



# Lessons Learned Exercise: Emergency Social Safety Net (ESSN) Task Force Coordination in Turkey

August 2018



NORWEGIAN CAPACITY  
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August 2018

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## LESSONS LEARNED EXERCISE



# ACRONYMS

<b>3RP</b>	Regional Refugee and Resilience Response Plan
<b>AFAD</b>	Disaster and Emergency Management Authority
<b>CashCap</b>	Cash and Markets Standby Capacity Project by NORCAP
<b>CBI-TWG</b>	Cash-Based Interventions Technical Working Group
<b>CCTE</b>	Conditional Cash Transfer for Education
<b>CSO</b>	Civil Society Organisation
<b>CVME</b>	Comprehensive Vulnerability Mapping Exercise
<b>DGMM</b>	Directorate-General of Migration Management
<b>DHR</b>	Disability Health Report
<b>ECHO</b>	European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations
<b>ESSN</b>	Emergency Social Safety Net
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organisation of the United Nations
<b>FRiT</b>	Facility for Refugees in Turkey
<b>FSAWG</b>	Food Security and Agriculture Working Group
<b>gFSC</b>	global Food Security Cluster
<b>GoT</b>	Government of Turkey
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>IPA</b>	Individual Protection Assistance
<b>JMC</b>	Joint Management Cell
<b>KM</b>	Knowledge Management
<b>LLE</b>	Lessons Learned Exercise
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoFSP</b>	Ministry of Family and Social Policies
<b>MoNE</b>	Ministry of National Education
<b>MPC</b>	Multi-purpose cash grants, the modality of assistance of the ESSN
<b>NGO</b>	Non-Governmental Organisation
<b>NORCAP</b>	Norwegian Refugee Council's Expert Deployment department
<b>NRC</b>	Norwegian Refugee Council
<b>PDM</b>	Post Distribution Monitoring
<b>PDMM</b>	Provincial Directorate of Migration Management
<b>PoC</b>	Person of Concern



<b>POS</b>	Point of sale
<b>SASF</b>	Social Assistance and Solidarity Foundation
<b>SOP</b>	Standard Operating Procedure
<b>SSC</b>	Social Service Centers
<b>TF</b>	Task Force
<b>TRC</b>	Turkish Red Crescent
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>VAM</b>	(WFP's) Vulnerability Analysis and Mapping
<b>WFP</b>	World Food Programme



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This is an independent review and does not necessarily reflect the views of WFP and TRC. Any errors are attributable to the authors: Fe Kagahastian, from the NORCAP-CashCap Roster of the Norwegian Refugee Council (NRC); and Michèle Kiermeier from the global Food Security Cluster (gFSC).

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## ATTRIBUTION

Throughout the LLE process, participants in Key Informant Interviews and Focus Group Discussions held in Ankara, Istanbul, Gaziantep and Izmir were candid in their remarks. There was mutual expectation that their feedback would inform and improve future coordination, building on the achievements of the ESSN Task Force in the past year and a half. To avoid any unforeseen consequence of direct attribution, the review team made a decision to identify participants and contributors to this report only by the agency they were representing (see Annex 1).





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# EXECUTIVE SUMMARY





*This LLE is limited in its scope to the past performance of the Task Force against its set objectives and Terms of Reference as a coordination body established specifically for ESSN-related tasks. As such, the recommendations in this report do not seek to expand the Task Force's mandate, but rather to enhance the outcomes of its function as a sub-set of the Basic Needs Sector and a platform supporting inter-sector linkages under the 3RP coordination system.*

## EXECUTIVE SUMMARY

With the landmark Emergency Social Safety Net (ESSN) programme approaching two years of implementation by end of 2018, discussions are ongoing on what's next for programme beneficiaries. An impact evaluation is already underway; however, stakeholders wanted to make sure that lessons focused on external coordination, particularly the work of the ESSN Task Force, are captured and documented.

This Lessons Learned Exercise (LLE) came about following a series of consultations with various in-country stakeholders initiated by the Coordination Unit of WFP's Country Office in Ankara, Turkey. The European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) provided significant support for this LLE that was realized by a cash coordination specialist from the Norwegian Refugee Council's NORCAP-CashCap roster with support from the global Food Security Cluster (gFSC).

It is important to emphasize that the LLE will not assess the ESSN programme, but its coordination platform for partners outside of the programme - the ESSN Task Force.

This LLE focuses on the coordination work and relations building carried out by the Task Force since it was established in December 2016. It looks at how the Task Force achieved its objectives by engaging with humanitarian actors outside of the ESSN and the various coordination mechanisms created to assist refugees in Turkey, under the umbrella of the Syria Task Force (STF), the inter-agency structure responsible for coordinating the UN's and NGO response to the refugee crisis in Turkey.

The LLE's primary objectives are to:

- Review the overall role of the ESSN Task Force and how it has coordinated the largest multi-purpose cash programme in Turkey, including the different actors and levels engaged;
- Analyze the value of ESSN coordination structures to external partners and other coordination mechanisms; and
- Document good practices, lessons learned, gaps and recommend ways forward.

Key findings are organized according to: what worked well; gaps/risks; and key takeaways, under three main criteria: (1) relevance/appropriateness; (2) effectiveness; and (3) interconnectedness and sustainability of engagements. Where relevant, context-specific feedback is elaborated upon. Recommendations are outlined after each set of findings. Below is an overview of the key takeaways and recommendations structured by criteria.



## KEY TAKEAWAYS

### **Criteria 1: Relevance/Appropriateness of Task Force and activities**

- The Task Force is viewed to be most relevant when it provides the space for in-depth exchange and learning around challenges related to programme implementation, and opportunities for coordination/collaboration (see Box 3. Good practices).
- As the ESSN programme has reached its target, the Task Force as its external coordination arm has also reached a turning point. This is an opportune time to recalibrate, to redefine the nature and level of ESSN engagement in the coming months.
- The shift towards more focused thematic discussions, adapted in April 2018 with the introduction of Q&A sessions with the Directorate-General of Migration Management (DGMM)/ the Provincial Directorate of Migration Management (PDMM) representatives, has been welcomed by respondents. There is an overwhelming preference for this type of meetings over the extended presentations on programme updates.
- Gaps in information remain at field level. Some local NGOs expressed that the eligibility criteria is still not well understood. The ongoing sensitization and one-on-one sessions are a good initiative to address these gaps and they could be adapted and expanded to include, for example, a session on the Duplication Matrix (see Recommendation below).

### **Criteria 2: Effectiveness of the ESSN Task Force**

Whereas programme implementation is decentralized, the coordination set-up was initially centralized with the Task Force members in Ankara covering and setting the agenda for three of the four regions. This set-up was most suitable at the beginning of the programme but requires an adjustment to strengthen the Task Force effectiveness in the future. Decentralization efforts have already started when the LLE was conducted, but sustained communication about this may be necessary for some time to allow Task Force focal points to introduce themselves to partners.

### **Criteria 3: Interconnectedness and sustainability of engagements**

- Overall, partners across locations recognize the outreach efforts of the Task Force, which have led to more productive relationships and collaboration on development of tools/guidance for the broader humanitarian community.
- Sensitization sessions could help strengthen messaging on how registration prerequisites affect all forms of humanitarian assistance.
- The representation of civil society perspectives varied across the four regional locations covered by the LLE team. This reflects the difference in contexts and levels of engagement CSOs have with each ESSN Task Force chapter. This gap is being addressed by ongoing sensitization and one-on-one sessions with NGOs and CSOs.



## TOPLINE RECOMMENDATIONS

<b>Criteria 1: Relevance/ Appropriateness of Task Force and activities</b>	<b>Criteria 2: Effectiveness of the ESSN Task Force</b>	<b>Criteria 3: Interconnectedness and sustainability of engagements</b>
<ul style="list-style-type: none"> <li>• Restructure the ESSN Task Force and redefine objectives and activities in consultation with external partners to be more forward-looking.</li> <li>• Decentralize meeting format, agenda and coordination arrangements.</li> <li>• Standardize the time dedicated to ESSN progress update (e.g. 15-20 minutes), consider new ways of presenting and ensure that information sharing is two-way.</li> </ul>	<ul style="list-style-type: none"> <li>• Add Knowledge management and advocacy to Task Force functions with support from information management experts.</li> <li>• Consider establishing a communication protocol between the Task Force and the ESSN Governing Board, if possible.</li> <li>• Conduct periodic performance reviews in different formats and consolidate cumulative learning.</li> </ul>	<ul style="list-style-type: none"> <li>• Leverage access to SASF and other key government partners to broker lasting linkages among protection actors beyond the lifetime of the ESSN.</li> <li>• Engage in livelihoods and other inter-sector discussions. Broker meetings and/or linkages between international humanitarian actors and ESSN implementing partners (government), where appropriate.</li> <li>• Continue strengthening collaboration with the Conditional Cash Transfer for Education (CCTE) Programme and document lessons learned and good practices.</li> <li>• Initiate a mapping exercise, in collaboration with CCTE partners, on the potential impact of the ongoing Registration and Refugee Status Determination process on ESSN and CCTE programme beneficiaries.</li> </ul>

# LESSONS LEARNED EXERCISE





# 1. LLE: BACKGROUND, RATIONALE AND OBJECTIVES

## 1.1 Background and Rationale

With the Emergency Social Safety Net (ESSN) programme approaching two years of implementation by end of 2018, discussions are ongoing on what is next for programme beneficiaries. An impact evaluation is already underway; however, stakeholders wanted to make sure that lessons learned focused on coordination, particularly the work of the ESSN Task Force, are captured and documented.

This Lessons Learned Exercise (LLE) came about following a series of consultations with various in-country stakeholders initiated by the Coordination Unit of WFP's Country Office in Ankara, Turkey. The European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) provided significant support for this LLE that was realized by a cash coordination specialist from the Norwegian Refugee Council's NORCAP-CashCap roster with support from the global Food Security Cluster (gFSC).

This LLE focuses on the coordination work and relations building carried out by the Task Force since it was established in December 2016. It looks at how the Task Force achieved its objectives by engaging with humanitarian actors outside of the ESSN and the various coordination mechanisms created to assist refugees in Turkey, under the umbrella of the Syria Task Force (STF).<sup>1</sup>

Support for this LLE was also driven by a convergence of the following factors:

### 1.1.1 Key stakeholders and their role in the ESSN programme<sup>2</sup>

- **Government of Turkey (GoT)**

Turkey currently hosts the highest number of refugees in the world: 3.9 million people, of which 3.5 million are from Syria<sup>3</sup>. Since the Syria crisis began in 2011, the Government of Turkey has demonstrated unprecedented leadership and generosity in providing for the needs of these populations.

By introducing a temporary protection regime in June 2011 that granted Syrians access to basic services, such as healthcare and education, the Government had also shown openness to innovation and partnerships with other humanitarian actors serving the refugee and migrant populations in Turkey. This would serve as the foundation for the ESSN programme design years later and facilitate the partnership among the Government of Turkey through key line ministries, TRC, WFP, and ECHO.

Moreover, the ESSN and its coordination among these implementing partners has shown how, through its pre-existing social safety net channels, the GoT is able to respond at scale to a crisis, using its own decentralized approach of allowing provincial and local authorities exercise ownership of humanitarian assistance to refugees and migrants.

<sup>1</sup> The STF is the inter-agency structure responsible for coordinating the UN's and NGO response to the refugee crisis in Turkey; it is co-chaired by UNHCR and UNDP (see Annex 5).

<sup>2</sup> The information under this section is based on programme documents, desk research, and consultations.

<sup>3</sup> UNHCR Turkey Key Facts and Figures, June 2018; <https://data2.unhcr.org/en/documents/download/64638>



- **European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)<sup>4</sup>**

In November 2015, the European Commission established the Facility for Refugees in Turkey (FRiT), in response to the call from European Union (EU) Member States for significant additional funding to support refugees in Turkey. The FRiT envisioned comprehensive and coordinated assistance to refugees, with a budget of EUR 1.4 billion for humanitarian needs and a further EUR 1.6 billion for longer-term structural support.

Under this Facility, ECHO was able to establish partnerships with WFP, TRC, and the Ministry of Family and Social Policy (MoFSP) to roll out what has become its flagship humanitarian programme, the ESSN. With financing of EUR 998 million from the EU, the ESSN implementing partners are distributing debit cards to eligible refugee families, which allow them to cover their most basic needs<sup>5</sup>.

ESSN is the largest, single humanitarian aid project in the history of the EU to date. As of April 2018, the ESSN has reached its target of assisting 1.3 million vulnerable refugees across Turkey.<sup>6</sup>

For ECHO, the learning and evidence built around the ESSN, including the interface across local, national and international coordination systems, feed into its "basic needs approach," which requires better coordinated and integrated humanitarian action across levels and sectors, in conjunction with social protection strategies. In its "General Guidelines on Operational Priorities for Humanitarian Aid in 2018", ECHO cites the implementation of the ESSN in Turkey as an example at scale of what such an approach could look like.<sup>7</sup>

- **World Food Programme (WFP)**

In November 2016, WFP, in partnership with TRC and the Turkish Government, funded by ECHO, launched the ESSN programme countrywide. As the coordinating UN agency of what is to date the largest humanitarian multi-purpose cash programme worldwide, WFP Turkey's experience with the ESSN may serve as an example for multi-purpose cash programming and coordination in other contexts.

Moreover, WFP, being one of the first UN agencies to mobilize in the immediate aftermath of a crisis, has established an organic partnership with national societies in many different contexts. The WFP-TRC collaboration under the ESSN programme represents the first time that WFP partnered with a national society and the host government to scale up a purely cash-based assistance linked to a pre-existing national social safety net infrastructure. This is already feeding into partnerships and strategies between WFP and the International Federation of the Red Cross and Red Crescent Societies (IFRC) at the global level, and in Turkey, has led to WFP and TRC exploring opportunities for further collaboration, both nationally and internationally.

<sup>4</sup> The information under this section is based on the latest versions of ECHO's ESSN and FRiT Factsheets on its website, when last accessed on 28 June 2018: [http://ec.europa.eu/echo/index\\_en](http://ec.europa.eu/echo/index_en)

<sup>5</sup> ECHO Turkey Fact Sheet (as of 14 June 2018), last accessed, 28 June 2018: [http://ec.europa.eu/echo/where/europe/turkey\\_en](http://ec.europa.eu/echo/where/europe/turkey_en).

<sup>6</sup> WFP Country Brief (April 2018), last accessed on 28 June 2018: <http://www1.wfp.org/countries/turkey>.

<sup>7</sup> DG-ECHO (Brussels, Dec. 2017): "General Guidelines on Operational Priorities for Humanitarian Aid in 2018", last accessed 21 June 2018: [https://ec.europa.eu/echo/sites/echo-site/files/ggopha\\_2018\\_swd464.pdf](https://ec.europa.eu/echo/sites/echo-site/files/ggopha_2018_swd464.pdf).



- **Turkish Red Crescent (TRC)**

TRC has a distinctive role in the ESSN programme implementation and overall coordination. As the largest and oldest humanitarian organization in Turkey<sup>8</sup>, TRC has been embedded in local communities serving vulnerable Turkish nationals, including women, children and youth and persons with disabilities, long before the Syria crisis unfolded.

In recent years, TRC has established an Immigration and Refugee Services Directorate, functioning as an auxiliary office to the Turkish Government. Today, TRC has become a key partner to the humanitarian community assisting millions of refugees under temporary protection<sup>9</sup> and tens of thousands of foreigners under international protection and humanitarian residence in the country.<sup>10</sup> Additionally, TRC is involved in the cross-border humanitarian response, providing internally displaced families with in-kind assistance inside Syria.

TRC currently maintains nine ESSN-dedicated Service Centres located across Istanbul, Izmir, Adana, Gaziantep, Hatay and Şanlıurfa provinces.<sup>11</sup> These Centres have been critical to the ESSN programme implementation, serving as extensions of SASF offices in receiving and processing applications to the ESSN. In addition, TRC's Community Centres have become a gathering and interaction point between local community members and vulnerable refugees from Syria, Iraq, Afghanistan availing services in health, education, vocational and language courses. Thus, it is well-placed to promote socio-cultural cohesion and harmonization among these populations. Such factors, combined with the solid experience TRC continues to gain in implementing a multi-purpose cash assistance at scale, point to its central role in partnerships around aid delivery to refugees and migrants in Turkey.

### 1.1.2 Alignment of ESSN with global commitments

The alignment of the ESSN programme, including all levels of coordination, with some of the core commitments and initiatives made during the World Humanitarian Summit<sup>12</sup> (see Box 1) needs to be underlined. Learning from the ESSN Task Force coordination could feed into global discussions and strategies toward fulfilling:

**Goal number 3 of the Grand Bargain<sup>13</sup>:** "Increase the use and coordination of cash-based programming."<sup>14</sup>

8 TRC was found on 11 June 1868 under the Ottoman Empire, with the name "Society for Aiding the Wounded and Ailing Ottoman Soldiers". Today, it has become one of the most important charity organisations in the Muslim world and internationally, with representations in Bulgaria, Bangladesh, Iraq, Pakistan, Palestine, Somalia, and Yemen. Source: TRC Website, last accessed, 28 June, <https://www.kizilay.org.tr/Haber/HaberArsiviDetay/3870>

9 Syrian nationals, as well as stateless persons and refugees from Syria, who came to Turkey due to events in Syria after 28 April 2011, are provided with temporary protection (TP) by the Government of Turkey. All Syrian refugees who seek protection shall be covered by the TP regime, including those who are not able to present any identification documents from Syria. The TP Regulation enshrines a range of rights, services and assistance for beneficiaries of temporary protection. This includes, among others, access to health, education, social assistance, psychological support and access to the labour market. (Source: UNHCR Turkey Website, last accessed 28 June 2018, <http://help.unhcr.org/turkey/information-for-syrians/temporary-protection-in-turkey/>).

10 International protection is the status granted for refugees, conditional refugees, and those under subsidiary protection under Turkish law. (Source: Turkey's Ministry of Interior Directorate General of Migration Management [DGMM] Website, last accessed 28 June 2018: [http://www.goc.gov.tr/icerik6/types-of-international-protection\\_917\\_1063\\_5781\\_icerik](http://www.goc.gov.tr/icerik6/types-of-international-protection_917_1063_5781_icerik)); Information on humanitarian residence available at: [http://www.goc.gov.tr/icerik3/residence-permit-types\\_917\\_1060\\_8865](http://www.goc.gov.tr/icerik3/residence-permit-types_917_1060_8865).

11 As of June 2018.

12 The first-ever World Humanitarian Summit, held in Istanbul on 23-24 May 2016, was convened by former United Nations Secretary-General Ban Ki-moon. The Summit was a global call to action to generate commitments to reduce suffering and deliver better for people caught in humanitarian crises, and to demonstrate support for a new Agenda for Humanity. It brought together 9,000 participants representing 180 Member States, including 55 Heads of State and Government, hundreds of civil society and non-governmental organisations, and partners including the private sector and academia.

13 The Grand Bargain is an agreement between more than 30 of the biggest donors and aid providers, which aims to get more means into the hands of people in need. It comes as an initiative under the Summit's new Agenda for Humanity. Last accessed, 21 June 2018: <https://www.agendaforhumanity.org/initiatives/3861>

14 Ibid.



Documentation of how the Task Force is evolving along with the maturation of the programme –how it contributes to creating an enabling environment for both grassroots-level and international partners to participate more in coordination and decision-making – could be of value for global learning as related to the Grand Bargain Commitments (see Annex 4: The ESSN and the Grand Bargain).

## 1.2 Objectives

The LLE’s primary objectives are to:

- Review the overall role of the ESSN Task Force and how it has coordinated the largest multi-purpose cash programme in Turkey, including the different actors and levels engaged;
- Analyze the value of ESSN coordination structures to external partners and other coordination mechanisms; and
- Document good practices, lessons learned, gaps and recommend ways forward.

### BOX 1: WORLD HUMANITARIAN SUMMIT, AGENDA FOR HUMANITY, MAY 2016

The Summit recognized that in the right contexts, cash-based programming can provide people the flexibility and dignity to choose the goods and services they need the most.

Participants called for cash-based programming to be “the preferred and default method of support to people, wherever possible.”

## 2. METHODOLOGY

### 2.1 Scope

The LLE was carried out 19 months into programme implementation and 18 months since the establishment of the Task Force. With six months remaining of the programme’s duration, it was deemed timely to reflect on what the Task Force had accomplished at this juncture and what direction it should take based on the relationships it had built with UN agencies, NGOs, and other coordination bodies serving refugees in Turkey.

There are two important points to emphasize regarding the scope of this exercise:

- The LLE will *not* assess the ESSN programme, but its coordination platform for partners outside of the programme – the ESSN Task Force; and
- It is beyond the scope of this LLE to offer evidence-based analysis and recommendations as to the replicability of the ESSN Task Force coordination model in other similar contexts. Turkey’s context and circumstances with regards to refugee and migrant populations is unique. Its policies and assistance infrastructure for refugees and the set of stakeholders in the ESSN programme – which have all converged to define the role of the Task Force – may not exist in other contexts.

*The LLE reviews and focuses its analysis and recommendations on the overall progress made so far by the Task Force, taking into account the perceptions and perspectives of stakeholders, including other coordination bodies, across the four Task Force locations: Ankara, Gaziantep, Istanbul and Izmir.*



*This LLE is limited in its scope to the past performance of the Task Force against its set objectives and Terms of Reference as a coordination body established specifically for ESSN-related tasks. As such, the recommendations in this report do not seek to expand the Task Force's mandate, but rather to enhance the outcomes of its function as a sub-set of the Basic Needs Sector and a platform supporting inter-sector linkages under the 3RP coordination system.*

## 2.2 Lessons Learned Exercise Approach

The LLE team consisted of a cash coordination specialist from NRC's NORCAP-CashCap roster and the LLE focal point from the gFSC. They agreed on a set of standard questions designed to collect external partners' perspectives on the Task Force's performance against its set objectives. The same methodology was applied across the separate data collection missions covering the four regional implementation hubs for the ESSN: Ankara, Istanbul, Gaziantep, and Izmir. The data collection missions took place between 15 and 29 May 2018.

### 2.2.1 Data collection

This review is qualitative in nature, comprising the following specific activities:

- Desk review of programme documents, published articles and research, meeting agendas and minutes, documentation of outputs, surveys by the ESSN Task Force, and other background papers;
- Focus Group Discussions;
- Key Informant Interviews, in-person and via Skype;
- Extensive exchange with ESSN Task Force members (bilaterally and as a group).

The documents reviewed and agencies represented in the Focus Group Discussions and Key Informant Interviews are listed in Annex 1 of this report.

### 2.2.2 Limitations

The following were noted as limiting factors to the scope of the LLE:

- Short timeframe: The LLE team was in Turkey for only seven and ten days respectively for in-person data collection. Although the team conducted as many interviews as possible in the short period, some key actors were unavailable within the timeframe of this review, specifically, Syrian NGOs. The short timeframe of the in-country mission also precluded the LLE team from participating in any regional sensitization session organized quarterly by the Task Force as part of its efforts to achieve its objectives.
- Date of the LLE: The LLE team's in-country mission occurred during the first week of Ramadan. Related to the above point, it is likely that some partners could not participate in the Focus Group Discussions due to adjusted working hours.
- Staff turnover: The LLE took place more than a year into the creation of the ESSN Task Force. Some of the UN agencies and international NGOs staff who experienced the Task Force efforts as it was starting out were no longer involved in it at the time of review.
- Limited timeframe for feedback: Due to staffing changes in the ESSN Task Force coordination team, the timeframe for review and feedback, including a broader set of actors, was limited.



### 2.2.3 Analysis

The LLE team reviewed and shared notes and transcripts from their respective visits immediately after interviews and held debriefs via Skype. Common themes were identified and elements specific to the context of certain locations were highlighted. Findings were triangulated across interviews and, where possible, with documented evidence. The LLE team cross-checked facts bilaterally with different members of the coordination team. A debriefing was held with the whole WFP ESSN Task Force coordination unit at the end of the in-country mission to present emerging findings and recommendations and solicit early feedback. The LLE team identified some gaps and decided to request for additional days in-country for further Key Informant Interviews.

Development of the recommendations (Section 5) took into consideration ongoing discussions within WFP Turkey Country Office on laying down the blueprint for a more decentralized coordination structure, as well as the potential risks that might arise from the imminent departure of two key figures in the ESSN Task Force coordination unit: (1) the Team Leader based in Ankara with national-level oversight; and (2) the Gaziantep-based coordinator, who, at the time of the LLE, was co-chairing the national Cash-based Interventions Technical Working Group (CBI-TWG) and the Basic Needs Working Group meetings in Gaziantep both in collaboration with UNHCR. The Gaziantep Task Force Coordinator was also co-leading the Food Security and Agriculture Working Group (FSAWG) with FAO.

This LLE also took into account senior-level perspectives at both WFP and UNHCR Country Offices in Ankara as to their shared role in the coordination of the Basic Needs Sector and the CBI-TWG.

Recommendations on ways forward in Section 5 are based on key findings that were developed following a standard set of criteria and a framework for analysis (Table 2) using the Task Force's three key objectives:

- Minimize duplication;
- Maximize inclusion of vulnerable caseloads into the ESSN; and
- Enhance collaboration and coordination outside the core ESSN implementation group.

The three standard criteria applied were:

- Relevance/Appropriateness: Is the Task Force an appropriate and relevant platform to achieve the set objectives?
- Effectiveness: Is the Task Force effective in achieving its objectives?
- Interconnectedness, sustainability of engagements<sup>15</sup>: Do Task Force outputs/activities facilitate sustainable engagements toward achieving its objectives?

Key findings/emerging lessons are organized in this report to reflect on:

- What worked well;
- Gaps/risks, and;
- Key takeaways.

<sup>15</sup> While it is beyond the scope of this review to determine when the ESSN programme transitions its beneficiaries to the next stage of resilience-building and recovery, the review will offer some analysis on how Task Force outputs/activities could also help lay the groundwork for sustainable coordination mechanisms at the local level, beyond its ESSN-aligned objectives.

**Table 1: Framework for Analysis**

Criteria	Framework for analysis based on Task Force key objectives	Emerging lessons
<b>Relevance/ Appropriateness</b>	Is the Task Force an appropriate and relevant platform for: <ul style="list-style-type: none"> <li>• Minimizing duplication?</li> <li>• Maximizing inclusion of vulnerable caseloads into the ESSN?</li> <li>• Strengthening coordination/ collaboration with external partners?</li> </ul>	<ul style="list-style-type: none"> <li>• What worked well</li> <li>• Gaps/risks</li> <li>• Key takeaways</li> </ul>
<b>Effectiveness</b>	Is the Task Force effective in: <ul style="list-style-type: none"> <li>• Minimizing duplication?</li> <li>• Maximizing inclusion<sup>16</sup> of vulnerable caseloads into the ESSN?</li> <li>• Strengthening coordination/ collaboration with external partners?</li> </ul>	
<b>Interconnectedness, and sustainability of engagements</b>	Do Task Force outputs/activities facilitate sustainable engagements around: <ul style="list-style-type: none"> <li>• Minimizing duplication?</li> <li>• Maximizing inclusion of vulnerable caseloads into the ESSN?</li> <li>• Strengthening coordination/ collaboration?</li> </ul>	

### 3. ESSN PROGRAMME OVERVIEW<sup>17</sup>

Although this LLE is focused on the Task Force’s coordination work, a topline overview of the programme itself is needed to better understand how the Task Force’s role and efforts fit in with the different aspects of programme implementation.

#### 3.1 Background

WFP initially partnered with TRC in 2012 to assist vulnerable Syrian refugees through an electronic food (e-food) card that could be redeemed against nutritious foods in local supermarkets. As the refugee population in Turkey grew exponentially in the succeeding years, the needs vastly outweighed the level

<sup>16</sup> In this context, “inclusion” is defined from the perspective of the Task Force based on the initial three objectives it set out to achieve. The term, as used here, refers primarily to refugees who could be eligible to receive ESSN benefits, but need assistance in meeting certain administrative prerequisites, e.g. registration of a physical address. However, at the time of the LLE, the Task Force was already exploring how the definition of “inclusion” could also refer to the extreme poor who do not currently meet the demographic criteria, ensuring that all those facing impediments to accessing the ESSN receive support to become eligible (see Section 3.5 Next steps).

<sup>17</sup> The information under this section is based on desk review of programme documents.



of support. In response, the Government of Turkey partnered with ECHO, WFP, and TRC to design and roll out the Emergency Social Safety Net, the first social assistance scheme of its kind, using direct cash-transfers to cover the everyday needs of the most vulnerable refugee families.

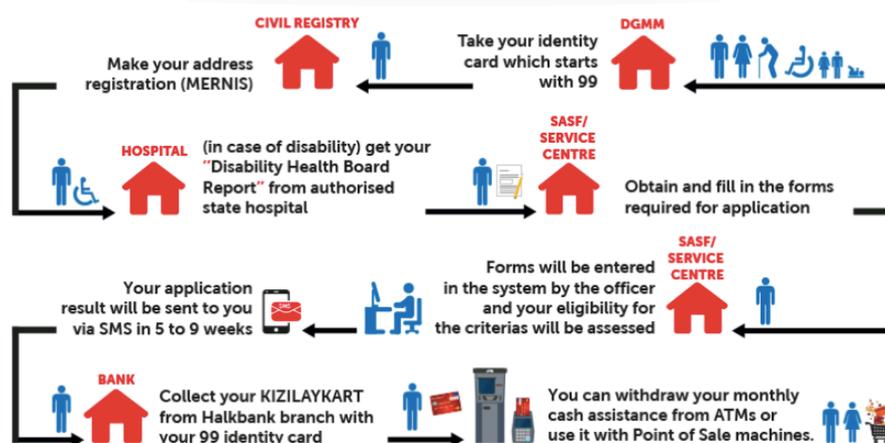
### 3.2 What is the ESSN?

The Emergency Social Safety Net (ESSN) is a multi-purpose cash transfer programme for vulnerable refugees living outside of camps to cover their basic needs such as food, rent, utilities, medicine and clothing.

Each family supported by the ESSN receives a debit card, called Kizilaykart, loaded monthly with 120 Turkish Liras per person (approximately USD 30). The card is distributed through Halkbank, a majority state-owned bank, and can be used to withdraw money from ATM machines (at no cost at Halkbank branches and other state banks, such as Ziraat Bank and Vakif Bank). It could also be used to pay at point of sale (POS) machines in local shops – granting freedom of choice for the refugees receiving assistance.

Figure 1: How the ESSN Works: Application Process<sup>18</sup>

## KIZILAYKART-SUY APPLICATION PROCESS



### 3.3 ESSN Programme partners

The programme, funded by ECHO, leveraged the existing WFP-TRC e-card scheme and the expertise of the Ministry of Family and Social Policies (MoFSP), under the coordination initially of Turkey's Disaster and Emergency Management Authority (AFAD). A handover process of the ESSN oversight from AFAD to the Ministry of Interior Directorate General of Migration Management (DGMM) was ongoing at the time of the LLE.

The ESSN closely aligns with the delivery of existing national social assistance programmes and works through MoFSP's Social Assistance and Solidarity Foundation (SASF) offices across the country, augmented by Turkish Red Crescent Service Centres in some areas (see Figure 3: Map of WFP-TRC Coverage - area and field offices)<sup>19</sup>

<sup>18</sup> Source: ESSN website: <http://kizilaykart-suy.org/EN/basvuru0.html>

<sup>19</sup> WFP Turkey Country Briefs



## 3.4 Implementation and management

### 3.4.1 Implementing partners

Multiple partners contribute to the ESSN programme and coordination takes place at multiple levels. WFP and TRC work at both central and field levels (see Figure 3: Map of WFP-TRC coverage) in collaboration with Turkish authorities. Those include the following agencies: the Prime Ministry Disaster and Emergency Management Authority; the Ministry of Interior Directorate General of Migration Management; the Ministry of Foreign Affairs; the Ministry of Family and Social Policies; Social Assistance and Solidarity Foundations; and the Directorate General for Population and Civil Registry.

### 3.4.2 Joint Management Cell (JMC)

The institutional set-up requires a robust internal communication and coordination system between WFP and TRC to ensure needs-based programming. To facilitate this process and to strengthen capacities of national actors, the JMC is a standing office arrangement between TRC and WFP resulting in daily engagement and coordination between operational staff. The JMC meets every two weeks to update on the progress and challenges of the various workstreams.

### 3.4.3 Governing Board

The Governing Board consists of representatives of agencies involved in implementing the ESSN, including ECHO, with the exception of UNICEF. UNICEF became part of the Board to ensure complementarity between the ESSN and the Conditional Cash Transfer for Education (CCTE) programmes.<sup>20</sup>

Governing Board meetings happen every two months. The Governing Board is the only body authorized to make changes to programme design, such as amending the eligibility criteria or cash transfer value.<sup>21</sup>

### 3.4.4 The ESSN Task Force

The Task Force was established in December 2016 to focus on linking with the wider humanitarian response and to ensure that other types of assistance for refugees are complementing the ESSN (more on the Task Force in Section 4). One concrete collaboration institutionalized within the Task Force coordination platform is the inclusion of CCTE as a standing agenda item in meetings.<sup>22</sup> More information on the outcomes of this collaboration in Section 5.

20 CCTE is the EU's largest humanitarian programme for education in emergencies, funded by DG ECHO as part of the EU's Facility for Refugees in Turkey (FRIT). It aims to encourage enrolment, improve school attendance of children and increase access to protection for vulnerable refugee children and families in Turkey. The CCTE is implemented through a partnership between the Turkish Ministry of Family and Social Policies, the Ministry of National Education, the Turkish Red Crescent, and UNICEF with the financial support from the European Union, Norway, and the United States of America. (Source: UNICEF).

21 Effective June 2017, the ESSN Governing Board ruled that the eligibility criterion of having at least four dependants for every two healthy adults would be reduced to only three dependants for every two healthy adults in the family. Similarly, the criterion of having two disabled members in the household to be eligible was amended to only one disabled member.

22 ESSN Task Force meetings occur once a month across the four Task Force locations, with regular CCTE progress updates once every two months.



Figure 2: ESSN Eligibility Criteria<sup>23</sup>

# ESSN CRITERIA

Households matching the following criteria are eligible for assistance:



**Criteria number 1 - Single female**



**Criteria number 2 - Single parents with no other adults in the family and at least one child under 18**



**Criteria number 3 - Elderly people above 60 with no other adults (between 18 and 59) in the family**



**Criteria number 4 - Families with four or more children**



**Criteria number 5 - Families with one or more disabled people. They must have a disability of 40% or more, evidenced by a disability health board report from an authorised state hospital.**



**Criteria number 6 - Families that have a high number of 'dependents' (i.e. children, elderly and disabled). This is determined as families that have at least 1.5 dependents for every able bodied adult (between 18 and 59).**

*The programme is for families and individuals who are in need of assistance and not engaged in formal employment (do not have a SGK social security record).*

### How much assistance am I entitled to?

120 TL per person in the household is loaded onto the card every month. Assistance is loaded onto the KIZILAYKART on the last day of every month, however you will be informed by SMS when your assistance is available.



### Monthly checks

Your family are automatically checked on a monthly basis to assess your continued eligibility against the programme's criteria. You will be notified in advance if your assistance is cut or reduced.

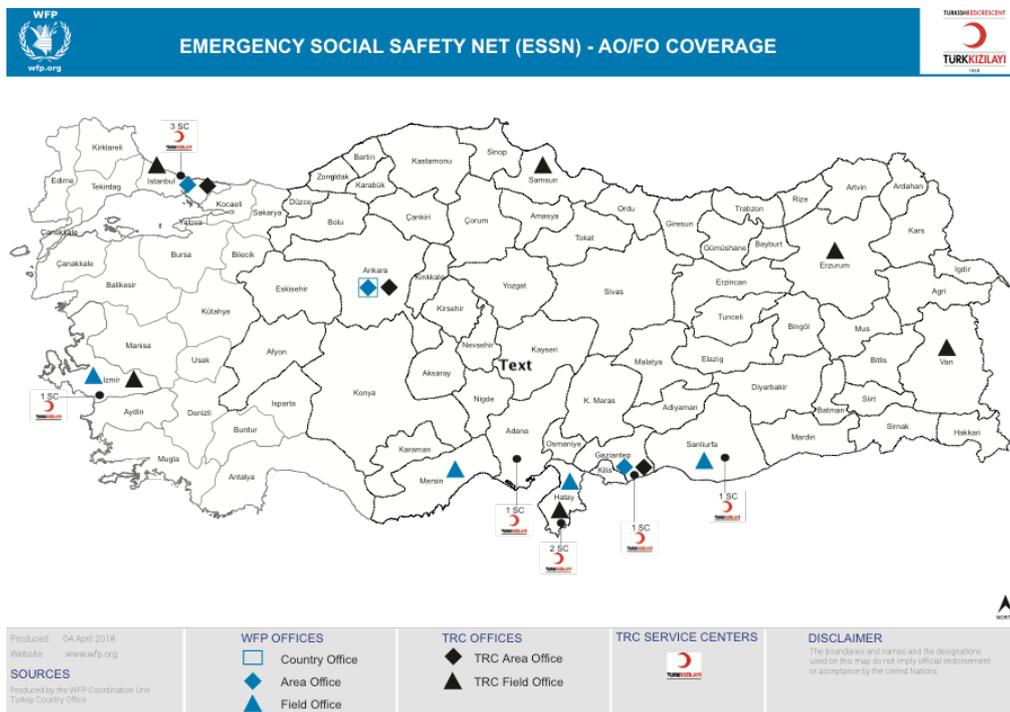


### Keep your phone number up-to-date!

If you change your phone number please update this as soon as possible at the SASF or TRC Service Centre where you submitted your application, otherwise the programme will not be able to contact you with important updates.

23 Source: ESSN website: <http://kizilaykart-suy.org/EN/degerlendirme.html>

Figure 3: Map of WFP-TRC Coverage - area and field offices



### 3.5 Next steps<sup>24</sup>

In 2018, the ESSN programme has started building on its knowledge and good practices in assisting vulnerable refugees at scale by prioritizing:

- The inclusion of the extreme poor who do not currently meet the demographic criteria, ensuring that those facing impediments to accessing the ESSN receive support to become eligible;
- Technical support to national partners to transition to a steady state of implementation with WFP retreating in an oversight and monitoring role;
- Coordination response efforts, strengthening referrals and linkages with complementary humanitarian and resilience programmes;
- Leveraging the unique learning opportunities under the ESSN through monitoring and evaluation (M&E) and dissemination of lessons learnt;
- Innovative partnerships that bridge humanitarian response and development aspects, and strengthening partnerships and alignment with national safety net systems as reflected in the ESSN’s design to offer a robust foundation for partners to plan a sustainable future.

<sup>24</sup> Programme document



## 4. ESSN TASK FORCE OVERVIEW

### 4.1 Background and rationale for creating the Task Force

Prior to the ESSN, a significant portion of the cash programming implemented was in the form of e-vouchers for food, and partners reported into the then Food Security (FS) Working Group. The Cash-Based Interventions Technical Working Group (CBI-TWG) had already been established under the Regional Refugee and Resilience Plan (3RP)<sup>25</sup>

coordination structure, providing technical support on cash programming, capacity building and programme quality.

Following the pilot and rollout of the ESSN in the last quarter of 2016, agencies delivering multi-purpose cash grants for basic needs to vulnerable refugees began to shift away from such modality. Some humanitarian agencies instead geared their programming and funding towards helping ineligible refugees become eligible to the ESSN. Others began looking into livelihoods programming, anticipating the self-sufficiency aspirations of refugees and migrants covered by the ESSN. Some cash transfers are still available for seasonal assistance, livelihoods, food (e-vouchers), education and protection.

At its scale and with the ESSN being, in effect, the only multi-purpose cash programme in the refugee response, there was historically much discussion among other actors in the humanitarian space as to how a coordination structure could look like. For ESSN implementing partners, however, there was a clear need from the outset for a coordination platform through which they could raise better awareness and understanding of ESSN among UN agencies, NGOs, CSOs, and more importantly, among the refugee population and host communities they were serving.

### 4.2 Objectives and coverage

The ESSN Task Force was established one month after the countrywide rollout of the programme and operates under the umbrella of the four 3RP response hubs in Turkey: Ankara, Istanbul, Gaziantep and Izmir.

It is co-led by WFP and TRC as ESSN programme partners and holds monthly meetings in the four locations. The Task Force started by providing regular updates on Turkey's largest programme.

The Task Force sat under the Basic Needs Working Group within the UNHCR/UNDP led 3RP coordination structure (see Figure 4). The Basic Needs Working Group receives all reporting on unconditional, unrestricted multi-purpose cash grants, while other types of cash transfers are reported to other relevant sectors.

The ESSN Task Force has three key objectives:

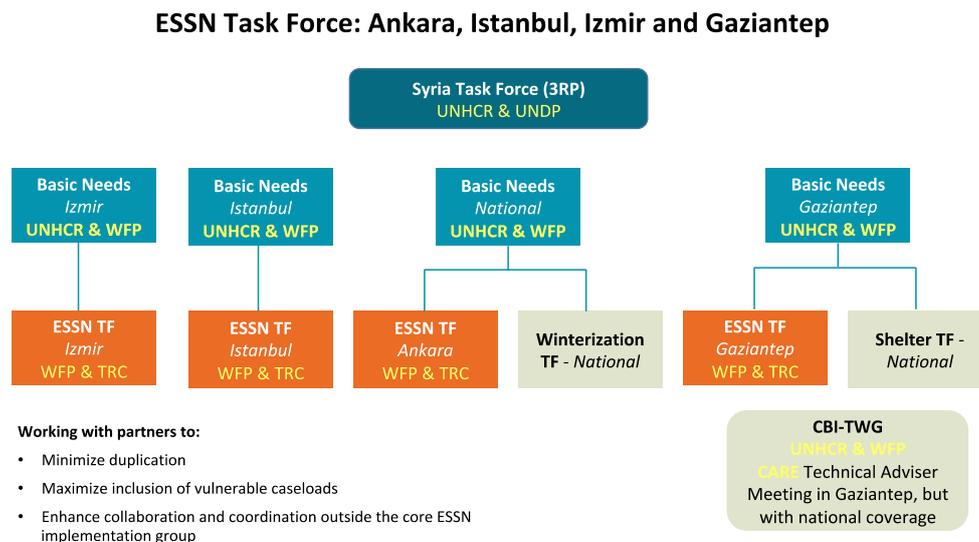
- Minimize duplication of beneficiaries;
- Maximize inclusion of vulnerable caseloads into the ESSN; and
- Enhance collaboration and coordination outside the core ESSN implementation group.

<sup>25</sup> The Regional Refugee and Resilience Plan (3RP) continues to be the regional coordination and planning tool to address the humanitarian and resilience needs of Syrian refugees and host communities in Turkey, Lebanon, Jordan, Iraq and Egypt. The 3RP is a nationally-led, regionally coherent framework which includes the Lebanon Crisis Response (LCRP) as the Lebanon chapter, the Jordan Response Plan (JRP) as the Jordan chapter and the country chapters of Turkey, Iraq and Egypt.



The Task Force interacts with its stakeholders mainly through its monthly meetings in the four locations mentioned above. In addition, Task Force team members, represented by WFP, are co-leads of UNHCR in monthly Basic Needs Working Group meetings (see Figure 4). Apart from the four regional hubs, ESSN sensitization sessions are also conducted periodically in alternate locations as needed (see 4.3 Stakeholders and Figure 5).

**Figure 4: ESSN Task Force within the 3RP Coordination System<sup>26</sup>**



### 4.3 Stakeholders

The Task Force is accountable to the ESSN programme, with a reporting line into the Basic Needs Working Group. Whilst the JMC can be considered as the platform for WFP and TRC programme staff to interact and coordinate around implementation, the Task Force, in effect, is the JMC's arm for external outreach.

Thus, Task Force key stakeholders are humanitarian actors and agencies, external to the ESSN implementing group, assisting refugees in various capacities around the country. They include UN agencies, international NGOs or small grassroots NGOs focused on vulnerable youth, which may not be part of the 3RP strategy.<sup>27</sup>

Sectorial and inter-sectorial and inter-agency coordination bodies (see Annex 5), including the Basic Needs Sector, assembling UN agencies and NGOs assisting refugees, are natural stakeholders of the Task Force. In addition, Task Force chapters in the four regional hubs conduct periodic sensitization sessions with stakeholders in the field who have direct contact with the refugee community (see Figure 5).

ECHO is also a key stakeholder, attending Task Force meetings in Ankara, Gaziantep, Izmir and Istanbul.<sup>28</sup> As the main driver and sole donor of the ESSN programme, the largest multi-purpose cash transfer programme of its kind, ECHO takes a keen interest in the success of the programme. Globally, ECHO has also

<sup>26</sup> The inter-agency coordination in Turkey, created around the Regional Refugee and Resilience Response Plan (3RP), is led by the GoT, with support from the UN. The 3RP guides the coordination efforts between humanitarian and resilience building partners.

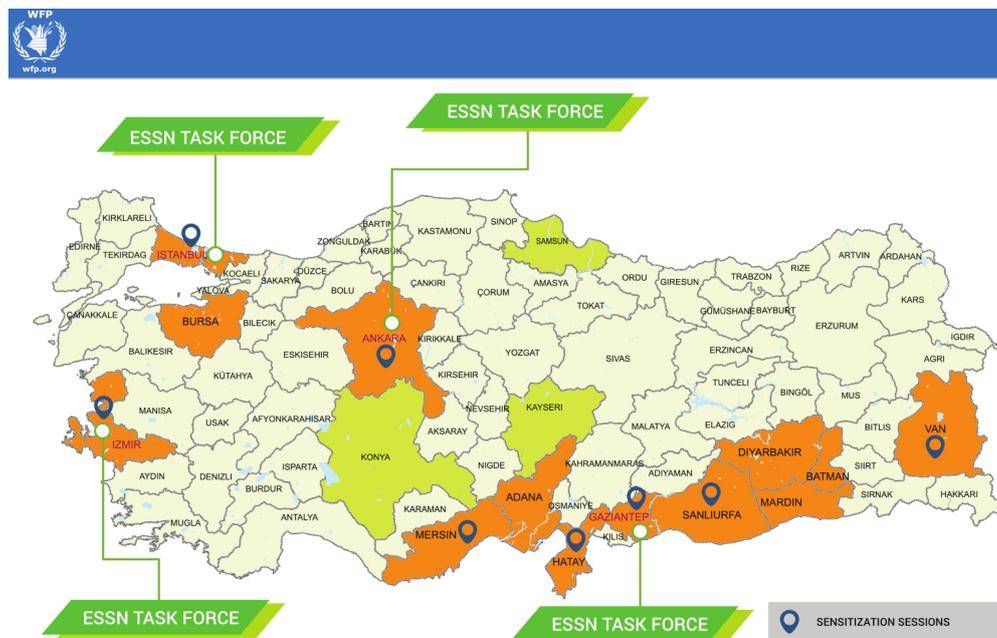
<sup>27</sup> Stakeholder interview.

<sup>28</sup> Task Force meetings - attendance sheets.



been a strong proponent of coordination, funding capacity for cash coordination and related research in various contexts.

**Figure 5: ESSN Task Force meeting and sensitization session locations**



#### 4.4 Composition and operational structure

The Task Force consists of a core team from WFP and TRC managed by a Team Leader. WFP is represented in the Task Force by five staff. Among those are three national and two internationally recruited staff, including the Team Leader and the information management focal point. With the exception of the Information Management Officer, the rest of the WFP Task Force team members work full-time on Task Force coordination. Together they make up the Coordination Unit of WFP for the ESSN, headquartered in the JMC office in Ankara. One of the national staff is permanently based in Gaziantep, serving as Task Force lead for the region and co-lead of three working groups.<sup>29</sup>

TRC has two staff members supporting the coordination structure; one is senior, based in Gaziantep but frequently available in Ankara. The other, also based in Gaziantep, has a supporting role, particularly with organizing meetings and preparation of presentations jointly with WFP. These staff cover all Task Force meetings in four locations. Besides playing the main interlocutor role between the Task Force and government authorities, TRC makes available some of its regional offices for hosting coordination meetings.

Since it was established in December 2016 and until the end of 2017, Task Force meetings were more or less standardized across the four regional locations. There were slight variations in Gaziantep on account of the Southeast Turkey context

<sup>29</sup> At the time of this review, the Gaziantep-based WFP TF member was also co-leading the: (i) Basic Needs Sector Working Group for the Southeast Turkey region, (ii) CBI-TWG – both with UNHCR; and (iii) the Food Security and Agriculture Working Group with FAO. However, talks were underway for the latter to be absorbed in the forthcoming Livelihoods Sector, to be led by the incoming Livelihoods Coordinator.



that the Gaziantep-based Task Force member is able to inject.<sup>30</sup> For the most part, however, meetings during its first year were centred on overall ESSN programme progress updates with region-specific data presented in each corresponding location. Task Force members leading the Ankara meetings also travelled to conduct the Task Force meetings in Istanbul and Izmir.

In January 2018, results from the performance survey, conducted in the last quarter of 2017 were shared in meetings, opening space for discussion with partners on how to improve the future agenda and overall feedback on their experience with ESSN.<sup>31</sup> As a follow-up to the results of the performance survey, Task Force meetings in each region held context-specific Q&A sessions and discussions with government representatives from DGMM/PDMM in April 2018. This change in the agenda was widely appreciated by partners, crediting the Task Force for providing a space for direct information exchange with the Turkish authorities (see section 5).

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*“The Q&A with PDMM representatives is a good initiative by the Task Force. It helps to get answers to questions and issues from government in real time.”*

Task Force partner agency, Gaziantep

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#### **4.5 Activities/outputs per objective**

The achievement of the Task Force objectives ultimately contributes to the success of the programme and more importantly to providing assistance to a greater number of refugees struggling to meet their basic needs. To fulfill these objectives the Task Force undertakes a number of outreach and coordination activities with humanitarian agencies operating across the country.

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<sup>30</sup> ESSN Task Force agenda tracking matrix.

<sup>31</sup> Ibid, meeting minutes.



**Table 2: ESSN Task Force outputs/activities per objective**

Key objectives	1. Minimize duplication of beneficiaries	2. Maximize inclusion of vulnerable caseloads into the ESSN	3. Enhance collaboration and coordination outside the core ESSN implementation group
<b>Output/Activities</b>	<p>Cross-cutting:</p> <p><b>Regular ESSN programme update:</b> shared in monthly Task Force meetings</p> <p><b>Region-specific analysis and trends:</b> platform for information-sharing, discussion of issues, networking</p> <p><b>Sensitization activities per region:</b> including one-on-one sessions with smaller NGOs on an ad hoc basis. Sensitization sessions designed to reach a broader set of humanitarian actors at community level. Sessions promote better understanding of ESSN, leading to referrals of vulnerable cases and complementarity of assistance. TRC outreach to MoFSP, SASF; WFP support to IPA actors<sup>32</sup> in development of Standard Operating Procedures (SOPs) for referrals into ESSN or other programmes.<sup>33</sup></p>		
	<p><b>Duplication Matrix:</b> a beneficiary cross-checking service maintained by TRC that helps partners ensure their beneficiaries are not already receiving ESSN assistance; turnaround time: 2-3 days (see Annex 6: Duplication Matrix Documents).</p>	<p><b>Workshop on barriers to accessing ESSN, July 2017:</b> Task Force collaboration with Basic Needs Working Group and CBI-TWG to identify barriers to accessing ESSN.</p>	<p><b>CCTE<sup>34</sup> as standing agenda point:</b> once every two months in Task Force meetings;</p> <p><b>ESSN inclusion in CBI Turkey Decision Tree:</b> a result of Task Force team advocacy and collaboration with CBI-TWG to enhance cash tool;</p> <p><b>Harmonized transfer value for transitional support (ref. CBI-TWG):</b> alignment with ESSN amount (120 Turkish Lira);<sup>35</sup></p> <p><b>Performance Survey:</b> Task Force's self-assessment initiative conducted end of 2017, collecting feedback from partners on how to improve engagement.</p>

<sup>32</sup> IPA stands for Individual Protection Assistance. IPA is a programme model funded by ECHO that is intended to reduce, remove or prevent individual protection risks through a simple time bound intervention. It complements the more time consuming and human resource intensive traditional six-step case management

<sup>33</sup> It is beyond the scope of this review to assess the referral system of cases into ESSN or vice versa - refugees ineligible to ESSN but may be referred to SASF, protection actors, or community/volunteer organization. Some perceptions by IPA actors of how ESSN Task Force contributed to better understanding and development of appropriate tools for protection cases are documented in Section 5.

<sup>34</sup> Conditional Cash Transfer for Education; CCTE has been implemented since June 2017 by the Ministry of Family and Social Policy and UNICEF, using the ESSN card. CCTE as a standing agenda item at Task Force meetings has led to solutions to the shared problems of ATM languages, and registering the physical addresses of vulnerable refugees.

<sup>35</sup> Agencies that provide "transition assistance" to refugees they are helping to meet the prerequisites to ESSN application. This assistance is aligned with the multi-purpose cash grant value of the ESSN based on Task Force outreach and advocacy.



## 5. KEY FINDINGS AND RECOMMENDATIONS

This section is organized to reflect on: what worked well; gaps/risks; key takeaways, based on the three main criteria: (1) relevance/appropriateness; (2) effectiveness; and (3) interconnectedness and sustainability of engagements (see Table 2: Framework for Analysis).

Where relevant, context-specific feedback is elaborated upon. Recommendations are outlined after each set of findings.

### 5.1 Relevance/Appropriateness of Task Force and activities

#### What worked well:

- The Task Force as an appropriate forum for learning and networking around the ESSN programme and about what other organizations and sectors are doing to assist refugees ineligible to ESSN.
- Regular information-sharing and updates on the progress of the ESSN, especially during the first year of implementation. Partners considered the information sharing opportunities as a relevant activity given the scale of the programme.
- Duplication Matrix managed by TRC offers partners an easier way to cross-check beneficiary lists in view of eligibility to the ESSN.
- Incorporation of trends and analysis per region in regular ESSN updates are relevant to partners. Recent adjustment in meeting format has opened up space for more context-specific discussions.
- Overall, the establishment of the Task Force one month after programme rollout represented immediate access to information on the only countrywide humanitarian assistance programme to refugees. The fact that assistance is provided in the form of a multi-purpose cash grant, implemented by WFP, alongside TRC and the Government of Turkey, and delivered through a majority state-owned bank all add to the significance of the Task Force's role as external coordination arm of all key stakeholders. As such, the Task Force is best placed to broker linkages and foster synergies. As a coordination model for this type of response the Task Force experience in Turkey would be a valuable resource for other contexts.

#### Gaps/Risks:

- Programme updates, while relevant and interesting to partners, are lengthy and often delivered through data-heavy PowerPoint presentations. In some cases, presentations reportedly take an hour, including region-specific updates and analysis.
- The Duplication Matrix and the speedy turnaround service TRC provides to partners for triangulation was well known to some partners but not to others.
- Some ESSN-related discussions around protection issues and vulnerability assessments, although appropriate to begin in Task Force meetings, should also be raised in Basic Needs Working Group meetings, or other sectors as relevant (e.g. Protection, Livelihoods, etc.) for broader discussion.



- Some partners are unsure about how to engage at this juncture as the programme advanced into its second year of implementation and it is clear that ESSN comprise 80 percent of the Basic Needs Sector. One LLE respondent said that “the Task Force does not necessarily have specific tasks for us to coordinate anymore,” functioning more as an information-sharing network, rather than a task force.<sup>36</sup> In the first year of implementation, the ESSN programme, being a single platform for the delivery of multi-purpose cash for basic needs, had to engage partners implementing cash to streamline and reduce duplication. NGOs stopped multi-purpose cash programming and shifted to activities complementary to the ESSN, including protection and livelihood support. At that time, the Task Force provided the appropriate platform for such coordination and complementarities to happen. Some partners felt that they could contribute to improving the ESSN eligibility criteria to minimize exclusion errors, or to livelihoods and exit strategy discussions. However, partners are also well aware that these are internal programme decisions that agencies external to ESSN implementing partners have no basis for influencing. As such, some partners feel now that their role is very limited and attend Task Force meetings less frequently than before.

#### **Context-specific findings:**

In **Gaziantep**, some partners highlighted meeting fatigue given the high number of sectoral and inter-sector/inter-agency meetings.

- One key informant mentioned that when prioritizing which meetings to attend, the ESSN Task Force meeting often gets dropped. The lengthy updates and information-sharing nature of the agenda was cited as the main reason for skipping the Task Force meeting.
- NGOs, in particular, especially those based in distant provinces such as Hatay and Sanliurfa, stressed that they are in no position to spare a staff member to travel to Gaziantep for ESSN Task Force updates. They suggested holding the meetings in Hatay or Sanliurfa periodically.
- A few partners proposed that ESSN updates could be a standing agenda item in the Basic Needs Working Group meetings and a periodic substantive ESSN discussion or workshop could be combined with the CCTE updates once every two months.

In **Istanbul**,

- Most of the key informants preferred monthly Task Force meetings due to the rapidly changing implementation environment. It is perceived that a reduction of the frequency of monthly meetings may slow down the information flow and gaps may occur affecting programme implementation.
- However, partners also suggested that the lengthy presentations be shortened and complemented by the information sharing component and focused thematic discussions, which have been introduced early in 2018. Partners noted that the improvement of the meeting format gave more space to exchange on issues faced in the field.

#### **Key takeaways:**

- The Task Force is viewed to be most relevant when it provides a space for in-depth exchange and learning around challenges related to programme implementation and opportunities for coordination and collaboration (see Box 3 Coordination Good Practices).

<sup>36</sup> Key Informant Interview



- As the ESSN programme has reached its objective, the Task Force as its external coordination arm has also reached a turning point. This is an opportune time to recalibrate, to redefine nature and level of ESSN engagement in the coming months.
- The shift towards more focused thematic discussions, adapted in April 2018 with the introduction of Q&A sessions with DGMM/PDMM representatives, has been welcomed by LLE respondents. There is an overwhelming preference for this type of meetings over the lengthy presentations on programme updates.
- Gaps in information remain at field level. Some local NGOs expressed that the eligibility criteria is still not well understood. The ongoing sensitization and one-on-one sessions are a good initiative to address these gaps and they could be adapted and expanded to include, for example, a session on the Duplication Matrix (see Recommendations below).

## BOX 2: REVISITING THE “TASK FORCE” REMIT

LLE respondents across regional hubs widely appreciated the relevance of the Task Force and the appropriateness of its regular updates during the crucial first phase of programme implementation. However, there is a prevailing perception that in its current form, the Task Force may no longer be living up to its “Task Force” remit. As one respondent said: “A Task Force is normally created to fulfill specific tasks and disbands or becomes dormant once those tasks are achieved.” Currently, the ESSN Task Force is not perceived to be a body with specific tasks to fulfill or issues to solve, but a purely information sharing and networking forum.

There were mixed reviews on whether the Task Force should continue as such, or should evolve into a problem-solving body, given its unprecedented access to government line ministries. One key informant said the “Task Force meetings could be a platform facilitating discussions between partners on issues, but it is not necessarily a forum to solve problems, but to advocate for solutions.”

## RECOMMENDATIONS

### **5.1.1 Restructure the ESSN Task Force and redefine objectives and activities in consultation with external partners to be more forward-looking.**

- Revisit/revise Task Force ToRs and define priorities, identifying clear coordination points in consultation with external partners.
- Identify new ways for UN and NGOs to assist ESSN beneficiaries as discussions progress around language courses, vocational trainings, seasonal work and livelihoods, in coordination with relevant working groups.
- Assess Task Force key objectives and ESSN phase 1 outputs (see Table 3) and identify sustainable periodic follow-up activities for phase 2. One example could be more targeted sensitization and one-on-one sessions with Syrian NGOs, CSOs and other grassroots organizations to provide a more tailored information-sharing and coordination service to partners. Another example could be exploring a different way of communicating the added value of the Duplication Matrix. In addition to presenting the template in future meetings, consider asking agencies that have used the tool to share their experience. This could showcase the Task Force’s relevance as a learning and knowledge exchange platform.



### **5.1.2 Decentralize meeting format, agenda and coordination arrangements.**

- Discuss with partners in each regional location how the meeting format could be changed and which information to be shared before each meeting to strengthen partners' preparation before the meeting, interaction during the meeting and follow-up afterwards.
- Consider the demand from partners for ESSN Task Force meetings to provide more space for discussions of context-specific issues and coordinated advocacy messages.
- Decentralization efforts are ongoing, but if resources allow, consider recruiting an international Consultant to support the Task Force team with the following deliverables: (i) help the team to develop a strategic plan for the Task Force; (ii) conduct capacity building activities and plan for Task Force members and focal points in all regional hubs; (ii) in close collaboration with the Task Force team, conduct a consultation forum or workshop with the broader humanitarian community to build on the achievements of the Task Force and to follow-up on some of the recommendations in this LLE.
- Discuss the organizational set-up of the ESSN Task Force on a case by case basis with partners to decide whether the ESSN Task Force should be an agenda item within the Basic Needs Working Group (e.g. Gaziantep) or whether it should remain separate and continue with monthly meetings (e.g. Istanbul) given that the organization of the ESSN Task Force meetings is location-specific.

### **5.1.3 Standardize the time dedicated to ESSN progress update (e.g. 15-20 minutes), consider new ways of presenting, and ensure that information sharing is two-way.**

- Consider drawing out two to three discussion points from any trends analysis coming out of ESSN progress reports and including them in the "Save-the-date" meeting announcement and/or invitation instead of the usual PowerPoint presentations. If available, attach ESSN progress update documents as reading resource and encourage partners to prepare for the meetings to discuss the identified points. Task Force focal points could pre-assign a partner or two to facilitate topic discussions.
- Circulate suggested questions and discussion points to Task Force members along with the meeting agenda ahead of a scheduled thematic Q&A session with a government resource person. Ensure that the guideline includes basic decorum and tips on how to formulate questions.
- Allow time for Task Force meeting attendees to share their own updates.



## BOX 3: ESSN TASK FORCE: COORDINATION GOOD PRACTICES

### **Good practice A: Collaboration with the Cash Based Interventions Technical Working Group (CBI-TWG)**

In 2017, the CBI-TWG in Turkey and IOM initiated the development of a Decision Tree tool that would provide guidance to agencies on whether cash is an appropriate modality of assistance or not. The WFP coordination team, representing the Task Force, collaborated with the CBI-TWG to ensure that the ESSN programme is reflected in the cash tool. As a result, a section was included in the Decision Tree to facilitate verifying whether the objective of the planned cash intervention could be categorized under the basic needs sector. If the objective of a programme is to address basic needs, the tool guides the user to coordinate the design and implementation of its programme with TRC/WFP, including modalities, transfer amount, targeting criteria and monthly beneficiary cross-checking. This shall ensure the harmonization of approaches and avoid/minimize duplication of efforts. The decision tree was widely disseminated among the CBI-TWG members and is available online.

### **Good practice B: Support to Individual Protection Assistance (IPA) Task Force**

The WFP Coordination team, on behalf of the ESSN Task Force, supported the IPA Task Force<sup>37</sup> by contributing to tools and deliverables related to the IPA guidance. This includes Disability Health Report (DHR)<sup>38</sup> coverage areas for IPA; harmonization of transfer amount for transition support<sup>39</sup> with the ESSN (120 Turkish Lira) and a mapping of IPA partners. The ESSN coordination team participated in IPA Task Force meetings and conducted several ad-hoc meetings with IPA partners. Additionally, to assist with referrals between WFP-TRC field teams and IPA partners, the coordination team identified focal points from each to ensure an adequate referral mechanism.

*Source: ESSN Task Force*

## 5.2 Effectiveness of the ESSN Task Force

### **What worked well:**

- Performance Survey results, conducted in November 2017, showing that partners overall appreciated ESSN Task Force engagement. Partners acknowledged the survey to be a good initiative to provide feedback and noted that the results were shared in Task Force meetings across regions, providing an opportunity for further exchange.
- Discussion of protection issues related to barriers to accessing the ESSN, and referrals with grassroots-level NGOs, leading to improved referral systems.
- Q&A sessions with government representatives from DGMM/PDMM in April 2018, providing an opportunity to learn about the official government position in real time. LLE respondents considered Task Force meetings to be most effective "when decision-makers are present in the room." Their attendance

<sup>37</sup> Individual Protection Assistance is a programme model funded by ECHO and is a temporary social assistance programme for refugees to have access to basic needs and protection. The Taskforce is for coordinating the IPA partners activities and preparation of the tools for IPA programme.

<sup>38</sup> Disability Health Report is a document needed for ESSN applications of the disabled refugees to meet one of the targeting criteria of 'household with min. 1 disabled member'.

<sup>39</sup> Transition support is the assistance given to vulnerable refugees during the ESSN application process to cover their basic needs.



puts a stronger focus on programme implementation challenges (e.g. barriers to accessing the ESSN), serving as an advocacy opportunity to maximize inclusion of vulnerable refugees.

### **Gaps/risks:**

- The ESSN Task Force coordination unit members also cover Istanbul and Izmir meetings. This may have led to misperceptions that agendas are set in Ankara. Despite Task Force practice of welcoming topic suggestions for meetings, some partners remained reluctant to put forward their ideas.
- Partners suggested decentralizing some of the Task Force coordination functions to permit more on-site exchange of information and facilitation of Task Force meetings with a WFP/TRC focal point per location. A shift towards a more decentralized coordination set-up has already started at the time the LLE was conducted. However, wider communication is necessary to ensure designated Task Force focal points are well known to partners.
- A few partners attending Task Force meetings in decentralized locations mentioned the need for stronger feedback mechanisms with the other locations and the need for knowledge sharing across locations to capture and document lessons and good practices.
- Some questions addressed to the PDMM guest speaker during the Q&A session in one of the locations seemed to have been addressed in less constructive ways. This poses a risk that government counterparts may be reluctant to participate in future meetings.

### **Key takeaways:**

Whereas programme implementation is decentralized, the coordination set-up was initially centralized with Task Force members in Ankara covering and setting the agenda for three of the four regions. This set-up was most suitable at the beginning of the programme, but requires an adjustment to strengthen the Task Force effectiveness in the future. Decentralization efforts have already started when the LLE was conducted, but sustained communication about this may be necessary for some time to allow time for Task Force focal points to introduce themselves to partners. In addition, there is significant expectation from partners for the Task Force to contribute/facilitate joint advocacy/messaging.

## RECOMMENDATIONS

### **5.2.1 Add Knowledge Management and advocacy to Task Force functions with support from information management experts.**

- Discuss to what extent the Task Force can take on a stronger Knowledge Management function by facilitating the systematic collection and sharing of challenges, lessons learned and good practices through information management capacity.
- Strengthen the ESSN Portal to also serve as information sharing repository for ESSN-related lessons learned, good practices and stories from the field.
- Develop a concise one-page template for partners in Turkish and Arabic to collect good practices from the field and create a space for discussion either during Task Force meetings, within a wider community of practice or with donors to present the results.



- Discuss at JMC level if there are already similar systems and see how the ESSN Task Force could adapt a similar type of two-way reporting channel for its partners.
- Consult and collaborate with UNHCR, UNICEF and other UN agencies and NGOs on such activities to ensure wider buy-in and support and to ensure broader discussions and sharing of issues.
- Consider establishing a Skype “community of practice” discussion group with partners in support of a systematic collection of issues, lessons learned and good practices. Discussions are systematically archived and could also serve as reference and learning tool. Working groups have used this globally as an effective way for real time information exchange.
- Document, share, and archive field cases more systematically.<sup>40</sup> This would serve multiple purposes: ready access to materials for knowledge-sharing, especially with new partners; institutional memory, given the rate of staff turnover; and messaging tool for advocacy with decision-makers.
- Revisit the feasibility of reviving the “ESSN issues tracker” in the form of an information management tool to track the progress made regarding certain field issues raised.

### **5.2.2 Consider establishing a communication protocol between the Task Force and the Governing Board, if possible.**

- In line with the advocacy component in Recommendation 5.2.1, partners expect the Task Force to play a stronger advocacy role in the future vis-à-vis decision-makers at national and subnational levels.
- As the Task Force participates more in broader discussion fora around social cohesion and livelihoods, there may arise opportunities for joint advocacy that the Task Force could offer to facilitate, through internal programmatic coordination.

### **5.2.3 Conduct periodic performance reviews in different formats and consolidate cumulative learning.**

- The Performance Survey was a well-received initiative by the Task Force and should be continued on a yearly basis. The set of questions in the survey should be improved each year. Consider a more participatory process by soliciting question ideas from partners for future surveys.
- For more qualitative input, supplement the Performance Survey with other feedback mechanisms, such as workshops, consultation forums or bilateral engagement, if resources allow.

## **5.3 Interconnectedness and sustainability of engagements**

### **What worked well:**

- Placement of the Task Force under the Basic Needs Sector is considered appropriate.
- Collaboration between the ESSN Task Force team and the CCTE coordination team as well as between TRC, WFP, UNICEF and TRC programme teams worked well over the past 19 months. Integrating CCTE components into ESSN Task Force meetings added value for implementing partners of both

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<sup>40</sup> Point raised by partners in Istanbul.



programmes. Joint sensitization sessions in the field helped clarify questions by beneficiaries on the difference of the programmes that use both the same Kizilaykart, but with different wallets. It was emphasized that without the ESSN Task Force the CCTE would need to create their own coordination platform for their partners and meetings. Both programmes also make use of a common communication platform with beneficiaries.

- Joint sensitization sessions as a Standard Operating Procedure (SOP) with other agencies, where possible, e.g. with UNHCR verification teams.
- Task Force contributions to IPA Task Force meetings, activities and tools, including its SOPs. Interactions helped protection actors streamline programme design and outcomes.
- WFP and UNHCR co-leadership in Basic Needs Sector and the national CBI-TWG has been acknowledged to be productive.
- Collaboration and coordination with the CBI-TWG has produced concrete outputs, such as the inclusion of the ESSN in the CBI-TWG's cash feasibility decision tree and the cash gap analysis.
- ESSN Task Force staff participates regularly in Protection Working Group meetings which strengthens information-sharing between the ESSN Task Force coordination unit and the Protection Sector.
- Partners, including some smaller grassroots-level CSOs and NGOs, appreciated access to the ESSN coordination unit to provide continuous feedback on Task Force processes and content.
- Discussions around the Disability Health Report (DHR)<sup>41</sup> started in ESSN Task Force meetings was well received. While the Task Force is not the decision-making entity to resolve issues, the space for discussion and advocacy to channel those to other discussion fora and appropriate government offices was deemed positive (see Recommendation 5.2.3).
- Task Force holding ESSN sensitization sessions for ASAM/UNHCR Call Centre team, UNHCR verification and protection desk staff and for smaller agencies on a case-by-case basis.

#### **Gaps/risks:**

- For some partners the difference between the CCTE and ESSN programme criteria and registration process is still not well understood. This could be addressed through ongoing sensitization or one-on-one sessions.
- Discussions on livelihoods and other sectors are limited in Task Force meetings, but linkages with Livelihoods Sector underway in anticipation of incoming Coordinator.<sup>42</sup>
- Putting non-Syrian refugees being assisted by ESSN on the agenda of Task Force meetings more often and to leave room for discussions with partners assisting non-Syrian refugees.
- Some partners perceive that there are issues discussed in the Task Force that could be channeled to other coordination bodies for discussion with wider community.

<sup>41</sup> DHR is a document.

<sup>42</sup> At the time of the LLE, a Livelihoods Sector was being established and a Coordinator had been recruited, but was has not yet arrived in Turkey.

**Key takeaways:**

- Overall, partners across locations recognize the outreach efforts of the Task Force which have led to more productive relationships and collaboration on development of tools and guidance for the broader humanitarian community.
- Sensitization sessions could help strengthen messaging on how registration prerequisites affect all forms of humanitarian assistance.
- The representation of civil society perspectives varied across the four regional locations covered by the LLE team. This reflects the difference in contexts and levels of engagement CSOs have with each ESSN Task Force chapter. This gap is being addressed by ongoing sensitization and one-on-one sessions with NGOs and CSOs.

## RECOMMENDATIONS

### **5.3.1 Leverage access to SASF and other key government partners to broker lasting linkages across protection actors beyond the lifetime of ESSN.**

- Consider dedicating a Task Force meeting or a series of meetings to “Learning Exchange”, collaborating with different partners and offering a platform to showcase how they achieved protection outcomes by assisting ineligible refugees to become eligible to the ESSN or CCTE, or even regular SASF safety net programmes. This could also provide a predictable avenue for inclusion of non-Syrian refugees in protection discussions.<sup>43</sup> Invite donors and potential partners to generate interest and to raise awareness.
- In line with the decentralization recommendation (5.1.2), regional Task Force leads could work closely with Area Offices and field staff of both WFP and TRC<sup>44</sup> to pilot a context-relevant topic for learning exchange to which local government guest speakers or ESSN beneficiaries could also be invited to showcase how challenging cases could be solved through coordination. If successful, each regional Task Force chapter could then be presented an option to have roving monthly meetings that would expand coverage, create more outreach opportunities for sensitization and awareness-raising activities, whilst reducing the burden on regional Task Force leads. This would also generate more substantive discussions, lessons learned and good practices that could be shared across hubs.
- Consider planning for Task Force meetings with government resource speakers (e.g. once every quarter) coordinated according to DGMM/PDMM or SASF officials’ schedules. Local Task Force meetings with government officials could also be integrated into joint missions. In bilateral LLE meetings with DGMM and SASF, officials interviewed expressed their openness to participate in such meetings. They also consider those meetings as a useful source to learn more about the implementing challenges NGOs face. LLE interviewees mentioned that a meeting invitation around 7-10 days ahead of the meeting date would permit them to make arrangements accordingly to participate. TRC’s special protocol with government agencies could be leveraged to regularize this type of meetings.

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<sup>43</sup> Example: UNHCR through the Protection Working Group and ESSN Task Force could link up to work on a comparison/learning exchange around assistance programmes through Social Service Centers (SSCs) and SASFs.

<sup>44</sup> Preferably designated Task Force/coordination focal points.



### **5.3.2 Engage in livelihoods and other inter-sector discussions. Broker meetings and/or linkages between international humanitarian actors and ESSN implementing partners (government), where appropriate.**

- Align discussions of programme transition with discussions in Basic Needs and Livelihoods Sectors to contribute towards an effective referral system.
- Solicit input from partners on livelihoods related discussion points and on other topics, e.g. engage Turkey's employment agency, İşkur, and other relevant stakeholders.
- Further strengthen linkages with Protection Sector both related to information-sharing and thematic discussions.
- The ESSN Task Force, having access to key Turkish line ministries, is in a position to broker meetings and discussions between ESSN government implementing partners and international humanitarian and development actors as the need arises, and in consultation with the latter. This could encourage partner agencies, which have stopped attending meetings, to renew their participation if they feel that they could contribute to discussion topics with government authorities relevant to their work. It could also bring in new actors involved in resilience-building and development. If possible, consider inviting SASF officials to present their work on the ESSN programme, including how they continue to engage with refugees, whose applications to the ESSN were rejected. This could lead to new coordination points and synergies.
- By brokering such linkages, the ESSN Task Force could contribute to strengthening communication lines and collaboration between local government and humanitarian agencies, in line with Goal number 10 of the Grand Bargain: "Enhance engagement between humanitarian and development actors" (see Annex 4: The ESSN and the Grand Bargain).

### **5.3.3 Continue strengthening collaboration with CCTE and document lessons learned and best practices (see 5.3.4).**

- Continue strong collaboration with CCTE programme colleagues and decide on a case by case basis how to best improve the Task Force meeting format and joint sensitization sessions, in collaboration with CCTE. Encourage partners who need support on understanding the difference between the CCTE and ESSN programme criteria and registration processes to communicate this gap to the CCTE and ESSN coordination teams for individual sensitization sessions. Conduct joint, targeted ESSN-CCTE sensitization sessions for SASF offices.
- Ensure that lessons learned and good practices around the ESSN-CCTE interface are captured in the ESSN portal for future reference. As decentralization of Task Force progresses, ensure that key CCTE partners and Task Force focal points have upload access to the ESSN portal.



### **5.3.4 Initiate a mapping exercise, in collaboration with CCTE partners, on the potential impact of the ongoing Registration and Refugee Status Determination process<sup>45</sup> on ESN and CCTE programme beneficiaries.**

- The Task Force could have a role in understanding how the verification exercise conducted by DGMM and supported by UNHCR could affect ESN and CCTE programmes and their beneficiaries by mapping the different processes and how they could influence each other.
- The mapping exercise results could be shared in future Task Force meetings for further discussion and/or for inclusion as a topic in combined sensitization sessions.

## **6. CONCLUDING REMARKS**

This LLE has demonstrated that the overall performance and outputs of the ESN Task Force during the past 19 months was considered to be relevant by external partners. Partners overwhelmingly appreciated the information-sharing and networking function the Task Force has provided across the response hubs, especially during the first year after the rollout.

The Task Force's outputs and its efforts to reach out to partners were effective towards achieving its objectives: building relations was key in this process. This has resulted in productive interactions between WFP and UNHCR in their co-leadership of the Basic Needs Working Group across national and sub-national levels and the CBI-TWG.

Perhaps as a testament to the positive impact of the collective work of the Task Force, partners provided constructive and useful feedback as to how the Task Force could be restructured in the future to build on prior achievements. There is a strong interest in engaging and collaborating with each other among external partners. This is also manifested in some of the very specific feedback and recommendations collected during the LLE mission. A follow-up to this LLE is recommended in the future to ensure that the Task Force continues to build on what it has already accomplished and harness further lessons and good practices.

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<sup>45</sup> The ongoing verification exercise being conducted by the Directorate General of Migration Management (DGMM), supported by UNHCR, to update and obtain missing information on Syrian refugees under Temporary Protection, including biometric data, contact information and detailed background information such as occupation, education and vulnerability on refugees. Verification is being introduced as a continuous part of registration. The project began in January 2017 and is being rolled out nationwide (Source: UNHCR Turkey, last accessed 23 July 2018: <http://www.unhcr.org/tr/en/overview>).



ANNEX



# ANNEX 1: LIST OF ORGANIZATIONS AND COORDINATION BODIES REPRESENTED IN CONSULTATIONS

All staff based in Ankara, Istanbul, Gaziantep and Izmir who were interviewed individually or participated in focus group discussions contributed invaluable feedback to this report based on their capacity and representation of their organizations and/or coordination bodies as listed below.

<b>Coordination bodies</b>	<ul style="list-style-type: none"> <li>• Basic Needs Working Group</li> <li>• Cash-based Interventions-Technical Working Group</li> <li>• Conditional Cash Transfer for Education Coordination Team</li> <li>• Emergency Social Safety Net Task Force</li> <li>• Food Security and Agriculture Working Group</li> <li>• Individual Protection Assistance Task Force<sup>46</sup></li> <li>• Southeast Turkey Inter-Sector Working Group</li> <li>• Syria Task Force</li> </ul>
<b>Donor</b>	<ul style="list-style-type: none"> <li>• ECHO</li> </ul>
<b>National humanitarian actors (GoT and NGOs)</b>	<p>Government of Turkey:</p> <ul style="list-style-type: none"> <li>• DGMM, Ministry of Interior</li> <li>• SASF, Ministry of Family and Social Policies</li> </ul> <p>Turkey-based humanitarian agencies:</p> <ul style="list-style-type: none"> <li>• Al Resala Foundation (RF)</li> <li>• Alsham Association S.A.O</li> <li>• ASAM</li> <li>• FIAT</li> <li>• Heart Workers<sup>47</sup></li> <li>• IBC Vakfi</li> <li>• Maya Vakfi</li> <li>• Mudem</li> <li>• Sevgi ve Kardeşlik Vakfi</li> <li>• TIAFI</li> <li>• Toplum Gönüllüleri Vakfi</li> <li>• Turkish Red Crescent</li> <li>• WATAN</li> </ul>
<b>International NGOs</b>	<ul style="list-style-type: none"> <li>• CARE</li> <li>• Caritas</li> <li>• Concern Worldwide</li> <li>• Danish Refugee Council (DRC)</li> <li>• GIZ</li> <li>• Mercy Without Limits</li> <li>• Qatar Charity</li> <li>• Welthungerhilfe</li> <li>• World Vision</li> </ul>
<b>UN agencies</b>	<ul style="list-style-type: none"> <li>• FAO</li> <li>• IOM</li> <li>• UNDP</li> <li>• UNHCR</li> <li>• UNICEF</li> <li>• WFP</li> <li>• WHO</li> </ul>

<sup>46</sup> Although the Individual Protection Assistance (IPA) Task Force was no longer active at the time the LLE was conducted, NGOs (former members of the IPA Task Force) participated in the Focus Group Discussions facilitated by the LLE team, thereby contributing to the understanding of the interface between the two Task Forces: ESN and IPA.

<sup>47</sup> Community-based grassroots organization.



## ANNEX 2: LIST OF DOCUMENTS REVIEWED

### ESSN-specific documents

- ESSN Focus Group Discussions Overview

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- ESSN programme documents

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- ESSN Task Force meeting minutes

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- ESSN Task Force agenda tracking matrix

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- ESSN Task Force attendance lists

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- ESSN Task Forge Performance Survey results

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- ESSN Task Force presentations

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- [ESSN Task Force Turkey Portal](#) on [UNHCR operational portal](#)

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- [ESSN Website](#)

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- Internal ESSN briefing and guidance notes

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- JMC meeting minutes

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- ESSN and Grand Bargain Fact Sheet

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- Duplication Matrix

### Further reference materials

- CCTE brochure

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- CCTE presentation

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- [ECHO Turkey webpage](#)

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- Interagency Coordination Turkey: Profiling of caseload in need of cash-based interventions - Results

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- TORs of all coordination bodies

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- [TRC Website](#)

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- WFP Turkey Country Briefs

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- [WFP Turkey website](#)



## ANNEX 3: TERMS OF REFERENCE OF THE LESSONS LEARNED EXERCISE

### **WFP and gFSC Lessons Learned Exercise of the Emergency Social Safety Net (ESSN) Programme Coordination Effort - ESSN Task Force**

#### **BACKGROUND**

Turkey has the largest refugee population of any country in the world with over 3.3 million, of which more than 3 million are Syrian. Over 90 percent live in cities and villages across the country. Struggling to make ends meet, many are forced into debt, to reduce the number of meals they eat, or to take their children out of school to work.

WFP partners with the Turkish Red Crescent (TRC/Kizilay) and the Turkish Government to deliver the ECHO-funded Emergency Social Safety Net (ESSN), a cash assistance programme helping vulnerable refugees living outside of camps cover basic needs such as food, rent, utilities, medicine, and clothing.

Each family supported by the ESSN receives a debit card, loaded monthly with 120 Turkish Liras (~USD 33) per person. This can be used to withdraw money from ATMs or to pay in local shops, granting freedom of choice and returning a degree of normality to beneficiaries' lives. Women living alone, families headed by a single parent or the elderly, with members living with disability, or with many dependents, such as children or the elderly, are prioritised. Launched at the end of 2016, the ESSN supports some one million vulnerable refugees.

The programme leverages the existing WFP-TRC e-card scheme and the expertise of the Ministry of Family and Social Policies (MoFSP), under the coordination of Turkey's Disaster and Emergency Management Authority (AFAD) and the transition to the Ministry Of Interior Directorate General Of Migration Management (DGMM). The ESSN closely aligns with existing national social assistance programmes and works through government welfare centres. Building on the hospitality and generosity of the Turkish people and Government, the programme promotes social cohesion and benefits host communities by injecting money into local economies.

Through innovative partnerships with international and local actors, bridging the gap between humanitarian and development interventions, and its efficient delivery system, the ESSN embodies the spirit of the World Humanitarian Summit and the "Grand Bargain", a global agreement between more than 30 of the biggest donors and aid providers signed in Turkey in 2016.

In 2018, the ESSN programme will build on the successes of the programme to assist 1.3 million vulnerable refugees, prioritising: Ensuring that the extreme poor who do not meet the demographic criteria can be eligible; Ensuring that those facing challenges in accessing the ESSN receive support to overcome the barriers; Providing technical support to national partners to transition to a steady state of implementation with WFP retreating in an oversight and monitoring role; Coordinating response efforts, strengthening referrals and linkages with complementary humanitarian/resilience programmes; Leveraging the unique learning opportunities under the ESSN through monitoring and evaluation (M&E) and dissemination of lessons learnt. Bridging humanitarian response and resilience, the ESSN's inclusive design, strong partnerships and alignment with national safety net systems embody the Grand Bargain and offer a robust foundation for partners to plan a sustainable future.



## Coordinating Multi-Purpose Cash: The Turkey Model

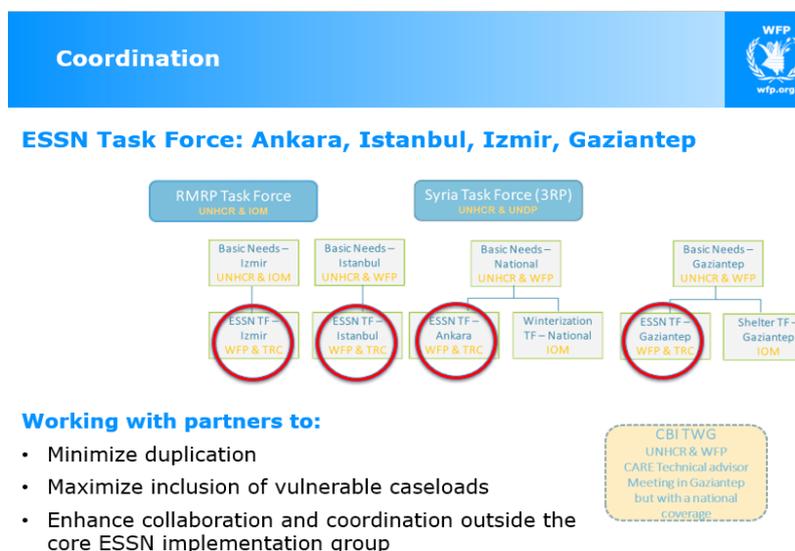
Under the 3RP coordination structure there was an already established Cash Based Interventions Technical Working Group (CBI TWG) that provided technical support on cash programming, capacity building and programme quality. Most cash programming was in the form of e-vouchers for food and partners reported into the Food Security Working Group. Upon commencement of the ESSN, partners reduced their programming around MPC for basic needs. Much programming and funding shifted to assist eligible refugees to access ESSN, provide support to those who were not eligible for the ESSN, and to livelihoods programming anticipating self-sufficiency. Some cash assistance is still prevalent in the form of seasonal assistance, livelihoods (CfW), e-vouchers for food (especially in camps), education and protection. The ESSN, for reporting and funding purposes, naturally fits under the Basic Needs sector whose scope is defined as MPC, shelter, WASH, winter support, and NFIs.

In November 2016 the ESSN programme started country-wide in Turkey. In December 2016 the ESSN Task Force was established. The Task Force (TF) was built to sit under the Basic Needs Working Group under the UNHCR/UNDP 3RP appeal (see Figure 1). The Basic Needs working group receives all reporting on MPC.

The basis of the Task Force was to:

1. Minimize duplication of beneficiaries,
2. Maximize inclusion of vulnerable caseloads into the ESSN, and
3. Enhance collaboration and coordination outside the core ESSN implementation group.

Figure 1



The ESSN Task Force is co-led by WFP and TRC as ESSN programme partners and meets monthly in all locations. The Task Force started by providing regular updates on Turkey's largest programme, to prevent any confusion as the only country-wide programme was rolled out. A duplication matrix was created, so partners could cross check if their beneficiaries were receiving ESSN assistance, taking the data sharing protocols into consideration. Additionally, the Task Force incorporates



the Conditional Cash Transfer for Education as a standing agenda item, ensuring that partners have a two-way conversation on additional wallets to the ESSN. The Task Force also works closely with the CBI TWG (which WFP co-leads) to maximize inclusion of vulnerable caseloads. The ESSN Task Force and CBI TWG partnered to establish a workshop analysing the barrier to accessing the program to ensure partners support to maximize inclusion on the ESSN. The task force is accountable to the programme with a line into the Basic Needs Working Group ensuring the above tangible deliverables.

### SCOPE AND PURPOSE

The Lessons Learned Exercise will look at the role of the ESSN Task Force in how it has coordinated the largest MPC programme in Turkey. It will consider how different actors / levels engaged and collaborated with the ESSN task force through the refugee crisis. Hereby, the LLE will look at the ESSN coordination structures established at the subnational, national and regional levels.

Objectives:

The findings of this LLE may illustrate how the shift from food assistance programming towards a basic needs approach with MPC is reflected in coordination efforts. Additionally, recommendations should be made on ways to make this coordination mechanism more effective for both the ESSN programme and external partners.

If this model is effective, a further outcome of the exercise could highlight context specific take-aways that could be useful for Food Security and/or Basic Needs Clusters / Sectors in the region, as well as globally.

Please find an external list of groups/partners to be interviewed below:

Preparedness	Response
<ul style="list-style-type: none"> <li>• ESSN Taskforce Partners</li> <li>• Basic Needs Working Group (National and Subnational)</li> <li>• Cash Based Interventions TWG</li> <li>• WFP and TRC as co-leads of the ESSN Task Force in 4 locations (Ankara, Gaziantep, Istanbul and Izmir)</li> <li>• WFP Area Offices (Ankara, Gaziantep, Istanbul and Izmir)</li> <li>• Regional level - Sub Regional Office WFP (Amman - phone)</li> <li>• UNICEF as co-lead on CCTE</li> <li>• Working Group -co-lead (UNHCR - Basic Needs and CBI-TWG)</li> <li>• Local partners</li> <li>• International partners</li> <li>• Inter-sector coordinators</li> <li>• ECHO</li> </ul> <p>Other Working Group partners, such as Food Security and Agriculture Working Group, IPA Taskforce, Education Working Group, etc.</p>	



In taking forward the LLE, we need to consider:

- Is the ESSN Task Force set up in the most effective structure? Are there alternative coordination mechanisms which would be feasible?
- What are the gaps in coordinating through the ESSN Task Force? Is the ESSN Task Force able to cover the country without major gaps?
- In each ESSN Task Force location is there appropriate coverage with partners and with coordinators?
- Considering the shrinking humanitarian space for I/NGOs, is the Task Force coordinating with relevant NGO partners throughout the country (i.e. Turkish and Syrian agencies)?
- Is this the most effective coordination mechanism for both the ESSN programme and external partners?
- What coordination elements contributed to or did not contribute to the objectives of the ESSN Task Force?
- To what extent Task Force meetings serve as a platform to address barriers to accessing the ESSN for further solutions? Do I/NGOs find Task Force meetings useful for discussing complementary programme designs and identification of possible solutions for barriers to accessing the ESSN?
- Is the ESSN programme being reported under the most fitting sector?
- Can we build evidence for an optimal coordination model observing the shift from food to cash and considering a one agency MPC model, and apply it, where appropriate, to Food Security and/or Basic Needs Clusters / Sectors and/or future humanitarian interventions?

Please note that additional questions may be defined after consultation with the consultants, or during the desk review process.

## **METHODOLOGY**

The LLE will be led by staff who are independent from the ESSN and the WFP Turkey Country Office. WFP Turkey Country Office staff will be responsible for facilitating the work of the consultants, but will not be involved in the data collection, analysis or reporting. Additionally, WFP has standard corporate procedures, which this exercise will comply with (in as much as it is possible).

The evaluators will be responsible for finalising the methodology and developing all tools (i.e.: interview questionnaires), though the methodology may include the following:

- Desk review and context analysis (Resources for the Desk Review: OPM led mid-term evaluation will have preliminary findings, including on coordination, on 14 March);
- One-on-one interviews with key players at country level (both remotely and face to face);
- Where applicable: participation at key coordination meetings in countries.

**DELIVERABLES**

The following deliverables are expected:

- Presentation of preliminary findings and recommendations to ESSN Task Force co-leads
- Draft mission report based on the findings
- Final report, with incorporation of feedback comments
- LLE findings may be incorporated ESSN final evaluation to be conducted at the end of 2018

**Dissemination:**

The findings will be disseminated through (*but not limited to*) the ESSN Task Force, Basic Needs Working Group, and the Syria Task Force in Turkey. Through the Sub regional Office and Regional Bureau to reach other WFP regional offices. The gFSC and its partners globally through a thematic meeting with global partners, cluster coordinators, and Cluster Leads Agencies in May 2018, the global partners meeting in October, and a regional cluster coordinator retreat (date TBD). Additionally, both the gFSC and WFP Cash Coordination team in Rome will disseminate the findings at the Grand Bargain Cash Coordination Working Group.

**PROCESS AND TIMELINE**

The aim is to conduct the LLE in beginning of quarter 2. Travel missions from 14 to 23 May for a total of five missions:

CITY	DATE	COMMENT
<b>Ankara</b>	3 days (eg. Monday-Wed)	Day 1 overview to be covered by both facilitators
<b>Gaziantep</b>	3 days (Tues-Thursday)	
<b>Istanbul</b>	2 days (eg. Thursday-Friday)	
<b>Izmir</b>	1 day (Friday)	
<b>Ankara</b>	1 day	DEBRIEF WITH ESSN TASK FORCE CO-LEADS

**FOCAL POINTS:****LLE team:**

gFSC Staff Member (individual familiar with coordination LLEs)

Independent Evaluator (recommended cash background - NORCAP, OCHA, CaLP, etc.)



# ANNEX 4: THE ESSN AND THE GRAND BARGAIN




## The Emergency Social Safety Net (ESSN) and the *Grand Bargain*

<p><b>What is the Grand Bargain?</b></p> <p>The Grand Bargain is a set of commitments made at the World Humanitarian Summit in 2016 by thirty of the biggest humanitarian donors and actors, including the World Food Programme.</p> <p>It is aimed at improving the efficiency of humanitarian assistance and getting more means into the hands of people in need.</p> 	<p><b>What is the ESSN?</b></p> <p>The ESSN is a multi-purpose cash assistance scheme providing monthly transfers through debit cards to some one million of the most vulnerable refugees in Turkey.</p> <p>Those receiving assistance can decide for themselves how to cover essential needs like food, fuel, rent and bills.</p> <p>87.5 percent of funding in 2018 ends up directly in the hands of those in need.</p>
<p><b>Which of the Grand Bargain Goals does the ESSN contribute to and how?</b></p>	
<p>Goal #2 <b>More support and funding tools for local and national responders.</b></p>	<ul style="list-style-type: none"> <li>← ESSN implementation involves national partners Turkish Red Crescent; the Ministry of Family and Social Policies; the Prime Ministry Disaster and Emergency Management Presidency; the Ministry of Foreign Affairs; and the Ministry of Interior's Directorates General for Migration Management and Population and Citizenship Affairs; and NGOs.</li> <li>← The project builds on and strengthens national capacities so as to ensure a long-term legacy that will enhance national response to crises in the future.</li> </ul>
<p>Goal #3 <b>Increase use and coordination of cash-based programming.</b></p>	<ul style="list-style-type: none"> <li>← ESSN assistance is provided in the form of multi-purpose cash, which people can withdraw at ATMs or use to pay in shops. Cash gives people choice. It empowers them to manage their families' priorities with a degree of independence and allows them to stretch their budgets further.</li> <li>← In Turkey, with strong financial infrastructure and well-functioning markets, providing cash assistance is cost-effective, and stimulates the local economy.</li> <li>← The ESSN payment infrastructure can be used to deliver complementary assistance. For example, the ESSN card is already used for UNICEF's conditional cash transfers for education, helping vulnerable families keep their children in school.</li> </ul>
<p>Goal #7 <b>Increase collaborative humanitarian multi-year planning and funding.</b></p>	<ul style="list-style-type: none"> <li>← ESSN is the largest ever grant from the European Civil Protection and Humanitarian Aid Operations (ECHO) and is part of the EUR 3 billion Facility for Refugees in Turkey.</li> <li>← The commitment to sustain assistance into 2019 provides certainty, allowing national authorities to plan effectively and beneficiaries to regain financial control and security.</li> </ul>
<p>Goal #10 <b>Enhance engagement between humanitarian and development actors.</b></p>	<ul style="list-style-type: none"> <li>← ESSN applications are taken by government welfare centres, leveraging national capacities and facilitating integration of refugees into national social protection schemes.</li> <li>← Existing safety net infrastructure in place for vulnerable Turkish citizens is used to deliver humanitarian assistance, increasing efficiency, national ownership, and social cohesion.</li> <li>← ESSN's infrastructure provides opportunities for complementary programming and referrals to link humanitarian response with longer-term outcomes such as promoting sustainable livelihoods.</li> <li>← WFP's capacity as a resilience-building actor and global service provider supports the partnerships with government, non-profit, and commercial entities that are required for successful cash-based programming.</li> </ul>

Prepared by WFP Turkey - March 2018

Source: WFP Turkey, March 2018



## ANNEX 5: OTHER COORDINATION BODIES THE TASK FORCE INTERACTS WITH – SUMMARIES OF THEIR TORs

### BASIC NEEDS SECTOR WORKING GROUP

#### Purpose

As defined by the Syria Task Force, the objective of the Basic Needs Sector Working Group is to coordinate the efforts of 3RP partners in supporting the government of Turkey to meet the most pressing needs of refugees in camps and those living in urban, peri-urban and rural areas. This reflects the broader national objectives enshrined in the Regional Refugee and Resilience Plan 2018/9 such as ensuring the protection of Syrians under Temporary Protection; supporting the provision of basic services (health, education, social services) through national systems; providing immediate assistance to Syrian refugees and vulnerable Turkish individuals and reducing exposure to the effects of poverty and displacement; and expanding livelihood and job opportunities for Syrian refugees and vulnerable Turkish individuals.

#### Roles and Responsibilities

The Working Group is responsible for strengthening coordination and cooperation efforts among 3RP partners, government authorities and other relevant stakeholders. It is also tasked with advocating for the provision of assistance to address immediate needs of persons of concern and for the development of a resilience strategy. Other responsibilities include the coordination of the provision of assistance on the bases of needs and vulnerabilities and to harmonize in-kind assistance and multi-purpose cash-based interventions in policy, strategy, and practical implementation, including value of assistance and distribution mechanisms, while advocating with the government of Turkey and donors for equitable access for all persons of concern.

#### Chair and Secretariat

UNHCR and WFP are the lead agencies of the Sector and co-chairs of the Working Group. The Working Group reports to the Syria Task Force in Ankara, therefore bounds of responsibility and authority of the Working Group are defined by the Syria Task Force, and are related to coordination, cooperation and information-sharing with members of the Sector and other relevant stakeholders.

### CASH-BASED INTERVENTIONS TECHNICAL WORKING GROUP (CBI-TWG)

#### Purpose

The Cash-Based Interventions Technical Working Group (CBI TWG) aims to address the needs of the most vulnerable refugees inside all of Turkey, with a focus on both camps and non-camp communities.

#### Roles and Responsibilities

The CBI TWG, at an operational and technical level, is intended to be a mechanism of targeted information sharing, appropriate harmonization of approaches, determining and coordinating joint advocacy efforts, agreeing relevant minimum standards and planning to improve targeting of the most vulnerable households and increase their resilience to future shocks and stresses.



### **Chair and Secretariat**

The Co-Chairs of the CBI TWG are WFP and UNHCR and Care International as rotating Technical NGO Co-Chair.

## **FOOD SECURITY AND AGRICULTURE WORKING GROUP (FSAWG)**

### **Purpose**

The objective of the Food Security and Agriculture Working Group (FSAWG) is to develop a harmonised programmatic approach to ensure food security and promote agricultural livelihoods, as well as an effective and coordinated response with the involvement of all relevant food security and agriculture actors responding to the Syria Crisis in Turkey.

### **Roles and Responsibilities**

The FSAWG provides a common platform to food security and agriculture actors for coordination of related activities in response to the Syria crisis in Turkey. Its role is to establish, maintain and strengthen appropriate food security and agriculture coordination mechanisms and to ensure appropriate coordination with all humanitarian partners. It ensures complementarity of different humanitarian actors' interventions and projects, especially in relation to targeting and vulnerability approaches.

### **Chair and Secretariat**

WFP and FAO co-lead the working group; Welthungerhilfe (WHH) was nominated in January 2018 to serve as Technical Advisor of the working group for a one-year term; the Co-Lead Agencies (FAO and WFP) are responsible for alternating hosting/chairing meetings and undertaking secretariat tasks.

## **SOUTHEAST TURKEY INTER-SECTOR WORKING GROUP (ISWG)**

### **Purpose**

The Inter-Sector Working Group (ISWG) functions as the body where technical issues pertaining to the working groups are discussed in an open, inclusive and transparent manner. The ISWG will provide technical guidance and oversight to ensure the refugee and resilience response in the South East of Turkey is effective, coherent and predictable. Technical operational issues covered by the ISWG will only be focused in the South East of Turkey targeting the refugee and resilience needs of Syrian and non-Syrian refugees as well as host communities.

### **Roles and Responsibilities**

The ISWG ensures coordination with, and among, humanitarian agencies represented, NGO community, the IACG and the STF in Ankara. While the ISWG has a direct communication line to the Syria Task Force (STF) in Ankara, official reporting will be conducted through the Inter-Agency Coordination Group (IACG). The ISWG ensures a clearly articulated region-level response by ensuring flexibility to adapt to potential changing circumstances; the ISWG does not add bureaucratic layers but aims to streamline and facilitate the work of the various sectors.

### **Chair and Secretariat**

The ISWG is led by UNHCR.



## SYRIA TASK FORCE (STF)

### Purpose

The Syria Task Force (STF) is an inter-agency and inter-sectoral group that is responsible for overseeing the implementation of the 3RP. This includes among others providing operational coordination and guidance to sector working groups nationally and at sub-national/field level as well as providing feedback and update to the Syria Response Group (SRG) on setting strategic directions and identification of strategic level bottlenecks and challenges.

### Roles and Responsibilities

The STF is tasked to operationalize all aspects of the 3RP and reports to the SRG.

### Chair and Secretariat

UNHCR and UNDP co-chair the STF at the level of Assistant Representative with the Inter-Sector Coordinators serving as alternates.





## ANNEX 6: DUPLICATION MATRIX: ESSN STATUS VERIFICATION – LETTER OF REQUEST TEMPLATE<sup>46</sup>

LETTERHEAD OF THE INSTUTION

Number:

Date:

Subject:

Turkish Red Crescent  
Kızılaykart Cash Based Assistance Programme Coordinatorship

This is an official letter to kindly request the application/eligibility status of attached list of our beneficiaries against the current caseload list of the Emergency Social Safety Net Programme, which has been carried out by your Organization. Kindly submitted for necessary action.

Interest person name-surname

Title

Sign

<sup>46</sup> Source: TRC. These documents are also available in Turkish.





