses on whether “sectoral nationwide CBI projects” effectively cover the gaps in every province in practice.

Actors

- Greater deliberation among the relevant stakeholders on how to increase the number of actors providing CBIs in Turkey in general and also on how to include civil society actors more in implementing these processes in way that would strengthen capacity sharing with and strengthening for I/NGOs.

Transfer Amounts

- There is a need for further harmonisation among partners providing similar cash and voucher assistance based on dedicated sector analysis which should increase.
- The level of utilisation of market research should increase when determining transfer amounts to adopt a more evidence-based approach.
- CBIs are in risk of creating less impact than intended due to high inflation, unless transfer amounts are revised more regularly / programs have the flexibility to adapt.

Sectoral Cash

- There should be further discussion on if current multi-purpose cash assistance schemes can practically cover health expenses.
- All relevant stakeholders should strive for greater inclusion of all PoCs from different nationalities in CBI support networks.

Monitoring / Impact Assessment

- Greater sharing of lessons learnt, and best practices based on CBI programme experiences should take place by disseminating as much as possible their summary findings and analytical frameworks relating to PDMs and other relevant M&E processes.



Annex A. Background

Purpose: The objective of this mapping exercise was to better discern the current coverage of CBI programmes in Turkey 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 CBI projects in Turkey and to further promote CBI 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 CBI project data on ActivityInfo platform based on which the mapping analyses are constructed.

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.