

Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya

Key results:

- More than 256,000 refugees in the Kakuma refugee hosting area receive cash-based food assistance
- Improved food security status for refugee households in the Kakuma refugee hosting area

Justification for support:

As of June 2025, Kenya was host to 854,876 registered asylum seekers and refugees, who in large part are dependent on the provision of food assistance provided by the World Food programme (WFP). Over 300,000 refugees reside in the Kakuma refugee hosting area (Kakuma refugee camp and the Kalobeyei Settlement), where the Danish flagship programme Inclusive Refugee Responses (IRR) is under implementation. Humanitarian funding cuts this year have severely impacted WFP's response capacity, occasioning a reduction in food rations provided (in June and July 2025 down to 30% of the Minimum Food Basket). This has led to increased food insecurity, malnutrition cases, a rise in crime, and protests that have turned violent, causing partners on several occasions to limit their operations in Kakuma.

This project will deliver on a humanitarian intervention under the IRR and reflects an adaptive management of the Programme in light of the decline in funding available to WFP for humanitarian support. In line with the IRR's nexus approach, the provision of food assistance is intended as a necessary and complementary support to the more development-oriented activities under IRR. It will contribute to advancing IRR by upholding stability and an enabling operating context for implementing partners in Kakuma and safeguarding resilience gains made by IRR.

Major risks and challenges:

- Political or regulatory changes which could negatively impact refugees, refugee policy implementation, or operations.
- Increase in food prices and inflation affecting the minimum expenditure basket and purchasing power for beneficiaries.
- Increased insecurity in the area may have a negative impact on operations, staff, partners and beneficiaries.

File No.	25/24489				
Country	Kenya				
Responsible Unit	Danish Embassy in Nairobi				
Sector	Food security				
Partner	World Food Programme (WFP) Kenya				
DKK million	2025	2026	Total		
Commitment	40		40		
Projected disbursement	20	20	40		
Duration	12 months				
Previous grants	This is the first grant to WFP Kenya				
Finance Act code	06.32.10.16				
Head of unit	Stephan Schønemann				
Desk officer	Milkah Nyambura Chege				
Reviewed by CFO	YES: Jesper Clausen				
Relevant SDGs [Maximum 1 – highlight with grey]					
 No Poverty	 No Hunger	 Good Health,	 Quality Education	 Gender Equality	 Clean Water,
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	

Strategic objectives [for projects under a Country Strategic Framework]

The objective of this project is to safeguard the lives, dignity and food security of vulnerable refugee populations in Kakuma refugee camp and Kalobeyei settlement through cash-based transfers and cash voucher support. By enabling refugee households to meet their food and nutrition needs with autonomy, flexibility, and dignity, the project contributes to improved wellbeing, enhanced self-reliance, and an enabling environment for the implementation of the IRRP. The IRRP aims at enhancing self-reliance, resilience, and long-term stability for refugees and host communities in especially Turkana County by supporting Kenya's national and locally led development efforts to improve access to inclusive basic social services, thereby contributing to a reduction in inequality and poverty.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

WFP provides life-saving General Food Assistance (GFA) to refugees and asylum seekers in Kenya. Based on the Multilateral Performance Network (MOPAN) Assessment of WFP published in June 2024, WFP demonstrates a unique capacity for humanitarian response, exercising a clear leadership role in the humanitarian community. WFP was also recognised as having a strong internal culture of transparency and accountability.

Summary:

The project will support provision of monthly Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to 256,526 refugees in the Kakuma refugee hosting area (Kakuma refugee camp and Kalobeyei settlement) covering a period of four months. The level of assistance will be between 20 % and 60 % of the Minimum Food Basket based on a vulnerability assessment of the refugee households in the area.

Budget (engagement as defined in FMI):

Cash-based food assistance to refugees in Kakuma refugee camp and Kalobeyei Settlement	37,558,685
Indirect support cost (6.5%)	2,441,315
Total	40,000,000

‘Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya’

1. Introduction

This Project document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the project **“Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya”**, as agreed between the parties: The World Food programme (WFP), Kenya Country office, and the Danish Embassy in Nairobi.

The Project document is an annex to the legal bilateral agreement with the implementing partner and constitutes an integral part hereof together with the documentation specified below. “The Documentation” refers to the Project documents including supporting annexes. The project will be part of the [Inclusive Refugee Response Programme](#) (IRRP).

2. Context, strategic considerations, rationale and justification

Context

As of June 2025, Kenya continues to shoulder a significant humanitarian burden, hosting 854,876¹ registered asylum seekers and refugees. The numbers in the Kakuma refugee hosting area, which includes Kakuma refugee camp and the adjacent Kalobeyei settlement, stood at 308,415 (July 2025)². The number has been steadily rising in the past few years due to high birth rates and a continued influx of refugees caused by protracted conflicts, climate-induced shocks and food insecurity in neighbouring countries – primarily Somalia, South Sudan, and the Great Lakes Region.

About eighty five percent³ of the refugee population in Kenya resides in camps with very limited freedom of movement. They depend heavily on humanitarian food assistance as the main source of sustenance. WFP Kenya is mandated to provide food assistance to refugees in the camps, supporting over two-thirds of the population in Kakuma and Kalobeyei⁴.

Humanitarian funding cuts are severely impacting WFP’s response capacity. As a result, WFP in June 2025 reduced rations to a mere thirty percent of the Minimum Food Basket (MFB), from an already low level of forty percent of a full MFB, valued at KES 2,650 per person per month. With the said ration cut, all cash-based assistance was suspended, leaving only limited in-kind food assistance, consisting of 102g of rice, 50g of pulses, and 35g of vegetable oil per person per day. This reduced ration provides only 847 kilocalories per person per day, meeting just 40 percent of the minimum daily requirement of 2,100 kilocalories needed for survival. While this diet provides some sustenance, it will not prevent nutritional deficiencies. In August 2025 WFP rolled out a Differentiated Assistance Framework (DA) which shifts food distribution from a status-based model to a vulnerability-based model. The DA Framework targets 60 % of the MFB for Category 1 households (extremely vulnerable), 40 % of the MFB for Category 2 households (with limited ability to meet basic needs) and 20 % of the MFB for Category 3 households (partially self-reliant refugees). While WFP were only able to distribute 40 % and 20 % of the MFB, for Categories 1 and 2, respectively, in August and September 2025, new funding has allowed to increase food distribution to 55 % of the MFB for Category 1, 35 % of the MFB for Category 2 and 20 % of the MFB for Category 3 from

¹ [Country - Kenya](#)

² <https://www.unhcr.org/ke/media/kenya-statistics-package-31-july-2025-0>

³ [Kenya statistics package - 30 June 2025 | UNHCR Kenya](#)

⁴ In the refugee operation in Kenya, WFP has been providing refugees with unconditional food and nutrition assistance through cash and food transfers, while increasing self-reliance through approaches including livelihoods diversification.

October 2025. However, this still falls short of the targets for the DA Framework and with current funding outlooks, WFP will only be able to sustain said levels until February 2026.

It is notable that WFP last provided a full minimum food basket (MFB) in Kenya in 2018. The requested support from Denmark is critical in contributing to efforts to restore predictable and dignified food assistance, particularly through cash-based transfers (CBT) and Commodity voucher support (CVS), modalities that empower refugees with choice and dignity, supports local markets, and strengthens the humanitarian-development nexus.

Preliminary findings from WFP Kenya Country Strategy Plan Annual Outcome Monitoring (2025) indicate that sixty seven percent of refugee households are food insecure, with the share of households eating one meal or less per day increasing⁵. This has led to an increase in the cases of severe malnutrition which is overwhelming the capacities of health facilities⁶ in the refugee camps, which are also affected by severe funding cuts, as persons of concern seek medical treatment for nutrition-deficiency related illnesses. Additionally, water shortages reported within the camps have led to disease outbreaks, including cholera, acute watery diarrhea and respiratory infections further aggravating the nutrition situation for the refugee population. The drastic ration cuts are a further blow to a refugee population that has already been exhibiting deteriorating nutrition indicators due to the gradual but consistent reduction in food assistance since 2018 as evidenced from the 2021 Standardized Expanded Nutrition Survey.

In order to fulfill their food needs, over sixty percent of refugees are resorting to negative coping strategies such as selling essential assets, child labour, and early marriage. These harmful adaptations disproportionately affect women and girls, undermining their immediate well-being and long-term prospects for socio-economic advancement. Economically, the halting of the cash transfers has seen the collapse of informal coping mechanisms such as credit access and local market systems in Turkana West Sub County. Further, there has been a rise in crime, protests and reported incidences of use of force by police in quelling the protests⁷ in the Kakuma-Kalobeyei areas. This has on several occasions caused partners to halt operations and limit staff movement, impacting service delivery more broadly.

The aforementioned changes in the context of refugee hosting in Kenya are taking place at the same time, as the Government of Kenya is planning its roll-out of the Shirika Plan. The plan aims to foster socioeconomic inclusion of refugees and host communities, seeking to harmonize service delivery under a government-led model and foster enhanced self-reliance and resilience for both populations, in line with the Comprehensive Refugee Response Framework (CRRF). The momentum for implementing a sustainable and more development-oriented approach to the displacement situation in Kenya is challenged by the funding cuts, in particular the critical cuts in food assistance.

Rationale and justification

The project will provide monthly Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to 256,526 refugees in Kakuma refugee camp and Kalobeyei settlement. Refugees residing in Kalobeyei have received food assistance through cash-based transfers from when it was established in 2016, but this was halted in June 2025 when food assistance was provided in-kind owing to a lack of funds to support cash transfers. This project will restore and sustain cash-based support in Kalobeyei. In Kakuma, refugees receive a hybrid of electronic vouchers and in-kind assistance based on available resources. This support will sustain flexibility and coverage.

⁵ [Cut to the bone: The cost of ration cuts and delivery delays in Kenya's refugee camps](#)

⁶ Health facilities are reporting an increase in admission of severely malnourished children with medical complications to over 300 percent of the bed capacity.

⁷ [Kenya - Humanitarian situation in refugee camps \(DG ECHO, DRC\) \(ECHO Daily Flash of 29 July 2025\) - Kenya | ReliefWeb](#)

This project will deliver on a humanitarian intervention under the IRRP and reflects an adaptive management of the Programme in light of the decline in funding available to WFP for humanitarian support.

The IRRP, currently under implementation, is a Danish flagship programme that contributes to the Shirika Plan by supporting a transition away from humanitarian service delivery to Government-led inclusive service delivery in the health, education and water sectors, while at the same time supporting the self-reliance of refugee and host communities in the Kakuma refugee-hosting area. The IRRP is a humanitarian-development-nexus programme that strives to work strategically to meet both short-term and long-term needs to address key development challenges in the refugee hosting area. Current projects in the programme apply a nexus approach, combining continued humanitarian service delivery in key sectors, while working towards transitioning those services to relevant Government authorities. The nexus approach recognizes the need for a phased approach to transition that avoids an abrupt disruption of services, which can exacerbate vulnerabilities and instability, thus jeopardising the transition to development-oriented, sustainable approaches.

In line with the nexus approach and the maxim of “as humanitarian as necessary, as development-oriented as possible”, the provision of Cash-Based Transfers and Cash Voucher Assistance, in the Kakuma refugee camp and Kalobeyei settlement is intended as a necessary and complementary support to the general and more development-oriented activities under the IRRP. It will contribute to advancing IRRP and implementation of the Shirika Plan by:

- Upholding stability and an enabling operating context for implementing partners by minimizing instances of tensions and violence, that otherwise has caused implementing partners under the IRRP to halt day-to-day activity implementation on several occasions.
- Safeguarding gains by IRRP and other donor-funded support in Kakuma-Kalobeyei. Cuts in food assistance at a time when viable alternatives for self-reliance activities for refugees are largely absent has a negative impact across the areas in which IRRP delivers support: It negatively impacts the health of the population, placing a larger burden on the already overstretched capacity of health clinics supported under IRRP. Negative coping mechanisms impact education and learning outcomes. Reduction in cash-based assistance negatively impacts markets and self-reliance mechanisms supported under IRRP, incl. community savings.
- Keeping prerequisites for a responsible transition in place: The IRRP was designed based on an assumption that a gradual government takeover in service provision and a building of greater self-reliance among refugee and host communities would take place in a context where the basic needs of host community and refugees were met, including food needs. Without a minimum existence foundation, capacities of systems as well as communities will be significantly reduced in terms of enabling a responsible transition to a more sustainable approach in Kakuma-Kalobeyei.

The project will support the implementation of particularly SDG 2 (Zero hunger), and SDG 3 (Good Health/Wellbeing).

Strategic considerations

The contribution is in line with the overall objective of the IRRP and supports the implementation of Denmark's Strategy for Development Cooperation, 'A Changing World - Partnerships in Development', which sets out an ambition for integration between humanitarian and long-term development efforts. The project also delivers on the objectives of the ongoing Denmark-Kenya Partnership Programme 2021-2025.

In line with Danish MFA principles on partnership, the project complements and feeds into GoK policies, processes and efforts to address the needs of refugees and host communities specifically the call for burden-sharing outlined in the Kenya Comprehensive Refugee Response Framework (CRRF).

3. Project Objective

The objective of this project is to safeguard the lives, dignity and food security of vulnerable refugee populations in Kakuma refugee camp and Kalobeyei settlement through cash-based transfers and cash voucher support. By enabling refugee households to meet their food and nutrition needs with autonomy, flexibility, and dignity, the project contributes to improved wellbeing, enhanced self-reliance, and an enabling environment for the implementation of the IRRP.

4. Summary of the results framework

This project will contribute to the implementation of WFP Kenya's Country Strategic Plan (CSP 2023–2027), particularly Strategic Objective 1: ensuring refugees, asylum seekers, and other vulnerable populations have access to adequate food and nutrition. The CSP is annexed to this project document.

The project will provide monthly Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to 256,526 refugees in Kakuma refugee camp and Kalobeyei settlement, with each modality covering four monthly distribution cycles within the 12-month project period. This model allows flexibility for WFP to manage their pipeline of in-kind and funding contributions in the most efficient way and ensure consistency of food distribution to the refugee population, given the level of unpredictability and different donor requirements (e.g., in terms of timeline for implementation) related to other contributions to WFP's food assistance in Kenya.

Project progress will be measured through the WFP's monitoring framework focusing on a limited number of key outcome(s) and corresponding outputs and their associated indicators. The summary below presents the key aspects of the project (more information available under Annex 3).

Project Title	Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya.		
Outcome	Refugees, asylum seekers and food-insecure populations in emergency contexts in Kenya have equitable access to adequate, safe and nutritious food and inclusive, gender-responsive and nutrition-sensitive pathways to self-reliance by 2026.		
Outcome indicator	<p>Outcome Indicator: Percentage of households in Kakuma refugee camp and Kalobeyei settlement, with an acceptable Food Consumption Score (FCS).</p> <p>Definition: Food Consumption Score (FCS) is a composite proxy indicator that measures dietary diversity, food frequency, and relative nutritional importance of different food groups consumed by a household. It serves as a reliable indicator of a household's access to food and overall food security status.</p> <p>Intended Change: Through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA), WFP aims to reduce the proportion of households falling under the "poor" and "borderline" FCS categories, progressively pushing them towards achieving acceptable food consumption levels.</p> <p>Means of Verification: WFP Outcome Monitoring Report – 2026.</p>		
Baseline	Year - 2025	Kakuma: 44.7%; Kalobeyei: 17.6%	112,420 (Kakuma: 98,340; and Kalobeyei: 14,080) refugees in Kakuma refugee camp and the Kalobeyei settlement have an Acceptable Food Consumption Score (2025) Reference: WFP Kenya CSP Annual Outcome Monitoring Report, 2025.
Target	Year - 2026	Kakuma: 50%; Kalobeyei: 21%	126,800 (Kakuma: 110,000; and Kalobeyei: 16,800) of refugees in Kakuma refugee camp and the Kalobeyei settlement have an Acceptable Food Consumption Score (2026)). Reference: WFP Kenya CSP Annual Outcome Monitoring Report, 2026.

5. Inputs/budget

The project budget is outlined below, with planned expenditures to cover four months of assistance within the 12-month award period. Further details are contained in Annex 5. Output-Based Budget Breakdown Summary A: This contribution will run for 12 months from when the contribution is received. Expected date is November 2025-November 2026.

Column	A	B	C (A+B)	D	E (C+D)	F 8.5% *E	G (E+F)	H 6.5% *G	I
TYPE	CBT & CV Value (USD & DKK)	Transfer Cost (USD & DKK)	Total Transfer (USD & DKK))	Implementation Cost (USD & DKK))	Direct operating cost (USD & DKK))	Direct support costs (USD & DKK))	Total Direct Cost (USD & DKK))	Indirect support cost at 6.5% (USD & DKK))	Total Costs (USD& DKK))
Food assistance to 42,719 refugees through Cash Transfer to bank accounts for four months of assistance within the 12-month award period' to adult beneficiaries who have bank accounts(USD)	1,202,072	50,247	1,252,319	150,904	1,403,224	119,274	1,522,498	98,962	1,621,460
Food assistance to 42,719 refugees through Cash Transfer to bank accounts four months of assistance within the 12-month award period to adult beneficiaries who have bank accounts(DKK)	7,722,183	322,790	8,044,972	969,416	9,014,395	766,223	9,780,619	635,738	10,416,356
Cash Voucher Assistance to 213,807 refugees for four months of assistance within the 12-month award period' targeting child-headed households in Kalobeyei settlement, who do not have bank accounts and refugees in Kakuma refugee camp(USD)	3,457,588	144,527	3,602,115	434,055	4,036,170	343,074	4,379,244	284,651	4,663,895
Cash Voucher Assistance to 213,807 refugees four months of assistance within the 12-month award period' targeting child-headed households in Kalobeyei settlement, who do not have bank accounts and refugees in Kakuma refugee camp(DKK)	22,211,753	928,450	23,140,203	2,788,395	25,928,598	2,203,928	28,132,526	1,828,615	29,961,141
Total CBT & Cash Voucher Cost (USD):	4,654,078	194,774	4,854,434	584,959	5,439,393	462,348	5,901,742	383,613	6,285,355
Total CBT & Cash Voucher Cost (DKK):	29,654,078	1,239,540	30,893,619	3,722,681	34,616,300	2,942,385	37,558,685	2,441,315	40,000,000

6. Institutional and Management arrangement (*)

The Implementation of activities under this project proposal will fall under the overall responsibility and accountability of the WFP Country Office in Kenya. The management will ensure timely reporting, adaptive programming, accountability, and transparency. The WFP staff will be responsible for monitoring and overseeing all field activities. The WFP MOPAN assessment is provided under Annex 2.

WFP will adhere to the reporting calendar below taking into consideration the project duration of 12 months from November 2025 to November 2026 through two disbursements:

Report Type	Frequency	Period Covered	Submission Deadline
Semi-annual narrative report	One-time	6 months (from when funding is received)	1 April 2026.
Uncertified financial report 2026– before the second disbursement	Annual	November 2025 - April 2026	15 May 2026
Annual Country Report 2026– includes the certified financial reports	Annual	November 2025- December 2025	April 2026**
Final narrative report	One-time	1 year	90 days after project completion
Annual Country Report 2027– includes the certified financial reports		January - September 2026	April 2027**

The Embassy of Denmark in Nairobi shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project.

After the termination of the project support, the Embassy of Denmark in Nairobi reserves the right to carry out evaluations in accordance with this article.

6. Financial Management, planning and reporting

Partner procedures pertaining to financial management:

WFP's financial process encompasses resource allocation, budgeting, financial oversight, and accountability to ensure effective delivery of assistance. The process involves financial regulations, rules, and systems that support operations and provide transparency and efficiency.

WFP and MFA Denmark will strive for full alignment of the Danish support to WFP rules and procedures, while respecting sound international principles for financial management and reporting.

The funds will be managed in accordance with the financial rules for Voluntary Funds administered by the WFP representation, applicable UN Financial Regulations and WFP's practices and procedures (the "Financial Rules") and in accordance with the applicable requirements of the Section on Accounting in the General Guidelines for Accounting and Auditing of Grants channelled through Multilateral Organizations.

In line with WFP Policies, the Grant is subject to 6.5%⁸ Indirect Support Costs (ISC) and 8.50% Direct Support costs (DSC)⁹. The application of Indirect Support Costs (ISC) at a standard rate of 6.5% is both necessary and standard practice for multilateral organisations while the Direct Support Cost (DSC) rate for WFP Kenya's Country Portfolio Budget (CPB) is set at 8.5% for the year 2025. This rate, applied to all programme contributions across all activities under CPB, is designed to ensure the full recovery of costs required to support efficiently implementing activities. The DSC rate undergoes a rigorous WFP internal review process each year and when revised. The detail costs and the rate as part of overall Portfolio Budget is examined and endorsed by the WFP Regional Office and approved at WFP Headquarters following an in-depth cost analysis to ensure the highest level of efficiency and alignment with WFP's financial framework and policies.

WFP transfer values and approaches are applicable to all donors at the same percentage/rates.

The funding from Denmark shall enable **Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to 256,526 Refugees in Kakuma Refugee Camp and Kalobeyei Settlement. This will cover** four months of support, within the 12-month project period. WFP requests two disbursements of Denmark's allocation. The first disbursement from the Danish Embassy will be made after the contract has been signed and will be based on a transfer request from the WFP. The second disbursement will be made on the basis of a transfer request from WFP and is subject to WFP's submission of the uncertified financial reports that show actual expenditure against the approved project budget, and the submission of an updated budget and workplan

Financial reporting

WFP is responsible for delivering proper financial reporting to MFA Denmark. Annual results will feature in WFP's standard corporate reporting requirements (i.e., Annual Country Reports - ACRs¹⁰) which will also include the certified financial reports.

7. Risk Management (Annex 4)

WFP Kenya has conducted a comprehensive risk assessment to ensure that all contextual, programmatic, and institutional risks are identified and addressed proactively. The risk matrix is attached as annex 4 and a few risks, actions taken/planned are highlighted below;

Fraud Risk Matrix and Controls: A comprehensive fraud risk matrix has been developed for WFP KECO cash-based interventions, detailing risk scenarios and corresponding controls. This includes segregation of duties, automated reconciliation systems, and real-time monitoring dashboards.

Digital Accountability Systems: WFP Kenya uses secure digital platforms such as CTM and SurePay to manage disbursements. These systems ensure traceability, prevent manipulation of payment lists, and allow for automated verification of beneficiary data.

Spot Checks and Self-Assessments: Regular spot checks and internal self-assessments are conducted to identify gaps and strengthen internal controls. These are complemented by due diligence reviews of vendors and cooperating partners.

⁸ The rate of 6.5% rate is approved by the WFP Executive Board and aims to promote transparency and cost-efficiency while preserving the integrity of WFP's global operations. This rate is consistently applied across all contributions globally.

⁹ The DSC, at 8.5% covers a comprehensive range of Country Management and support services, e.g., WFP Kenya management, Enabling Services (such as finance, Admin, procurement, IT, compliance, office operations), monitoring and evaluation (M&E), and beneficiary management. The approved DSC rate is subject to annual review and may be adjusted any time as required, based on the outcome of budget efficiency analyses.

¹⁰ The Annual Country Report (ACR) is an annual Country Strategic Plan (CSP) performance report prepared by WFP country offices worldwide. As per Executive Board agreement, the ACR is the standard reporting tool to inform donors on how the resources donated to WFP have been used to achieve results, during the reporting year. The ACRs contribute to WFP's annual corporate statistics and Annual Performance Report and serve as a repository of institutional knowledge. The ACR is distributed to donors and published on wfp.org for public access.

Rapid Reporting and Escalation Protocols: WFP Kenya adheres to a strict 48-hour reporting window for any suspected fraud or aid diversion cases to OIGI. This ensures timely investigation and resolution.

Partner Vetting and AFAC Compliance: All cooperating partners are vetted for compliance with WFP's Anti-Fraud and Anti-Corruption (AFAC) policy. Training and awareness sessions are routinely conducted to reinforce zero tolerance for fraud and corruption⁵.

Scenario-Based Disbursement Planning: In terms of disbursements, WFP Kenya has already developed contingency scenarios options—based on funding availability and risk thresholds. These scenarios are reviewed regularly and can be activated if risk levels change.

WFP will keep the Embassy of Denmark updated on developments in the risk framework, including mitigating measures through semi-annual progress reporting.

8. Closure

WFP will ensure full accountability and closure of this specific contribution from Denmark, in line with donor requirements and WFP internal protocols.

The exit strategy for the cash-based transfer assistance will be implemented through the Differentiated assistance (DA) approach currently being rolled out in Kenya's refugee camps and settlement. This approach tailors/prioritises the level of food assistance based on household vulnerability and self-reliance potential, ensuring more efficient resource utilization and a pathway toward long-term resilience. By aligning food and cash transfers with household needs, the model supports a progressive transition from full assistance to partial support or graduation for eligible households, reducing dependency over time.

WFP is committed to ensuring the sustainability of its interventions and has developed a comprehensive plan to address potential funding gaps and ensure the continuity of support to vulnerable populations. This plan includes the design of scenario models to guide operational decision-making under varying funding conditions, in which the below scenarios are considered;

1. **Scenario A – Full Funding:** Enables full implementation of the Minimum Food Basket (MFB) for all targeted refugee households, including expansion to Category 3 beneficiaries.
2. **Scenario B – Partial Funding:** Maintains current ration levels (e.g., 40–60% MFB) for Categories 1 and 2, with prioritization based on vulnerability and geographic scope.
3. **Scenario C – Severe Funding Shortfall:** Triggers cost-efficiency measures such as reduced transfer values, geographic targeting, and phased implementation aligned with donor earmarking and pipeline forecasts.

WFP will undertake further scenario planning and financial analysis - refining contingency actions based on real-time pipeline updates, donor earmarking, and market price fluctuations - as funding clarity evolves. These adaptive plans will ensure WFP can respond swiftly and equitably to any funding scarcity that may arise during implementation.

WFP Kenya acknowledges that the risk of a sudden drop in funding remains high. While funding from the US has come through in October 2025 allowing WFP to raise food distribution levels until February 2026 (expected), the funding forecast beyond continues to be worrying with no significant contributions recorded for 2026. . In response to this critical funding gap, WFP has implemented stringent cost-efficiency measures to minimize spending. These include operational pivots, prioritization of activities, and a shift toward more enabling roles in line with our Country Strategic Plan (2023–2027). This has included the release of 127 staff in the country and field offices by December 2025.

At the same time, WFP plans to continue engaging in resource mobilisation activities, including with bilateral donors, multilateral institutions, and private sector actors to secure resources to maintain essential services for vulnerable populations. WFP anticipates to diversify its donor base and institute cost-effective measures to adapt to changes in funding.

In addition to the sustainability measures adopted by WFP at project-level, the project also makes up a key contribution to the sustainability of *the overall IRRP*. The project constitutes a necessary – humanitarian – component of the IRRP that works as an enabler for the development-oriented results of the IRRP to be safe-guarded and achieved in a changed operational context.

WFP anticipates full utilization of the funds within the project's stipulated timelines, with no remaining balances expected. This project will be audited in line with WFP's standard audit procedure.

Closure of this contribution will include submission of a final narrative report, which is submitted within three months after the project end; submission of WFP's Annual Country Report (ACR), in which the financial report is included; a final project results framework/report).

Annexes :

Annex 1 : WFP Country Strategic Plan

The WFP Kenya country strategic plan (2023–2027) is available here [Kenya country strategic plan \(2023–2027\)](#)

Annex 2: Partner Assessment

Based on the Multilateral Performance Network (MOPAN) Assessment of WFP published in June 2024, WFP was assessed as demonstrating a unique capacity for humanitarian response, exercising a clear leadership role in the humanitarian community, and having a strong internal culture of transparency as demonstrated by publishing of almost all reports including corporate planning, results and financial documents, evaluations and management responses, internal audit reports, audited annual accounts, and country level strategic plans and annual country reports (ACRs). Key areas for improvement identified include long-term weaknesses in procedures, staff roles, transparency and effective communications with donors. The report includes the actions that the WFP should take to mitigate the risks.

The report is available here [mopan-wfp-performance-glance-2024.pdf](#).

Annex 3: Results Framework

Project	Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya.
Project Objective	To safeguard the lives, dignity and food security of vulnerable refugee populations in Kakuma refugee camp and Kalobeyei settlement, through cash-based transfers
Impact Indicator	% Of households who are food secure

Project Title	Food assistance through Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) to Refugees in Kakuma Refugee Camp and Kalobeyei Settlement, Turkana County, Kenya'
Outcome	Refugees, asylum seekers and food-insecure populations in emergency contexts in Kenya have equitable access to adequate, safe and nutritious food and inclusive, gender-responsive and nutrition-sensitive pathways to self-reliance by 2026.
Outcome indicator	Outcome Indicator: Percentage of households in Kakuma Refugee Camp and Kalobeyei Settlement with acceptable Food Consumption Scores (FCS) Definition: Food Consumption Score (FCS) is a composite proxy indicator that measures dietary diversity, food frequency, and relative nutritional importance of different food groups consumed by a household. It serves as a reliable indicator of a household's access to food and overall food security status. Intended Change: Through monthly cash-based transfers, WFP aims to reduce the proportion of households falling under the “poor” and “borderline” FCS categories, progressively pushing them towards achieving acceptable food consumption levels. Means of Verification: WFP Outcome Monitoring Report - 2026

Baseline	Year 2025	-	Kakuma: 44.7% Kalobeyei: 17.6% Reference: WFP Kenya CSP Annual Outcome Monitoring Report, 2025.	112,420 (Kakuma: 98,340; and Kalobeyei: 14,080) of refugees in Kakuma refugee camp and the Kalobeyei Settlement have an Acceptable Food Consumption Score (2025)
Target	Year 2026	-	Kakuma: 50% Kalobeyei: 21% Reference: WFP Kenya CSP Annual Outcome Monitoring Report, 2026.	126,800 (Kakuma: 110,000; and Kalobeyei: 16,800) of refugees in Kakuma refugee camp and the Kalobeyei settlement have an Acceptable Food Consumption Score (2026).

Output		Food assistance provided		
Output indicator 1		Number of people receiving Cash-Based Transfers (CBT) and Cash Voucher Assistance (CVA) for food assistance.		
Baseline	Year-2025	300,000	[Situation prior to project activity]	
Target	Year 1 - 2026	256,526	WFP will prioritize food assistance based on vulnerability levels.	
Output Indicator 2		Total value of cash-based transfers and cash vouchers distributed in DKK		
Baseline	Year 2025	12,066,145	[Situation prior to project activity] Average monthly CBT in Kakuma and Kalobeyei prior to the roll-out of the differentiated assistance modality.	
Target	Year 2026	30,893,619	[Intended situation when activity under the project ends] This is the total Cash-based transfer and cash voucher for the duration of the project (DKK)	

Annex 4: Risk matrix

Risk Title	Likelihood	Impact	Risk response	Residual Risk Seriousness	Background to assessment
Political or regulatory changes impacting refugee policy or operations (Strategic risk).	Likely	Significant	<ul style="list-style-type: none"> Maintain strong coordination with GoK, UNHCR, and donors; ensure contingency planning. Follow up with DRS on gazettlement of clear guidelines on KYC for refugees. Engage DRS to provide clarity on old generation ID and the plans for replacement of old generation ID to new generation ID. 	High	<ul style="list-style-type: none"> Kenya's refugee policy is evolving, but current operations continue under existing legal and policy framework. Lack of clear guidance from Government on refugees' access to financial services. Refugee IDs not cleared for use by regulators as KYC. Lack of clarity of whether the old generation refugee IDs will qualify as KYC.
Financial risks	Likely	Major	<ul style="list-style-type: none"> Regular market monitoring and periodic transfer value reviews to ensure adequacy. Continuous monitoring of commodity prices through market assessments Continuous monitoring of the trends through the Resource management meetings. Quarterly joint market monitoring (JMMI) in the ASALs and monthly price trends analysis. Revision of activities due to less funding. 	Medium	<ul style="list-style-type: none"> Price volatility - Increase in food prices and inflation affects the minimum expenditure basket and purchasing power for beneficiaries necessitating an increase in the cash value that is given to the beneficiary to cater for the increased cost. Unstable economic conditions / market disruptions /inflation / currency fluctuations / macroeconomic shocks. These cause an increase in prices of all key commodities for both staff and beneficiaries, Unfavorable market conditions e.g., price fluctuations. It leads to reduction in the resource envelope for secured funding. Increased food insecurity & humanitarian needs, deterioration of security situation.

Insufficient Funding (Strategic Risk)	Likely	Significant	<ul style="list-style-type: none"> WFP will monitor and assess changes in policy and engage with relevant government officials to ensure effective alignment and strategic positioning for programme delivery. Diversification of donor base & institution of cost-effective measures. Financial Analysis: Regular review of WFP's financial health and adjust WFP's Strategies accordingly Scenario Planning: Development of contingency plans for different funding scenarios. This will help WFP quickly adapt to changes in funding. WFP will keep donors informed about how their contributions are making a difference. This will also build trust and loyalty. 	High	<ul style="list-style-type: none"> Achievement of this project outcomes depends on the availability of funding. The new Government policy directions based on its priority needs are likely to affect delivery of strategic objectives. There is increasing global demand for donor funds; aligning this humanitarian ask with Denmark's development priorities improves justification. 	
Fraud and corruption risks (Fiduciary risks)	Likely	Major	<ul style="list-style-type: none"> - WFP ensures that staff are aware of fraud and corruption risks and works with field offices to strengthen fraud risk management strategies. -Due diligence reviews of vendors and continuous risk assessments in areas deemed susceptible to fraud will continue. - Internal assurance mechanisms will be further strengthened to ensure that proper safeguards are in place. 	Medium	<p>Dishonest or unethical conduct for personal gain by a person or a group of people entrusted with a position of authority (e.g., bribery, collusion)</p> <p>WFP has robust digital accountability and anti-fraud systems in place.</p> <p>Lack of automated transfer of payment lists to FSPs. Payment lists are fraudulently manipulated resulting in loss of WFP funds.</p>	

			<ul style="list-style-type: none"> - Re-engage government security in the counties to avert markets raids, confiscation of consignments & penalizing of those involved in diversion - Strengthen internal controls processes through regular spot-checks, self-assessments to identify gaps, enhance transparency, and accountability. and address them timely. 		
Supply chain pipeline breaks and bottlenecks and Government regulations. <i>(Operational risks)</i>	Likely	Significant	<ul style="list-style-type: none"> -WFP trains staff on United Nations security management systems to ensure their safety and security. - WFP will enhance its transport and supply chain intelligence so that it can anticipate any changes in the market and adapt existing structures to allow for dialogue with the Government. -Fund mobilisation for UCT 	High	<ul style="list-style-type: none"> -Increased insecurity in the arid and semi-arid counties caused by terrorist threats, clan-based conflict and insurgencies in neighbouring countries may have a negative impact on operations, staff, partners and beneficiaries. - Pipeline break for UCT due to lack of funds for unrestricted cash donations.

Annex 5: Budget Details

Partner budget (summary) [foreign currency]

World Food Programme – Kenya	Year 1 – 2025	Year 2-2026	Year 3	Total (Foreign currency USD)	Total (DKK)		
Partner programme/outcome area 1 ⁽¹⁾ Refugees, asylum seekers and food-insecure populations in emergency contexts in Kenya have equitable access to adequate, safe and nutritious food and inclusive, gender-responsive and nutrition-sensitive pathways to self-reliance by 2027	194,081,302	113,501,262		307,582,564	1,961,454,008		
Partner programme/outcome area 2 Food-insecure and risk-prone populations, especially women and youth, in targeted rural and urban communities are more resilient with regard to climate change and other shocks and benefit from more inclusive food systems, improved livelihoods and better access to safe, healthy and sustainable diets by 2030	40,704,888	20,853,888		61,558,776	392,560,319		
Partner programme/outcome area 3 By 2027, national and county institutions have in place stronger, more inclusive innovative policies, systems and capacities, especially through Kenya's own social protection and disaster risk management systems and relief programmes, to expand coverage and better assist populations vulnerable to food and nutrition insecurity	9,231,315	9,134,574		18,365,889	117,119,271		
...Partner Programme/Outcome area 4: By 2027, government at the national and county levels, United Nations agencies and humanitarian and development actors have access to, and benefit from effective and efficient supply chain services	3,972,429	3,991,432		7,963,861	50,785,544		
[Corporate/management budget, if separate]	17,239,942	10,252,700		27,492,642	175,320,582		
Total Annual Budget across Outcomes	265,229,876	157,733,857		422,963,733	2,697,239,725		
	Revenues (or main funding sources/resources mobilized) ⁽²⁾						

Partner's own revenue (This is the total that WFP Kenya has mobilized from donors in 2025 across the entire CSP (all Outcomes).)	49.8 million	0	0	49.8 million	318,304,419		
Donor/funder 1 (entire amount mobilized by WFP for Outcome 1 Activity 1 from multiple donors)	33 million	0	0	33 million	210,924,616		
Donor/funder 2 (entire amount mobilized by WFP for Outcome 2 from multiple donors)	9.4 million	0	0	9.4 million	60,080,635		
Donor/funder3 - entire amount mobilized by WFP for Outcome 3 from multiple donors)	5.6 million	0	0	5.6 million	35,792,484		
Donor/funder 4 (entire amount mobilized by WFP for Outcome 4 from multiple donors)	1.8 million	0	0	1.8 million	11,504,729		
Total funding received to date for WFP Kenya CO in 2025	49.8 million	0	0	49.8 million	318,304,419		

Danish contribution [DKK]

	Year 1-2025/2026	Year 2	Total (DKK)
Outcome area 1 ⁽³⁾⁽⁴⁾	40,000,000		40,000,000
Outcome area 2	0		0
Outcome area 3	0		0
Outcome area 4	0		0
Reviews and monitoring	0		0
[Technical assistance]	0		0
Unallocated funds ⁽⁵⁾	0		0
[Contingencies max 10%]	0		0
Total	40,000,000		40,000,000

Annex 6: List of Supplementary Materials

- i) [WFP Kenya CSP Baseline Report](#)
- ii) [WFP update on Differentiates Assistance rollout – Presentation made May 2025](#)
- iii) [Brief from WFP Kenya on Kenya situation](#)
- iv) [WFP Operation Map in Kenya 2025](#)
- v) General guidelines for Multilateral Organisations available here



General-Guidelines
-Multilateral-Organis

Annex 7: Plan for Communication of Results

What? (The message)	When? (The timing)	How? (The mechanism)	Audience(s)	Responsible
Solidarity. Thank you message for the contribution.	At the start of the cash programming	Clear social media posts on X and Facebook	People of Denmark, Kenyans, refugee agencies	Country Office Communications Team.
Importance of sustained cash transfers in Kakuma and Kalobeyei	Mid of cash distribution	Clear social media posts on X and Facebook	Refugees, Danish people, Kenyans	Country Office Communications Team
Impact testimonies from refugees and shopkeepers in Kakuma and Kalobeyei	Mid to end of distribution	Clear social media posts on X, Facebook and DCD's LinkedIn account	Danish people, refugees, Kenyans	Country Office Communications Team

Annex 8: Process Action Plan

Action	Deadlines	Responsible/involved units	Comment	Current Status
The programme budget is inserted into the proposal for the Finance Act – DKK 40,000,000		Charlotte & Kanar	Full amount DKK 40,000,000 from 2025 for a one-year project under the IRR programme	Done
Identification & Formulation				
Develop PAP	30 June 2025	Milkah, Kanar	PAP for WFP project, to be updated after receiving timelines from WFP team.	Work in Progress.
Engagement with Learning on the appropriate template for the project document	By mid-July 20-25	Milkah, Kanar, Henrik		Done.
Adaptation of Project document template 10-43 million DKK				Done.
Sharing of the Required documents package with WFP i.e. The context analysis; Partner assessment; ToC, Scenario and RF; Risk management; Budget details; List of supplementary materials and Plan for communication of results.	15 July 2025	Milkah	All the necessary templates will be shared with WFP for population, before review by the PO, and later submission to TL	Done.
WFP submits documents	22.07.2025	Milkah		Done.
Review of Documents package as submitted by WFP CO Kenya	01.08.2025	Milkah, Kanar	PO, TL, RRHT and HoC to review the documents submitted.	Done.
Review of Document by HoC	08.08.2025	Henrik		Done
Internal appraisal				
Submission of documents for internal appraisal .	28.08.2025	Milkah & Kanar		done
Final appraisal report submitted	05.09.2025	Kanar		Done
Finalisation				

Finalisation of project document.	10.11.2025			
Appropriation Cover note finalised.	10.11.2025		Done.	
Presentation to the undersecretary for Development				
Presentation to the Undersecretary for development policy.	TBC	Henrik, Kanar, Milkah	Final project document & annexes, appropriation cover note to be presented to the undersecretary for development policy.	
Approval by the State Secretary.	TBC	Henrik, Kanar, Milkah	The State Secretary approves the project.	
Development cooperation agreement signed	November 2025	Kanar, Milkah		
Register commitment(s) in MFA's financial systems within the planned quarter	30 November 2025	Kanar, Milkah		