Inter-Agency Coordination Türkiye

STANDARD OPERATING PROCEDURES FOR WINTER ASSISTANCE 2025 – 2026

BACKGROUND

Within the scope of the Basic Needs Working Group and under the guidance of IOM, discussions have been initiated among relevant agencies to plan winter assistance for Türkiye in 2025-2026, with a focus on the most vulnerable families in need including those affected by earthquakes. The severe climatic conditions in Türkiye during the winter months typically result in increased financial stress for populations affected by displacement. The standard operating procedures document aims to lay out the targeting approach, assistance modality, transfer amount

WINTER ASSISTANCE NEEDS

While winter assistance is needed in many provinces across Türkiye, it has been considered appropriate to focus on the 11 earthquake-affected provinces, taking into account both the lasting impact of the earthquakes on the affected population and the operational capacities of implementing partners. Although all refugees residing in these provinces have been affected to varying degrees, official provincial-level Syrian population figures, regularly published by the Presidency of Migration Management, provide a reliable basis for calculations. According to these figures, 1,049,997 Syrians reside in the earthquake-affected provinces.[1]

The targeting approach for winter assistance draws on two key information sources presented during the November BNWG meeting. The first is the "Community Pulse study, conducted by UNHCR Inter-Agency and Information Management teams using data contributed by multiple institutions. This study found that approximately 10 percent of respondents nationwide were unable to meet their basic needs at all. This 10 percent figure is therefore used as a reference point for estimating the most vulnerable population likely to require winter assistance.

According to data presented by the Turkish Red Crescent during the same meeting, out of the 1,049,997 Syrians living in the earthquake provinces, 578,419 are beneficiaries of either the ESSN or C-SSN programmes. This means that approximately 471,578 people fall outside the scope of existing monthly cash assistance programmes. Other smaller cash initiatives reaching limited numbers of individuals have been excluded from this calculation, as they do not provide regular monthly support.

Given declining funding levels, winter assistance must be prioritised for those with the highest needs and the lowest access to assistance. Since ESSN and C-SSN beneficiaries already receive a degree of regular cash support, the winter planning focuses on those not covered by these programmes. Drawing on the findings of the Community Pulse study, it is assumed that approximately 10 percent of those outside ESSN and C-SSN coverage are unable to meet their basic needs. Based on this assumption, an estimated **47,000 refugees** (9400 households with an average household size 5) in the earthquake-hit provinces and not

[1] https://www.goc.gov.tr/gecici-koruma5638

benefiting from ESSN or C-SSN represent the most likely vulnerable group who is in need for winter assistance.

Furthermore, as in previous years, partners may provide support to host community members residing in the intervention areas of their winter assistance programmes, in coordination and consultation with public institutions, and as programme scope and budgets allow. Such support should remain consistent with the principle of 50 percent refugee – 50 percent host community distribution and may be adapted by implementing partners according to local needs.

The winter season in Türkiye spans from October to April, varying by region, with the most challenging months typically falling between December and February. It is crucial to expedite the delivery of assistance to the target populations to ensure their preparedness for the harsh winter weather conditions.

MODALITY AND TRANSFER AMOUNT

As identified by our partners, providing cash assistance to households is considered a priority where context allows, due to its flexibility in addressing the unique circumstances and winter-related needs of families. In the 2025-2026 Winterisation task force, partners will deliver a one-time winter cash transfer to eligible families. Partners will provide a one-off winter cash transfer for target families, based on the previously agreed multi-purpose cash assistance (MPCA) value[2] of, which was calculated using the minimum expenditure basket (MEB).

The winter package accounts for the additional costs of essential winter items. Specifically, these include a fixed cost for heaters (TRY 4,500 per household based on the market assessment of the heating items in 2025) and variable costs for winter non-food items and utilities, calculated at TRY 845 per household member, based on the **SSN MEB Composition (TRC), July 2025.**

Families that have not previously received multi-purpose cash assistance (MPCA) will receive both the MPCA transfer amount and the winterisation top-up. For families that have already received MPCA, only the winterisation amount will be provided. In cases where partners are providing three months of MPCA to households, the winterisation top-up will be provided in one of those months.

	MPCA	**Wintersation Amount**			**MPCA + Winterisation**
Number of Individual	(I) One-Off MPCA Transfer Value	(II) Heating Device	(III) Utilities + NFI (SSN MEB July)	(IV) Total Winterisation Amount II + III	I + IV
1	₺ 21.165	₺ 4.500	₺ 845	₺ 5.345	₺ 26.510
2	₺ 21.165	₺ 4.500	₺ 1.690	₺ 6.190	₺ 27.355
3	**₺ 21.165**	₺ 4.500	₺ 2.535	₺ 7.035	₺ 28.200
4	₺ 27.647	₺ 4.500	₺ 3.380	₺ 7.880	₺ 35.527
5	₺ 31.139	₺ 4.500	₺ 4.225	₺ 8.725	₺ 39.864
6	₺ 34.630	₺ 4.500	₺ 5.070	₺ 9.570	₺ 44.200

[2] MPCA Targeting Criteria Guidance (July 2025) https://data.unhcr.org/en/documents/details/117542

7	**₺ 45.042**	₺ 4.500	₺ 5.915	₺ 10.415	₺ 55.457
8	₺ 45.042	₺ 4.500	₺ 6.760	₺ 11.260	₺ 56.302
9	₺ 45.042	₺ 4.500	₺ 7.605	₺ 12.105	₺ 57.147
10	₺ 45.042	₺ 4.500	₺ 8.450	₺ 12.950	₺ 57.992

TARGETING

The Task Force will collaborate with partner organizations to support the Turkish Government in mitigating the adverse effects of winter on the most vulnerable households in the targeted geographical area. The target group includes the most vulnerable Syrians under temporary protection, international protection applicants and status holders, as well as vulnerable members of the host community in both urban and rural areas including populations within temporary settlements in a complementary manner with shelter sector. Winterisation task force activities will focus on earthquake impacted southeastern provinces, unless implementation outside of these provinces deemed necessary. Partners can include a maximum of 50% host community members in the total caseload.

It is recommended to prioritize beneficiaries who are not already receiving support through Social Safety Net (SSN). If a partner includes SSN recipients in their winter response, specific identified vulnerabilities need to be part of the assessment. All partners will cross-check their beneficiary lists with Türk Kızılay (TRC) to determine their SSN status.

The core criteria for the 2025-2026 winter assistance include:

- Shelter and living conditions, focusing on winter-specific vulnerabilities.
- Other indicators of household-level vulnerabilities, including:
    - Protection (assessed or referred by an expert organisation).
    - Health (disability, chronic diseases).
    - Socio-economic factors (income-expenditure gap).
    - Dependency ratio.
    - Female-headed households.

It was agreed in principle that, after assessing the above selection criteria, partners would prioritize beneficiaries identified with high winter needs and complex vulnerabilities who do not receive continuous assistance throughout the year. Partners will extend assistance to SSN recipients with high winter needs and complex vulnerabilities, who may be unable to cope with potential winter stresses only on an exceptional basis and in sever vulnerability cases.

It is strongly advised to partners to engage with provincial and district-level authorities (Provincial Directorate of Migration Management (PDMM), Disaster and Emergency Management Authority (AFAD), governorates, and municipalities) for any planned winter assistance, whether it is for the refugees or host community.

GEOGRAPHICAL COVERAGE

Given the increased severity of winter conditions in the eastern provinces, compounded by the impact of earthquakes, priority has been assigned to the eleven affected provinces. It was agreed that multiple partners operating within the same district will coordinate bilaterally to divide implementation plans at the neighbourhood level to prevent duplications. Additionally, in cases where two or more partners are implementing within the same district, the modality type and transfer value must be harmonized. If harmonizing the modality type is not feasible, partners will ensure the harmonization of transfer values to prevent conflicts within the community.

Organizations operating in the same or neighbouring provinces and districts **have to prevent beneficiary overlaps.** To facilitate this, organizations should contact Winterisation Task Force coordinators and use the CVA Deduplication Platform, as explained in the reference document.

MONITORING

During project implementation, beneficiaries must have access to multiple Accountability to Affected Population (AAP) channels to reach the program team. The primary complaints and feedback channels are the hotline and SMS system. Partners are committed to AAP, ensuring responsibility, transparency, and accountability to all concerned stakeholders. AAP is based on two core concepts: rights-based and effectiveness. Affected populations have the right to actively participate in decisions that impact their lives. Effectiveness is achieved by incorporating inputs and perspectives from affected people to ensure that needs are correctly identified, and activities are context appropriate. AAP principles are upheld throughout the project through the distribution of educational materials like banners and pamphlets to inform beneficiaries about AAP systems and to promote complaint and feedback mechanisms. Similarly, to the previous year, partners have agreed to conduct post-distribution monitoring separately for the winter assistance programme in 2025-2026.

TIMELINES

For the winter assistance of 2025-2026, partners agree on the following timelines and products:

1. Assistance:
    a. Winter assistance should be implemented/delivered between November and January, depending on the start of winter in different locations.
2. Monitoring:

    a. Finalize the monitoring framework by each partner before commencing assistance.
    b. Post Distribution Monitoring survey starts one month after delivering the assistance.