



**WFP EVALUATION**



**World Food  
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# **Evaluation of Türkiye WFP country strategic plans 2018–2025**

**Centralized evaluation report**

**OEV/2024/018  
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# Acknowledgements

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# Executive summary

## Introduction

### Evaluation features

1. The evaluation of three consecutive country strategic plans (CSPs) for the Republic of Türkiye covering the period 2018–2025 was commissioned by the Office of Evaluation to serve accountability and learning purposes, and to inform the design of the next CSP for the country.
2. The evaluation assessed the activities implemented by WFP under the transitional interim CSP (T-ICSP) for 2018–2019, the interim CSP (ICSP) for 2020–2022, and the CSP for 2023–2025. It was conducted between February 2024 and April 2025 by an external independent team.
3. The evaluation utilized a theory-based, mixed-methods approach, employing document reviews, semi-structured interviews, focus group discussions with beneficiaries (including refugee and livelihood site visits), and a survey. Throughout the evaluation, gender and inclusion considerations were fully integrated. Data collection took place in Türkiye during April and September 2024. In April 2025, workshops with internal and external stakeholders were conducted in Gaziantep and Ankara to present the main findings and conclusions of the evaluation, and to refine the draft recommendations.
4. The main intended users of the evaluation are the WFP country office in Türkiye, the technical divisions in WFP headquarters, the WFP Executive Board, the Government of Türkiye, partner United Nations entities, and donors. Other potential users include civil society and non-governmental organizations in Türkiye, and WFP's beneficiaries.

### Context

5. Türkiye is an upper-middle-income country ranked 45th of 193 countries in the Human Development Index for 2022.<sup>1</sup> The country has experienced continuous economic growth over the past two decades, becoming the 17th largest economy in the world.<sup>2</sup> However, despite these achievements, Türkiye suffers from long-standing structural economic and social challenges, including high inflation, low productivity growth and weakening foreign direct investment, with the economic downturn that began in 2018 continuing to jeopardize development gains.
6. Türkiye has made significant progress in reducing hunger over the past two decades. From 2000 to 2023, undernourishment remained below 2.5 percent, while child stunting decreased from 18.8 to 6 percent and child wasting fell from 3 to 1.7 percent.<sup>3</sup> However, unhealthy diets persist, with large segments of the population consuming energy-dense but low-nutrient foods. Food insecurity has been exacerbated by the coronavirus disease 2019 (COVID-19) pandemic, the effects of the conflict in Ukraine, rising food prices and agricultural losses from the major earthquake in 2023.

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<sup>1</sup> United Nations Development Programme. 2024. [Human Development Report 2023/2024. Breaking the gridlock: Reimagining cooperation in a polarized world.](#)

<sup>2</sup> World Bank. 2024. [The World Bank in Türkiye – Overview.](#)

<sup>3</sup> Welt Hunger Hilfe and Concern Worldwide. 2023. [2023 Global Hunger Index: The power of youth in shaping food systems.](#)

7. Since 2014, Türkiye has hosted the world's largest refugee population, with 3.3 million refugees as of September 2024.<sup>4</sup> Most refugees live in regular accommodation among the host population; a minority of 57,000 reside in temporary accommodation centres.<sup>5</sup> Although the Ministry of Labour and Social Security supports refugee employment through work permits, challenges – such as employer quotas, location restrictions and limited Turkish language skills – persist.
8. Refugees face food insecurity due to limited employment, low incomes and rising food prices. In 2020, 4 percent of Syrian refugees (around 157,000 people) were acutely food insecure, and 58 percent (2.3 million) were marginally food secure.<sup>6</sup> This has led refugees to resort to negative coping strategies such as reducing essential expenses, buying food on credit and involving children in income-generating activities.
9. According to the 2024 Global Gender Gap Report,<sup>7</sup> Türkiye ranked 127th of 146 countries in terms of equality between men and women. While female labour force participation has grown over the past two decades, it remains well below male levels, particularly for refugees, for whom 81 percent of men participate in the workforce compared with 14 percent of women.<sup>8</sup>
10. Two earthquakes struck south-eastern Türkiye on 6 February 2023, directly affecting 9.1 million people in 11 provinces. The disaster claimed 50,000 lives, injured 100,000 people and displaced 3 million individuals.<sup>9</sup>
11. Protection concerns in Türkiye include child labour; conflict and tensions between refugees and host communities; domestic violence; sexual violence against women and girls; forced child begging; child marriages; and alcohol and substance abuse. Since the earthquakes in 2023, social sector services have been disrupted or reduced, and these specialized services for children, women, persons with disabilities and older persons need to be re-established.<sup>10</sup>
12. From 2019 to 2021, Türkiye received a yearly average of USD 2.8 billion in gross official development assistance.<sup>11</sup> The Regional Refugee and Resilience Plan,<sup>12</sup> established in response to the Syrian crisis, has appealed for an average of USD 1.3 billion annually between 2018 and 2023, securing a yearly average of USD 516 million in funding.<sup>13</sup> The multi-year strategic plan between the United Nations and the Government of Türkiye is outlined in the United Nations sustainable development cooperation framework (UNSDCF) for 2021–2025.

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<sup>4</sup> International Organization for Migration (IOM). 2024. [Overview of Migrant Situation: September 2024](#).

<sup>5</sup> Source: IOM. [Migrant Presence Monitoring – Türkiye Overview of the Situation with Migrants, Q2 2018–2023](#). May 2024 data from [PMM website](#) (accessed 23 May 2024).

<sup>6</sup> Food Security Information Network and Global Network Against Food Crises. 2021. [2021 Global Report on Food Crises: Joint Analysis for Better Decisions](#). Turkish Red Crescent. 2023. [Complementary Emergency Social Safety Net \(C-ESSN\) Project: Findings of Post Distribution Monitoring Survey \(Round 2\)](#).

<sup>7</sup> World Economic Forum. 2024. [Global Gender Gap 2024: Insight Report](#).

<sup>8</sup> World Bank. [Gender Data Portal – Türkiye](#).

<sup>9</sup> United Nations Office for the Coordination of Humanitarian Affairs. 2023. [Türkiye Earthquake Humanitarian Needs and Response Overview](#).

<sup>10</sup> *Ibid.*

<sup>11</sup> Organisation for Economic Co-operation and Development. [Data Explorer. Official development financing \(ODF\) by country and region](#).

<sup>12</sup> See the [Regional Refugee & Resilience Plan website](#).

<sup>13</sup> Regional Refugee and Resilience Plan. [2018–2023 annual reports](#).

## Country strategic plans

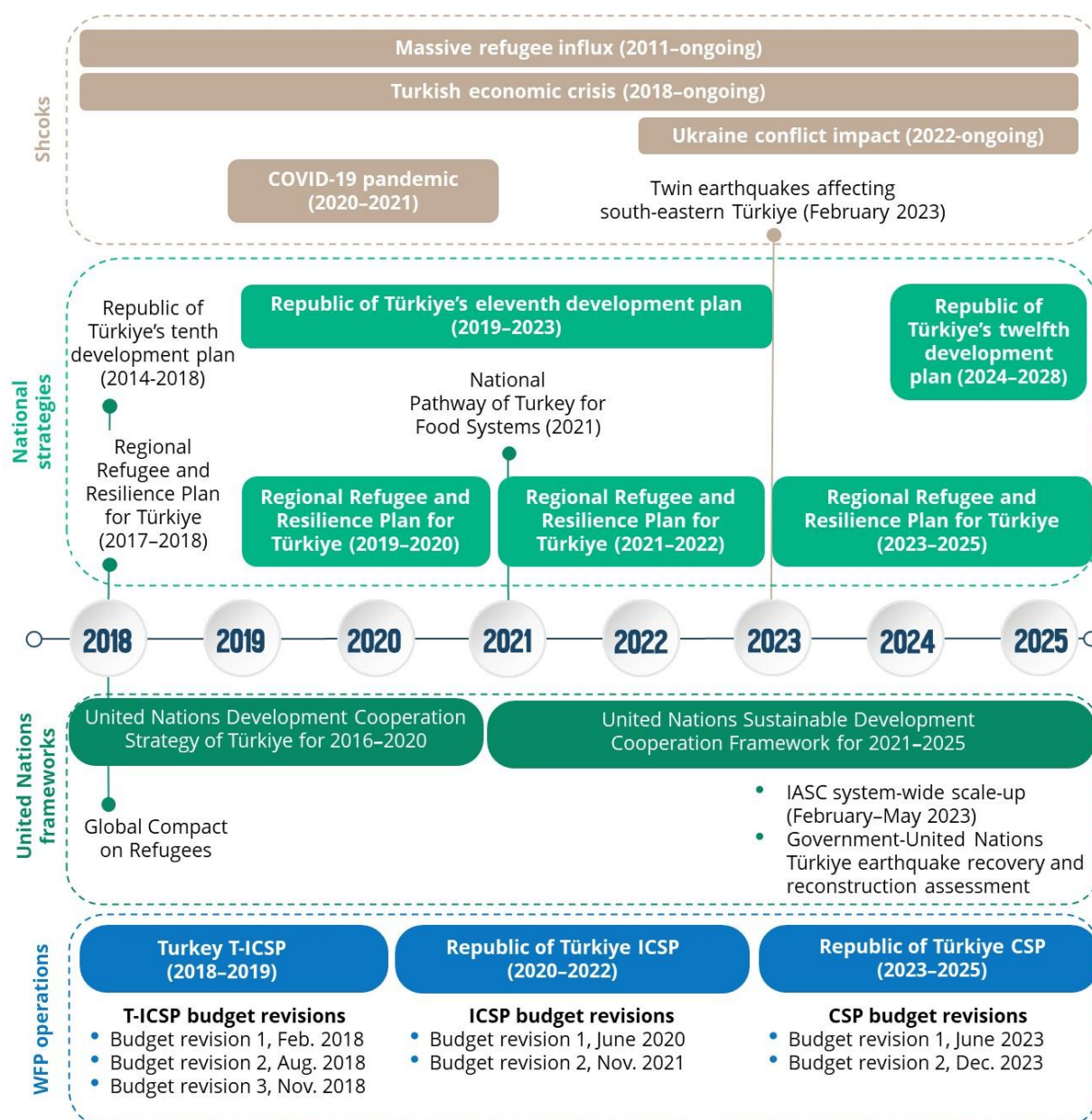
13. The T-ICSP, ICSP and CSP were approved by the Executive Board in February 2018, November 2019 and November 2022, respectively. These consecutive programming documents reflect shifts in WFP's strategy aimed at adapting to the evolving needs of vulnerable people in Türkiye, including Syrian refugees, host communities and victims of the February 2023 earthquakes. These shifts included expanding WFP's logistics and supply chain engagement in Türkiye to enhance the efficiency of the humanitarian response; strengthening social safety nets to support livelihoods; and fostering the long-term resilience of crisis-affected populations.
14. Following the handover of the emergency social safety net (ESSN) programme to the International Federation of Red Cross and Red Crescent Societies in 2020, WFP continued to provide direct in-camp assistance, and food security and livelihood initiatives designed to facilitate the integration of refugees and host communities into formal employment. Initial investments were made in building partnerships to support school meal projects, although WFP did not invest systematically in nutrition programmes.
15. In 2023, WFP launched a large-scale response to the earthquakes in south-eastern Türkiye, which was enabled by two budget revisions. The first budget revision introduced emergency food assistance for people affected by the earthquake in 11 provinces; established micro-grants to support the re-establishment of small and micro food-based businesses and increase employment and training in earthquake-affected communities; and set up logistics and emergency telecommunication support for the Government and humanitarian actors. The second budget revision in 2024 focused on transitioning from the earthquake emergency response to recovery efforts in the agrifood sector.
16. Throughout the period under evaluation, WFP has been continuously procuring food from Türkiye, leveraging Türkiye's strategic geographic position and its own advanced logistics capabilities to enhance humanitarian response efforts across the region. In 2023, 7 percent of all food procured by WFP was sourced in Türkiye.<sup>14</sup>

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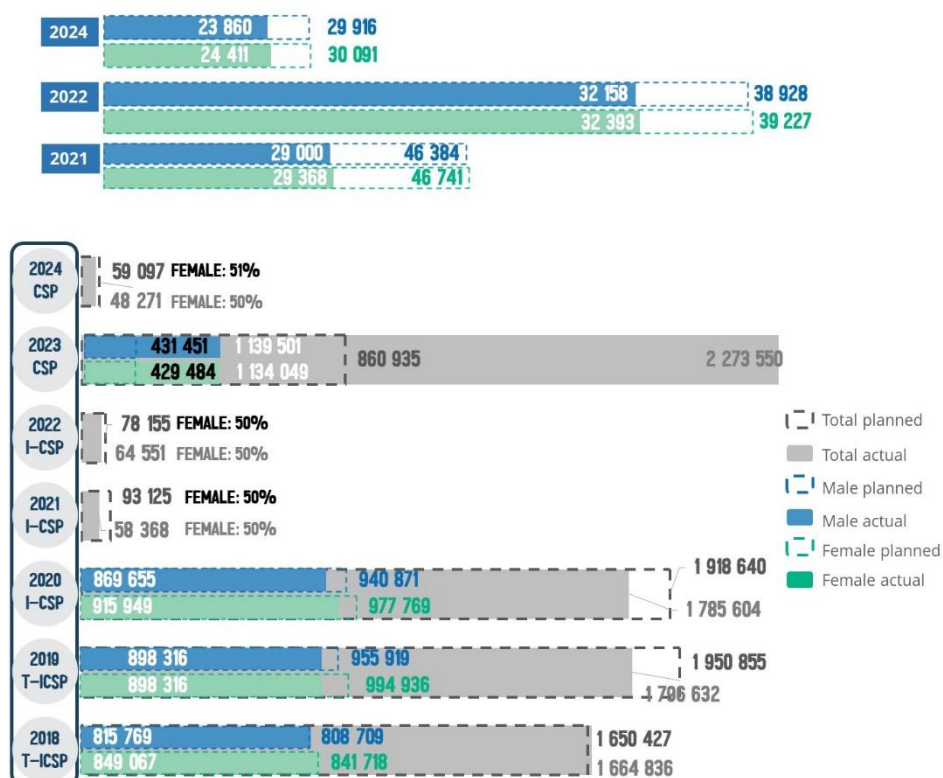
<sup>14</sup> ["Update on food procurement"](#) (WFP/EB.A/2024/10-D).



**Figure 1: Country context and WFP operational overview, 2018–2025**

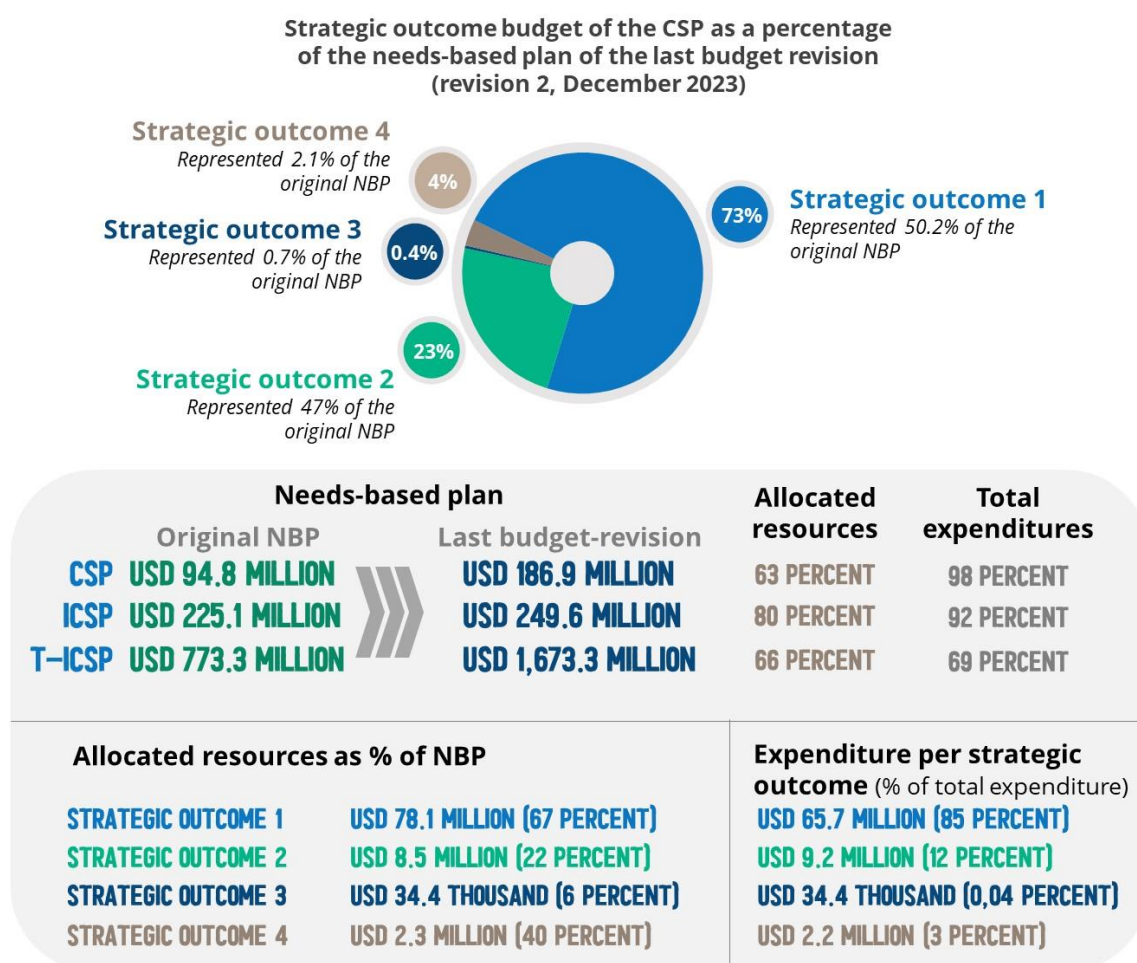


**Figure 2: Numbers of beneficiaries reached during the period 2018–June 2024**



17. Under the T-ICSP, the third budget revision took the needs-based plan (NBP) budget to USD 1.67 billion; the expenditure rate of the actual allocated budget of USD 1.1 billion was 98 percent. Under the ICSP, the NBP rose from USD 225 million in the original plan to USD 250 million following the second budget revision. Allocated resources were 80 percent of the revised NBP, of which 92 percent was spent. Under the CSP, the original NBP of USD 95 million was increased to USD 187 million following the February 2023 earthquakes and the second budget revision. By 12 September 2024, allocated resources were 63 percent of the NBP, of which 69 percent had been spent. Under the CSP, crisis response represents the largest share of the budget (76 percent of the NBP) while resilience building remains a smaller portion (24 percent of current NBP).

**Figure 3: Country strategic plan outcomes, budget, funding and expenditures (2018–2024) as of September 2024**



*Note:* The T-ICSP (2018–2019) and ICSP (2020–2022) contained just one strategic outcome.

## Summary of key conclusions and insights from the evaluation

### Strategic relevance and coherence

WFP's work in Türkiye has been responsive to national priorities, providing essential support for refugees and earthquake response efforts through cash-based transfer (CBT) assistance. However, the transition to development-oriented interventions has faced challenges due to inconsistent strategic planning, and external socioeconomic and political factors. Limited engagement with government institutions has further hindered WFP's ability to fully integrate its programmes into Türkiye's development space.

- The three plans were designed to support the UNSDCF for 2021–2025 and the Sustainable Development Goals, with WFP's added value most evident in humanitarian assistance and emergency response. **Maintaining its responsiveness to national needs and priorities, WFP has made significant contributions to relief efforts.** WFP's added value in rapidly addressing immediate needs was demonstrated in its earthquake response, and in its capacity to address the protracted situation of refugees by offering essential support through the ESSN programme and by providing e-vouchers in refugee camps. **The CSPs demonstrated contextual relevance**, aligning with Türkiye's strategies for migration management and social protection, notably through the ESSN programme. However, limited engagement with government institutions hindered WFP's ability to align more effectively with national systems in the development space, thereby making it difficult to improve programme integration and the results of livelihood and earthquake recovery interventions.

19. In line with its mandate, **WFP employed an evidence-based approach** under the three plans, seeking to assist refugees and host communities through targeted interventions and by leveraging a strong monitoring and evaluation system for decision making in relation to relief efforts.
20. However, while the livelihood and earthquake recovery programmes were relevant to the needs of beneficiaries, several **challenges hindered WFP's ability to fully leverage its comparative advantages in the development domain**. For example, WFP's engagement at the humanitarian–development nexus – moving from refugee and earthquake response efforts towards development-oriented interventions – lacked a strategic progression grounded in a comprehensive understanding of WFP's internal capacities and comparative advantages in livelihood and recovery programming. The shift into these areas was driven more by external funding opportunities than by a long-term needs-based strategy, which limited the depth, scale and sustainability of interventions.
21. WFP's humanitarian assistance and emergency response maintained strong **internal coherence**, leveraging the organization's comparative advantages in emergency response, CBTs and food assistance delivery. In contrast, both livelihood interventions and recovery programming lacked well-defined, evidence-based strategies, thus undermining coherence and feasibility. This was manifested in an underdeveloped intervention and scale-up logic, capacity gaps and insufficient stakeholder engagement.
22. **WFP adapted to evolving needs in Türkiye** through programmatic adjustments and budget revisions. In doing so, WFP was able to respond to shocks that greatly affected the refugee population, such as the COVID-19 pandemic and the prolonged economic downturn and inflation. In its response to the February 2023 earthquakes, which left a large share of the population in the south-east of the country without access to needs, WFP also demonstrated its capacity to quickly adapt to a new food security challenge. Conversely, the evaluation found that WFP could have adapted more effectively to external factors such as inflation and economic pressures, which limited the purchasing power of households in receipt of CBTs, particularly large households.

### **Effectiveness and sustainability**

**WFP's humanitarian and emergency responses have proven effective in meeting immediate needs and managing crises, but its development work in livelihoods and recovery has struggled to achieve sustainable results at scale. Legal and social barriers for refugees, economic shocks and its own internal planning gaps have collectively hindered WFP's ability to bridge the gap between emergency response and sustainable development.**

23. **WFP's refugee and emergency responses under outcome 1 of the CSP for 2023–2025 have effectively contributed to stabilizing beneficiaries' living conditions** and improving their access to essential services in a timely manner. The ESSN and camp e-voucher programmes significantly contributed to improving refugee welfare and food security, helping to reduce debt, limit the use of negative coping strategies and increase access to education. However, these positive effects were countered by inflation and the Government's cautious approach to increasing transfer amounts – aimed at maintaining parity with the national social security system and reducing tensions with host communities. While transfer values were adjusted, the changes were not sufficient to offset the impacts of inflation.
24. **WFP successfully developed institutional capacity**, as demonstrated by the effective handover and subsequent management of the ESSN programme by the Turkish Red Crescent (TRC), which has made use of well-developed systems for beneficiary enrolment, verification, transfer management, reconciliation, monitoring and coordination, as well as beneficiary outreach and information strategies.
25. **WFP's continuing e-voucher programme for refugees residing in camps has shown mixed results**. Although the programme offers autonomy in purchasing (contributing to psychosocial support, well-being and dignity), the assistance amount was insufficient to cover basic needs, especially for vulnerable people such as refugees with disabilities, older individuals, and households with only one adult member. During the period under evaluation, the Government implemented a camp decongestion strategy, which reduced the number of camp residents in receipt of assistance from 50,000 to 40,000. This led to a corresponding decline in e-voucher transfers.

26. **WFP's earthquake response was notably effective** in terms of scale and speed, highlighting the organization's capacity to respond rapidly and flexibly during large-scale emergencies. The operational success of the response is reflected in the large number of beneficiaries reached and the proactive adaptation of CBT assistance to meet evolving needs and to adjust for inflation. WFP's decision to invest the remaining emergency response funds into **earthquake recovery efforts was timely. The activities were appropriately targeted** and tailored to rebuild local food production systems and restore market functionality. However, early recovery interventions **showed mixed results** due to limited scale, funding constraints and a resource-intensive design that focused primarily on individuals. Considering the effort needed to address broader goals such as value chain restoration and regional economic revitalization, these interventions have yet to yield strong outcomes.
27. As part of the earthquake emergency response, **WFP provided valuable logistics and emergency telecommunications support** to the Government and the humanitarian community. This service was assessed to be effective in terms of speed and scale. The emergency telecommunications service extended connectivity to all humanitarian hubs, providing critical communications infrastructure during the early response. Logistics services included storage and transportation in three regional hubs, as well as local mobile storage units. WFP's critical added value was also proven in its facilitation of links between local and international logistics partners for the crisis response.
28. **The development-oriented activities under outcome 2 of the CSP for 2023–2025,<sup>15</sup> such as livelihood initiatives and technical assistance, faced significant barriers that limited their long-term results.** Livelihood initiatives achieved short-term gains in employability for participants, and the inclusion of vulnerable members of host communities contributed to increased social cohesion. However, these successes did not translate into sustainable development outcomes beyond the individual level, with the programme's effectiveness being undermined by challenges relating to scalability, misalignment with labour market needs, and missed opportunities to engage key national stakeholders. Legal and social barriers facing refugees – such as difficulties in entering the Turkish labour market, and cultural norms limiting women's ability to join the workforce – hampered the programme's ability to foster lasting economic self-reliance and integration for a broader group of refugees.
29. **Under outcome 3 of the CSP for 2023–2025, WFP and the Ministry of National Education jointly conducted a cost-benefit analysis of school meals.** This study corroborated the findings of the Education Reform Initiative, which found that one quarter of school-aged children in Türkiye attend school hungry. As of the finalization of this evaluation, no concrete steps had been taken to advance the collaboration between the Government and WFP in this domain.
30. WFP successfully strengthened the capacity of the TRC, helping to ensure a **sustainable handover** of the ESSN programme. Under the livelihood programme, WFP also invested in complementing the efforts of national institutions, such as the Turkish employment agency (ISKUR) and the Union of Chambers and Commodity Exchanges of Türkiye, to increase sustainability. WFP's interventions in Türkiye supported the integration of humanitarian and development-focused activities, facilitating the transition from food assistance to livelihood programmes. However, inconsistent entry points into national frameworks and systems – notably, limited collaboration with the Ministry of National Education – limited their potential for scale-up.

### Results achieved on cross-cutting themes

**WFP's interventions in Türkiye upheld humanitarian principles and reached the most vulnerable population groups, but their effectiveness was hampered by limited direct engagement with food-insecure and crisis-affected populations; gaps in community feedback mechanisms; uneven access of beneficiaries to assistance; and minimal integration of environmental considerations. These shortcomings ultimately hindered WFP's ability to achieve lasting results.**

31. WFP's interventions in Türkiye **adhered to humanitarian principles and inclusion**, ensuring that assistance was impartial and based on needs. For example, WFP's advocacy in relation to transfer

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<sup>15</sup> Under the T-ICSP and the ICSP, the livelihood activity was implemented under strategic outcome 1.



values and partnerships with national actors, including TRC and ISKUR, ensured that assistance remained needs-based, while the use of cash assistance provided dignified access to services, thereby empowering beneficiaries to make their own choices.

32. In terms of **accountability to affected people**, the closure of the community feedback mechanism following the handover of the ESSN programme created gaps in WFP's capacity to consistently engage with affected people. These gaps were only addressed when a new hotline opened in September 2024. This ultimately reduced WFP's understanding of and responsiveness to the concerns and needs of affected people; a situation compounded by inadequate efforts to provide information and hold structured consultations with beneficiaries and cooperating partners during the design of the programme.
33. WFP achieved near parity between women and men in terms of beneficiary numbers. However, despite notable efforts by WFP to design programmes with a focus on equitable access principles, disaggregated data collection and targeted training, some **gaps persisted in mainstreaming equitable access** consistently across CSP activities. As exemplified by its CBT assistance, WFP's ambition to ensure equality for women and men was more aspirational than practical, mainly due to systemic barriers that continued to undermine the sustainability of these efforts. WFP's blanket approach to its CBT assistance programmes – in which provisions for households with specific vulnerabilities were lacking – has not succeeded in promoting equal access and benefits for women within the Turkish population and the refugee community. Since 2017, WFP's referral mechanisms linking refugees to protection actors and service providers have supported refugees affected by gender-based violence and other vulnerabilities. However, gaps in the implementation of those mechanisms – including limited household visits, insufficient needs assessments and a lack of conflict analysis – have hindered their ability to address systemic barriers to the achievement of equality between men and women.
34. WFP has made **good progress in disability inclusion**. The introduction of the severe disability allowance in 2018 ensured that CBTs were responsive to the financial burdens associated with living with a disability and demonstrated progress in accommodating the specific needs of families caring for members with disabilities. Although disability considerations have not been systematically embedded in livelihood and earthquake recovery interventions, during the CSP for 2023–2025, more systematic collection and reporting of disability data began to emerge, marking a step forward in this domain.
35. The three CSPs largely overlooked the **integration of environmental dimensions**. The environmental implications of various interventions in livelihoods, emergency response and recovery remain in the early stages and lack a systematic approach. However, since 2024, advancements have been made in the use of environmental and social sustainability screening tools for field-level agreements and refugee programmes.

### Resourcing and efficiency

**During the period under evaluation, WFP effectively utilized flexible donor funding and advance financing to sustain operations for the ESSN programme and earthquake response efforts. However, the cost-efficiency and scalability of interventions were limited by the absence of a clear resource mobilization strategy; a reliance on short-term funding; and resource-intensive interventions, particularly in the livelihood and earthquake recovery programmes.**

36. For the ESSN programme and WFP's response to the 2023 earthquakes, **WFP benefited from relatively stable and flexible donor funding and advance financing** to support the continuity of its operations. This enabled more efficient allocation of resources to meet priorities. WFP reprioritized its ICSP and CSP interventions to address evolving needs, funding volatility and operational challenges. However, without this emergency-driven funding, there would have been significant challenges to operational continuity. This situation led WFP to adopt an opportunistic approach to resource allocation after the ESSN programme handover, which limited its ability to develop a cohesive, long-term strategic approach for more development-oriented interventions.
37. **The absence of a comprehensive resource mobilization strategy** or approach, combined with the low profile that WFP maintained over the reference period, hindered WFP's ability to plan for long-

term needs. In addition, development-oriented donors in Türkiye typically prefer partners with lower or negotiable overhead rates; WFP's fixed indirect support cost rate limited its flexibility in this regard.

38. **WFP's humanitarian CBT assistance demonstrated timely targeting and delivery**, with the ESSN programme utilizing 99 percent of its budget prior to the handover. WFP made timely adjustments to its CBT assistance to address challenges such as the depreciation of the Turkish lira and inflation. The earthquake response, which attracted significant funding through the Inter-Agency Standing Committee earthquake appeal, was also marked by strong cost-efficiency, benefiting from WFP's field presence, rapid mobilization, and partnerships with other actors, all of which facilitated operations. The camp e-voucher programme demonstrated cost-efficiency through streamlined operations and the contracting of corporate supermarkets, which minimized transaction and administrative costs.
39. **The cost-efficiency of the livelihood programme was low**, hindered by high per-beneficiary costs and scalability concerns. While support was beneficial for targeted individuals, the programme's limited broader impact raises questions about its overall cost-efficiency and cost-effectiveness compared to other types of WFP support. Similarly, the lack of a clear strategy in terms of initial resource allocation and planning during the set-up of the **earthquake recovery programme** undermined cost-efficiency and the potential to generate sustainable outcomes at scale.

#### **Factors affecting WFP performance**

**WFP's partnerships contributed to programme delivery, but a lack of strategic engagement, low visibility and inconsistent coordination undermined its ability to fully leverage partnerships for more effective programme implementation.**

40. **Some of WFP's partnerships – such as those with the TRC, ISKUR and the Union of Chambers and Commodity Exchanges of Türkiye – produced strong results**, helping to enhance programme implementation. WFP's engagement with government institutions varied across programme components. Strong collaboration was evident in the ESSN programme, e-voucher programme and earthquake response efforts, where WFP's partnerships with national institutions and private companies enabled swift access to earthquake-affected areas and rapid resource mobilization. However, WFP's generally low profile prevented deeper collaboration and strategic alignment with the Government and the donor community, and limited opportunities for joint action and constructive feedback loops, particularly for development-oriented activities. This was compounded by the absence of a more deliberate partnership strategy, which could have helped to strengthen WFP's position in the country. Additionally, inconsistent participation in United Nations coordination structures led to unnecessary and avoidable duplication and inefficiencies.
41. **Collaboration with private sector actors yielded notable results** in certain areas, particularly in the livelihood and earthquake response programmes. During earthquake response efforts, timely support from the private sector filled critical gaps, demonstrating the value of the private sector in complementing humanitarian efforts. Furthermore, partnerships with the Union of Chambers and Commodity Exchanges of Türkiye resulted in vocational training and job placements. Despite these successes, WFP's engagement with the private sector lacked strategic depth, with partnerships often formed on a project-by-project basis rather than as part of a broader vision for private sector collaboration.
42. **Over the years, WFP has attempted to diversify its pool of cooperating partners**, in line with its evolving portfolio, particularly following the ESSN programme handover. From 2021 onwards, reflecting its increased focus on livelihoods, the country office has engaged with new private sector partners, the Union of Chambers and Commodity Exchanges of Türkiye and local non-governmental organizations. During the period under evaluation, engagement with cooperating partners remained primarily transactional, with limited opportunities for meaningful participation beyond implementation. Due to a lack of opportunities for input during programme design and overall decision making, new and existing partners were engaged mainly as service providers rather than strategic collaborators.
43. **WFP struggled to align human resources with the evolution of its programming in Türkiye**, adopting an ad hoc approach to recruitment that lacked strategic workforce planning. This was reflected in the restructuring process following the handover of the ESSN programme, which led to significant staff reductions and reassignment of monitoring staff to livelihood roles. The result was a

mismatch of skillsets and inadequate retraining opportunities, which reduced staff morale and, consequently, operational efficiency and effectiveness. A second restructuring exercise took place in 2024, resulting in a further reduction and the closure of most suboffices in the country, with offices maintained in Gaziantep, Mersin and Hatay only.

44. **WFP adheres to corporate monitoring and evaluation guidelines in Türkiye, producing high-quality, disaggregated monitoring data** capable of capturing diverse beneficiary needs. During the period under evaluation, the country office mostly used data to support evidence-based programming or adjustments, particularly during the implementation of the ESSN programme. However, the evaluation found that WFP's knowledge management systems remain underdeveloped, notably in terms of systematically documenting decision-making processes and underlying rationales to support institutional memory.

## Summary of lessons learned

45. The evaluation compiled lessons learned from the consecutive CSPs implemented in Türkiye, with a view to generating insights relevant for WFP more broadly.
- **To achieve meaningful and sustainable outcomes in resource-constrained settings, programmes should leverage partnerships, integrate complementary interventions and prioritize multisectoral solutions.** WFP's livelihood and earthquake recovery programmes were effective in supporting individual beneficiaries but failed to scale up sufficiently to drive systemic change. Future approaches should align with development frameworks and engage a diverse range of stakeholders.
  - **Economic competition between host communities and refugees can intensify social tensions; it is therefore critical that livelihood programmes emphasize mutual benefits.** The experience in Türkiye with vocational training and community-based value chains shows that collaboration between host and refugee communities, economic empowerment and social cohesion can be promoted to foster resilience and integration.
  - **Humanitarian CBTs can be particularly beneficial when tailored to women's specific needs from the start.** In Türkiye, a lack of attention to the specific needs of women and men constrained gains in women's autonomy. Future WFP programmes should analyse specific needs through beneficiary consultations, offer personalized registration and benefit options, and monitor outcomes for women and men.
  - **Integrating humanitarian programmes into national social protection systems boosts scalability, efficiency and sustainability while avoiding parallel structures.** In Türkiye, integrating the ESSN programme into national systems enabled its rapid expansion, enhanced accessibility and long-term sustainability, and strengthened the capacity of the national system.
  - **Proactively integrating protection into cash-based assistance programmes enhances the capacity of such programmes to identify and address vulnerability among beneficiaries.** Embedding oversight of protection and incorporating feedback systems into CBT programmes proved crucial to providing better services for beneficiaries in Türkiye. WFP's standardized data processing generates insights that enable timely adjustments of programming.
  - **Balancing WFP's cost structure with donor preferences for flexible overhead rates is essential for programmes to remain competitive and secure funding in development-focused settings.** In Türkiye, donor preferences for lower or flexible overheads have conflicted with WFP's fixed 6.5 percent rate, pointing to the need for WFP to align its funding models with operational circumstances.

## Recommendations

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<b>Recommendation 1. Strategically reposition WFP in Türkiye, considering WFP's recognized global comparative advantages, and – in a context of low funding levels – establish contingency plans to ensure programme viability, including through the development of strategic partnerships.</b>	Strategic	Country office	Middle East, Northern Africa and Eastern Europe Regional Office (MENAEEERO)	High	Fourth quarter 2025
<b>1.1 Consolidate WFP's value proposition when developing the new CSP.</b> Focus on a smaller number of high-impact interventions where WFP offers unique value, notably in the areas of refugee assistance, community resilience, and emergency preparedness and response.	Operational	Country office	MENAEEERO	High	Third quarter 2025
<b>1.2 Develop strategic partnerships, communication strategies and a knowledge management system.</b> WFP should implement a comprehensive partnership and communication strategy, framed by the CSP, to solidify its position in the country and guide engagement with key stakeholders including government entities, United Nations partners, donors, local non-governmental partners and private sector actors. WFP should also develop a knowledge management system to retain institutional memory.	Operational	Country office	MENAEEERO	High	First quarter 2026
<b>1.3 Identify a minimum viable funding level to maintain core operations in Türkiye.</b> Draft a resource mobilization strategy aimed at securing funding from diverse funding sources to support a coherent CSP, ideally as part of the CSP development process. This should include contingency implementation models (e.g. regional cost-sharing mechanisms supported by MENAEEERO and WFP headquarters, or other models) to ensure programme continuity throughout the CSP period. By combining funding diversification and adaptable implementation structures, WFP can sustain operations effectively, even under financial constraints.	Operational	Country office	MENAEEERO	High	Third quarter 2025
<b>1.4 Develop and implement a strategic staffing plan</b> to align human resources with the operational needs of the CSP, thereby ensuring adequate capacity and expertise for effective implementation.	Operational	Country office	MENAEEERO	High	Third quarter 2025
<b>1.5 Strengthen equitable access to programmes through targeted, data-driven approaches and closer engagement with beneficiaries through mechanisms for accountability to affected people and community feedback.</b> WFP should leverage data disaggregated by population group, beneficiary type and disability status to design programmes that benefit target groups with diverse needs. WFP should also embed	Strategic	Country office	MENAEEERO	High	From the third quarter 2025 onwards

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
protection and measures relating to accountability to affected people to ensure that beneficiary views are heard and acted upon and that no one is left behind.					
<b>Recommendation 2. In line with national priorities, develop a strategic framework (covering intervention logic, monitoring, partnership engagement, and environmental considerations) to strengthen community resilience.</b>	Thematic	Country office	MENAEERO	High	First quarter 2026
<b>2.1 Draft a clear intervention logic with a robust monitoring system to define expected results</b> and outline how to reach them. Closely reflecting the intervention logic, the monitoring system will allow for an assessment of the effectiveness of resilience-building activities, tracking both short- and long-term results.	Operational	Country office	MENAEERO	High	First quarter 2026
<b>2.2 Deepen engagement</b> with local governments, communities, cooperating partners and other relevant stakeholders to build ownership, help align WFP's activities with local needs and ensure sustainability beyond the intervention.	Operational	Country office	MENAEERO	High	From the first quarter 2026 onwards
<b>2.3 Ensure that environmental considerations are systematically integrated into the design, implementation and monitoring of local resilience-building activities.</b> This includes strengthening mitigation measures identified in environmental screenings, embedding best practices in relation to sustainability (e.g. climate-smart agriculture and eco-friendly supply chain approaches), and enhancing monitoring frameworks to track environmental outcomes throughout project implementation.	Operational	Country office	MENAEERO	Medium	From the first quarter 2026 onwards
<b>Recommendation 3. Support the Government's efforts to enhance emergency preparedness and response capacity in areas prone to shocks and stressors, particularly at the subnational level.</b>	Thematic	Country office	MENAEERO, WFP headquarters	High	From the third quarter 2025 onwards
<b>3.1 Assess government interest in WFP's support for emergency preparedness and response to determine areas where WFP can add value.</b> Engage in discussions with national and local authorities to understand emergency preparedness and response priorities in areas prone to shocks and stressors – particularly at the subnational level – and explore potential roles for WFP within the existing emergency preparedness and response framework.	Operational	Country office	MENAEERO	High	Third quarter 2025
<b>3.2 Strengthen WFP's capacity to support local and national readiness and response</b> by ensuring that expertise in emergency preparedness and response, community resilience and capacity development is in place and strategically positioned at the national and provincial levels, focusing on areas where WFP has an active operational presence and established partnerships.	Operational	Country office	MENAEERO	High	Third quarter 2025



# 1. Introduction

## 1.1 Evaluation features

1. The evaluation of the Türkiye World Food Programme (WFP) country strategic plans covering the period between 2018 and 2025 (CSPE) aimed to assess WFP's performance in Türkiye from 2017 to September 2024. This evaluation serves to provide evidence and insights for learning, while ensuring accountability to stakeholders (see Annex I. Summary terms of reference (ToR)).

2. The timing of this CSPE enabled the Türkiye country office to use the evidence on past and current performance as well as the recommendations for the design of the new Türkiye country strategic plan (CSP). The evaluation looked at how the current CSP builds on, or departs from, the previous interventions included in the transitional interim CSP and the interim CSP and assessed if the envisaged strategic shifts took place, and, if so, what the consequences were. The evaluation covered the following three Plans:

- Turkey Transitional Interim Country Strategic Plan (T-ICSP) 2018–2019;
- Türkiye Interim Country Strategic Plan (ICSP) 2020–2022; and
- Türkiye Country Strategic Plan (CSP) 2023–2025.

3. The evaluation addressed four standard evaluation questions (EQs) and cross-cutting issues (see Annex II. Evaluation matrix) and employed a theory-based, mixed-methods approach as outlined in section 1.4.

4. Based on the ToR and inception phase stakeholder consultations, the evaluation identified the following key themes of interest for WFP Türkiye's work: (i) relevance and value proposition in country; (ii) partnership and coordination with national stakeholders; (iii) relevance, effectiveness and efficiency of the emergency response and recovery to the February 2023 earthquakes; (iv) interlinkage between humanitarian and development efforts; (v) management of programmatic shifts across three CSPs; and (vi) effectiveness of accountability to affected populations (AAP) provisions, tools and partner roles. The evaluation has explored these themes under four evaluation questions (see section 1.4), noting that since the key activity implemented under the T-ICSP has been handed over and their effectiveness and efficiency extensively reviewed and evaluated, questions on results and efficiency focus only on the ICSP and the current CSP.

5. The evaluation sought the views of WFP internal and external stakeholders. The primary users of the evaluation included the WFP Türkiye country office, field offices, the regional bureau Cairo (RBC) for the Middle East, Northern Africa and Eastern Europe, headquarters technical units, the United Nations country team and the Government of Türkiye. Other users and relevant stakeholders include donors, cooperating partners (CPs), specific private sector partners, beneficiaries and the WFP Executive Board (see Annex III. Detailed stakeholder analysis).

## 1.2 Context

### General overview

6. Türkiye is an upper-middle-income country ranked 45th of 193 countries and territories in the Human Development Index for 2022.<sup>16</sup> The country has experienced continuous economic growth over the last two decades. In 2023, the Gross Domestic Product (GDP) stood at USD 1,024 trillion (17th largest economy in the world), and between 2007 and 2021 the poverty rate more than halved from over 20 percent to 7.6 percent.<sup>17</sup>

7. Despite development gains, Türkiye suffers from long-standing structural challenges, including reported low (particularly, female) labour force participation.<sup>18</sup> High inflation, particularly food inflation (Figure 1),

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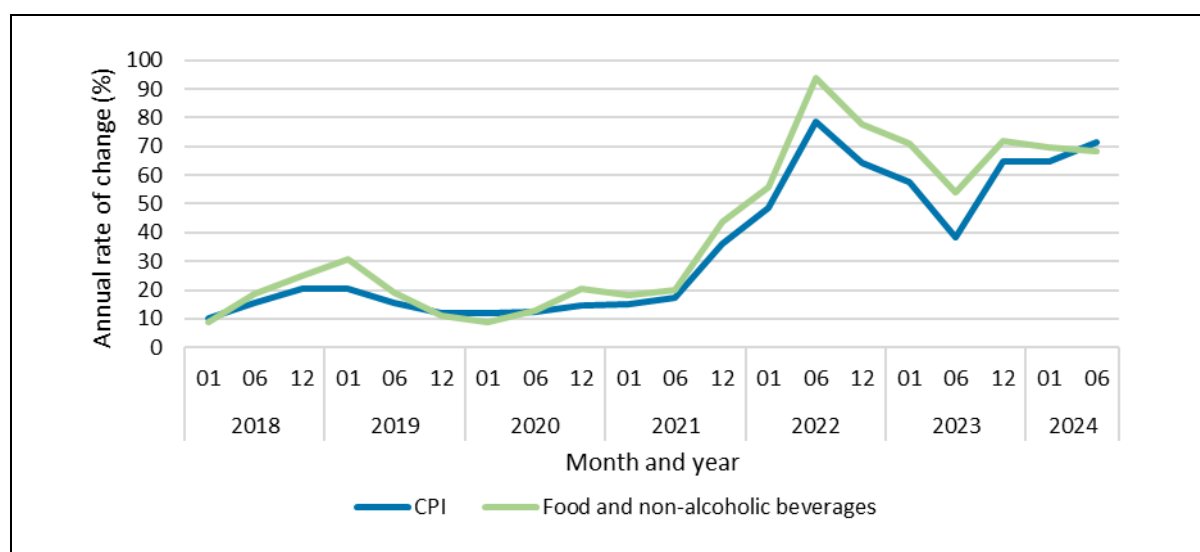
<sup>16</sup> UNDP. 2024. *The 2023/2024 Human Development Report*.

<sup>17</sup> World Bank. 2024. 'The World Bank in Türkiye -- Overview'.

<sup>18</sup> Ibid.

combined with shocks – including COVID-19, the mass refugee influx following the Syrian crises, and the economic downturn since 2018 – have been posing threats to development gains (see Figure 4 in section 1.3).

**Figure 1: Annual rate of change in Consumer Price Index (CPI) and in food and non-alcoholic beverages, 2018–2024**



Source: Turkish Statistical Institute. 2018-2024 Consumer Price Index.

### Earthquake response and recovery

8. Twin earthquakes struck southern Türkiye on 6 February 2023 (see Annex IV. Map of Türkiye), directly affecting 9.1 million people across 11 provinces. The disaster claimed over 50,000 lives, injured over 100,000, and displaced 3 million individuals.<sup>19</sup> The specific impacts of the earthquakes are further discussed in the context sub-sections below.

9. Following a declaration of a state of emergency, a United Nations scale-up response<sup>20</sup> and a Flash Appeal for USD 1.01 billion were launched to support recovery.<sup>21</sup>

### Food and nutrition security

10. Türkiye has made significant progress in reducing hunger over the past two decades, with undernourishment remaining below 2.5 percent over the 2000–2023 period, and declines in child stunting (from 18.8 to 6 percent) and wasting (from 3 to 1.7 percent) during the same period.<sup>22</sup> However, unhealthy diets persist, with high consumption of energy-dense but low-nutrient food items in large segments of the population. An estimated 5.2 million people cannot afford a healthy diet.<sup>23</sup> Food insecurity has been exacerbated by the COVID-19 pandemic, the conflict in Ukraine, rising food prices<sup>24</sup> and agricultural losses after the recent earthquake.<sup>25</sup>

11. Refugees face food insecurity due to limited employment, low incomes and rising food prices.<sup>26</sup> In 2020, 4 percent of Syrian refugees (around 157,000) were acutely food insecure and 58 percent (2.3 million) were marginally food secure,<sup>27</sup> leading to negative coping strategies, such as reducing essential expenses, buying food on credit and involving children in income-generation activities.<sup>28</sup>

<sup>19</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

<sup>20</sup> Ibid.

<sup>21</sup> Ibid.

<sup>22</sup> Global Hunger Index. 2023. Türkiye.

<sup>23</sup> Ibid.

<sup>24</sup> World Bank. April 2023. Food Security Update.

<sup>25</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

<sup>26</sup> UNDP and UNHCR. 2023. *Türkiye 3RP Country Chapter 2023–2025*.

<sup>27</sup> FSIN and Global Network Against Food Crises. 2021. *Global Report on Food Crises*.

<sup>28</sup> TRC. 2023. *C-ESSN Findings of Post Distribution Monitoring Survey Round 2*.

## Agriculture

12. Türkiye's agricultural economy ranks among the top ten globally,<sup>29</sup> although its share of GDP has declined to 6.2 percent in 2023 (compared with 10 percent in 2000) and its share of employment to 17 percent of the population in 2022 (compared with 37 percent in 2000).<sup>30</sup> Most agricultural producers (83 percent) are small-scale farmers.<sup>31</sup> The sector offers significant employment opportunities, including for refugees who represent a large share of the workforce.<sup>32</sup> The earthquake-affected region, which accounts for 14.5 percent of Türkiye's agricultural GDP, has suffered an estimated USD 6.4 billion in loss of crop yields, livestock, food stocks, agricultural inputs and infrastructure.<sup>33</sup>

## Climate change and vulnerability

13. Türkiye ranks 35th among 193 most disaster-prone countries in the 2024 World Risk Index.<sup>34</sup> Natural disasters, including earthquakes, flooding, droughts and wildfires have intensified in recent decades.<sup>35</sup> The twin earthquakes of February 2023 highlighted vulnerabilities (see the Earthquake response and recovery section above). Türkiye is projected to face water scarcity by 2030, threatening agriculture, rural livelihoods, value chain jobs and food security.<sup>36</sup>

## Migration, refugees and internally displaced people

14. Since 2014, Türkiye has hosted the world's largest refugee population, with 3.3 million refugees as of September 2024, including 3.1 million Syrians<sup>37</sup> and over 400,000 Ukrainians.<sup>38</sup> The 2023 earthquake-affected provinces, home to 1.75 million refugees,<sup>39</sup> saw displacement of over 3 million people.<sup>40</sup>

15. The Ministry of Labour and Social Security supports refugee employment through work permits, although challenges remain, such as employer quotas, location restrictions and limited Turkish language skills. Many Syrians under Temporary Protection opt for informal work to retain Emergency Social Safety Net (ESSN)<sup>41</sup> benefits.<sup>42,43</sup>

16. Rising social tensions have led to violence against refugees in Türkiye. The Government introduced measures to close Temporary Accommodation Centres (TACs), relocate refugees and encourage returns to Syria. Policy shifts, such as stricter TAC eligibility and camp consolidation in Adana, prioritize the most vulnerable,<sup>44</sup> including refugees with disabilities and single female-headed households. Figure 2 shows the overall decline in the number of TACs and refugee residents over the years.

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<sup>29</sup> International Trade Administration. 2024. Turkey – Agriculture.

<sup>30</sup> World Bank. n.d. Open data Türkiye.

<sup>31</sup> Ministry of Agriculture and Forestry. 2021. *Towards Sustainable Food Systems – National Pathway of Türkiye*.

<sup>32</sup> UNDP and UNHCR. 2023. *Türkiye 3RP Country Chapter 2023–2025*.

<sup>33</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

<sup>34</sup> Bündnis Entwicklung Hilft and IFHV. 2024. *World Risk Report 2024*.

<sup>35</sup> World Bank Climate Change Knowledge Portal. *Türkiye – Risk*.

<sup>36</sup> World Bank. n.d. 'Towards a Green and More Resilient Türkiye'.

<sup>37</sup> IOM. September 2024. Overview of Migrant Situation.

<sup>38</sup> UNDP and UNHCR. 2023. *Türkiye 3RP Country Chapter 2023–2025*.

<sup>39</sup> UNHCR. February 2024. A year after Türkiye-Syria quakes, UNHCR warns of rising humanitarian needs.

<sup>40</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

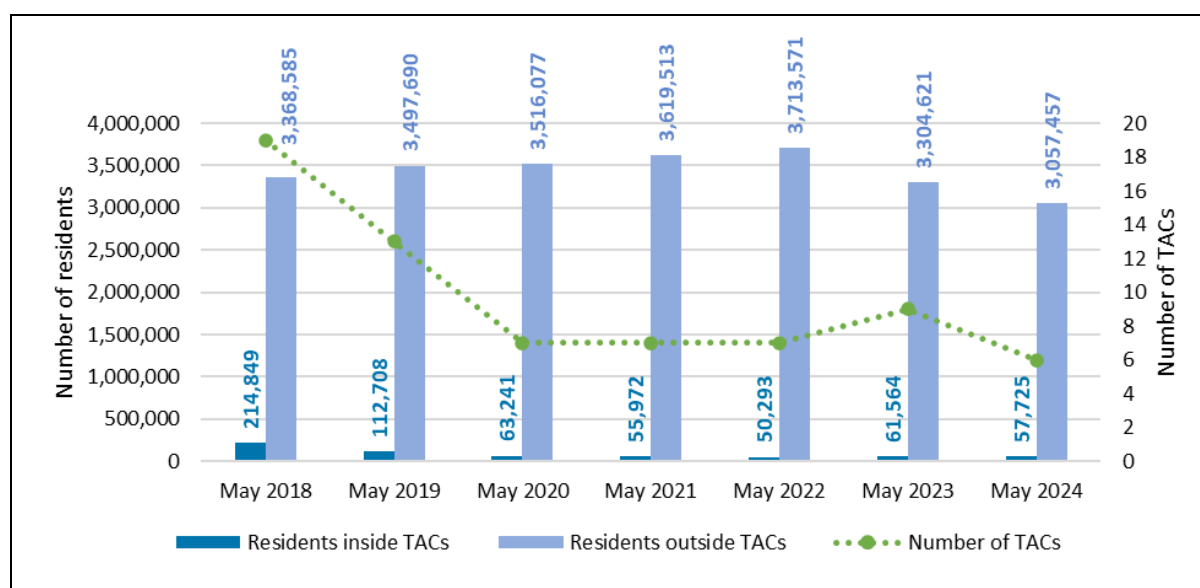
<sup>41</sup> Ibid.

<sup>42</sup> Launched in 2016 with EU funding, the ESSN transitioned to the Ministry of Family and Social Services and the Turkish Red Crescent (TRC) in August 2023. By August 2024, it provided monthly cash assistance to over 1.1 million refugees in Türkiye, offering 500 Turkish Liras per person, with additional top-ups based on family size and emergencies.

<sup>43</sup> Delegation of the EU to Türkiye. 2023. 'IFRC Concludes Implementation of the ESSN Programme in Türkiye', 6 December.

<sup>44</sup> WFP. 2024. Türkiye Activity 1 External SitRep, January–March 2024.

**Figure 2: Evolution of refugee residents and TACs in Türkiye, 2018–2024**



Source: IOM. *Migrant Presence Monitoring – Türkiye Overview of the Situation with Migrants, Q2 2018–2023*. May 2024 data from PMM website (accessed 23 May 2024). Note: May 2024 is the latest available data on TACs, therefore Q2 data are systematically taken as a reference point for this figure.

## Employment

17. The labour force participation in Türkiye remains low at 54.4 percent with significant disparities (72.1 percent for men; 37.0 percent for women).<sup>45</sup> Refugee participation is lower, with Syrians under Temporary Protection at 44 percent (81 percent for men; 14 percent for women), while only 10 percent of economically active refugees are formally employed.<sup>46</sup> General unemployment stands at 8.6 percent.<sup>47</sup> Barriers include low wages, limited networks, inadequate experience and workforce discrimination.<sup>48</sup> In earthquake-affected regions, nearly 220,000 workplaces are no longer operational, impacting nearly 4 million workers.<sup>49</sup>

## Equality and inclusion

18. Türkiye ranks 127th among 146 countries in terms of equality between men and women according to the 2024 Global Gender Gap Report.<sup>50</sup> While female labour force participation has grown over the last two decades, it remains well below male levels (see Employment section above),<sup>51</sup> and was disproportionately affected by COVID-19.<sup>52</sup>

19. Before the earthquake, an estimated 7.9 percent of women and 5.9 percent of men in Türkiye lived with disabilities, and numbers are expected to rise<sup>53</sup> as up to 70 percent of injured earthquake survivors may develop disabilities.<sup>54</sup> People with disabilities faced heightened psychological impacts due to limited specialized services, accessibility barriers and increased marginalization.<sup>55</sup>

<sup>45</sup> Turkish Statistical Institute. September 2024. Labour Force Statistics.

<sup>46</sup> UNDP and UNHCR. 2023. *Türkiye 3RP Country Chapter 2023-2025*.

<sup>47</sup> Turkish Statistical Institute. September 2024. Labour Force Statistics.

<sup>48</sup> ILO. 2022. *Youth Employment in Turkey: Structural challenges and impact of the pandemic on Turkish and Syrian youth*.

<sup>49</sup> ILO. 2023. *The Effects of the February 2023 Earthquake on the Labour Market in Türkiye*.

<sup>50</sup> World Economic Forum. 2024. *The Global Gender Gap Index 2024*.

<sup>51</sup> World Bank. n.d. Gender Data Portal – Türkiye.

<sup>52</sup> UN Women. 2020. *Turkey – The Impact of COVID-19 on Women's and Men's Lives and Livelihoods*.

<sup>53</sup> Ibid.

<sup>54</sup> Amnesty International. 2023. 'Türkiye: People with Disabilities Neglected in Humanitarian Response to Devastating Earthquake'.

<sup>55</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

## Humanitarian protection

20. Compounding crises in Türkiye, in particular following the earthquake, highlight a number of protection concerns. These include child labour, conflict and tensions between refugees and host communities, domestic violence, sexual violence against women and girls, forced child begging, child marriages, and alcohol and substance abuse.<sup>56</sup> In the aftermath of the earthquake, social sector services have been disrupted or reduced, and the need to re-establish these specialized services for children, women, people with disabilities and the elderly remains.<sup>57</sup>

## National policies and the Sustainable Development Goals (SDGs)

21. The Government of Türkiye's Eleventh Development Plan (2019–2023) focused on sustainable economic growth and improving competitiveness and welfare. Its successor, the Twelfth Development Plan (2024–2028) builds on this, emphasizing creating a disaster-resilient Türkiye.<sup>58</sup> Other major strategies and frameworks relevant to this evaluation include:

- EU–Turkey Joint Action Plan (2015) and Statement (2016);
- Regional Refugee and Resilience Plan (2017–2018, 2019–2020, 2021–2022, 2023–2025);
- Towards Sustainable Food Systems National Pathway of Türkiye (2021); and
- Disaster Risk Reduction Plan of Türkiye (2022–2030).

22. The latest 2019 Voluntary National Review noted that further efforts were needed to accelerate progress on Sustainable Development Goal 2 (SDG 2) on hunger,<sup>59</sup> including on addressing challenges around the prevalence of obesity.<sup>60</sup>

## International assistance

23. From 2019 to 2021, Türkiye received a yearly average of USD 2.8 billion in gross Official Development Assistance. Figure 3 shows the funding of humanitarian plans. In particular, the Syria Regional Refugee and Resilience Plans (3RPs) have appealed for an average of USD 1.3 billion annually between 2018 and 2023,<sup>61</sup> with a yearly average of USD 516.0 million funded. The United Nations Country Team in Türkiye is composed of representatives of 13 United Nations organizations, funds and specialized programmes.<sup>62</sup> Multi-year strategic planning between the United Nations and the Government of Türkiye is outlined in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021–2025.

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<sup>56</sup> UNHCR. 2023. *Inter-Agency Protection Needs Assessment – Round 7*.

<sup>57</sup> OCHA. 2023. *Türkiye Earthquake Humanitarian Needs and Response Overview*.

<sup>58</sup> Izmir Development Agency. November 2023. *Twelfth Development Plan Approved by the Grand National Assembly of Turkey Published in the Official Gazette*.

<sup>59</sup> Government of Türkiye. 2019. *Turkey's Sustainable Development Goals 2nd Voluntary National Review*.

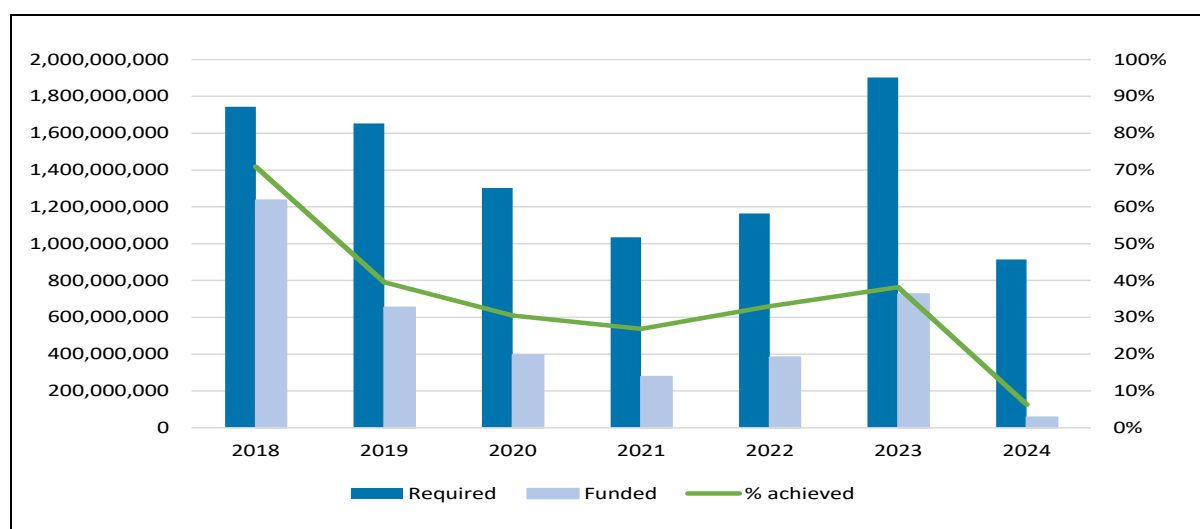
<sup>60</sup> Sustainable Development Report. 2024. Türkiye.

<sup>61</sup> 2024 data are not yet included in the yearly average as 2024 funding only reflects up until September 2024.

<sup>62</sup> UN Türkiye. *UN Entities in Türkiye*.



**Figure 3: Funding of humanitarian assistance plans against appeals for Türkiye, 2018–2024**



Source: OCHA FTS, accessed 17/09/2024.

### 1.3 Subject being evaluated

#### Evolution of strategic focus

24. Over the last decades, Türkiye's cooperation with WFP has evolved. From 1963 to 1994, WFP implemented projects worth over USD 100 million, including school meals and assistance in natural disasters.<sup>63</sup> WFP presence was then discontinued, but was resumed during the Iraq crisis in 2003, with Türkiye becoming an important humanitarian logistics and supply chain hub for WFP.

25. The Syrian crisis in the early 2010s shifted WFP's focus to refugee support in Türkiye, including camp emergency food aid and innovative assistance programmes like the ESSN, the largest humanitarian cash programme globally, which enables refugees to meet their essential needs with dignity. WFP initiated the camp e-voucher programme in Türkiye in 2012 and, over the years, it has largely been implemented in partnership with the Turkish Red Crescent (TRC). It delivers assistance through electronic cards with monthly cash amounts of TRY 300 per family member, which refugees can use to purchase food and non-food essential items within the camps.<sup>64</sup> Following the Government of Türkiye's camp decongestion strategy, WFP has been involved in implementation of camp food assistance for Syrian refugees living in six TACs located in southeast Türkiye.<sup>65</sup>

26. Following the handover of the ESSN to the International Federation of Red Cross and Red Crescent Societies (IFRC) in 2020, WFP continued in-camp direct assistance as well as food security and livelihoods initiatives to facilitate integration of refugees and host communities into formal employment. Following the large-scale response to the earthquakes in southeast Türkiye in 2023, WFP transitioned to recovery activities in 2024. WFP did not invest systematically in nutrition programmes, although some initial investments were made in building partnerships to support school meals projects.

27. WFP has been continuously procuring food from Türkiye, which ranked among the top ten sourcing countries in 2023, representing a value of USD 133,641,697 (7 percent of total food procurement globally).<sup>66</sup> WFP is currently trying to further leverage Türkiye's strategic geographic position and its own advanced logistics capabilities to enhance the timely humanitarian response efforts across the region.

<sup>63</sup> Türkiye MFA. 'Turkey: Planning a Leading Role in the Fight Against Hunger'.

<sup>64</sup> TRC. n.d. In Camp Food Assistance Programme.

<sup>65</sup> These include the following camps: Adana Saricam, Osmaniye Cevdetiye, Kahramanmaraş, Bognuyogun Hatay, Yayladagi Hatay, Asagidemirtas Elazig. Source: TRC. n.d. Kizilaykart programme FAQ.

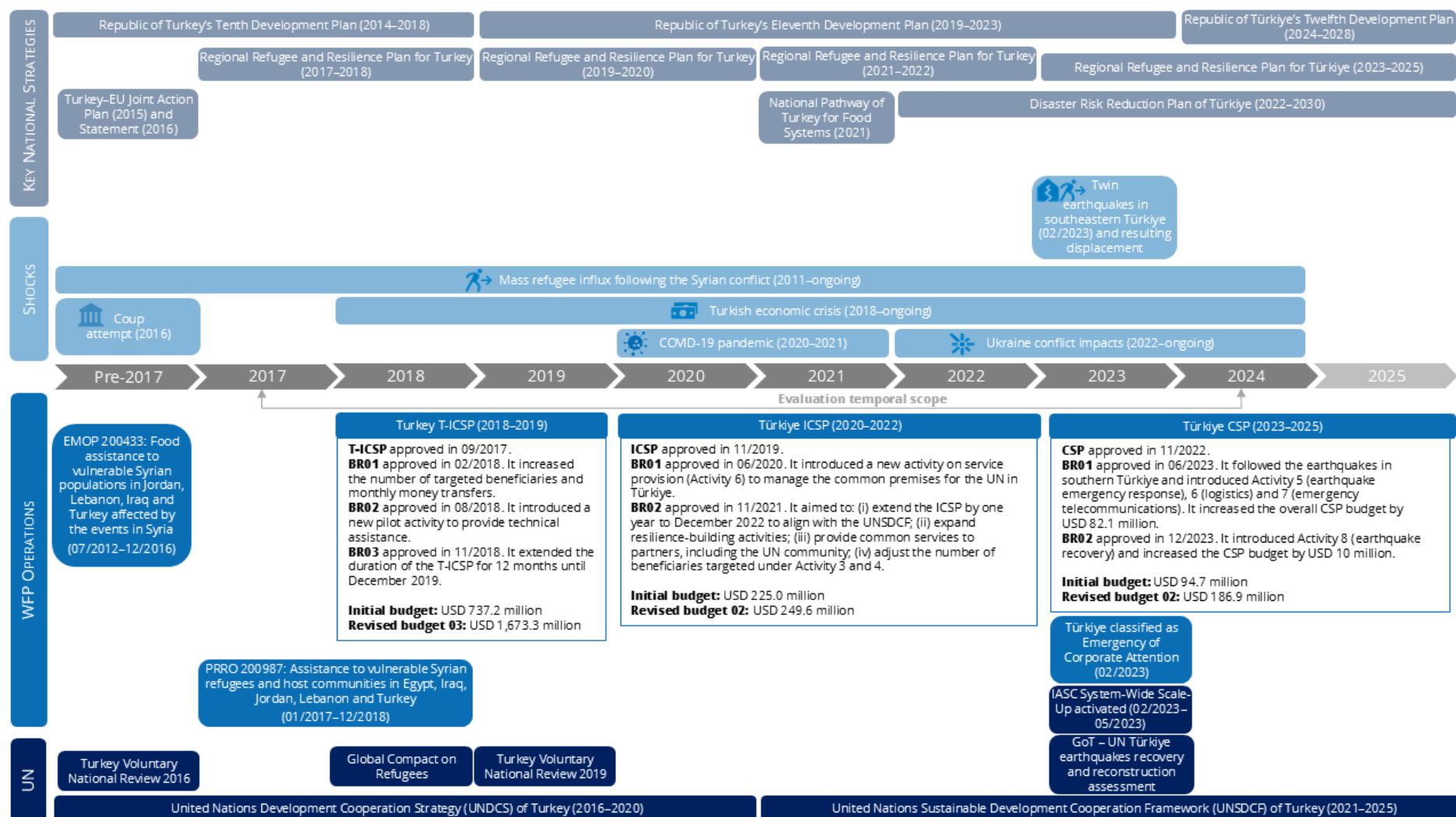
<sup>66</sup> WFP. 2024. Executive Board Annual session: Update on food procurement (WFP/EB.A/2024/10-D).

28. The Turkey T-ICSP, Türkiye ICSP and Türkiye CSP were approved by the WFP Executive Board in February 2018,<sup>67</sup> November 2019 and November 2022, respectively. These consecutive programming documents reflected strategic shifts aimed at adapting to the evolving needs of vulnerable populations, including Syrian refugees, host communities, and victims of the February 2023 earthquakes. These shifts included expanding WFP's logistics and supply chain engagement in Türkiye to enhance the efficiency of humanitarian response, strengthening social safety nets to support livelihoods, and addressing the long-term resilience of affected populations. Figure 4 provides a general overview of the three Plans and major developments in the country.

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<sup>67</sup> The first version of the T-ICSP was approved in September 2017.

**Figure 4: Evolution of WFP operations and changes in the external environment**



Source: WFP. Operations database – Türkiye. FAO. Türkiye – Country Profiles.

Note: Under the CSP, a Budget Revision 3 (BR03) is being developed to consider significant currency devaluation, changes in planned beneficiary numbers, removal of bonus payments and organizational restructuring. However, it is outside the scope of this assignment for analysis due to the evaluation's September 2024 cut-off date.

29. Under the **T-ICSP (2018–2019)**, WFP focused on providing a safety net for refugees<sup>68</sup> by ensuring basic needs were met and transferring resources to refugees both in and out of camps. Efforts included capacity strengthening of national institutions and non-governmental organization (NGO) partners. Budget Revision 2 (BR02) introduced a pilot activity and output aimed at supporting access to livelihood opportunities.<sup>69</sup> Backed by strong European Union (EU) funding, WFP implemented the ESSN supporting up to 1.75 million beneficiaries.<sup>70</sup>

30. Under the **ICSP (2020–2022)**, WFP expanded its focus to include both refugees and vulnerable host populations, emphasizing equitable access to basic needs and labour market opportunities, in line with WFP's shift from massive cash distribution following the handover of the ESSN to the IFRC in 2020.<sup>71</sup> WFP introduced livelihood-focused pilot initiatives, such as the conditional cash-for-training programme Kitchens of Hope<sup>72</sup> and the Empowerment for Action (EMPACT) project.<sup>73</sup> These pilots were subsequently scaled up under a broader livelihoods programme titled Socioeconomic Empowerment and Sustainability (SES) in 2021.

31. The **CSP (2023–2025)** advanced WFP's approach by addressing refugees' and crisis-affected populations' basic needs while emphasizing resilience building and livelihood opportunities. Unlike the preceding Plans, the CSP introduced two dedicated strategic outcomes (SOs) for crisis response. These were SO1 and SO4 (see Figure 5). The latter included activities focused on coordination, common services and logistics support, aimed to enhance the efficiency of humanitarian assistance in partnership with the Government of Türkiye and other relevant actors. The planned technical advisory role to the Government's school meals programme (SO3) did not materialize over the reference period and was therefore not evaluated.

32. Following the earthquake, two budget revisions were adopted. BR01 introduced Activity 5, focusing on providing emergency food assistance to affected people across 11 provinces, through soup kitchens, ready-to-eat meals, family food packages, cash-based assistance (e-vouchers in refugee camps and multipurpose cash assistance for the most vulnerable individuals). It also included micro-grants under Activity 2 to support the re-establishment of small and micro food-based businesses, employment and training in earthquake-affected communities. Activities 6 and 7 focused on logistics and telecommunication support to the Government of Türkiye and humanitarian actors. Assistance under Activity 1 to existing refugee beneficiaries in camps was suspended and replaced with assistance under Activity 5.

33. BR02 introduced Activity 8 to enable the country office to transition focus from the earthquake emergency response to recovery support. Activity 8 focused on recovery efforts in the affected agri-food sector, supporting affected actors to recover their operations to at least pre-earthquake levels through investments that support the recovery of assets. Cash-for-work programmes addressed prevalent agricultural labour force needs. Activity 8 targeted both Turkish nationals and refugees equally. To operationalize this approach, WFP partnered with government entities, including the Ministry of Agriculture, the Ministry of Industry and Technology, Turkish Ministry of Interior's Disaster and Emergency Management Presidency (AFAD), governorates and municipalities, as well as NGOs, the Food and Agriculture Organization (FAO) and the private sector.

34. Over the reference period, WFP's operational set-up in country also evolved from eight offices in 2018<sup>74</sup> to three offices in 2024,<sup>75</sup> following an internal restructuring and closure of offices in June 2024. Since 2014 and throughout the three Plans, WFP has been managing common United Nations premises in Gaziantep,

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<sup>68</sup> Unless specified, when referring to refugees the report means both refugees in camps and refugees living in Turkish communities.

<sup>69</sup> WFP. 2018. *Türkiye Transitional Interim Country Strategic Plan*, Budget Revision 02.

<sup>70</sup> European Union. 2017. Expanding Turkey's social protection systems to refugees, accessed via [https://capacity4dev.europa.eu/articles/expanding-turkeys-social-protection-systems-refugees\\_en](https://capacity4dev.europa.eu/articles/expanding-turkeys-social-protection-systems-refugees_en)

<sup>71</sup> WFP. 2020. 'How Piggybacking Networks in Turkey Delivers Cash Assistance to Refugees', 9 March.

<sup>72</sup> The Kitchen of Hope project aimed to develop the technical and practical skills of Syrian and Turkish women and men in the hospitality and food service industry and facilitate their access to job prospects through applied training.

<sup>73</sup> WFP. 2022. *Türkiye, WFP's Livelihood Activities 2020–2022: Decentralized Evaluation*. The EMPACT project aimed at connecting youth to the global digital economy, through digital and soft skills training for young refugees and disadvantaged youth.

<sup>74</sup> The country office in Ankara, three area offices in Ankara, Gaziantep and Istanbul, and four field offices in Izmir, Hatay, Mersin and Sanliurfa. Source: WFP Turkey 2018 ACR.

<sup>75</sup> CO in Ankara, one area office in Gaziantep and one field office in Mersin. Source: WFP Türkiye September 2024 Organigram.

providing common administrative services and facilities to other United Nations agencies and WFP's Syrian cross-border team. WFP also shared premises with the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) in Istanbul and with the International Organization for Migration (IOM) in Izmir.

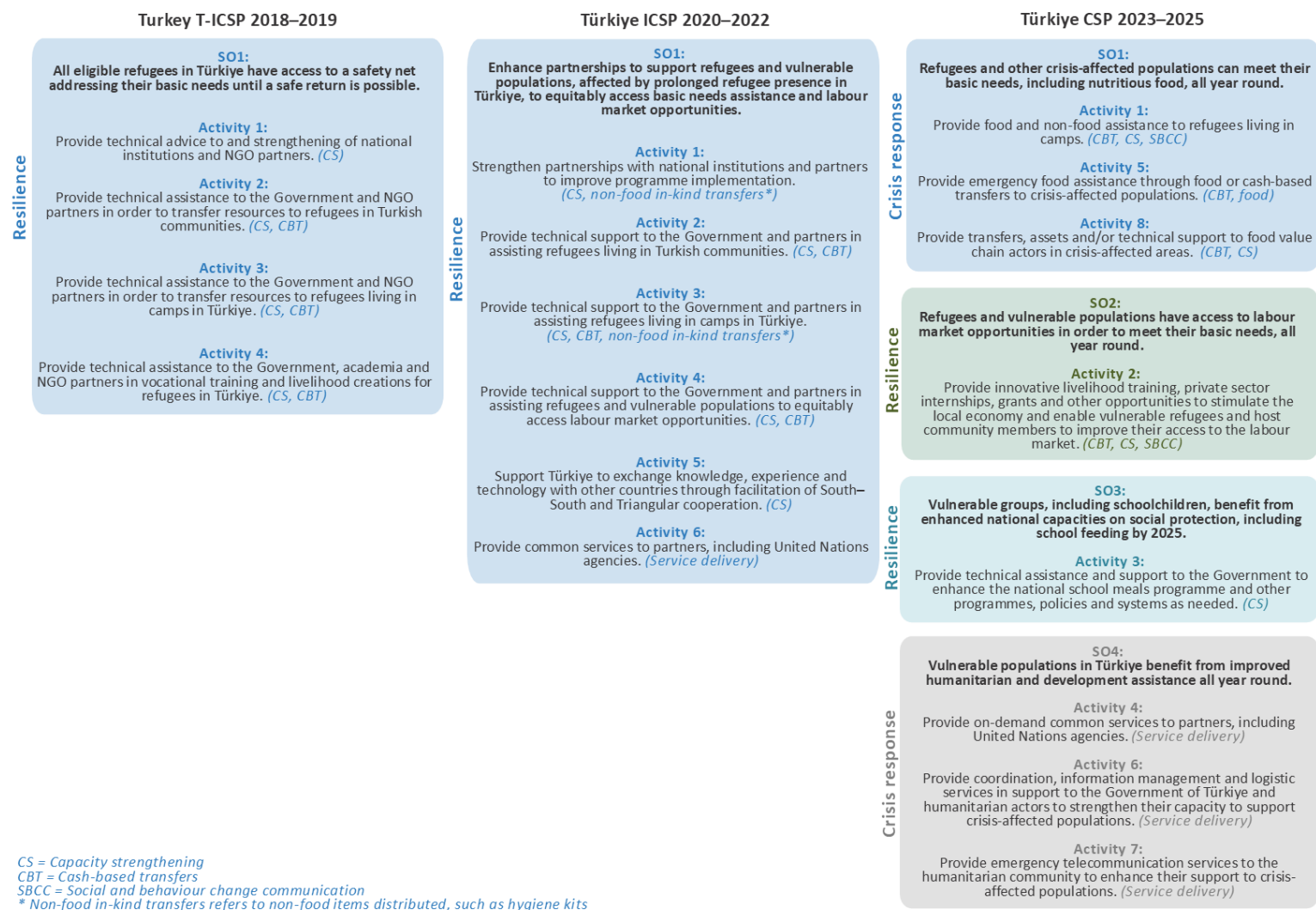
35. In summary, the following shifts were undertaken by WFP Türkiye since 2017:

- The 2018–2019 T-ICSP focused on refugee support (ESSN and in-camp support).
- The 2020–2022 ICSP moved away from the massive cash distribution.
- The 2020–2022 ICSP and 2023–2025 CSP broadened livelihood support and crisis services to refugees and host communities, with the CSP establishing two dedicated outcomes for crisis response.

36. Figure 5 provides a general overview of the T-ICSP, ICSP and CSP cycles over the reference period.



**Figure 5: Overview of strategic outcomes, activities, modalities and main shifts between the T-ICSP, ICSP and CSP**



Source: WFP. 2017. Turkey Transitional Interim Country Strategic Plan 2018–2019. WFP. 2019. Türkiye Interim Country Strategic Plan 2020–2022. CSP and budget revisions.

### **The reconstructed logic of intervention**

37. In the absence of a theory of change (ToC) for any of the strategic programme cycles under review, the evaluation team reconstructed an overarching evaluation ToC (Figure 6) and three specific ToCs (see Annex V) for key intervention areas: support to refugees, livelihoods and emergency response. The ToCs were based on the review of WFP's documentation, budget revisions, reports and WFP stakeholders' consultations, and were validated with the country office during the inception mission to reflect WFP's evolving goals in Türkiye.

38. The overarching ToC covers three programming cycles, incorporating programmatic adjustments undertaken by WFP Türkiye. It is based on the following logic:

- If WFP supports the Government to implement targeted activities, such as providing direct assistance to meet the basic needs of vulnerable groups, livelihood support, strengthening social protection, and crisis response and service design and delivery, AND has access to adequate financial, human and material resources and partnerships, THEN emerging food security and basic needs will be responded to in an efficient and timely manner, and affected populations will have access to increased economic opportunities.

39. Assuming these activities are successfully carried out and the assumptions (e.g. the availability and efficient allocation of resources, actual participation of beneficiaries, supportive local infrastructure) hold true, these results will lead to outcomes that include recovery from shocks, enhanced resilience, economic integration, social cohesion and improved social outcomes.

40. These outcomes, in turn, with the assumptions of sustained support and capacity building in alignment with national and global goals, will contribute to cascading effects related to sustainable development and stability in Türkiye, reduced vulnerability of displaced populations and host communities, social inclusion and the achievement of the SDGs.

41. The ToC provided an analytical framework for evaluating WFP's performance.

Figure 6: Reconstructed theory of change

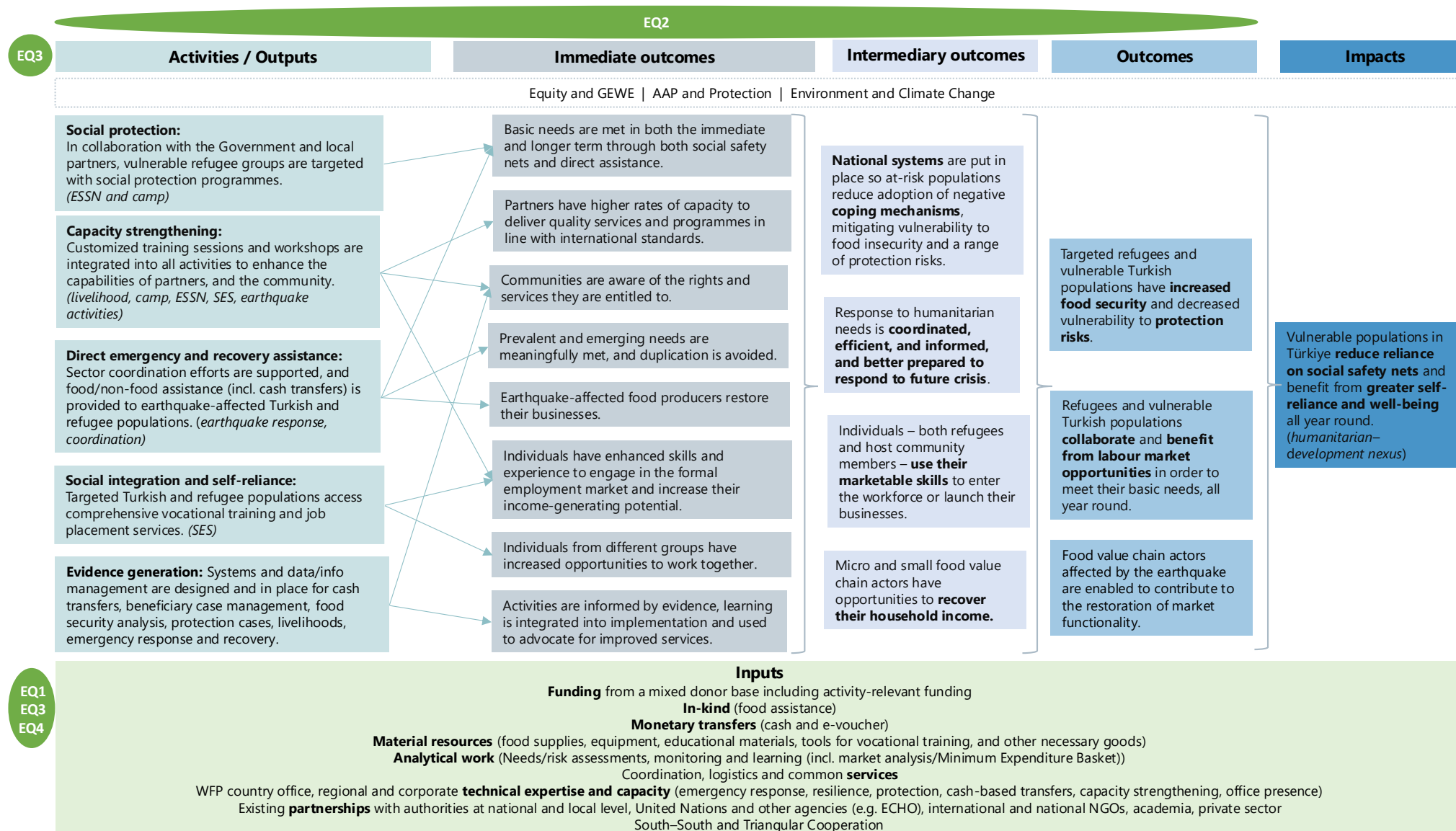


Figure 7: Key assumptions of the theory of change

# Assumptions\*

## Assumptions from activities to outputs

- **Resources, including financial, human and material, are allocated efficiently and consistently, ensuring uninterrupted operations and equitable access to assistance.**
- WFP organizational structure facilitates efficient delivery of results (i.e. adequate staffing structure and competencies).
- **There is a reliable funding stream and supply chain management ensuring timely delivery of cash, commodities, and services in appropriate quantities to meet the needs on the ground.**
- WFP maintains active engagement with government, humanitarian and development actors, and local communities, ensuring interventions are adaptable to changing needs and opportunities.
- Cooperating partners possess the necessary capacity and resources to deliver impactful results efficiently.
- Government institutions, community leaders and local organizations are proactively engaged in planning and implementing interventions, ensuring implemented interventions bring results.
- There is a shared commitment among government, WFP, UN agencies, humanitarian actors, civil society, and the private sector towards achieving common goals.
- Displaced populations and host communities are both willing to and capable of engaging in designed interventions, contributing to their success.
- **The local infrastructure and political environment support the smooth execution of activities, minimizing obstacles to implementation.**

## Assumptions from outputs to outcomes

- **Beneficiaries possess the necessary awareness, skills and knowledge to utilise provided services and opportunities effectively, enhancing their well-being and economic status.**
- **The Government demonstrates a consistent commitment to support and prioritize assistance based on an equitable assessment of needs, ensuring resources are allocated to those most in need.**
- There is a sustained interest and commitment from other humanitarian actors to collaborate and complement WFP's efforts, ensuring a holistic approach to addressing the needs of vulnerable populations.
- Vocational training and livelihood interventions are closely aligned with the current and evolving job market demands, ensuring that participants gain relevant skills that increase their employability and income-generating potential.
- The contextual environment, including political, economic and social factors, enables the effective translation of enhanced institutional capacities into tangible and improved services for target populations, leading to systemic improvements in service delivery.
- **Turkish policies for temporary protection status holders are in place and there is no deterioration of protection measures.**
- Technological infrastructure and digital literacy programmes are in place to support the delivery of services and information, bridging gaps in access among rural and urban populations.
- External shocks, such as natural disasters or economic downturns, do not significantly undermine the progress of interventions or the stability of the target communities.

## Assumptions from outcomes to impacts

- Enhanced resilience against socioeconomic shocks prevents future crises among vulnerable populations.
- Economy and political situation remain stable without further deterioration.
- Humanitarian needs do not increase.
- **Continued donor support and funding stability (e.g. multi-year unearmarked funds) enable sustained implementation of interventions and progress towards contribution to long-term objectives.**
- Displaced population and host communities remain engaged and supportive of initiatives, ensuring their effectiveness and sustainability.
- Partnerships with local and international partners continue to strengthen, providing a comprehensive support network for vulnerable populations.
- Governmental and institutional reforms support the initiatives, ensuring alignment with broader development strategies and facilitating smoother implementation.
- The global economic environment remains conducive to sustaining supply chains critical for the success of interventions, avoiding disruptions in essential goods and services.

\*Key assumptions are in bold.

Source: Evaluation team.

## Resource mobilization

42. Table 1 provides an overview of the WFP Türkiye portfolio under the T-ICSP, ICSP and CSP. Under the T-ICSP, the original Needs-Based Plan (NBP) was USD 737.32 million but increased to USD 1.67 billion following BR03. While allocated resources were two-thirds (66 percent) of the current NBP, they were nearly fully spent (98 percent expenditure level).

43. Under the ICSP, the original NBP was USD 225.09 million but increased to USD 249.65 million following BR02. Allocated resources reached 80 percent of the current NBP and were nearly fully spent (92 percent).

44. Under the CSP, the original NBP was USD 94.77 million but increased to USD 186.88 million following the February 2023 earthquakes and BR02. As of 12 September 2024, allocated resources were 63 percent of current NBP and 69 percent spent.

45. The T-ICSP and ICSP had a single strategic outcome and therefore all funding went to SO1 (resilience building). Under the CSP, crisis response was added as a focus area and represents the largest share of the budget (76 percent of current NBP), while resilience building remains a smaller portion (24 percent of current NBP). Allocated resources under the CSP are highest for crisis response (SO1 and SO4), while expenditures are highest for resilience building (SO2 and SO3).

46. However, when reviewing funding data in relation to the Implementation Plan figures, the picture is more positive and shows limited funding gaps. Specifically, under the T-ICSP and ICSP, allocated resources are 85 percent of the Implementation Plan. As of 12 September 2024, under the CSP there are nearly no funding gaps, with allocated resources reaching 95 percent of the current Implementation Plan. Annex VI provides detailed annual financial overviews of the T-ICSP, ICSP and CSP by activity.

**Table 1: T-ICSP, ICSP and CSP summary cumulative financial overview**

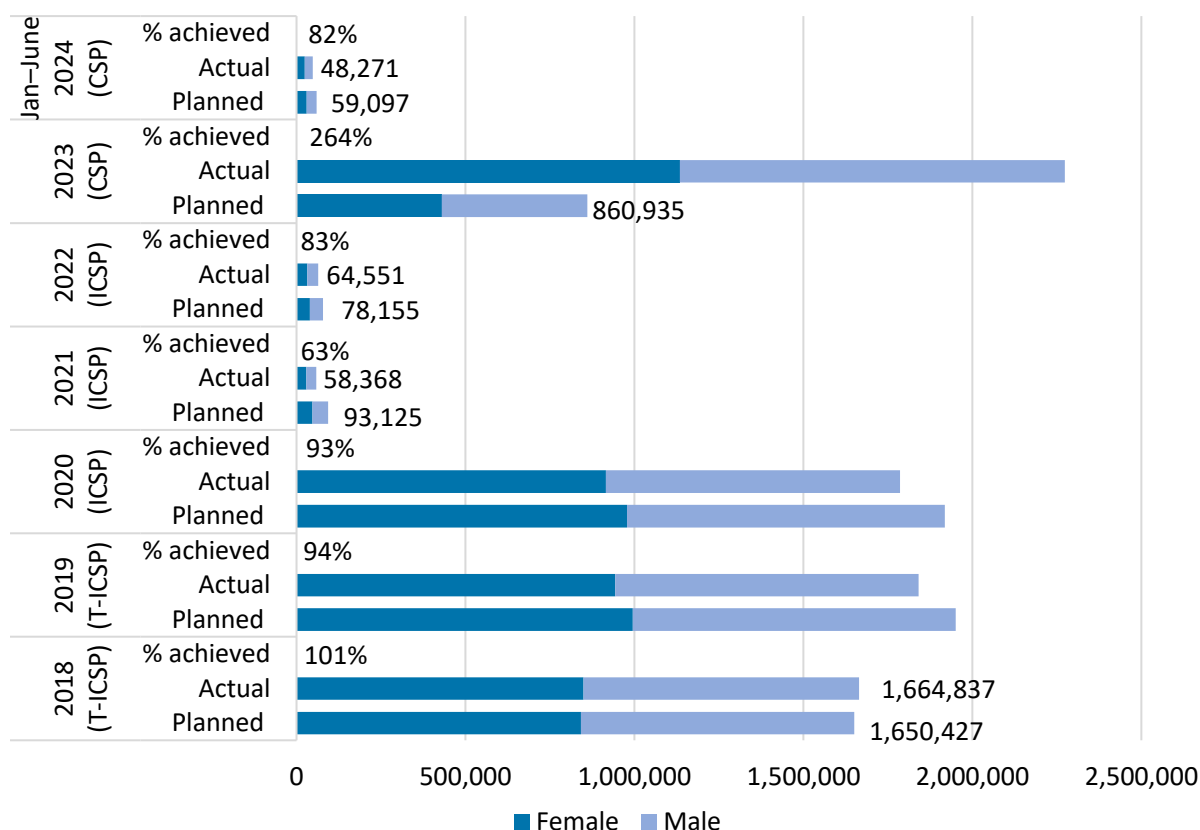
Focus areas	Strategic objective	Original NBP (USD)	Current NBP (USD)	Current Implementation Plan (USD)	Allocated resources			Expenditure	
					USD	% on current NBP	% on current Implementation Plan	USD	% on allocated resources
T-ICSP 2018–2019									
Resilience building	SO1	684,203,488	1,554,724,978	1,195,300,835	1,014,749,964	<div><div></div></div> 65%	<div><div></div></div> 85%	999,238,295	<div><div></div></div> 98%
Non-SO/Act specific		0	0	0	6,814,159	<div><div></div></div> –	<div><div></div></div> –	0	<div><div></div></div> 0%
Direct support costs		8,073,364	16,481,417	13,291,216	9,609,839	<div><div></div></div> 58%	<div><div></div></div> 72%	8,180,778	<div><div></div></div> 85%
Indirect support costs		45,043,549	102,128,416	78,558,483	66,752,077	<div><div></div></div> 65%	<div><div></div></div> 85%	66,752,077	<div><div></div></div> 100%
Total		737,320,401	1,673,334,810	1,287,150,534	1,097,926,039	<div><div></div></div> 66%	<div><div></div></div> 85%	1,074,171,150	<div><div></div></div> 98%
ICSP 2020–2022									
Resilience building	SO1	204,682,642	226,748,193	215,266,575	173,556,223	<div><div></div></div> 77%	<div><div></div></div> 81%	169,714,352	<div><div></div></div> 98%
Non-SO/Act specific		0	0	0	11,543,669	<div><div></div></div> –	<div><div></div></div> –	0	<div><div></div></div> 0%
Direct support costs		6,664,899	7,708,805	7,379,072	4,820,025	<div><div></div></div> 63%	<div><div></div></div> 65%	4,317,543	<div><div></div></div> 90%
Indirect support costs		13,737,590	15,189,820	14,421,616	11,028,264	<div><div></div></div> 73%	<div><div></div></div> 76%	11,028,264	<div><div></div></div> 100%
Total		225,085,132	249,646,817	237,067,264	200,948,181	<div><div></div></div> 80%	<div><div></div></div> 85%	185,060,160	<div><div></div></div> 92%
CSP 2023–2025									
Crisis response	SO1	40,882,724	116,289,883	90,761,590	78,126,269	<div><div></div></div> 67%	<div><div></div></div> 86%	65,857,590	<div><div></div></div> 84%
Resilience building	SO2	38,233,832	38,009,514	15,293,681	8,512,712	<div><div></div></div> 22%	<div><div></div></div> 56%	9,165,503	<div><div></div></div> 108%
Resilience building	SO3	600,215	600,215	34,405	34,406	<div><div></div></div> 6%	<div><div></div></div> 100%	34,406	<div><div></div></div> 100%
Crisis response	SO4	1,716,117	5,637,733	2,235,878	2,279,997	<div><div></div></div> 40%	<div><div></div></div> 102%	2,218,112	<div><div></div></div> 97%
Non-SO/Act specific		0	0	0	17,183,636	<div><div></div></div> –	<div><div></div></div> –	0	<div><div></div></div> 0%
Direct support costs		7,667,627	15,048,679	7,400,140	5,098,437	<div><div></div></div> 34%	<div><div></div></div> 69%	4,258,780	<div><div></div></div> 84%
Indirect support costs		5,669,485	11,290,778	7,475,208	6,328,064	<div><div></div></div> 56%	<div><div></div></div> 85%	0	<div><div></div></div> 0%
Total		94,770,000	186,876,802	123,200,902	117,563,521	<div><div></div></div> 63%	<div><div></div></div> 95%	81,534,391	<div><div></div></div> 69%

Source: WFP Türkiye 2019 and 2022 Annual Country Report. WFP. 2024. Türkiye CPB Resources Overview. Note: Current NBP is NBP as per latest budget revision.

## Performance overview

47. **Beneficiaries:** Figure 8 shows the planned and actual number of beneficiaries assisted across the years, with varying levels of achievement. Under the T-ICSP, the number of beneficiaries reached increased from 1.66 million in 2018 to 1.84 million in 2019. The handover of the ESSN in March 2020 resulted in a substantial reduction in beneficiaries assisted under the ICSP, from 1.79 million beneficiaries in 2020 to 64,551 beneficiaries in 2022. Under the CSP, and following the February 2023 earthquakes, WFP assistance spiked to reach 2.27 million beneficiaries in 2023. Over the period January to June 2024, with the end of the earthquake emergency response, beneficiary caseload decreased and reached 48,271. Females represented half (50–51 percent) of the planned and actual beneficiaries across 2018 to June 2024. In 2023, WFP supported 6,706 beneficiaries with disabilities.<sup>76</sup> Annex VI also presents a detailed overview of beneficiaries by activity, age group and residence status.

**Figure 8: Planned versus actual beneficiaries (female/male), 2018 to June 2024**



Source: WFP. 2018–2023. *Türkiye Annual Country Reports*. 2024 data shared by country office on 3 December 2024.

Note: (i) Q3 2024 data not available at the time of report writing; (ii) no biannual 2024 targets available, therefore 2024 planned amounts reflect annual targets while 2024 actual amounts reflect January to June.

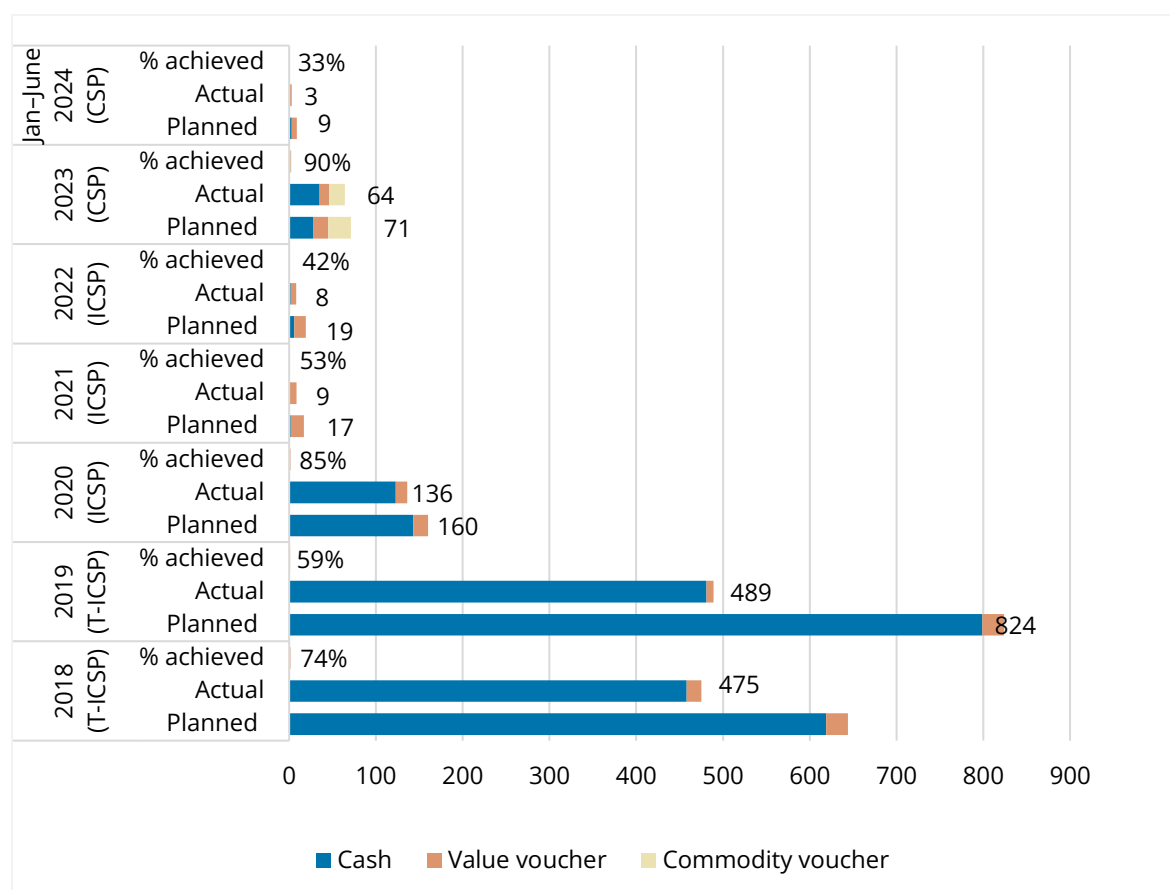
48. **Cash-based transfers (CBTs) and vouchers:** WFP Türkiye's CBTs consist of cash, value vouchers and commodity vouchers (Figure 9). Cash represented more than 90 percent of disbursed transfers between 2018 and 2020, reaching up to USD 824.27 million in 2019. Following the ESSN handover in 2020, CBTs gradually decreased across the ICSP to USD 7.56 million in 2022 and the predominant modality became value vouchers, which accounted for more than 80 percent of disbursed transfers between 2021 and 2022. Following the February 2023 earthquake, CBTs increased eightfold to USD 64.09 million and commodity vouchers were

<sup>76</sup> WFP. 2023. *Türkiye 2023 Annual Country Report*.



added as a modality. However, with the end of the emergency earthquake response, CBTs decreased over the period January to June 2024.

**Figure 9: Planned versus actual cash-based transfers (USD million), 2018 to June 2024**



Source: WFP. 2018–2023 Türkiye Annual Country Reports. 2024 data: WFP. 2024. CM-C004\_Comparison\_of\_all\_Planning\_documents\_vs\_Actuals\_v2.1\_26.09.2024; WFP. 2024. CM-A004\_Actuals\_-\_CBT\_and\_Vouchers\_(Detailed)\_v4.06\_26.09.2024.

49. **Food transfers:** The in-kind food modality was not adopted under the T-ICSP and ICSP. Under the CSP, this modality was introduced under Activity 5 with a 2023 planned amount of MT 255. Family food packages, cooked meals and ready-to-eat rations were delivered through transfers to retailers, which then transferred the commodities to cooperating partners, who distributed the commodities to beneficiaries. For this reason, WFP ultimately reported these transfers under the commodity voucher modality.<sup>77</sup>

50. Annex VI presents a detailed overview of reported data on transfers. A detailed assessment of outputs and outcomes, as well as factors influencing the delivery of results, is presented under SQ2.1.

## 1.4 Evaluation methodology, limitations and ethical considerations

### Methodology

51. The evaluation was framed around four key evaluation questions (EQs; see Annex II: Evaluation matrix), which were contextualized for Türkiye. The EQs are common to all CSPEs and are linked to criteria from the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC), broadly covering relevance and coherence (EQ1), effectiveness and sustainability (EQ2), efficiency (EQ3) and factors explaining performance (EQ4). As noted above, given that some of the activities (including the ESSN) implemented under the T-ICSP have been handed over and that their effectiveness and efficiency have

<sup>77</sup> Ibid.

been extensively reviewed and evaluated, EQ2 and EQ3 will focus only on the ICSP and the current CSP. The ESSN is only in scope from a handover standpoint, rather than its full implementation under the T-ICSP.

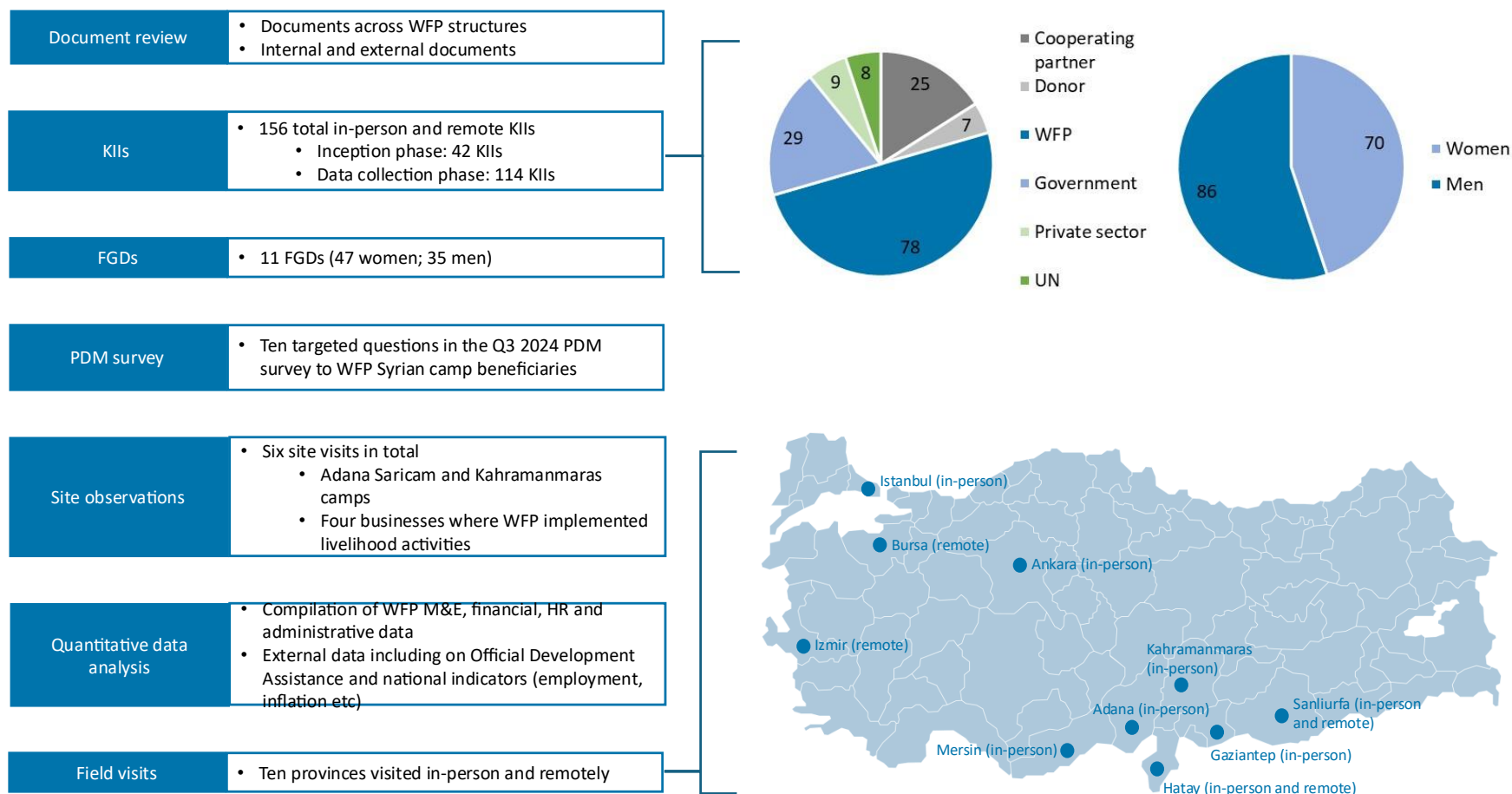
52. The evaluation followed a theory-based, mixed-methods approach and employed diverse quantitative and qualitative methods for data collection. These included document review, semi-structured key informant interviews (KIIs), focus group discussions (FGDs), site observations, as well as building on WFP's Post-Distribution Monitoring (PDM) survey with additional questions (see Annex VII. Data collection tools).

53. The evaluation team visited the two camps, Adana Saricam Camp and Kahramanmaras Camp, to conduct interviews and FGDs. The Q3 2024 Syrian camp PDM questionnaire also served as an additional tool, with ten targeted questions addressing overall satisfaction with the e-voucher programme, issue resolution awareness, gaps in cash assistance, and perceptions of the beneficiary selection process. Livelihoods and earthquake response/recovery were assessed through desk reviews, KIIs, FGDs and site observations in the southern provinces. Annex VIII presents the detailed methodology.

54. Qualitative research employed purposive sampling to capture diverse perspectives of selected key informants. The selection criteria included informants' engagement with and familiarity with WFP's interventions; experiences of receiving/benefiting from WFP support; understanding of WFP themes and results; and ability to represent their institutions' priorities regarding WFP's engagement. An internal database of interview notes and documentary evidence helped triangulate data leading to answers to the EQs, with findings presented per each key question.

55. The field mission occurred in two phases due to the country office's internal reorganization, including field office closures and staff transfers. The first phase, as part of the inception mission (April 2024), covered several field offices through in-person and online meetings with staff in Gaziantep, Mersin, Istanbul, Izmir, Hatay, Bursa and Sanliurfa. The second phase (August to September 2024) included data collection missions to Adana, Kahramanmaras, Mersin, Hatay, Gaziantep, Sanliurfa and Ankara, engaging WFP, central and subnational government representatives, donors, cooperating partners, United Nations agencies, the private sector and beneficiaries. Site visits were conducted to observe results and sustainability of WFP interventions (see Figure 10 with an overview of the process, as well as Annex IX: Key informants overview and Annex X: Data collection schedule).

**Figure 10: Overview of data collection methods employed**



Source: Evaluation team.

## Ethical considerations

56. The evaluation followed the 2020 United Nations Evaluation Group (UNEG) *Ethical Guidelines for Evaluation*<sup>78</sup> and the Code of Conduct and Guidance on *Integrating Human Rights and Gender Equality in Evaluation*.<sup>79</sup> Gender considerations, and principles of inclusion, participation and non-discrimination, were included in the design, questioning, data collection and reporting. The evaluation team safeguarded ethical standards at all stages of the evaluation through detailed protocols for interviews, FGDs and field visits.

## Limitations

57. The field mission was split into two stages due to the internal restructuring of the WFP country office. This helped to include the viewpoints of all WFP staff regardless of their status. Other limitations and challenges included: the varying quality of community and district-level data relating to livelihoods (due to timelapse since finalization of the activity) and earthquake recovery (as the activity just started). The evaluation team also encountered limited access to national institutions and issues with institutional memory due to high staff turnover both in WFP and across government. To mitigate these issues, the evaluation team conducted interviews with former WFP staff and government officials and collected additional historical records from other sources.

58. Due to national data protection regulations, it was not feasible to conduct the foreseen beneficiary phone interviews and web-based surveys. To overcome this, the evaluation team put emphasis on conducting FGDs and building on the country office's Syrian refugee camp PDM questionnaire to ensure that beneficiary voices were captured.

59. Significant limitations in quantitative outcome-level data are also noted. In Türkiye, several indicators do not meaningfully capture changes in stakeholders' lives, limiting their use in this evaluation. Some activities (e.g. emergency assistance, logistics, ETC services) did not report outcome data.<sup>80</sup> Earthquake recovery activities had just begun implementation at the time of this evaluation, so outcome data were not yet available. Furthermore, given the shifts in programmes, modalities and corporate guidelines on monitoring, indicators have changed over the years, limiting trend analyses. Additionally, outcome indicators related to WFP assistance are at an aggregated national level, which limits insights into variations at the provincial level. To mitigate these different issues, the evaluation team was selective in its use of quantitative outcome-level data and developed its analysis more on qualitative outcome data.

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<sup>78</sup> UNEG. 2020. *Ethical Guidelines for Evaluation*.

<sup>79</sup> UNEG. 2011. *Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance*.

<sup>80</sup> These activities are related to emergency response in which outcome-level monitoring is waved as per WFP corporate emergency monitoring rules.

## 2. Evaluation findings

### 2.1 EQ1: To what extent were/are the T-ICSP, ICSP and current CSP, and related strategic shifts, evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?

**SQ1.1 To what extent were/are the T-ICSP, ICSP and current CSP, consecutive budget revisions and related strategic shifts informed by credible evidence and strategically and realistically targeted to address the needs of refugees, vulnerable and crisis-affected populations in Türkiye?**

*Summary finding 1: Aligning with its mandate, WFP employed an evidence-based approach under the three Plans. This sought to address the needs of refugees and host communities through targeted interventions, social cohesion efforts and a flexible response to the February 2023 earthquakes. However, the transition towards resilience and livelihoods revealed gaps in evidence-based decision making, internal capacity assessments and stakeholder consultations, all of which created limitations in the intended programmatic shift.*

60. The evaluation evidence indicated that WFP's refugee assistance under the T-ICSP was firmly based on evidence of evolving needs and priorities. Comprehensive assessments, such as the 2016 First Stage Needs Assessment for Syrians under Temporary Protection, informed the design of the ESSN programme, addressing the precarious living conditions of out-of-camp refugees and asylum-seekers. Findings from WFP's pre-assistance baseline survey guided the cash transfer calculations by analysing household expenditure gaps. Furthermore, regular FGDs with both beneficiary and non-beneficiary populations during the ESSN programme ensured that there were continuous programme adjustments to reflect updated field conditions, demonstrating WFP's commitment to aligning its interventions with the actual needs of the refugee population.

61. Under the ICSP, WFP, in alignment with EU decisions, expanded its programmes to include host communities as beneficiaries along with refugees. This decision was guided by WFP's 2019 social cohesion survey, which highlighted deteriorating relations between refugees and host communities in Türkiye.<sup>81</sup> Contributing factors included the economic slowdown in 2019, increased competition for formal employment and heightened political debate concerning refugee returns during the March 2019 election period. By incorporating host communities into its humanitarian programmes, WFP sought to address rising social tensions and ensured that its interventions reflected the broader social and economic context in Türkiye.

62. The shift from T-ICSP to ICSP reflected the decision to include host communities in refugee-oriented projects but also coincided with the handover of the ESSN to the IFRC in 2020.<sup>82</sup> This shift occurred during the COVID-19 pandemic, which exacerbated deteriorating refugee economic conditions alarmingly.<sup>83</sup> In response, WFP introduced new pilot initiatives focused on livelihood opportunities<sup>84</sup> and addressing pandemic-driven challenges and economic pressures, while emphasizing resilience and long-term recovery.

63. The CSP, maintaining a focus on refugees' and crisis-affected populations' basic needs while prioritizing resilience building and livelihoods, marked further evolution in WFP's approach. The shift towards livelihoods was gradual, starting with small pilots, 'Kitchens of Hope'<sup>85</sup> and the 'EMPACT' project,<sup>86</sup> which focused on

<sup>81</sup> WFP. 2020. *Social Cohesion in Turkey: Refugees and the host community online survey findings, round 1–5*.

<sup>82</sup> WFP. 2020. 'How Piggybacking Networks in Turkey Delivers Cash Assistance to Refugees', 9 March.

<sup>83</sup> Development Analytics. 2020. *Evaluative Learning Study for Phase III of the ESSN Assistance for Refugees in Turkey*.

<sup>84</sup> WFP. 2022. *Türkiye, WFP's Livelihood Activities 2020–2022: Decentralized Evaluation*. The EMPACT project aimed at connecting youth to the global digital economy, through digital and soft skills training for young refugees and disadvantaged youth.

<sup>85</sup> The Kitchen of Hope project aimed to develop the technical and practical skills of Syrian and Turkish women and men in the hospitality and food service industry and facilitate their access to job prospects through applied training.

<sup>86</sup> WFP. 2022. *Türkiye, WFP's Livelihood Activities 2020–2022: Decentralized Evaluation*. The EMPACT project aimed at connecting youth to the global digital economy, through digital and soft skills training for young refugees and disadvantaged youth.

vocational education. These pilots enabled WFP to secure funding for a larger livelihoods programme which, as highlighted by stakeholders, aligned with donors' prioritization of livelihood-focused projects in Türkiye at that time.

64. However, the CSPE's findings revealed that WFP scaled up its livelihoods programming from a limited number of pilot communities to a broader pool without addressing critical gaps that could have strengthened the relevance and effectiveness of the interventions. While the Livelihoods Survey<sup>87</sup> and pilot projects provided a general understanding of vocational education needs, and the pilots also demonstrated success in training individuals for roles in culinary and hospitality services, these did not sufficiently capture or analyse the specific needs of WFP's targeted beneficiary groups, particularly refugees and vulnerable host communities. WFP also did not conduct a comprehensive stakeholder mapping and market analysis across vocational education, which meant that the scaling-up process did not account for systemic needs, market dynamics, or opportunities to collaborate with key partners such as government, development partners, communities and donors. As a result, the expanded livelihoods programme relied on replicating the pilot approaches, which had been designed for controlled settings, with limited adaptation to the more complex and diverse needs of a larger population.

65. The evaluation revealed that the programme did not consider the risk of over-saturating certain vocational fields, such as culinary and hospitality services, which ultimately affected the long-term relevance of the programme. As highlighted by the 2023 WFP Urban Strategy, livelihood support in urban settings foresees an enabling role for governments, providing upstream technical support and capacity strengthening. In the Türkiye context, WFP included urban beneficiaries and collaborated with ISKUR (national employment agency) to support vocational training initiatives. However, while the partnership with ISKUR was notably successful, the strategic engagement remained limited in scope, lacking the broader, sustained strategic partnerships – such as with the Ministry of Education – that are essential to fully align with the wider objectives of fostering government leadership and addressing diverse livelihood needs in urban settings.

66. Additionally, WFP did not undertake internal assessments of its own capacity (human, material and financial – see SQ4.3), expertise and partnership base to inform and undertake such a significant shift. A review of WFP data and interviews with WFP staff revealed that personnel experienced in monitoring CBT programmes were reassigned to new roles without a systematic assessment of internal capacity needs or targeted training to equip them for the specific demands of livelihoods programming. Frequent turnover among senior management further hindered WFP's ability to sustain long-term planning, maintain institutional knowledge and build robust partnerships. This weakened collaborative efforts and evidence generation that were essential to achieving objectives.

67. The CSP demonstrated flexibility to respond to the twin earthquakes of February 2023. WFP applied an evidence-driven approach, using the Minimum Expenditure Basket methodology to adjust CBT amounts for inflation, thus ensuring that beneficiaries could meet essential needs despite the economic impact of the disaster.<sup>88</sup> Activities introduced under the budget revisions (see section 1.3) effectively addressed the needs of affected populations in 11 provinces, providing emergency food assistance and cash-based support. These efforts aligned with WFP's mandate and addressed the needs of both refugees and host communities.

68. The earthquake recovery programme was conceptualized following the successful earthquake emergency response and was based on an analysis of post-earthquake market conditions as well as disruptions of agricultural production and supply chains. The programme strategically focused on rebuilding local food production systems and restoring market functionality in five severely affected provinces (Adiyaman, Gaziantep, Hatay, Kahramanmaraş and Malatya),<sup>89</sup> focusing on the most pertinent value chains in a specific district, including wheat, dairy and livestock, and fresh fruit and vegetable value chains. The geographic and sectoral targeting was found to be highly relevant, with visible WFP efforts to leverage each

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<sup>87</sup> TRC and WFP. 2019. *Livelihoods Survey Findings*. Noting that the survey sample was drawn from the ESSN applicant pool and aimed to assess the potential for refugee integration into Turkish labour markets, as well as to identify key constraints.

<sup>88</sup> WFP, IFRC and TRC. 2024. *Minimum Expenditure Basket After the Earthquake Disaster in Türkiye*.

<sup>89</sup> WFP. 2024. *WFP Earthquake Recovery Programme in Türkiye: An Overview*.

province's pre-existing production strengths<sup>90</sup> and tailor interventions to their needs to foster sustainable recovery (see section 1.3 for programme details).

69. However, analysis of programme documentation and stakeholder feedback revealed a disconnect between the programme's operational design and its overarching objectives of revitalizing market activities and strengthening supply chains. While the pathways successfully addressed immediate recovery needs at individual and community levels, they lacked a structured approach to comprehensively tackle broader priorities, such as integrating supply chain actors or scaling market revitalization efforts. The evaluation also found that WFP's partnerships with United Nations agencies (FAO), government institutions (the local office of the Ministry of Agriculture and the Ministry of Industry and Technology, AFAD, governorates and municipalities), as well as international and local NGOs, helped position WFP to operationalize planned activities, although the programme as a whole lacks the resources and scale<sup>91</sup> necessary to achieve significant economic revitalization across affected provinces.

**SQ1.2 To what extent and in what ways were/are the T-ICSP, ICSP and current CSP designed to support national priorities, the United Nations cooperation framework and the SDGs and what was/is WFP's added value in Türkiye?**

***Summary finding 2:** The T-ICSP, ICSP and current CSP were designed to support national priorities, the United Nations cooperation framework, and the SDGs, with WFP's added value being most evident in humanitarian assistance and emergency response. The Plans, aligning with Türkiye's strategies for migration management and social protection, notably through the ESSN programme, demonstrated contextual relevance, especially during the refugee crisis. However, the shift towards livelihoods programming under the ICSP was driven more by donor funding priorities than a comprehensive needs-based strategy, resulting in challenges related to rapid scaling, internal capacity development and strategic coherence.*

70. The evaluation found that the T-ICSP, ICSP and current CSP were designed in alignment with national priorities, the United Nations cooperation framework and the SDGs. This was particularly the case during the early years of the refugee crisis when, piggybacking on the national social protection system, they aligned well with Türkiye's strategies for migration management and social protection.<sup>92</sup> For instance, the ESSN programme, launched in response to the Government's request for refugee assistance,<sup>93</sup> played a significant role in advancing national efforts to provide basic needs support to refugees and complementing government policies, while also building capacity with partners such as Ministry of Family and Social Services and TRC. The alignment extended to other programmes, like the Conditional Cash Transfers for Education programme, which benefited from the infrastructure and systems established under the ESSN, including shared payment platforms and call centres. The partnership with TRC extended to the earthquake response as well. Such collaboration demonstrated mutual benefits in enhancing refugee response, delivering immediate relief efforts, and fostering longer-term preparedness.

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<sup>90</sup> WFP's recovery efforts in Kahramanmaraş focus on restoring dairy and livestock value chains, supporting smallholder farmers and micro-businesses with financial aid, assets and training. In Hatay, WFP is aiding agricultural recovery by building marketplaces, implementing cash-for-work programmes, and investing in cold storage facilities to support smallholder farmers. In Adiyaman, WFP is helping restore almond and dairy production by addressing labour shortages and damaged infrastructure, with an emphasis on supporting smallholder farmers. In Malatya, WFP is focused on rebuilding agricultural value chains, especially for dried apricots, and providing grants and vocational training to help SMEs recover.

<sup>91</sup> For the purpose of this report, scalability refers to the capacity of a programme to be expanded or replicated efficiently while maintaining or improving its effectiveness, financial viability and alignment with national structures and market conditions. In the context of the livelihood and earthquake recovery interventions, scalability depends on factors such as resource availability, institutional partnerships, programme design efficiency, and the ability to transition from externally funded initiatives to sustainable, locally driven solutions that contribute to long-term resilience and economic recovery.

<sup>92</sup> The influx and increase of refugees from Syria was addressed in the 11th National Development Plan (2019–2023), where the Budget and Strategy Presidency proposed that specialized expertise committees should be established, with one directly dedicated to international migration. Beyond a specific focus on migration, Türkiye's 11th National Development Plan also emphasized poverty reduction, social inclusion and improving the quality of life of the vulnerable.

<sup>93</sup> European Union. 2016. *Needs Assessment Report for the Preparation of an Enhanced European Union Support to Turkey on the Refugee Crisis*.



71. This alignment extended to other programmes and broader strategies under the 3RP and the United Nations cooperation framework. In particular, fostering self-reliance for refugees and host communities, which is a key priority in Türkiye's 11th National Development Plan. WFP's activities also supported the SDGs, particularly No poverty (SDG 1), Zero hunger (SDG 2), Decent work and economic growth (SDG 8), Reduced inequalities (SDG 10) and Partnerships (SDG 17).

72. However, the transition to livelihoods programming revealed gaps in coherence and capacity. While formally aligned with national goals, livelihood activities did not fully capitalize on WFP's comparative strengths in leveraging partnerships with key actors, such as the Ministry of Education, or its strong operational capacity, limiting their scale<sup>94</sup> and relevance. This gap stemmed from the funding-driven nature of the transition, which prioritized available resources over a cohesive strategy aligned with WFP's core strengths and comparative advantage. The evaluation findings also revealed that other development partners were better positioned and had more experience in leading vocational training and active labour-market measures. Nevertheless, the evaluation found that the partnership with ISKUR and the chambers of commerce played a key positive role in facilitating the entry to the labour market through establishing and maintaining links with prospective employers.

73. WFP co-chaired the Basic Needs Working Group with the United Nations High Commissioner for Refugees (UNHCR), in which it coordinated the efforts of 3RP partners in supporting the Government of Türkiye on the needs of refugees in camps and communities. WFP also co-chaired the Food Security Working Group with FAO, which was closed from December 2024. Additionally, WFP successfully engaged in the joint WFP, United Nations Children's Fund (UNICEF), AFAD and IFRC earthquake response projects called Collective Kindness and Children First.

74. WFP demonstrated its expertise in logistics and telecommunications during the February 2023 earthquake response, providing critical support through the emergency telecommunications sector (see Summary finding 7). This included extending data connectivity to humanitarian hubs, supporting United Nations Disaster Assessment and Coordination teams and enhancing security communications with ultra-high frequency radio repeaters, reinforcing WFP's comparative advantage in emergency operations.

**SQ1.3 To what extent were/are the T-ICSP, ICSP and current CSP designs internally coherent and based on a clear theory of change articulating WFP's role and contributions in a realistic manner and based on its comparative advantages as defined in the WFP strategic plan?**

*Summary finding 3: WFP's humanitarian assistance and emergency response maintained strong internal coherence, leveraging WFP comparative advantages in emergency response, CBT and food delivery. In contrast, livelihoods and recovery programming lacked a clear strategic vision and suffered from underdeveloped intervention and scale-up<sup>95</sup> logic, inadequate capacity building and insufficient stakeholder engagement, indicating weaker coherence.*

75. The evolution of WFP's programme across the ICSP and CSP, driven more by external circumstances and resource mobilization issues than by a coherent long-term strategy underpinned by a strong programme ToC, translated into significant and, at times, rapid changes in approach. Evaluation findings reveal that the general and flexible design of the T-ICSP and ICSP enabled WFP to adapt effectively to abrupt changes, such as the handover of the ESSN to the IFRC in 2020. While this adaptability ensured continuity in addressing immediate needs, the evaluation noted that transitions under the three CSPs lacked coherence and strategic clarity.

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<sup>94</sup> For the purpose of this report, scalability refers to the capacity of a programme to be expanded or replicated efficiently while maintaining or improving its effectiveness, financial viability, and alignment with national structures and market conditions. In the context of livelihood and earthquake recovery interventions, scalability depends on factors such as resource availability, institutional partnerships, programme design efficiency, and the ability to transition from externally funded initiatives to sustainable, locally driven solutions that contribute to long-term resilience and economic recovery.

<sup>95</sup> For the purpose of this report, scalability refers to the capacity of a programme to be expanded or replicated efficiently while maintaining or improving its effectiveness, financial viability and alignment with national structures and market conditions. In the context of livelihood and earthquake recovery interventions, scalability depends on factors such as resource availability, institutional partnerships, programme design efficiency and the ability to transition from externally funded initiatives to sustainable, locally driven solutions that contribute to long-term resilience and economic recovery.

76. The T-ICSP and ICSP were primarily focused on refugee response, concentrating on the ESSN and in-camp support for refugees. These programmes were found to be strongly coherent internally and to have had a clear (albeit implicit) ToC. The ESSN and in-camp support demonstrated WFP's comparative strengths in CBTs and field presence, showcasing its capacity to deliver large-scale, efficient humanitarian programming.

77. As discussed under SQ1.2, the transition to livelihoods programming marked a reactive shift, driven by funding constraints and immediate opportunities, from humanitarian assistance to resilience-building. The evolution from emergency assistance to a more developmental approach was also informed by WFP's Changing Lives agenda, which redirected the organization's focus beyond short-term food aid towards long-term solutions aimed at ending hunger, with an emphasis on building resilience and promoting economic empowerment. The livelihoods and, more recently, the earthquake recovery initiatives, adhered to this strategic orientation, reflecting a broader institutional effort to reduce long-term vulnerability and support sustainable recovery outcomes. However, the evaluation found that the shift towards livelihoods and earthquake recovery lacked a well-defined, evidence-based strategy and a clearly articulated ToC, undermining its coherence and feasibility. This reflected a recurring pattern of pursuing interventions without fully developed plans or evidence-based strategies to ensure effectiveness and sustainability.

78. In contrast, and as highlighted under SQ1.2, WFP's response to the February 2023 earthquake demonstrated its strong comparative advantages in emergency response, logistics and CBTs, reinforcing its role as a trusted partner in humanitarian emergencies.

79. Following the successful emergency response, WFP used the remaining earthquake response funds to introduce recovery initiatives, such as micro-grants and value-chain restoration. These activities, leveraging WFP's field presence and operational capacity in affected regions, were found to be relevant to immediate individual and community-level recovery needs.

80. Evaluation findings reveal that underlying assumptions related to WFP's internal capacities, stakeholder engagement and contextual alignment were not fully met, further challenging coherence (see Annex XII. Assessment of theory of change assumptions). While financial resources and partnerships met expectations, staff instability and limited collaboration with the Government and development actors impeded the design and implementation of coherent strategies – under livelihoods, in particular (see EQ4). Additionally, assumptions about social cohesion and systemic resilience were undermined by rising tensions between host and displaced populations, and structural challenges such as economic instability and inflation.

**SQ1.4 To what extent and in what ways did the T-ICSP, ICSP and CSP adapt and respond to evolving needs and priorities to ensure continued relevance during implementation, including after the handover of the ESSN, and through the response to the February 2023 earthquake? (references to this also in SQ4.3)**

*Summary finding 4: WFP's engagement in Türkiye adapted, through programmatic adjustments and budget revisions, to evolving needs – responding effectively to crises such as the COVID-19 pandemic, prolonged economic downturn and the February 2023 earthquakes. External factors, such as inflation and economic pressures, limited the effectiveness of CBTs, particularly for large households.*

81. The evaluation found that WFP's engagement in Türkiye was responsive to evolving needs and priorities, especially in light of economic downturn in the country and following the COVID-19 pandemic and global crises, as well as emergencies such as the February 2023 earthquakes. WFP was able to adapt its operations over the course of the T-ICSP, ICSP and CSP through budget revisions, ensuring ongoing adjustments to the evolving situation in the country (see Figure 4 in Section 1.3 for an overview of budget revisions in relation to the external context).

82. The evaluation found that WFP's strong internal monitoring systems for the ESSN, including approaches such as FGDs with beneficiaries and non-beneficiaries, enabled continuous programme adaptation based on real-time data, ensuring that CBTs remained relevant and responsive to beneficiaries' needs (see SQ4.3).

83. To respond to the challenges posed by the COVID-19 pandemic, WFP adapted its CBT assistance programmes to meet emerging food security needs and developed contingency plans to ensure food security for quarantined households and camps. This included distributing food baskets through the camp supermarket chain BIM, which mitigated the risk of food shortages. Furthermore, WFP designed and disseminated information pamphlets to raise awareness on nutrition and health practices aimed at reducing COVID-19 risks among refugees.

84. In response to the prolonged economic downturn and rising inflation in Türkiye since 2018, and in particularly the impact on refugee households' purchasing power, WFP introduced quarterly top-ups in August 2019 as an attempt to mitigate the effects of inflation. However, the evaluation found that WFP's adaptive capacity was constrained by national guidelines for transfer values (see Summary finding 5), which limited the organization's ability to fully adjust cash transfers to match inflationary pressures. As a result, for households with more than three members, the real per household member value of transfers fell below pre-inflation levels. This reduced the effectiveness of these adjustments that aimed to address the deteriorating purchasing power of refugee households.

85. In response to the earthquake, WFP shifted a large part of the programme to support earthquake victims, as did many other United Nations agencies. WFP launched an emergency response within the first 48 hours of the earthquake, under the umbrella of the United Nations Türkiye earthquake flash appeal February to May 2023<sup>96</sup> (see more in EQ2). A revision of the Implementation Plan was made in June 2023 to reflect requirements emerging from the earthquake emergency, which increased by more than four-fold in the first quarter of 2023 to cover the response.<sup>97</sup> The CSP was also revised twice to integrate the earthquake response, which enhanced the organization of WFP's efforts. BR01 and BR02 expanded activities to provide life-saving assistance, support micro and small businesses and strengthen coordination, logistics and telecommunications across the humanitarian community to enhance their support to crisis-affected populations.

## **2.2 EQ2: What difference did the ICSP and CSP make to vulnerable refugees, host communities and other crisis-affected populations covered by WFP's mandate in the country through direct assistance, livelihood creation, emergency response and recovery activities, to national institutions through country capacity strengthening and the wider United Nations system through service delivery?<sup>98</sup>**

**SQ2.1 To what extent did WFP achieve its coverage and outcome targets in Türkiye, and in what ways did it contribute to the expected outcomes of the ICSP and CSP? Were there any unintended outcomes, positive or negative?**

### **Refugee response**

***Summary finding 5:** The ESSN and e-voucher programmes significantly contributed to enhanced refugee welfare, food security and institutional capacity, with positive effects in terms of TRC's management of the programme after the 2020 handover of the programme. However, these effects were undermined by inflation and the Government's cautious approach to increasing transfer amounts to maintain parity with the national cash transfer programme and avoid creating tensions with host communities. While adjustments to transfer values were introduced, they were not sufficient to offset the impacts of inflation, highlighting limitations in ensuring sustainability and inclusivity in the changing Turkish context.*

### **Refugee response outside of camps (host communities)<sup>99</sup>**

86. Until the ESSN handover in 2020, assistance to refugees in communities represented the largest WFP activity in terms of financial and beneficiary volume, reaching over 1.7 million beneficiaries with a total budget of EUR 1 billion and actual expenditure totalling 99 percent (see Annex VI). The analysis of ESSN

<sup>96</sup> WFP. 2023. *Türkiye 2023 Annual Country Report*.

<sup>97</sup> Ibid.

<sup>98</sup> As agreed with WFP and outlined in the ToR, inception report and section 1 of this evaluation report, given that some of the activities implemented under the T-ICSP (including the ESSN) have been handed over to the IFRC and that their effectiveness and efficiency have been extensively reviewed and evaluated, EQ2 and EQ3 will focus only on the ICSP and the current CSP.

<sup>99</sup> SO1/Activities 1 and 2 under the T-ICSP and ICSP (see Figure 5 in section 1.3). As agreed with WFP and outlined in the ToR, inception report and section 1 of this evaluation report, the evaluation focused on the ESSN from a handover perspective and does not cover its full implementation under the T-ICSP.

documentation and related evaluations – including the 2018 decentralized evaluation,<sup>100</sup> the 2019 mid-term evaluation<sup>101</sup> and the 2020 final evaluation<sup>102</sup> – as well as stakeholder consultations, show that the programme remained a critical tool for stabilizing beneficiary welfare. In particular, it helped to reduce debt, limit negative coping strategies, improve food security and increase access to education<sup>103</sup> despite inflation.<sup>104</sup>

87. Throughout the period under review (2020–2024),<sup>105</sup> WFP advocated for adaptation of cash-based interventions to account for rising food prices and inflation by increasing transfer values and delivering top-up payments. These measures helped mitigate the negative impact of economic turbulence. However, the ESSN followed government guidelines, which had a limited degree of flexibility to provide immediate CBT support to help beneficiaries cope with unexpected and temporary contingencies and national-level shocks (such as high inflation, floods, earthquakes) or individual-level shocks (such as illnesses). The Government of Türkiye's preference to maintain transfer values to ensure parity with the national cash transfer programme, while based on the sound rationale of avoiding creating tensions with host communities, also constituted a challenge to demonstrable results.

88. WFP supported the foundation and development of the ESSN programme, and its sheer size and scope made it a cornerstone of Türkiye's social protection response for refugees as well as a significant influence on national systems. The evaluation found that WFP successfully built the capacity of TRC by developing and refining systems for beneficiary enrolment, verification, transfer management, reconciliation, monitoring and coordination. It also supported the creation of tools to inform refugees across Türkiye about ESSN eligibility and programme updates, while implementing an outreach strategy to address access challenges. To ensure sustainability, WFP prioritized capacity building through technical on-the-job training, coaching and knowledge transfer, facilitated via a joint management cell structure with TRC, which enabled a smooth handover of the ESSN programme to the IFRC by 2020. The programme's continued effectiveness stands as a significant achievement in sustainability. WFP also provided capacity building and operational support<sup>106</sup> to Ministry of Family and Social Services' Social Assistance and Solidarity Foundations staff, strengthening their ability to sustain ESSN operations. The Ministry assessed WFP's support to central social protection systems as effective and valuable.<sup>107</sup>

#### Refugee response inside camps<sup>108</sup>

89. The assessment of WFP's e-voucher support revealed mixed results in meeting programme objectives for refugees in camps. The programme successfully covered a significant portion of the in-camp population,<sup>109</sup> supporting over 50,000 beneficiaries annually from 2020 to 2022, with numbers increasing temporarily in 2023 due to the earthquake. However, in 2024 beneficiary numbers declined significantly as part of the national camp decongestion strategy and gradual phasing out of earthquake-related in-camp assistance. This shift was accompanied by a sharp reduction in CBT assistance, dropping from USD 12.6 million in 2020 to USD 2.2 million in 2024 (Figure 11), reflecting both the lower transfer values of e-vouchers and the erosion of the Turkish Lira against the US Dollar.<sup>110</sup> The decline in assistance also mirrored a general year-on-year reduction in financial resources (see Annex VI), with a minor increase in 2024 for NBP and available funds, though expenditures remained constrained.

90. Although the share of acceptable Food Consumption Scores remained high over the 2020–2024 period, ranging from 92 to 99 percent, economic challenges like Türkiye's high inflation and the erosion of the Turkish

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<sup>100</sup> Maunder et al. 2018. Evaluation of the DG ECHO funded Emergency Social Safety Net (ESSN) in Turkey

<sup>101</sup> Maunder et al. 2020. ESSN Mid-term Review 2018/2019

<sup>102</sup> ECHO. 2022. *Evaluation of the Emergency Social Safety Net programme, January 2018-March 2020 (ESSN-2) – Final report*.

<sup>103</sup> Ibid.

<sup>104</sup> Ibid.

<sup>105</sup> See the scope of EQ2 under section 1.1 and 1.4.

<sup>106</sup> The support provided included translation services, vehicles to help with household outreach, support to monitoring studies together with TRC, as well as trainings in protection, case management, etc.

<sup>107</sup> ECHO. 2022. *Final Evaluation of the Emergency Social Safety Net programme, January 2018-March 2020*.

<sup>108</sup> SO1/Activity 3 under the T-ICSP and ICSP, and SO1/Activity 1 under the CSP (see Figure 5 in section 1.3).

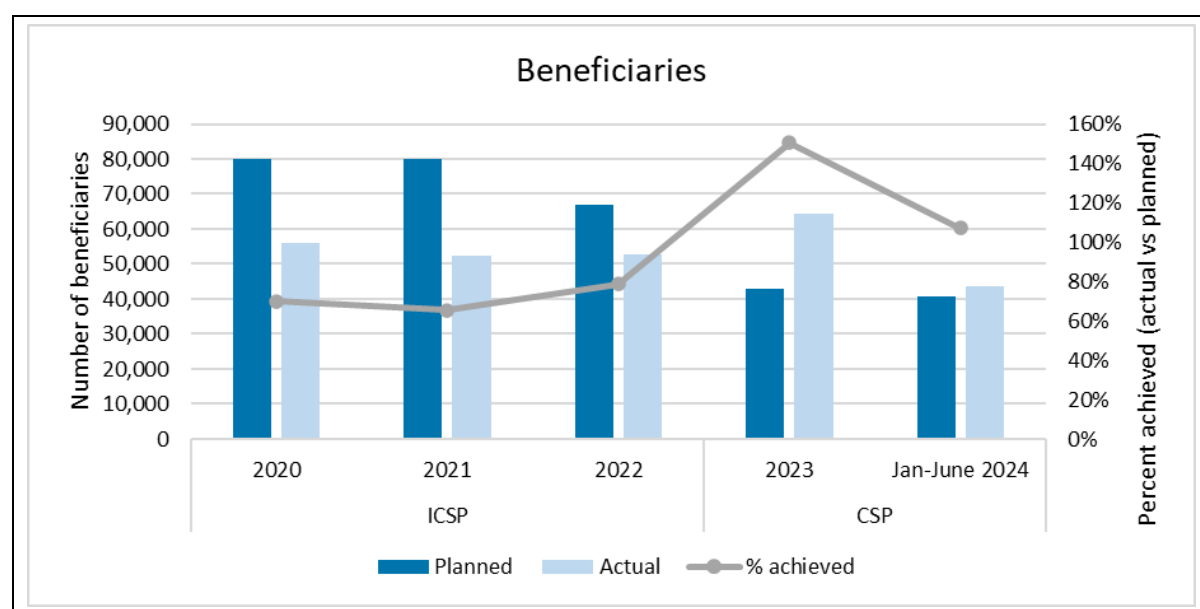
<sup>109</sup> According to data from May 2024, there were 57,774 vulnerable Syrian refugees in camps. See more at: WFP. 2024. *Türkiye Q1/2024 In-Camp Post Distribution Monitoring Report*.

<sup>110</sup> The Turkish Lira has experienced significant depreciation against major currencies in recent years. For instance, from 2018 to 2022, the Turkish Lira depreciated by approximately 243 percent against the US Dollar. See more at: <https://data.worldbank.org/indicator/PA.NUS.FCRF?locations=TR&utm>.

Lira significantly reduced the purchasing power of e-vouchers. This led to a slight decline in food security outcomes despite periodic adjustments in transfer values.<sup>111</sup> As of Q1 2024, 23 percent of beneficiary households were reportedly food insecure and 74 percent vulnerable to food insecurity.<sup>112</sup> Economic factors emerged as primary determinants of food security, noting that cash transfer values fell short of meeting their nutritional needs. Due to the high food price inflation (see Figure 1 in section 1.2), refugee households in camps relying on WFP assistance as their main income source exhibited higher rates of food insecurity. Analysis of available data also showed that food insecurity was more prevalent among female-headed households.<sup>113</sup> Changes in government policy, including the stricter eligibility criteria and a focus on voluntary camp decongestion,<sup>114</sup> further constrained the programme's reach, shifting its role from being a primary income source to secondary support for many households.<sup>115</sup>

91. Evaluation findings revealed that the programme offered autonomy in purchases, contributing to psychosocial well-being and dignity.<sup>116</sup> However, the assistance amount was insufficient to cover basic needs, especially for vulnerable groups such as refugees with disabilities, elderly individuals and single-headed households. The evaluation found that the e-voucher, once a primary income source for Syrian families living in camps,<sup>117</sup> provided insufficient value to cover basic food items. According to the WFP Q1 2024 PDM report, more than half (54 percent) of beneficiary households relied on casual unskilled wage labour, indicating a shift towards self-reliance. However, 75 percent still noted WFP assistance as their secondary income source, emphasizing the ongoing importance of some external support.<sup>118</sup> Stakeholder consultations also noted tensions arising from recent government eligibility criteria changes, particularly in Adana camp (see section 1.2), where insufficient communication from WFP (no official announcement of selection criteria changes and the impact of this changing operational context on WFP programming), exacerbated divisions within the refugee community, affecting social cohesion. Beneficiaries indicated in FGDs that selective inclusion also created divisions among refugee populations, as well as a mix of jealousy and scepticism.

**Figure 11: Planned versus actual beneficiaries and CBTs of refugee camp response, 2020 to June 2024**



<sup>111</sup> WFP. 2024. *Türkiye Q1/2024 In-Camp Post Distribution Monitoring Report*.

<sup>112</sup> Ibid.

<sup>113</sup> Ibid.

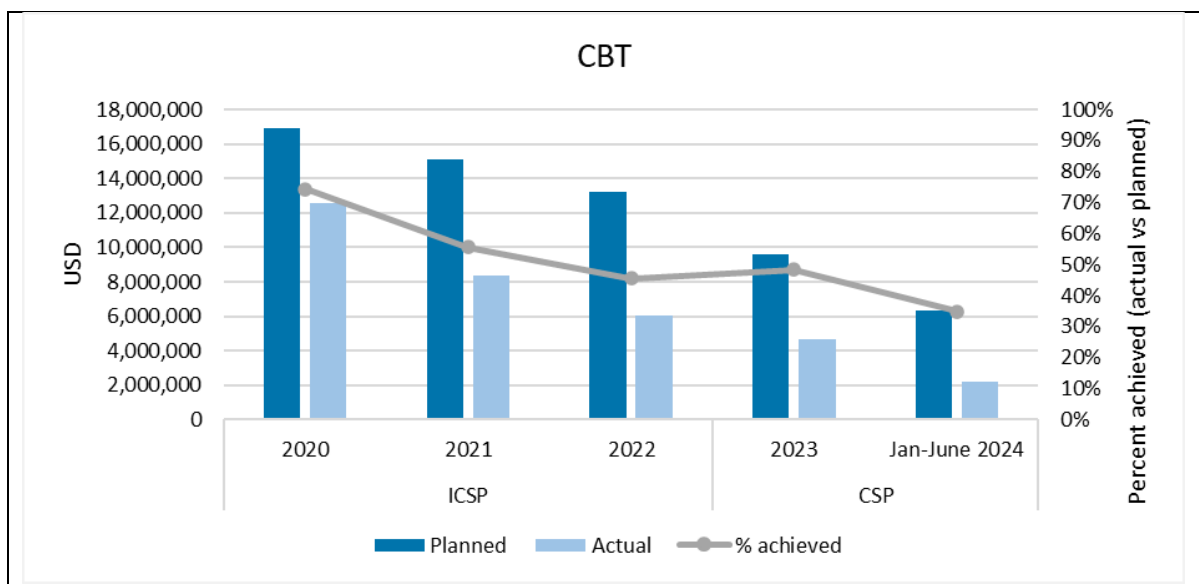
<sup>114</sup> Daily USD/TRY rates for 2024: USD 1 equals TRY 32, whereas in 2020, USD 1 was TRY 6.5.

<sup>115</sup> WFP. 2024. *Türkiye Q1/2024 In-Camp Post Distribution Monitoring Report*.

<sup>116</sup> Ibid.

<sup>117</sup> See WFP's *In-Camp Post Distribution Monitoring Reports* for 2018, 2019, 2020.

<sup>118</sup> WFP. 2024. *Türkiye Q1/2024 In-Camp Post Distribution Monitoring Report*.



Source: WFP. 2019–2023 Türkiye Annual Country Reports. 2024 beneficiary data shared by country office on 3 December 2024. 2024 CBT data from: WFP. 2024. CM-C004\_Comparison\_of\_all\_Planning\_documents\_vs\_Actuals\_v2.1\_26.09.2024; WFP. 2024. CM-A004\_Actuals\_-\_CBT\_and\_Vouchers\_(Detailed)\_v4.06\_26.09.2024.

Note: (i) Q3 2024 data are not available at the time of report writing; (ii) no biannual 2024 targets available, therefore 2024 planned amounts reflect annual targets while 2024 actual amounts reflect January to June.

#### Livelihoods<sup>119</sup>

**Summary finding 6:** WFP's livelihoods programme contributed to enhanced employability of beneficiaries and social cohesion. However, broader impact at scale<sup>120</sup> was limited by internal capacity gaps, economic instability and barriers to formal employment for refugees.

92. Evaluation findings revealed mixed results for WFP's livelihoods programming, which evolved significantly from pilot initiatives to the SES programme, aiming to support resilience building through vocational training and employment pathways. While these efforts demonstrated potential, they faced challenges in design, implementation and scalability, particularly in aligning with labour market needs, engaging key stakeholders and addressing structural employment barriers. Between 2020 and 2023, WFP increased its financial investments in livelihoods, with available resources nearly quadrupling from USD 2.06 million in 2020 to USD 7.70 million in 2023. However, this growth was not sustained, with available funding decreasing to USD 4.5 million by October 2024 (see Annex VI), reflecting the phasing out of livelihoods interventions. Beneficiary reach expanded during this period, peaking in 2023 before declining in 2024 in line with reduced resources and activity levels (Figure 12).<sup>121</sup>

93. As mentioned in SQ1.2, the SES programme was based on positive results of the piloted cash for training initiatives Kitchens of Hope<sup>122</sup> and the EMPACT project,<sup>123</sup> which aimed to empower refugees and women by

<sup>119</sup> SO1/Activity 4 under the T-ICSP and ICSP, and SO2/Activity 2 under the CSP (see Figure 5 in section 1.3).

<sup>120</sup> For the purpose of this report, scalability refers to the capacity of a programme to be expanded or replicated efficiently while maintaining or improving its effectiveness, financial viability and alignment with national structures and market conditions. In the context of livelihood and earthquake recovery interventions, scalability depends on factors such as resource availability, institutional partnerships, programme design efficiency and the ability to transition from externally funded initiatives to sustainable, locally driven solutions that contribute to long-term resilience and economic recovery.

<sup>121</sup> WFP. 2022. Türkiye, WFP's Livelihood Activities 2020-2022: Decentralized Evaluation

<sup>122</sup> The Kitchen of Hope project aimed at developing the technical and practical skills of Syrian and Turkish women and men in the hospitality and food service industry and facilitate their access to job prospects through applied training.

<sup>123</sup> WFP. 2022. *Final Evaluation Report of WFP Turkey Decentralized Evaluation: Decentralized Evaluation Report*. The EMPACT project aimed at connecting youth to the global digital economy, through digital and soft skills training for young refugees and disadvantaged youth.



focusing on food services, the hospitality sector and technology skills. The rapid scaling up of these pilot interventions to 15 provinces engaging over 1,500 individuals was aimed at empowering women, who comprised 56 percent of programme participants. Early insights from the pilots on how immediate needs can be balanced with long-term resilience building were taken as a basis for WFP's increased focus on pathways to sustainable employment, thus informing the design of the SES.<sup>124</sup> However, a lack of deeper analysis of market dynamics, and inadequate stakeholder engagement (see SQ1.2), affected programme alignment with employment opportunities. While vocational training provided relevant skills, the extent to which these translated into sustained job placements remained unclear due to limited employer engagement and structural employment barriers, particularly for refugees, as issues with work permit restrictions posed challenges for refugee employment. Engagement with key actors, such as ISKUR and chambers of commerce and industry, was a welcome shift given the constrained relationship with the Ministry of Education.

94. Additionally, tracking employment outcomes beyond initial placements was limited, making it difficult to assess long-term impact.

**Figure 12: Planned versus actual beneficiaries for livelihood activities, 2020 to June 2024**



Source: WFP. 2020–2023 Türkiye Annual Country Reports. 2024 beneficiary data shared by country office on 3 December 2024.

Note: (i) Q3 2024 data not available at the time of report writing; (ii) no biannual 2024 targets available, therefore 2024 planned amounts reflect annual targets while 2024 actual amounts reflect January to June.

95. The SES programme alone reached 6,764 participants through vocational training across 16 provinces between 2021 and 2024,<sup>125</sup> with 3,029 securing employment.<sup>126</sup> However, the programme fell short of its employment targets, facing challenges such as high dropout rates and limited employer engagement, particularly in retaining refugee interns. Additionally, the beneficiary targeting methodology – departing from WFP's standard vulnerability-based approach and instead focusing on skills level and motivation through open calls with specific selection criteria – was designed to enhance the effectiveness of vocational training. While innovative, this approach inadvertently excluded individuals facing greater social or structural barriers, such as those with lower education levels or limited access to resources. This constrained inclusivity and left some of the most vulnerable groups underserved.

96. Women comprised 54 percent of all trained participants, yet only 37 percent of these women secured employment (Figure 13). A more granular analysis shows that targeted initiatives, such as textile and barista training, achieved positive results, with over 60 percent of women participants securing long-term jobs.<sup>127</sup>

<sup>124</sup> Ibid.

<sup>125</sup> WFP country office shared data, 4 November 2024.

<sup>126</sup> Ibid.

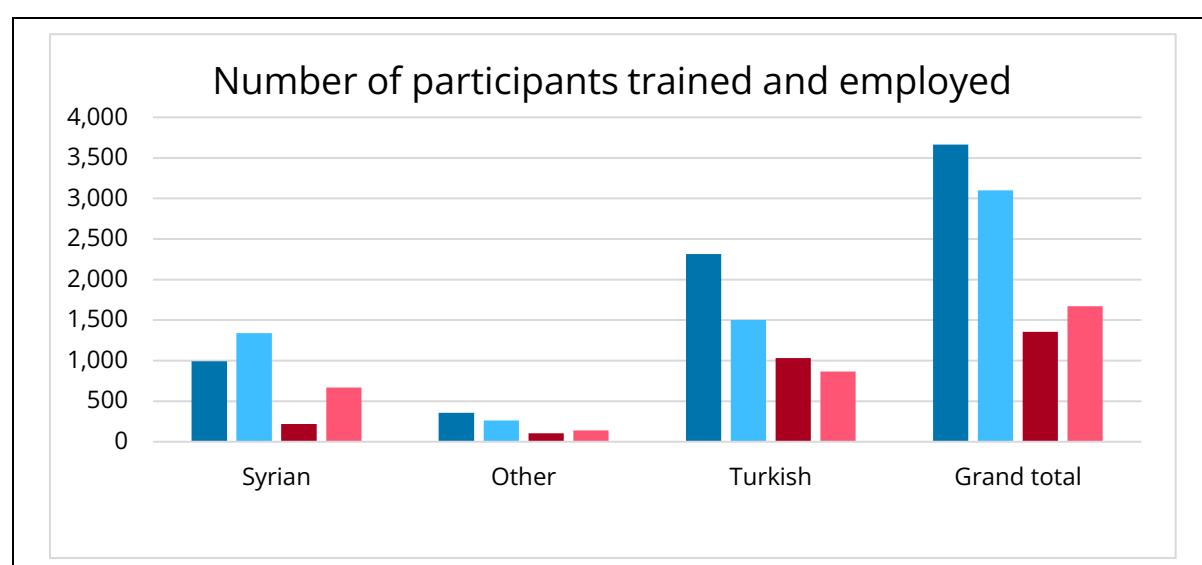
<sup>127</sup> WFP. 2022. *Final Evaluation Report of WFP Turkey Decentralized Evaluation: Decentralized Evaluation Report*.



WFP's efforts to support women's engagement in vocational training were acknowledged by the SES evaluation<sup>128</sup> and corroborated by the findings of this evaluation. The SES evaluation found that such efforts, reflecting WFP's broader commitment to equitable access, were crucial in tackling the deep societal barriers to women's full engagement in the workforce. However, feedback received in FGDs implemented within the scope of this evaluation highlighted persistent challenges – including cultural norms, limited workplace support and risks of harassment – which continue to hinder women's sustained participation in employment (see also SQ2.2).

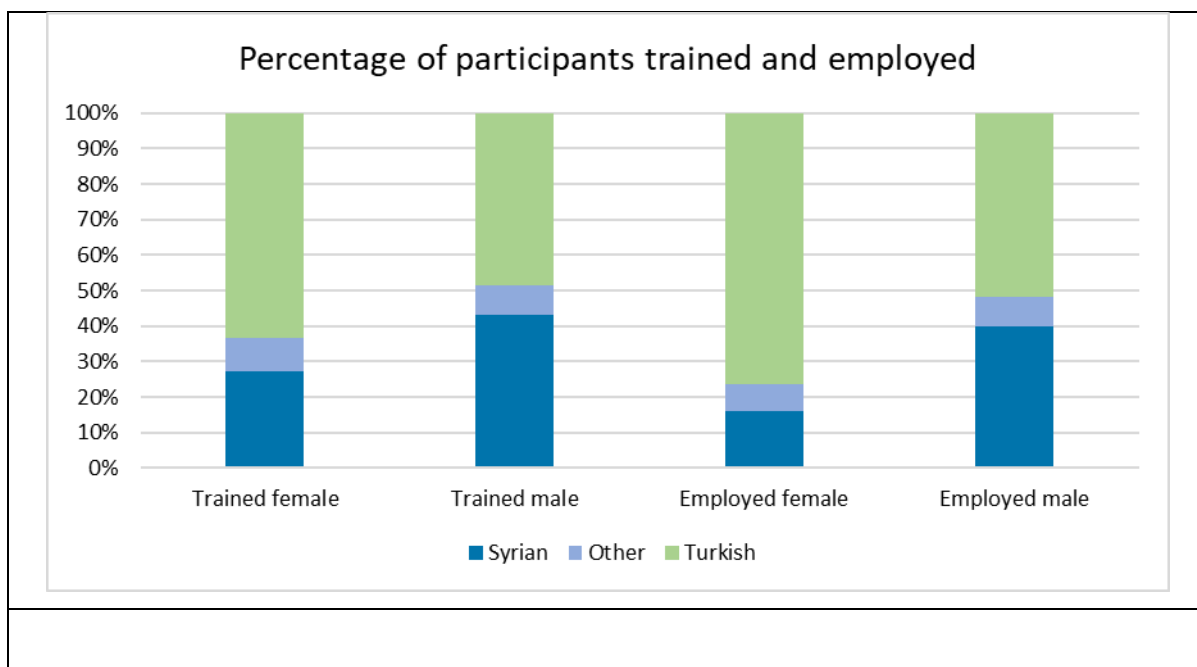
97. The evaluation found that inclusive targeting allowed the programme to engage both Turkish citizens and Syrian refugees (Figure 13). In particular, the programme allowed for cooperation and interaction in settings that are often marked by economic competition, fostering shared training environments and opportunities for interaction between the two groups. Stakeholder feedback corroborated that mixed participation reduced tensions in some areas by promoting mutual understanding and shared goals, although the small scale of such efforts limited broader impacts on social cohesion and economic integration. Data show that Turkish nationals represented over half of trained (56 percent) and employed (63 percent) participants, while Syrians represented a third of trained (34 percent) and employed (29 percent) participants (Figure 13). However, the programme's reach among the Syrian refugees (2,332 participants trained and 887 participants employed)<sup>129</sup> remained small relative to the 3.1 million Syrian refugees in the country (see Figure 2 under section 1.2), limiting broader impacts on social cohesion and economic integration.

**Figure 13: SES participants trained and employed, 2021 to September 2024**



<sup>128</sup> Ibid.

<sup>129</sup> SES data shared by WFP Türkiye on 4 November 2024.



Source: Data shared by WFP Türkiye on 4 November 2024. Note: The 'Other' category includes participants of Syrian-Turkish and non-Syrian origin.

98. Structural challenges further limited programme outcomes. Partnerships with ISKUR and chambers of commerce and of industry facilitated job placements, but engagement with key actors, such as the Ministry of Education, was insufficient to ensure access to formal employment pathways and institutionalize vocational education. Economic instability, including inflation and the effects of the pandemic, compounded barriers to employment, particularly for refugees who faced social marginalization and concerns about losing social assistance by taking formal jobs. Rising social tensions further hindered efforts to foster sustainable employment and long-term resilience.

#### Earthquake emergency response

**Summary finding 7:** WFP's earthquake response was highly effective in terms of scale and speed, demonstrating the organization's capacity to respond rapidly and flexibly in large-scale emergencies. The operational success of the programme is evident from the number of beneficiaries reached and the proactive adaptation of financial assistance to meet inflation-adjusted needs.

#### Emergency assistance to crisis-affected populations<sup>130</sup>

99. WFP's response to the twin earthquakes of February 2023 was found to be highly effective in terms of speed and scale, exceeding planned targets for food assistance and CBT distribution while addressing immediate food needs of crisis-affected populations in 11 of the most earthquake-affected provinces. Through its collaboration with TRC, the sector lead in food provision in the government institution AFAD, WFP served hot meals twice daily across 59 municipalities for an initial two to six weeks. It extended assistance up to three months in the hardest-hit areas, reaching more than 2 million beneficiaries (267 percent of the original planned target of 845,145) and distributing USD 57.2 million of CBT (103 percent of the planned target of USD 55.5 million).<sup>131</sup> This over-achievement of beneficiaries and CBT distribution aligns with high available resources and expenditures (see Annex VI). The response also adapted to local conditions, replacing e-vouchers for food packages and ready-to-eat meals in areas where market infrastructure was damaged, while transitioning to multipurpose cash assistance as markets stabilized.

100. Flexible funding and WFP's strong field presence were found to be drivers of efficiency, allowing for immediate delivery of assistance without delays. Document review and stakeholder interviews highlighted

<sup>130</sup> SO1/Activity 5 under the CSP (see Figure 5 in section 1.3).

<sup>131</sup> The CBT distributed consisted of TRY 3,000 per household to help meet food and non-food needs. See more in: WFP. February–May 2023. WFP's Earthquake Emergency Response.

that WFP's established operational capabilities, particularly in logistics and emergency response, as well as its field presence in affected regions, reinforced its positioning and reputation for effectively scaling up operations during emergencies.

#### Logistics and telecommunication services<sup>132</sup>

101. Evaluation findings revealed that WFP's logistics and telecommunication support during the February 2023 earthquake response was highly effective, providing critical services to both the Government of Türkiye and humanitarian actors operating in the earthquake-affected municipalities. Within the emergency telecommunications sector, which was co-led by the Ministry of Transport and Infrastructure, WFP extended data connectivity to humanitarian hubs, supported technical troubleshooting to the United Nations Disaster Assessment and Coordination teams in Kahramanmaraş and Hatay, and established 20 charging stations in informal settlements. The emergency telecommunications sector also enhanced security communications in partnership with the United Nations Department for Safety and Security, the lead for security communications, by investing in ultra-high frequency radio repeaters to enable radio coverage.<sup>133</sup> WFP had also deployed RBC experts, who supported the emergency telecommunications sector via mapping of communication services and engaging key stakeholders in the response community during/after the emergency response.

102. Within the logistics sector, WFP facilitated storage and transportation services, including temporary common storage services in Hatay, Malatya and Adıyaman, storing a total of 3,519 m<sup>3</sup> (885 MT) of cargo, and donating 25 mobile storage units for additional storage.<sup>134</sup> WFP also facilitated and proved the value of linking local and international partners in the logistics sector to support the crisis response.

103. The rapid scale-up of these operations and support to the humanitarian community in response to the emergency reflected WFP's mandate and one aspect of its comparative advantage, leveraging available resources to meet/exceed implementation targets as set out in Implementation Plan targets (see Annex VI). Stakeholders corroborated the added value of WFP's support in disaster preparedness and response, logistical expertise and timely contributions to the emergency efforts.

#### Earthquake recovery<sup>135</sup>

**Summary finding 8:** *WFP's earthquake recovery programme has been appropriately targeted and tailored to rebuild local food production systems and restore market functionality, which is relevant in terms of geographic and sectoral focus. However, its limited scale<sup>136</sup> and funding constraints, and the resource-intensive design aimed primarily at the individual level, are thus far set to yield modest outcomes relative to the effort required, without effectively addressing broader goals, such as value chain restoration or regional economic revitalization.*

104. As mentioned in SQ1.1, emergency earthquake recovery efforts (designed as a 24-month project) focused on rebuilding local food production systems and restoring market functionality in five severely affected provinces, but the programme's limited scale was found to pose significant challenges to achieving broader recovery objectives. For example, in Kahramanmaraş, WFP plans to directly assist 945 individuals through targeted agricultural recovery efforts.<sup>137</sup> While laudable, this is far short of needs. Similarly, across the affected provinces, WFP's recovery programme will help over 1,000 micro and small food system actors, including smallholder farmers, dairies and retail markets, restoring livelihoods and improving food security.<sup>138</sup> Such labour-intensive design is expected to yield positive individual-level outcomes, but its scope is insufficient to address broader systemic challenges, such as large-scale value chain restoration. As of June

<sup>132</sup> SO1/Activity 6 under the ICSP and SO4/Activities 4, 6 and 7 under the CSP (see Figure 5 in section 1.3).

<sup>133</sup> WFP. February–May 2023. WFP's Earthquake Emergency Response.

<sup>134</sup> WFP. February–May 2023. WFP's Earthquake Emergency Response.

<sup>135</sup> SO1/Activity 8 under the CSP (see Figure 5 in section 1.3).

<sup>136</sup> For the purpose of this report, scalability refers to the capacity of a programme to be expanded or replicated efficiently while maintaining or improving its effectiveness, financial viability and alignment with national structures and market conditions. In the context of livelihood and earthquake recovery interventions, scalability depends on factors such as resource availability, institutional partnerships, programme design efficiency, and the ability to transition from externally funded initiatives to sustainable, locally driven solutions that contribute to long-term resilience and economic recovery.

<sup>137</sup> WFP. 2024. *Earthquake Recovery Plan: Kahramanmaraş Province*.

<sup>138</sup> WFP. 2024. *Earthquake Recovery Programme in Türkiye: An Overview*.

2024, no beneficiaries had yet been reached, which risks rendering the intervention decreasingly relevant and effective considering the time gap between the recovery needs on the ground and the start of activities.<sup>139</sup> As of October 2024, recovery efforts have received USD 2.1 million in allocated resources, less than a quarter of the NBP and less than a third of the Implementation Plan (see Annex VI).

### School meals capacity development<sup>140</sup>

105. The CSP also included a technical advisory role to the Government of Türkiye in enhancing the existing school meals programme. Considering rising food prices and food insecurity among school-aged children, WFP and the Ministry of Education jointly conducted a cost-benefit analysis of school meals<sup>141</sup> to guide this support. This study corroborated the findings of the Education Reform Initiative, which found that one-quarter of school-aged children attend school hungry.<sup>142</sup> As of the finalization of this evaluation, no further concrete steps had been taken to advance the school meals programme collaboration between the Government of Türkiye and WFP.

### Unintended outcomes

106. The evaluation did not find any visible unintended outcomes beyond anecdotal evidence.

## **SQ2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (protection and AAP; GEWE; disability inclusion; nutrition integration; environment) and adhere to humanitarian principles?**

*Summary finding 9: WFP delivered principled humanitarian assistance through delivering needs-based support to vulnerable populations, including during the 2023 earthquakes. However, gaps in feedback mechanisms led to a lack of continuity in the engagement of beneficiaries.*

107. WFP adhered to humanitarian principles, delivering aid based on need, without political influence or bias. For example, WFP's advocacy on transfer values and partnerships with national actors, including TRC and ISKUR, ensured that assistance remained needs-based, while cash assistance provided dignified access to services, empowering beneficiaries to make their own choices.

108. WFP upheld its commitment to protection through an operational referral system established in 2017 to address the protection needs of refugees. WFP field staff, alongside TRC personnel stationed in camps, identified and responded to cases requiring special attention, including instances of gender-based violence, domestic violence, heightened family vulnerabilities, children dropping out of school, difficulties in accessing health or education services, and challenges in obtaining disability certifications. Mechanisms such as TRC's Call Centre 168, with its Arabic-language support, enhanced accessibility for refugees and were widely recognized and utilized within the refugee community.

109. During the earthquake response, WFP demonstrated a protection-focused approach by providing food baskets and hot meals, ensuring that the needs of vulnerable groups such as mothers, children and individuals with disabilities were prioritized.

110. However, consultations with WFP programme beneficiaries (both livelihoods and in-camp support) indicated that WFP could have increased efforts to ensure that all documentation provided to refugees was translated into Arabic, with a view to strengthen AAP. FGD participants noted that they were often presented with documents, including contracts, in Turkish and felt pressured to sign without fully understanding the content. This gap was considered by beneficiaries as undermining refugees' ability to make informed decisions, demonstrating challenges to fully align with AAP and protection principles.

111. In addition, gaps in the application of the WFP corporate AAP Strategy<sup>143</sup> were identified, including in deficiencies in the complaints and feedback mechanism (CFM) and information provision or more structured consultations with beneficiaries and cooperating partners in programme design. The closure of the CFM unit after the ESSN and the delegation of protection responsibilities to focal points and partners (TRC for camp operations and cooperating partners for the livelihoods and recovery programmes), limited WFP's direct

<sup>139</sup> January to June 2024 data from WFP Türkiye country office, received 26 September 2024. The evaluation team requested Q3 2024 data, which are pending.

<sup>140</sup> SO3/Activity 3 under the CSP (see Figure 5 in section 1.3).

<sup>141</sup> WFP. 2022. *School feeding in Türkiye – Investment case cost benefit analysis report*.

<sup>142</sup> Kesbiç, K. et al. 2024. *Education Monitoring Report 2024*. Education Reform Initiative.

<sup>143</sup> WFP. 2023. *WFP Community Engagement Strategy for Accountability to Affected Populations (AAP) – Version 2*.

access to primary data. Although PDM data from camps in Q3 2024 indicated that most beneficiaries are aware and make use of the CFM mechanisms in place, this third-party approach weakened WFP's ability to independently verify feedback and monitor beneficiary concerns. This lack of oversight led to gaps in understanding beneficiary needs and reduced accountability.

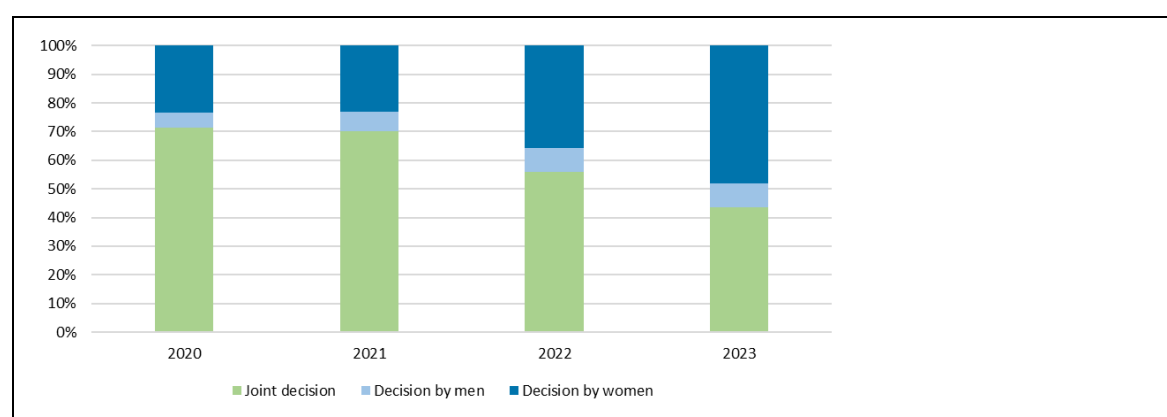
112. Within the livelihoods programme, WFP engaged directly with beneficiaries, which facilitated the monitoring of activities and allowed for the collection and use of beneficiary feedback. However, much of this interaction was not systematically documented due to the absence of a coherent system or dedicated knowledge management database. As part of the office restructuring in 2024, WFP reinstated dedicated CFM and AAP positions and launched a call centre to reopen the hotline in September 2024 to address these challenges. WFP has undertaken efforts to provide information to cooperating partners and beneficiaries, but these efforts were found to be largely one way, primarily delivered in Turkish, and not fully accessible to all beneficiary groups, particularly refugees and non-Turkish speakers, which limited their inclusivity and effectiveness in addressing diverse communication needs. Similarly, consultations with beneficiaries and cooperating partners were limited in scope and frequency, often lacking structured mechanisms to ensure meaningful participation and two-way dialogue. The evaluation found that, in particular, the engagement with cooperating partners was largely transactional, which focused primarily on operational and contractual arrangements, with limited involvement in strategic planning, programme design or adaptive learning processes. This hindered WFP's ability to fully incorporate beneficiary and partner feedback into programme design and implementation.

**Summary finding 10:** *WFP achieved a balanced representation of men and women in numbers among beneficiaries. While livelihoods programmes supported women's participation in vocational training, gaps in addressing women-specific protection risks and the lack of specific provisions in the e-voucher programme limited their effectiveness in addressing women's specific vulnerabilities.*

113. The evaluation found that WFP integrated inclusivity considerations into its programming through design sensitive to equitable access principles, disaggregated data collection and targeted training, achieving near women-men parity in numbers among beneficiaries overall. Its interventions were in line with its corporate Gender Policy 2015–2020, Gender Action Plan 2021–2022 and recent Gender Policy 2022.<sup>144</sup> These strategic priorities were reflected in various interventions, including livelihoods programming, the ESSN and e-voucher programmes.

114. The evaluation found that the ESSN and e-voucher programmes demonstrated WFP's ability to reach large numbers of women and refugees, with high levels of female engagement in joint decision making regarding voucher use in camps.<sup>145</sup>

**Figure 14: Proportion of decision making by men, women or jointly among WFP-supported beneficiaries in-camp**



Source: WFP. 2020–2023 Türkiye Annual Country Reports.

<sup>144</sup> WFP. 2022. *WFP Gender Policy 2022*.

<sup>145</sup> WFP. 2019–2022 Türkiye Annual Country Reports.

115. Yet, the blanket approach to these programmes lacked specific women-sensitive provisions, which limited their ability to address vulnerabilities effectively. An analysis conducted by the WFP country office for the ESSN,<sup>146</sup> in line with WFP's Gender Policy 2015–2020, found that, while the consideration of women-specific issues was being mainstreamed into ESSN implementation, WFP needed to make more use of existing evidence, and conduct further research to better understand the household dynamics.

116. In response, WFP under the ICSP 2020–2021<sup>147</sup> worked closely with the Ministry of Family and Social Services, which oversees the achievement of national gender targets.<sup>148</sup> Additionally, in partnership with the United Nations Population Fund (UNFPA), WFP developed referral mechanisms for survivors of gender-based violence<sup>149</sup> and conducted regular gender awareness training for staff and cooperating partners, indicating a systematic commitment to gender mainstreaming.<sup>150</sup> However, the evaluation findings reveal that the delegation of CFM and protection responsibilities to cooperating partners (e.g., TRC for the ESSN and in-camp support) reduced WFP's ability to independently monitor protection concerns, particularly for women beneficiaries. Although efforts to reinstate a dedicated CFM unit in 2024 are under way, the lack of direct engagement with beneficiaries and reliance on third-party mechanisms limited WFP's accountability and understanding of the nuanced needs of women and girls.

117. WFP's referral mechanisms for protection, operational since 2017, have supported refugees facing gender-based violence and having other vulnerabilities. However, gaps in their implementation, including limited household visits, insufficient needs assessments, and a lack of conflict analysis, hindered their ability to address systemic barriers and empower women. The absence of robust monitoring systems to track and respond to gender-related risks further constrained the effectiveness of these mechanisms.

118. WFP's livelihoods programming achieved near balance between men and women in numbers among participants, with women constituting 54 percent of the SES programme's beneficiaries between 2021 and 2024 (see SQ2.1). Vocational training was tailored to encourage women's participation and mitigate barriers to employment. WFP had tailored its recruitment strategies to select beneficiaries based on vulnerability criteria, such as prioritizing single women and selecting training locations in areas deemed safe and accessible. Partnerships with women-led organizations and awareness-raising activities targeting cultural norms, fostered incremental progress in women's workforce engagement and confidence. This boosted refugee and Turkish women enrolment and increased their share in employment (out of the total number of employed participants). At 80 percent, women remained slightly more satisfied with the SES programme than men.<sup>151</sup>

119. While WFP made progress in advancing women's livelihood opportunities through targeted vocational training and addressing societal norms, systemic barriers continued to undermine the sustainability of these efforts.<sup>152</sup> According to the SES Evaluation findings, male beneficiaries were almost twice as likely to report having a job when surveyed compared with female beneficiaries.<sup>153</sup> Furthermore, Turkish women participants received more job offers than refugee women,<sup>154</sup> who faced additional challenges, including greater vulnerability to harassment, restrictions on mobility and difficulty navigating the legal and social barriers to obtaining work permits.<sup>155</sup>

**Summary finding 11:** *WFP integrated disability inclusion in its refugee and earthquake response programme, prioritizing persons with disability (PWDs), in particular women, in ESSN and camp e-voucher support. However,*

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<sup>146</sup> Gender analysis conducted by WFP Türkiye country office in December 2018. (Not available online, referenced in ICSP 2021–2025.)

<sup>147</sup> WFP. 2019. [Türkiye Interim Country Strategic Plan 2020–2022](#).

<sup>148</sup> UN Women. 2018. *Needs Assessment of Syrian Women and Girls Under Temporary Protection Status in Turkey*.

<sup>149</sup> WFP. 2022 *Türkiye Annual Country Report*.

<sup>150</sup> WFP. 2023 *Türkiye Annual Country Report*.

<sup>151</sup> Evaluation of WFP's Livelihood Activities in Türkiye, July 2020 to February 2022, WFP Türkiye Country Office, September 2022

<sup>152</sup> SES data shared by WFP Türkiye on 04.11.2024.

<sup>153</sup> Evaluation of WFP's Livelihood Activities in Türkiye, July 2020 to February 2022, WFP Türkiye Country Office, September 2022

<sup>154</sup> Ibid

<sup>155</sup> WFP, Turkey [Transitional interim country strategic plan 2018](#).



*gaps in targeting PWDs were evident in the livelihoods programming. Recent efforts to standardize disability data collection are still at an early stage, limiting their utility in programme design.*

120. Regarding disability inclusion, the evaluation noted a difference in approaches between WFP's refugee, emergency earthquake, livelihoods and recovery interventions. The ESSN and camp e-voucher support integrated advocacy and disability inclusion. This includes the introduction of the Severe Disability Allowance, which was enabled for those who benefit from the ESSN, with 50 percent or more indicating that they had a disability or were 'severely disabled'.<sup>156</sup> Then, as a complement to the ESSN, C-ESSN has been introduced, which is tailored for individuals with disabilities or those deemed unable to engage in livelihood activities. Under this project, additional cash assistance is provided to beneficiaries who can demonstrate their full dependency status with a Disability Health Board Report or a Special Needs Report for Children obtained from authorized public hospitals.<sup>157</sup>

121. However, the decentralized evaluation of the SES programme found a lack of adequate PWD targeting, also confirmed by this evaluation.<sup>158</sup> A good, but isolated, practice was identified in 2022, when WFP prioritized PWDs in the selection of participants for some sectors, especially the IT sector.<sup>159</sup> WFP also prioritized access to food assistance to PWDs and the elderly during the earthquake response, by expanding hot meal distribution points and delivering meals directly to dormitories and camps with municipal support,<sup>160</sup> where both are more populated with elderly and people with disabilities compared with tents.

122. There have been some efforts to mainstream and standardize disability data collection methodologies as part of the corporate 2020 Disability Inclusion Road Map<sup>161</sup> which is considered very relevant given the need to tailor interventions to the specific challenges faced by PWDs in accessing livelihoods, social protection and emergency assistance. However, these efforts remain relatively recent. Starting from 2023, the WFP Türkiye Research, Assessment and Monitoring team has incorporated a disability module into their outcome monitoring tools and, as of 2024, started to disaggregate its data for disability for all beneficiary households across interventions.<sup>162</sup>

**Summary finding 12:** *WFP's integration of environmental considerations into programme activities is still emerging, with scope to further strengthen the systematic application of the Environmental and Social Safeguards screening tool.*

123. The evaluation found that, while WFP implemented some internal measures aligned with environmental protection principles, such as energy efficiency, waste management and greenhouse gas emissions monitoring, these efforts were largely limited to operational aspects and did not extend explicitly to programme activities. This gap is particularly relevant in the context of recovery efforts, where activities such as rebuilding food production systems, restoring value chains and supporting local markets inherently carry environmental implications. However, a review of documents found only some implicit and fragmented analysis of these implications in programme design or implementation.

124. In 2021, WFP adopted the Environmental and Social Safeguards screening tool to identify and mitigate any potential environmental impacts from programme activities.<sup>163</sup> In line with that, all Field Level Agreements (FLAs) and refugee support programmes signed in 2024 and beyond were subject to Environmental and Social Safeguards screening using the WFP tool that has been designed for this purpose. The evaluation found a gap in using this tool to monitor broader environmental impacts. For instance, there is a lack of data or analysis on travel-related carbon emissions.

125. Internally, WFP has made efforts to improve energy efficiency, digitize processes and implement waste management at its facilities, and to report on its greenhouse gas emissions, waste generation and water

<sup>156</sup> Turkey ESSN Task Force Meeting Notes, 2018.

<sup>157</sup> TRC. n.d. Complementary Emergency Social Safety Net Project, accessed via <https://platform.kizilaykart.org/en/t-suy.html>

<sup>158</sup> WFP. 2022. *Final Evaluation Report of WFP Turkey Decentralized Evaluation: Decentralized Evaluation Report*.

<sup>159</sup> WFP. 2022. *2022 Türkiye Annual Country Report*.

<sup>160</sup> WFP. 2023. *2023 Türkiye Annual Country Report*.

<sup>161</sup> WFP. 2022. *2022 Türkiye Annual Country Report*.

<sup>162</sup> WFP. Türkiye country office, data shared 23 September 2024.

<sup>163</sup> WFP. 2021. *2021 Türkiye Annual Country Report*.



usage data. WFP also requires its vendors and suppliers to fulfil several standards related to the environment such as ISO 14000.<sup>164</sup>

**SQ2.3 To what extent are achievements under the ICSP and CSP likely to be sustainable,<sup>165</sup> in particular from a financial, social and institutional perspective?**

***Summary finding 13:** WFP successfully strengthened TRC's capacity, helping to ensure a sustainable handover of the ESSN programme. WFP also invested in complementing the efforts of national institutions like ISKUR and chambers of commerce. The emerging earthquake recovery programme requires a clear intervention logic and resources to overcome its limited scale and fragmented efforts.*

126. As discussed under Summary finding 5, WFP's capacity strengthening of TRC enabled a smooth handover of the ESSN programme by 2020, which is still successfully implemented by TRC in support to Türkiye's central social protection systems.<sup>166</sup> Yet, evaluation findings reveal that WFP's CBT assistance to refugees, including through top-ups during COVID-19 and emergency assistance, did not incorporate sustainability measures which could have addressed longer-term self-reliance or resilience. This limitation reflects the nature of CBT programming, which, while effective for immediate needs, is not designed to promote sustainability.

127. WFP's livelihoods programme engaged with ISKUR and, gradually, with chambers of commerce and industry to support vocational training and active labour market measures, resulting in WFP's involvement in expanding the institutional offer of available courses and vocational training programmes. However, the evidence gathered reveals that there was limited added value from WFP's involvement in this area, as ISKUR and most chambers already had well-established vocational training and employability programmes supported by other development partners. Interviews with institutions indicated that because capacity strengthening was not comprehensive, WFP's engagement did not substantially enhance or innovate beyond existing programmes.

128. The earthquake emergency response, prioritizing short-term solutions, was properly focused on immediate relief and addressing urgent needs. The evaluation found that this response illustrated WFP's added value in emergency contexts, particularly in leveraging its operational capacities and building linkages with local actors. While initial discussions between WFP and local partners, such as municipalities, explored opportunities to extend collaboration in disaster preparedness and emergency response, no formalized agreements or systematic plans have materialized to date. Although these discussions suggest the potential for scale-up, the evaluation found that these efforts remain in preliminary stages, with no concrete steps yet taken to institutionalize partnerships or ensure the sustainability of WFP's contributions in this domain.

129. The earthquake recovery programme, which includes rebuilding local markets, capacity strengthening and economic resilience measures, has just started at the time of the evaluation's finalization. The evaluation found that, while some planned approaches – such as local dairy market interventions with FAO – have conceptual potential for wider application, their small scale and early stage make it premature to assess their sustainability. The evaluation found that the current scale of the earthquake recovery programme raises concerns about its ability to significantly contribute to address the depth of the challenges, as illustrated by an estimate of the earthquake's impact to affected regions amounting to USD 103.6 billion.<sup>167</sup> The limited scope and reach of interventions with rather small-scale, fragmented efforts may undermine the programme's overall sustainability. WFP has tried to increase the impact of this project by tying activities into broader government development plans, and partnering with relevant government entities to ensure that WFP's relatively small funding is plugging gaps in a much broader strategic approach. Without a significant increase in resources and a clear mandate for a broader integration into local efforts for resilience building, the recovery efforts may struggle to deliver tangible and sustainable recovery results at scale (see also SQ2.1).

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<sup>164</sup> WFP. 2022. *2022 Türkiye Annual Country Report*.

<sup>165</sup> Sustainability in this evaluation is assessed across multiple levels – individual, institutional and societal: individual sustainability refers to beneficiaries' ability to achieve long-term self-reliance (e.g., employment, financial independence). Institutional sustainability considers knowledge transfer and engagement with partners to maintain programme results beyond WFP's direct involvement. Societal sustainability reflects the integration of interventions within national systems and policies to ensure continuity at scale.

<sup>166</sup> ECHO. 2022. *Final Evaluation of the Emergency Social Safety Net programme, January 2018–March 2020*.

<sup>167</sup> Government of Türkiye. 2023. *Türkiye Earthquake Recovery and Reconstruction Assessment*.

## SQ2.4 To what extent did the ICSP and CSP facilitate strategic linkages between humanitarian action and development cooperation in Türkiye?

*Summary finding 14: WFP's interventions in Türkiye supported the integration of humanitarian and development-focused activities, making the transition from food assistance to CBTs and livelihoods programmes. However, inconsistent entry points into national systems, notably limited collaboration with the Ministry of Education, restricted the potential for scaling up interventions within national frameworks.*

130. The evaluation found that WFP's strategic interventions in Türkiye were designed to address the evolving needs of populations affected by conflict and the earthquake while progressively transitioning from humanitarian assistance to development-oriented solutions. For example, WFP's livelihoods interventions have aimed to address the evolving needs of both refugees and host communities by strengthening skills and enhancing employability, with the aim to promote pathways towards sustainable livelihoods. These interventions were envisaged as pathways from dependence on assistance to self-reliance, aligning closely with the humanitarian-development nexus approach. However, outcomes have varied and the reach was limited (see SQ2.1).

131. Similarly, following the immediate and agile response to the earthquake, WFP shifted to recovery interventions aimed at addressing post-crisis challenges and opportunities. Such support contributed to meeting urgent needs while promoting a return to self-reliance and the integration of both refugees and earthquake-affected populations into host communities, effectively navigating the humanitarian-development nexus. However, as elaborated in SQ2.1, they are yet to reach a single beneficiary, far less be implemented at a large scale, which limits the results across the nexus thus far.

132. WFP engaged with national systems with mixed results. Livelihood activities were implemented in cooperation with the Ministry of Education, although this collaboration yielded limited success in achieving tangible results and, probably linked to factors explained under EQ4, gradually diminished over the course of implementation. Partnerships with ISKUR and the chambers of commerce and industry proved more effective, particularly in promoting active labour market measures and fostering connections between beneficiaries and employers. These partnerships better aligned with employment opportunities and helped bridge the gap between humanitarian assistance and sustainable livelihoods.

133. As detailed in Summary finding 3, WFP's livelihoods interventions were largely shaped by the need to secure available funding, with programmes designed around the resources that could be obtained rather than being driven by a cohesive, long-term strategy. This opportunistic approach prioritized immediate funding opportunities over strategic alignment with a broader humanitarian-development continuum, limiting the potential to foster sustainable transitions and address systemic barriers to resilience and self-reliance.

## 2.3 EQ3: To what extent has WFP used its resources efficiently?

### SQ3.1 To what extent were the ICSP and CSP outputs delivered and related budget spent within the intended timeframe?

*Summary finding 15: WFP's humanitarian CBT assistance demonstrated timely targeting and delivery, with the ESSN programme utilizing 99 percent of its budget prior to handover. However, unspent budgets in the camp e-voucher programme, delays in earthquake recovery and livelihoods interventions, and challenges in employer engagement revealed some operational inefficiencies despite the effective use of flexible donor funding to mitigate delays.*

134. WFP's humanitarian CBT assistance programmes benefited from timely identification of target groups and delivery of assistance. This is corroborated by document review as well as stakeholder and beneficiary consultations. In regard to the ESSN programme, the final evaluation's findings<sup>168</sup> indicate expenditures met the budget, with 99 percent of the budget being utilized before WFP handed over the programme to the IFRC. In contrast, the camp e-voucher programme budget was not spent within the intended timeframe due to the major depreciation of the Turkish Lira across the period, which resulted in more available funds for

<sup>168</sup> ECHO. 2022. *Final Evaluation of the Emergency Social Safety Net Programme, January 2018-March 2020*.

programming than initially anticipated and also explains the lower than planned level of expenditure.<sup>169</sup> For instance, in 2022 the e-voucher programme planned to distribute around USD 13 million in CBT value; however, the actual amount distributed was around USD 6 million (see Figure 11 under SQ2.1 refugee response).<sup>170</sup> A recent contributing factor to the unspent budget was the Government of Türkiye's strategic shift to reduce camp populations<sup>171</sup> by closing certain camps, reducing the number of beneficiaries in the e-voucher programme (see SQ2.1 on refugee response).

135. As discussed in SQ2.1, the earthquake response was efficient and timely, demonstrating strong organization and rapid mobilization. WFP's established field presence in affected regions enabled swift coordination, while the logistics sector immediately provided updated transportation and storage options to facilitate operations.<sup>172</sup> Emergency telecommunications support enhanced connectivity and operational coordination, benefiting over 132 organizations.<sup>173</sup> These efforts significantly expedited the delivery of essential supplies and strengthened the overall efficiency of the response.

136. It is too early to assess the timeliness of the earthquake recovery interventions. However, recovery efforts are generally expected to immediately follow an emergency response to ensure continuity, whereas the conceptualization and initiation of the recovery programme took just under one year. As the recovery interventions have only recently commenced, it is too early to comprehensively assess their efficiency, although the delay in initiation may have implications for timely resource allocation and implementation. Stakeholder interviews also revealed that significant time was spent agreeing with cooperating partners on the scope and reach of their projects, which contributed to delays.

137. Delays in WFP's livelihoods programme delivery were largely attributed to internal operational challenges, particularly the shift in staff roles from monitoring to livelihoods programme implementation (see SQ1.1 and SQ2.1) and the time required to establish partnerships with national counterparts, such as the Ministry of Education and ISKUR. While these relationships were essential, inconsistent engagement contributed to resource constraints and slowed progress. Communication delays with applicants during the selection process and gaps between vocational training and applied training, which led to participant dropouts, further reduced efficiency. The COVID-19 pandemic added complexity by shifting activities online, making it difficult to maintain the quality of livelihoods interventions.<sup>174</sup>

138. Securing employers for internships and job placements remained a persistent challenge, delaying outcomes and affecting the sustainability of interventions. These delays were largely a result of the time-intensive process of finding employers and matching beneficiaries to employers.<sup>175</sup> The shift towards collaboration with chambers of commerce and industry improved efficiency and expanded employer outreach, but delays and sustainability challenges persisted.

139. WFP's ability to leverage and increase flexible funds from donors such as Norway, the Republic of Korea and Ireland (see SQ4.1) helped to address delays across different programme areas and continue with supporting beneficiaries.<sup>176</sup>

### **SQ3.2 To what extent and in what ways did the country office reprioritize its ICSP and CSP interventions to optimize resources and ensure continued relevance and effectiveness?**

***Summary finding 16:** WFP benefited from relatively stable funding flows during the ICSP and CSP periods. This financial stability, however, was primarily due to external circumstances rather than deliberate strategic foresight. Nevertheless, WFP demonstrated adaptability by reprioritizing interventions through budget revisions,*

<sup>169</sup> WFP. 2022. *2022 Türkiye Annual Country Report*. Note: The WFP country office's Risk Registers consistently note the implications of the high level of fluctuation in TRY/USD exchange rates in cooperating partner underspending of budgets and the slow pace of utilizing donations (received in FX currencies).

<sup>170</sup> WFP. 2022. *2022 Türkiye Annual Country Report*.

<sup>171</sup> WFP. 2024. Türkiye Activity 1 External SitRep, January–March 2024.

<sup>172</sup> According to WFP's 2023 Türkiye Annual Country Report, WFP Türkiye processed 31 service requests from ten partners and deployed temporary storage solutions in Adiyaman, Hatay and Malatya, accommodating 3,519 m<sup>3</sup> (885 MT) of humanitarian aid. Additionally, 24 mobile storage units with a total capacity of 3,200 m<sup>2</sup> were delivered to national agencies, ensuring sufficient storage capacity.

<sup>173</sup> WFP. 2023. *2023 Türkiye Annual Country Report*.

<sup>174</sup> WFP. 2022. *Final Evaluation Report Turkey Decentralized Evaluation: Decentralized Evaluation Report*.

<sup>175</sup> Ibid.

<sup>176</sup> WFP. 2021. *2021 Türkiye Annual Country Report*.

*flexible funding mechanisms and targeted operational adjustments. This enabled a more efficient allocation of resources to address evolving needs and priorities, particularly in light of emergency response.*

140. Evaluation findings and analysis of financial and programmatic data indicate that WFP reprioritized its ICSP and CSP interventions to address evolving needs, funding volatility and operational challenges. Budget revisions and non-cost extensions enabled timely adjustments and aligning the ICSP with the UNSDCF in 2021.<sup>177</sup> WFP demonstrated flexibility during the 2023 earthquake response, securing surge capacities in supply chain, contracting and telecommunications,<sup>178</sup> with funding later redirected to recovery activities.<sup>179</sup>

141. The analysis also revealed that WFP managed the volatility of the Turkish Lira and emerging needs by using exchange rate advantages in some cases to optimize resource use. Advanced financing mechanisms, such as pre-approved grants from the United States and the above-mentioned flexible funding, were critical in maintaining continuity for cash assistance and e-voucher programmes, ensuring the relevance and effectiveness of interventions despite inflationary pressures.

### **SQ3.3 To what extent were the ICSP and CSP delivered in a cost-efficient manner?**

***Summary finding 17:** WFP Türkiye's livelihoods programme was resource-intensive, with high per beneficiary costs that did not translate into scalable results, raising concerns about cost-efficiency. In contrast, the camp e-voucher programme demonstrated cost-efficiency through streamlined operations and contracting corporate supermarkets, effectively minimizing transaction and administrative costs.*

142. WFP Türkiye is a mid-sized operation, with a relatively small footprint in comparison with other WFP offices in the region or other partners. Assessment of its cost-efficiency shows that some of its programmes – notably the livelihoods programme, which included a dual system of theoretical and practical training – have been resource-intensive with high cost per beneficiary. This is due to the fact that the activities included an individualized approach with each beneficiary requiring significant resources from both WFP and partners without translating into a scalable result beyond the individual level (see SQ2.1).

143. The SES programme evaluation noted optimism among staff about the scale-up of beneficiary recruitment which, while raising overall programme expenditures, would increase results as the expenditure mix shifted towards post-training recruitment.<sup>180</sup> However, the cost-efficiency challenge remained due to the high overall beginning-to-end per beneficiary cost. Specifically, the per beneficiary costs amounted to USD 1,901.20 for enrolment in training, USD 2,449.32 for completed training and USD 9,540.34 for long-term employment.<sup>181</sup>

144. The camp e-voucher targeting, implemented in partnership with TRC, was found cost-efficient in several ways. E-vouchers are generally regarded in the literature<sup>182</sup> as less efficient than cash transfers due to high staff time and administrative costs, such as negotiating prices, contracting vendors, training and payments. However, without having been able to perform a detailed analysis, the evaluation found that the use of contracted corporate supermarkets streamlined operations in several ways. These arrangements reduced the need for extensive staff time and monitoring visits and minimized administrative overheads, such as vendor negotiations, individualized contracting and training. This approach also eliminated the need for separate payment processing systems, thereby alleviating operational burdens on cooperating partners, particularly in camp settings. These factors collectively helped efficient allocation of resources within the programme. Moreover, the programme's consistent business model and blanket targeting criteria (with the exception of a pilot project in Adana camp) have minimized transaction costs. Additionally, the programme avoids incurring ATM or banking fees.

145. As a proxy for the overall economies of scale of the country portfolio, Table 2 presents the ratio of direct operational costs to direct support costs of the ICSP. In 2020, the country office managed the portfolio with relatively low country-level overhead (direct support costs represented 1.49 percent of total direct

<sup>177</sup> WFP. 2021. *2021 Türkiye Annual Country Report*.

<sup>178</sup> WFP surge consolidated data.

<sup>179</sup> WFP. 2023. *2023 Türkiye Annual Country Report*.

<sup>180</sup> WFP. 2022. *Final Evaluation Report Turkey Decentralized Evaluation: Decentralized Evaluation Report*.

<sup>181</sup> Ibid.

<sup>182</sup> O'Brien, C., Hove, F. and Smith, G. 2013. *Factors Affecting the Cost-Efficiency of Electronic Transfers in Humanitarian Programmes*. Oxford Policy Management. Concern Worldwide. CALP Network.

expenditure) compared with the WFP RBC average (2.75 percent). This is plausible given that the large volumes of transfers to ESSN beneficiaries allowed the country office to substantially leverage overhead costs. However, overall economies of scale declined from 2021 onwards, coinciding with the ESSN handover. In terms of portfolio costs, it is also worth noting that WFP's relatively high corporate fixed indirect support cost rate of 6.5 percent makes it comparatively less competitive than other United Nations agencies and non-United Nations organizations that could more easily secure funding exceptions in the development-oriented Turkish context.

**Table 2: Direct operational costs and direct support costs in USD by WFP Türkiye and RBC levels (2020–2022)**

Year	NBP (WFP Türkiye)			Expenditure (WFP Türkiye)			Expenditure (WFP RBC)
	Total direct operational costs	Total direct support costs	Direct support costs/total direct costs – WFP Türkiye	Total direct operational costs	Total direct support costs	Direct support costs/total direct costs – WFP Türkiye	Direct support costs/total direct costs – WFP regional <sup>a</sup>
2020	173,901,995	3,539,052	1.99%	145,090,210	2,196,567	1.49%	2.75%
2021	25,318,984	1,926,695	7.07%	12,301,461	866,948	6.58%	2.82%
2022	27,527,214	2,243,058	7.53%	12,322,683	1,254,028	9.24%	2.85%

<sup>a</sup> Countries of the Middle East and Northern Africa with data for 2020–2022 in the Annual Performance Reports. Sources:

– Türkiye Needs-Based Plan and expenditures from: WFP. 2020–2022. Annual Financial Overviews included in Annual Country Reports 2020–2022.

– Regional expenditures from: Direct expenditure tables by country, region and focus area in Annual Performance Reports 2020–2022.

Note: 2023 Annual Performance Report does not have direct support cost figures available, therefore 2023 data are not included in this table.

## 2.4 EQ4: What are the critical factors, internal and external to WFP, explaining performance and results?

### SQ4.1 To what extent, and in what ways, has WFP been able to mobilize adequate, timely, predictable and flexible resources to finance the T-ICSP, ICSP and CSP?

**Summary finding 18:** Although it successfully mitigated financial risks and diversified funding sources, WFP did not have a formal resource mobilization strategy and relied on opportunistic and reactive approaches which lacked coherence. The organization managed to avoid major financial shortfalls, but some challenges (e.g. reliance on emergency-driven funding) remain relevant going forward as limitations of WFP's overall competitiveness in the Turkish context.

146. WFP's Türkiye portfolio under the T-ICSP, ICSP and CSP was shaped by significant adjustments in response to evolving priorities, shifting needs and fluctuating funding. Evaluation findings show that, while WFP secured relatively stable funding flows across these periods, resource mobilization was reactive rather than strategically planned. With diversified contributions from governments, private sector entities and other partners, the number of funding sources expanded from 11 under the T-ICSP to 18 under the CSP (see Annex VI for further details). This diversification reduced dependence on single donors and improved funding stability, allowing WFP to mitigate financial risks and maintain operations during critical periods. Contributions from key donors, such as the EU, Germany and the United States, as well as flexible funding from Norway, the Republic of Korea and Ireland, were essential in covering funding shortfalls and sustaining core activities. Despite these efforts, unearmarked funding remained limited, representing only 10 percent of contributions in 2022,<sup>183</sup> constraining WFP's flexibility to address evolving needs and priorities effectively (see Table 3).

<sup>183</sup> WFP. 2022. 2022 Türkiye Annual Country Report.

147. The allocation of resources reflected shifts in programmatic focus over time. Under the T-ICSP and ICSP, funding primarily supported large-scale refugee response initiatives, including the ESSN and in-camp assistance. Following the ESSN handover in 2020, funding streams shifted to support resilience building, livelihoods programming and, later, crisis response under the CSP. The 2023 earthquake response demonstrated WFP's ability to rapidly mobilize resources, raising USD 46 million through the Earthquake Appeal,<sup>184</sup> with significant contributions from the private sector (e.g. Novo Nordisk funded over 50 percent of the recovery response<sup>185</sup>). This emergency-driven funding enabled WFP to scale up operations efficiently and meet immediate needs.

**Table 3: Contributions by earmarking levels under the T-ICSP, ICSP and CSP**

Focus area	T-ICSP		ICSP		CSP	
	Contributions (USD)	% of total	Contributions (USD)	% of total	Contributions (USD)	% of total
Activity level						
Resilience building	1,075,226,827	100.0%	185,566,418	100.0%	46,601	0.1%
Crisis response	–	–	–	–	46,816,284	99.9%
Total	1,075,226,827	100.0%	185,566,418	100.0%	46,862,885	100.0%
% of grand total	99.6%		95.2%		45.1%	
Strategic outcome level						
Resilience building	–	–	5,291,574	100.0%	7,430,386	20.9%
Crisis response	–	–	–	–	28,117,957	79.1%
Total	–	–	5,291,574	100.0%	35,548,343	100.0%
% of grand total	–		2.7%		34.2%	
Country level						
Total	3,870,653	100.0%	4,118,670	100.0%	21,186,294	100.0%
% of grand total	0.4%		2.1%		20.4%	
Flexible funding level						
Total	–	–	–	–	254,112	100.0%
% of grand total	–		–		0.2%	
Grand total						
USD grand total	1,079,097,480		194,976,662		103,851,634	

Source: WFP. 2024. *Türkiye Distribution Contribution and Forecast Stats*, 30 September 2024.

148. However, the evaluation also identified resource mobilization constraints stemming from the absence of a formal resource mobilization strategy. The lack of strategic approach limited WFP's ability to align funding streams with long-term priorities, leading to challenges in ensuring coherence and sustainability in programme delivery. The reliance on earmarked contributions limited WFP's ability to implement a fully integrated and strategic programming approach. Livelihoods programming, for instance, was heavily dependent on funding from Kreditanstalt für Wiederaufbau (KfW), which sustained operations but also highlighted vulnerabilities in WFP's ability to secure diverse and unearmarked funding for long-term initiatives. Furthermore, the absence of a robust resource mobilization strategy resulted in an opportunistic, ad hoc, availability-driven approach to securing funds, which shaped programmatic choices and contributed to operational shifts and two restructuring exercises within the country office, as discussed further in SQ4.3.

<sup>184</sup> United Nations. n.d. 'Türkiye-Syria Earthquake Response'.

<sup>185</sup> WFP. 2024. *Report on the Utilization of WFP's Strategic Financing Mechanisms (1 January–31 December 2023)*.



**SQ4.2 How well and in what ways did WFP establish and leverage strategic and operational partnerships, particularly with the Government of Türkiye and in-country cooperating partners, to maximize efficiency, effectiveness and sustainability in the T-ICSP, ICSP and CSP implementation?**

***Summary finding 19:** The lack of a comprehensive partnership strategy resulted in piecemeal approaches, reducing WFP's ability to build consistent and strategic collaborations. Strong partnerships, such as with the TRC during humanitarian responses, with ISKUR and chambers of commerce and industry for livelihoods initiatives, demonstrated WFP's potential for effective collaboration. However, gaps in coordination and limited high-level engagement with key partners constrained the scalability and effectiveness of its interventions.*

149. Evaluation findings reveal that the absence of a comprehensive partnership strategy significantly limited WFP's ability to establish systematic, coherent and impact-promising partnerships across its portfolio. While WFP demonstrated strong collaborations, such as its long-standing relationship with the TRC or with ISKUR,<sup>186</sup> in certain areas, its overall partnership approach often appeared unstructured and reactive. This lack of strategic direction hindered alignment with government entities, United Nations agencies, donors and private sector actors, reducing the coherence and effectiveness of WFP's broader engagement.

150. WFP's engagement with government institutions varied across programme components. WFP applied a measured and reserved approach (referred to as the 'low-profile approach' by WFP country office interlocutors) to engaging with high-level institutional partners. This approach appeared to prioritize operational efficiency, in light of frequent internal country office restructuring and turnover among senior country office management, rather than broader strategic engagement. Although this focus supported effective implementation in certain areas, it limited opportunities for deeper collaboration and strategic alignment, essential for scaling and sustainability. Strong collaboration was evident during humanitarian response efforts, particularly in the ESSN and camp e-voucher programmes, where alignment with government systems ensured efficient delivery of assistance. WFP's cooperation with TRC, AFAD and other state institutions during the earthquake response further illustrated its ability to work effectively within government frameworks.

151. However, challenges emerged in other programmatic areas. In livelihoods programming, differences in programmatic priorities and alignment between the programme and the Ministry of Education necessitated a shift towards more hands-on partnerships with ISKUR and chambers of commerce and industry. This shift helped in fostering job placements and vocational training, although the SES programme did not succeed in scaling livelihoods interventions.

152. WFP's relationships with donors resulted in mixed outcomes. Positively, the country office maintained stable funding from key donors (see SQ4.1), which enabled the uninterrupted delivery of critical interventions. However, the handover of the ESSN to TRC in 2020 – linked to ECHO's policy shifts – underscored some challenges in donor relationships. Although WFP was aware of the possibility of this transition, the timing and execution created disruptions, as WFP had not fully anticipated the operational, financial and internal country office capacity implications of the handover, including the need to rapidly adapt its staffing, resource mobilization efforts and strategic focus to align with its evolving role.

153. WFP's reliance on opportunistic funding constrained its ability to implement a cohesive, long-term strategy. For example, livelihoods programming was dependent on funding from KfW, although other donors were also contributing (Republic of Korea, Norway and Ireland).<sup>187</sup> The earthquake response relied significantly on contributions from Novo Nordisk and other private sector donors. While these contributions provided critical resources, the ad hoc nature of resource mobilization underscored the absence of a formal resource mobilization and partnership strategy to guide donor engagement and enhance predictability.

154. WFP's coordination with United Nations agencies also varied. Strategic collaboration in crisis and humanitarian responses added value, leveraging complementary expertise to achieve shared objectives – as illustrated by the Earthquake Appeal, where partnerships with IOM, UNICEF, UNHCR and UNFPA ensured effective delivery of assistance to vulnerable populations. Recovery programming also benefited from collaboration with FAO on local market restoration efforts. However, beyond crisis response, coordination in other programmatic areas was less effective. Livelihoods and CBT assistance interventions revealed gaps in

<sup>186</sup> WFP. 2022. *Final Evaluation Report Turkey Decentralized Evaluation: Decentralized Evaluation Report*.

<sup>187</sup> Ibid.

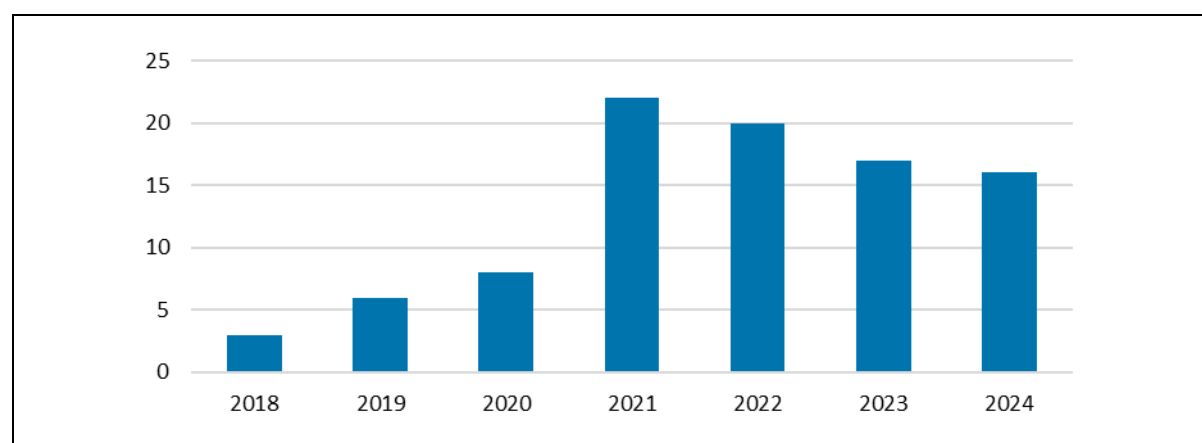


strategic and operational coordination, with United Nations agencies frequently operating in silos. For instance, vocational training and skill-building initiatives implemented by multiple agencies often lacked efforts to harmonize approaches or share lessons learned, leading to duplication of efforts and missed opportunities for synergy.

155. Collaboration with private sector actors yielded notable results in certain areas, particularly in the livelihoods and earthquake response programmes. Partnerships with chambers of commerce and industry facilitated vocational training and job placements, providing beneficiaries with opportunities to transition into the labour market.<sup>188</sup> Similarly, private sector contributions played a key role in funding the earthquake response, with over 50 percent of recovery efforts supported by Novo Nordisk alone. Despite these successes, WFP's engagement with the private sector lacked strategic depth, with partnerships often formed on a project-by-project basis rather than as part of a broader vision for private sector collaboration.

156. Over the years, WFP Türkiye made a clear effort to diversify its pool of cooperating partners, in line with its evolving portfolio, particularly following the ESSN handover (Figure 15). From 2021 onwards and in line with the increased emphasis on livelihoods, the country office engaged with new private sector partners, chambers of commerce and industry, as well as local NGOs. As noted in Summary finding 9, the evaluation found that, while WFP expanded its partnerships, engagement with cooperating partners remained primarily transactional, with some, albeit limited, opportunities for meaningful participation beyond implementation. New and existing partners were engaged mainly as service providers rather than as strategic collaborators, due to fewer opportunities for their input in programme design and decision making. Strengthening dialogue and feedback mechanisms could have fostered greater partner involvement, enhancing adaptability, learning and innovation in programme delivery.

**Figure 15: Number of WFP Türkiye cooperating partners, 2018–2024**



Source: WFP. 2018–2024 Türkiye FLAs–MoUs agreements, received 21 November 2024.

#### **SQ4.3 What role have the following factors played in the ICSP and CSP implementation?**

##### **Adequacy of human resources**

**Summary finding 20:** Evaluation findings reveal that the WFP Türkiye country office struggled to align human resources with evolving programmatic needs, with a largely ad hoc approach to recruitment that lagged behind strategic demands. This was reflected in the restructuring process following the ESSN handover, which led to reallocating staff with monitoring backgrounds to livelihoods roles, resulting in mismatched skillsets and a lack of adequate retraining opportunities. This, in conjunction with the lack of strategic workforce planning, reduced staff morale and, as a consequence, operational efficiency and effectiveness.

157. The evaluation findings indicate that WFP Türkiye's human resource management has faced significant challenges in aligning staffing with organizational needs. The country office has been successful in filling many positions despite high attrition rates and the demanding nature of programmes like SES, but the overall approach to human resources has been found to be largely reactive rather than strategic. According to

<sup>188</sup> Ibid.

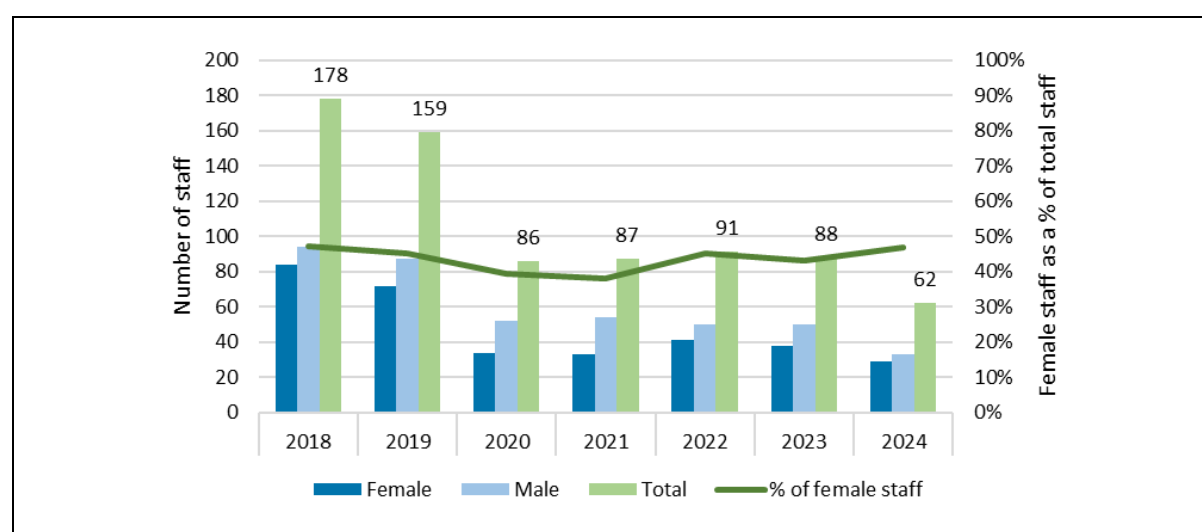
evaluation evidence, staffing often lagged behind the evolving demands of key programmes, exacerbating operational inefficiencies (Figure 16). Workforce planning lacked foresight, with insufficient anticipation of changing needs and priorities. Despite the corporate WFP Strategic Plan 2022–2025 highlighting the need to apply strategic workforce planning at the country level to ensure alignment between scale, nature and skills of workforce and operational needs,<sup>189</sup> no such framework currently exists in Türkiye.

158. Over the reference period, the country office underwent two major restructuring exercises, the first following the ESSN handover. This transition led to a significant reduction in WFP's resources and strategic position within the country, which had direct implications for human resource needs and staff morale. The office restructuring was also supposed to follow the shift towards the livelihoods programme. However, it did not sufficiently equip the office with the specialized skillsets needed for the new focus areas, such as vocational training, employment programmes, marketing, labour market integration and private sector engagement. Instead, many staff members previously engaged in monitoring tasks under the ESSN were reassigned to livelihoods roles without adequate training or capacity building to prepare them for the new responsibilities. Evaluation findings revealed that this mismatch of skills and roles, combined with a lack of emphasis on training and staff development, created significant challenges in effectively implementing the livelihoods programme. The lack of emphasis on capability development and wellness were considered by staff to be shortcomings affecting the overall HR planning process.

159. The second, most recent restructuring started in Spring 2024 to reflect further changes in the country office's setup given the organizational change that WFP is undergoing. This exercise included the closure of most field offices except the office in Gaziantep (expanded), Mersin and a remote unit in Hatay. This exercise reflected the current struggle to reposition the country office and redefine its value proposition amid the changing context in the country and changing global priorities of WFP. However, the restructuring process was also found to have negatively affected staff morale, as echoed by both internal and external stakeholders.

160. These restructuring efforts are reflected in Figure 16, which shows overall staffing figures decreasing significantly over the years, from a peak of 178 staff in 2018 to 62 staff in 2024. The largest drop occurred between 2019 (159 staff) and 2020 (86 staff), coinciding with the ESSN handover and the first restructuring. Women remained less than half of WFP Türkiye's staffing (38–47 percent) over the 2018–2024 period, while national staff remained roughly 90 percent or more of the staffing during the same period. Fixed-term contracts as a proportion of total contracts increased significantly over the years (from 33 percent in 2018 to 74 percent in 2024); however, the lack of a competitive Turkish Lira salary due to inflation and devaluation of the local currency makes it more difficult to retain staff and attract talent. This is particularly challenging in the context of the private sector paying competitive salaries in foreign currency.

**Figure 16: WFP Türkiye staffing (male/female), 2018 to September 2024**



Source: WFP. 2018–2024 Türkiye Staff List, shared by country office 11 September 2024.

<sup>189</sup> WFP. 2021. *Strategic Plan 2022–2025: Turning the tide against hunger*.

161. Coordination between the country office, RBC and headquarters to support the implementation of the earthquake response presents a mixed picture. WFP's emergency response reflected the organization's ability to rapidly mobilize resources and deliver critical support in a coordinated manner. The visibility of WFP teams, including national and RBC and headquarters has been high, and contributed to the positive profiling of WFP's coordinated effort to access the hardest-to-reach areas and most affected populations. However, feedback from internal stakeholders highlighted unclear roles and responsibilities between mission staff and the country office. Country office staff reported feeling that their local expertise and presence, particularly through field offices in the most affected areas near the epicentre, were underutilized. Some staff also noted insufficient psychological support for those directly affected. Evaluation findings point to identified gaps in WFP's corporate emergency response guidelines, particularly in effectively integrating local capacities with corporate measures.

162. Despite these findings, coordination on the earthquake response demonstrated positive results with regard to cross-cutting issues. Documents and consultations indicated particular attention to capacity building of the country office regarding cross-cutting issues, such as AAP and CFM. The so-called 'cross-cutting team' deployed during the emergency response – with expertise on conflict sensitivity, AAP, protection and equity – worked closely with programme staff, particularly those with protection in their portfolios, to build their capacities and encourage mainstreaming of protection.<sup>190</sup>

#### **Adequate availability and use of monitoring data to track progress and inform decision making**

**Summary finding 21:** *WFP Türkiye adheres to corporate monitoring and evaluation (M&E) guidelines, producing high-quality, disaggregated monitoring data with utility in understanding diverse beneficiary needs.*

163. WFP follows corporate M&E guidelines and indicators, regularly monitoring the outcomes, outputs and processes of all WFP's programmes. Collected data are disaggregated, where relevant, by sex, age, beneficiary category and, if appropriate, other sociocultural characteristics, ensuring that refugees are not treated as a homogeneous population (see SQ2.2 for analysis of M&E aspects pertaining to cross-cutting issues). However, corporate indicators do not always fit the local Turkish context and create some challenges to understand outcome-level progress (see details on limitations under section 1.4).

164. The evaluation identified some positive examples of using data to support evidence-based programming or adjustments. For instance, during the implementation of the ESSN programme, strong internal monitoring systems helped track the performance of the programme and supported constant review and adjustments during programme implementation.<sup>191</sup> Along with the monitoring systems, a variety of assessments, such as the Comprehensive Vulnerability Monitoring Exercise and PDM, informed programming and therefore strengthened the targeting criteria. The CBT transfer value was also modified to reflect the differentiation of needs according to household size, based on the findings of the monitoring reports.<sup>192</sup>

165. The evaluation found that there was a varying degree to which the livelihoods programme was steered by evidence on the needs and WFP's capacity (see EQ1). However, the implementation of the livelihoods programme was complemented by a robust monitoring system.

166. The evaluation found that WFP's knowledge management systems remain underdeveloped, particularly in terms of systematically documenting decision-making processes and underlying rationales. While institutional knowledge exists among staff and partners, the absence of a structured mechanism to capture and consolidate this information limits institutional memory, learning and continuity.

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<sup>190</sup> WFP. 2023. *Türkiye Learning Brief: Integrating Protection from the Onset*.

<sup>191</sup> WFP. 2022. *Final Evaluation Report Turkey Decentralized Evaluation: Decentralized Evaluation Report*.

<sup>192</sup> Ibid.

# 3. Conclusions, lessons learned and recommendations

167. This section presents a set of conclusions derived from the analysis of links in the chain of results and related assumptions (see Annex XII. Assessment of theory of change assumptions) in line with the evaluation's theory-based approach. The conclusions are followed by lessons learned and three recommendations with several sub-recommendations.

## 3.1 Conclusions

**Conclusion 1:** *WFP's work in Türkiye has been responsive to national priorities, providing essential support through CBT assistance to refugees and the earthquake response, but its transition to development-oriented interventions faced challenges due to inconsistent strategic and workforce planning. Limited engagement with government institutions further constrained WFP's ability to fully integrate its programmes in Türkiye's development space.*

168. WFP's work in Türkiye has been responsive to national priorities, particularly in addressing the protracted refugee crisis by providing essential support through the ESSN and camp e-voucher programmes, contributing significantly to social protection and relief efforts. The earthquake response also demonstrated WFP's added value in rapidly addressing immediate needs. WFP's interventions integrated humanitarian principles and values.

169. However, while the livelihoods and recovery programmes have been relevant to the needs of beneficiaries, several challenges hindered WFP's ability to fully leverage its comparative advantages in the development domain. WFP's engagement along the humanitarian–development nexus, moving from the refugee and earthquake responses towards development-oriented interventions, lacked a strategic progression grounded in a comprehensive understanding of WFP's internal capacities and comparative advantages in livelihoods and recovery programming. The shift into these areas was driven more by external funding opportunities than by a cohesive long-term strategy, which limited the depth and sustainability of interventions. Furthermore, limited engagement with government institutions reduced WFP's ability to align more effectively with national systems, which could have enhanced programme integration and results.

**Conclusion 2:** *WFP's humanitarian and emergency responses have proven effective in meeting immediate needs and managing crises, but its development work in livelihoods and recovery has struggled to achieve sustainable results at scale. Structural challenges, economic shocks and planning gaps have collectively limited WFP's ability to bridge the gap between emergency response and sustainable development.*

170. As reflected in WFP's approach to planning (Conclusion 1), WFP's interventions in Türkiye exhibit a distinct contrast between the effectiveness of its humanitarian and emergency response efforts and the more limited results of its development programmes, such as livelihoods and recovery initiatives.

171. WFP's refugee and emergency responses have effectively contributed to stabilized living conditions and access to essential services in a timely manner. In contrast, the development-oriented aspects of WFP's programming, such as livelihoods, technical assistance and recovery efforts, faced significant barriers that limited their long-term results. Livelihoods initiatives achieved short-term gains in employability and social cohesion, but these successes did not translate into sustainable development outcomes carried forward by national structures. Structural challenges, such as legal and social barriers for refugees, undermined the programme's capacity to foster economic self-reliance. Moreover, the above-mentioned absence of a comprehensive strategy or approach to scaling up these initiatives, combined with staff capacity limitations in operationalizing the livelihoods programme, constrained WFP's ability to sustain change and enhance economic opportunities for a significant number of beneficiaries.

172. Recovery interventions aimed at revitalizing local supply chains and markets offer a new avenue for advancing sustainable development. At this early stage, however, the programme's struggle to define its strategic direction raises the risk that the programme remains ad hoc, rather than driving meaningful and lasting development at scale.

**Conclusion 3:** *WFP's interventions in Türkiye upheld humanitarian principles and inclusion but were undermined by gaps in AAP, CFM, inclusive access and environmental sustainability. These shortcomings limited the programmes' ability to achieve lasting results.*

173. WFP's interventions in Türkiye show a commitment to humanitarian principles and inclusion, which has added value. WFP upheld impartial and needs-based assistance, yet gaps in CFM mechanisms weakened its ability to continuously engage effectively with affected populations, reducing its understanding of and responsiveness to their concerns and needs.

174. Despite notable efforts, gaps persist in mainstreaming equitable access consistently across CSP activities, limiting more lasting results. As exemplified by its CBT assistance, WFP's ambition to drive transformative change for women and men was more aspirational than practical. Its CBT assistance has not focused sufficiently on promoting women's equal access and benefit within the Turkish and refugee social settings.

175. WFP has made some good progress in disability inclusion. The introduction of the severe disability allowance in 2018 ensured that CBTs were responsive to the financial burdens of disability and marked a significant step towards accommodating the specific needs of families caring for members with disabilities. However, disability considerations have not been systematically embedded across all programmes, and there is more here still to do – for example, in livelihoods and recovery interventions. As of 2023/2024, more systematic collection and reporting of disability data to inform programming have started to emerge.

176. The lack of integration of environmental considerations across WFP's programmes until 2024 led to an approach that largely overlooked the environmental dimension. Advancements were made in utilization of the Environmental and Social Safeguards screening tools for FLAs and refugee programmes from 2024 onwards. However, the environmental implications of various interventions in livelihoods, emergency response and recovery remain not systematically addressed, which is a significant shortcoming.

**Conclusion 4:** *WFP effectively utilized flexible donor funding and advance financing to sustain operations during the ESSN and earthquake responses. However, the absence of a clear resource mobilization strategy, combined with reliance on short-term funding and resource-intensive interventions, particularly in livelihoods and recovery programmes, limited cost-efficiency and scalability of interventions.*

177. WFP benefited from flexible donor funding and advance financing to support the continuity of its operations, although this influx was largely driven by the ESSN and earthquake programming rather than by strategic resource mobilization. Without this emergency-driven funding, the continuity of operations would have faced significant challenges. In addition, in Türkiye, an upper-middle-income country, development-oriented donors often prefer partners with lower or negotiable overhead rates. WFP's fixed indirect support cost rate limits its flexibility in this regard, potentially affecting its competitiveness for funding in such contexts.

178. The absence of an elaborated resource mobilization strategy or approach, combined with the very low profile that WFP maintained over the reference period, as well as the turnover of senior management, hindered its ability to plan for long-term needs and communicate a coherent strategy. This resulted in WFP's reliance on an opportunistic approach post-ESSN handover, which limited its effectiveness in maintaining funding continuity and the development of a cohesive, long-term strategic approach for more sustainable interventions across WFP's portfolio.

179. WFP's CBT assistance remained efficient in targeting and delivery, with timely adjustments to address challenges such as the Turkish Lira depreciation and inflation. The earthquake response, which attracted significant funding through the Earthquake Appeal, also demonstrated strong cost-efficiency, benefiting from WFP's field presence, rapid mobilization and partnerships with other actors, all of which facilitated the delivery of results.

180. In contrast, the cost-efficiency of the livelihoods programme has been low, being burdened by resource-intensive interventions, high per-beneficiary costs and scalability concerns. While support was beneficial for targeted individuals, the programme's limited broader impact raises questions about its overall cost-

efficiency and cost-effectiveness in comparison with other WFP avenues of support. Similarly, the setup of the recovery programme, where initial resource allocation and planning lacked a clear strategy, was not favourable to cost-efficiency and the potential to generate sustainable outcomes at scale.

**Conclusion 5:** *WFP's partnerships contributed to programme delivery, but a lack of strategic engagement, low visibility and inconsistent coordination undermined its ability to fully leverage partnerships and optimize efficiency for a more effective programme implementation.*

181. Some WFP's partnerships produced strong results, such as those with TRC, ISKUR and the chambers of commerce and industry, helping to enhance programme delivery. However, WFP's generally low profile in the country weakened its positioning with the government and donor community and limited opportunities for joint actions and constructive feedback loops. This was further compounded by the absence of a more deliberate partnership strategy, which would solidify and strengthen WFP's position in the country. Additionally, inconsistent participation in United Nations coordination structures led to unnecessary duplication and inefficiencies that could have been avoided.

## 3.2 Lessons learned

182. This section presents lessons learned from WFP Türkiye's experiences, offering insights applicable to the Turkish and other country contexts. By examining both successes and failures, these lessons aim to inform alternative approaches for designing and implementing effective and sustainable programmes in diverse settings.

183. To achieve meaningful and sustainable outcomes in resource-constrained settings, programmes should adopt strategies that maximize results by leveraging partnerships, integrating complementary interventions and prioritizing multisectoral solutions. WFP's experience in Türkiye's livelihoods and earthquake recovery programmes, which effectively supported individual beneficiaries but failed to achieve systemic changes due to limited funding, partnerships and alignment with developmental frameworks, highlights the importance of fostering collaboration and ensuring that internal programmes mutually reinforce one another while synergizing with or leveraging external networks and initiatives. Future programmes and country operations can benefit from approaches that pool resources, engage diverse stakeholders and integrate complementary strengths. Investing in such practices offers a potential to drive systemic solutions, contributing to transformative and sustainable results in livelihoods and recovery efforts.

184. Economic competition between host communities and refugees can often intensify social tensions, making it critical to design livelihoods programmes that emphasize shared goals and mutual benefits. WFP's experience demonstrated that initiatives such as joint vocational training, collaborative business ventures and community-based value chain development create opportunities for host and refugee communities to work together around common objectives. This collaboration fosters meaningful interaction and strengthens mutual understanding. Not only do they support economic empowerment but they also promote social cohesion and community resilience, offering a practical approach to fostering integration in contexts of protracted displacement.

185. Humanitarian cash transfer programmes are most effective when they integrate from the outset measures to address women's specific needs. Experience from the ESSN and camp e-voucher programmes in Türkiye revealed that the absence of a differentiated approach to tackling the specific needs of women and men limited opportunities to enhance women's autonomy and decision making within households. If WFP were to continue to implement cash transfer programmes in the future, it should advocate for including analyses of the specific needs of women and men during the design phase and consult beneficiaries on the specific needs of women and men, as well as incorporate mechanisms such as personalized registration options. Regular monitoring should also track outcomes for women and men to ensure that these measures contribute meaningfully to women's empowerment.

186. Embedding relevant humanitarian programmes within available national social protection systems can enhance scalability, efficiency and sustainability. It can also prevent the emergence of parallel systems, contribute to strengthening the capacity of the national system, and promote sustainability of the developed approaches. In Türkiye, WFP's integration of the ESSN into existing government structures, such as the Ministry of Family and Social Services and the integrated social assistance service information system, ensured efficient and consistent processing of applications nationwide. Leveraging the Social Assistance and Solidarity Foundations to vet and manage applications meant operations could be streamlined, enabling rapid programme expansion. This experience highlights the importance of aligning humanitarian efforts with



national systems, not only for reasons of practicality but also as a strategy to enhance accessibility and long-term programme sustainability.

187. The proactive integration of protection into cash-based assistance programmes enhances their capacity to identify and address vulnerabilities among beneficiaries. The WFP's ESSN programme effectively utilized household visits to detect protection risks and facilitate referrals, while its e-voucher programme faced limitations. Reliance on limited staff capacity and enumerator referrals, coupled with gaps and inconsistencies in AAP and CFM, weakened the ability to comprehensively address protection concerns. WFP outsourced CFM systems to partners, which resulted in limited insights into protection data and feedback, and potential inconsistencies in how feedback was collected, analysed and acted upon. This restricted WFP's ability to fully monitor, analyse and address emerging protection concerns and trends across programme areas. Future WFP programmes should maintain stronger oversight and integration of protection and feedback systems, even when working through partners. This includes establishing standardized processes for data collection, analysis and reporting, along with mechanisms for WFP to directly access and utilize protection and feedback data to guide programme adjustments and responses. By doing so, WFP can ensure consistent and comprehensive safeguarding of beneficiaries and response to their needs.

188. Partnerships are most effective for emergency responses when they leverage the unique strengths of each stakeholder. In Türkiye, WFP's relationships with national institutions and private companies facilitated not only access to earthquake-affected areas but also the rapid mobilization of resources. Importantly, the private sector's immediate deployment of resources demonstrated how businesses can complement humanitarian efforts by filling critical gaps, such as logistical support and resource provision, highlighting the value of engaging businesses as active contributors to humanitarian efforts. Future emergency preparedness efforts should focus on fostering partnerships that integrate diverse capacities, ensuring a more comprehensive and effective response.

189. For the politically sensitive and socially diverse context of Türkiye, the M&E system has not sufficiently supported the achievement of results for beneficiaries with diverse needs. WFP's experience in Türkiye under programmes like the ESSN and livelihoods demonstrated strong data collection practices, yet gaps remained in leveraging these data to shape interventions that address or advocate for the specific needs of men and women. For example, while monitoring systems informed programme adjustments such as targeting criteria, they were less effective in ensuring WFP's programmes meaningfully advanced equitable access and longer-term outcomes across populations with diverse needs.

190. Balancing WFP's fixed cost structure with donor preferences for flexible overhead rates is essential to remain competitive and secure funding in development-focused settings. In an upper-middle-income country, development-focused activities and resource mobilization opportunities are influenced by donor preferences for lower or flexible overhead rates. Despite WFP's fixed indirect support cost rate of 6.5 percent, which limited its competitiveness in certain instances, WFP successfully maintained sound resources. This situation highlights the challenges of operating in development settings where donor priorities may not align with WFP's funding model, offering a valuable lesson for future programmes or similar country operations on the importance of balancing fixed cost structures with proactive and strategic donor engagement.



### 3.3 Recommendations

191. All recommendations are underpinned by the assumption that a new CSP would be developed and need to have reliable multi-year funding, which would enable a more robust and clearer strategic focus. Recommendations are directed mainly to the WFP country office, but with contributions by WFP headquarters and RBC. Annex XIII provides a mapping of the findings, conclusions and recommendations.

**Table 4: Recommendations**

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<b>Recommendation 1. Strategically reposition WFP in Türkiye, considering WFP's recognized global comparative advantages, and – in a context of low funding levels – establish contingency plans to ensure programme viability, including through the development of strategic partnerships.</b>	Strategic	Country office	Middle East, Northern Africa and Eastern Europe Regional Office (MENAEEERO)	High	Fourth quarter 2025
<b>1.1 Consolidate WFP's value proposition when developing the new CSP.</b> Focus on a smaller number of high-impact interventions where WFP offers unique value, notably in the areas of refugee assistance, community resilience, and emergency preparedness and response.	Operational	Country office	MENAEEERO	High	Third quarter 2025
<b>1.2 Develop strategic partnerships, communication strategies and a knowledge management system.</b> WFP should implement a comprehensive partnership and communication strategy, framed by the CSP, to solidify its position in the country and guide engagement with key stakeholders including government entities, United Nations partners, donors, local non-governmental partners and private sector actors. WFP should also develop a knowledge management system to retain institutional memory.	Operational	Country office	MENAEEERO	High	First quarter 2026
<b>1.3 Identify a minimum viable funding level to maintain core operations in Türkiye.</b> Draft a resource mobilization strategy aimed at securing funding from diverse funding sources to support a coherent CSP, ideally as part of the CSP development process. This should include contingency implementation models (e.g. regional cost-sharing mechanisms supported by MENAEEERO and WFP headquarters, or other models) to ensure programme continuity throughout the CSP period. By combining funding diversification and adaptable implementation structures, WFP can sustain operations effectively, even under financial constraints.	Operational	Country office	MENAEEERO	High	Third quarter 2025

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<b>1.4 Develop and implement a strategic staffing plan</b> to align human resources with the operational needs of the CSP, thereby ensuring adequate capacity and expertise for effective implementation.	Operational	Country office	MENAEERO	High	Third quarter 2025
<b>1.5 Strengthen equitable access to programmes through targeted, data-driven approaches and closer engagement with beneficiaries through mechanisms for accountability to affected people and community feedback.</b> WFP should leverage data disaggregated by population group, beneficiary type and disability status to design programmes that benefit target groups with diverse needs. WFP should also embed protection and measures relating to accountability to affected people to ensure that beneficiary views are heard and acted upon and that no one is left behind.	Strategic	Country office	MENAEERO	High	From the third quarter 2025 onwards
<b>Recommendation 2. In line with national priorities, develop a strategic framework (covering intervention logic, monitoring, partnership engagement, and environmental considerations) to strengthen community resilience.</b>	Thematic	Country office	MENAEERO	High	First quarter 2026
<b>2.1 Draft a clear intervention logic with a robust monitoring system to define expected results</b> and outline how to reach them. Closely reflecting the intervention logic, the monitoring system will allow for an assessment of the effectiveness of resilience-building activities, tracking both short- and long-term results.	Operational	Country office	MENAEERO	High	First quarter 2026
<b>2.2 Deepen engagement</b> with local governments, communities, cooperating partners and other relevant stakeholders to build ownership, help align WFP's activities with local needs and ensure sustainability beyond the intervention.	Operational	Country office	MENAEERO	High	From the first quarter 2026 onwards
<b>2.3 Ensure that environmental considerations are systematically integrated into the design, implementation and monitoring of local resilience-building activities.</b> This includes strengthening mitigation measures identified in environmental screenings, embedding best practices in relation to sustainability (e.g. climate-smart agriculture and eco-friendly supply chain approaches), and enhancing monitoring frameworks to track environmental outcomes throughout project implementation.	Operational	Country office	MENAEERO	Medium	From the first quarter 2026 onwards
<b>Recommendation 3. Support the Government's efforts to enhance emergency preparedness and response capacity in areas prone to shocks and stressors, particularly at the subnational level.</b>	Thematic	Country office	MENAEERO, WFP headquarters	High	From the third quarter 2025 onwards
<b>3.1 Assess government interest in WFP's support for emergency preparedness and response to determine areas where WFP can add value.</b> Engage in discussions with	Operational	Country office	MENAEERO	High	Third quarter 2025

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
national and local authorities to understand emergency preparedness and response priorities in areas prone to shocks and stressors – particularly at the subnational level – and explore potential roles for WFP within the existing emergency preparedness and response framework.					
<b>3.2 Strengthen WFP's capacity to support local and national readiness and response</b> by ensuring that expertise in emergency preparedness and response, community resilience and capacity development is in place and strategically positioned at the national and provincial levels, focusing on areas where WFP has an active operational presence and established partnerships.	Operational	Country office	MENAEERO	High	Third quarter 2025

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