World Food Programme
Programme Alimentaire Mondial
Programa Mundial de Alimentos
برنامج الأغذية العالمي

Proposal to expand twinning eligibility

Informal consultation

1. Executive summary

1. Twinning is one of the exceptions to the full cost recovery principle provided for under WFP General Rule XIII.4(c). For eligible donors, it allows contributions from two or more sources to be combined so that all costs associated with the original "twinned" contribution are covered. With the formalization of twinning in 2004, WFP aimed to increase its resources and broaden WFP's donor base, in particular among least developed countries and low- and lower-middle-income countries, while fully preserving the full cost recovery principle that underpins WFP's financial model.

2. As twinning has demonstrated a strong catalytic effect for increasing resources as well as supporting efforts to broaden WFP's donor base, WFP is proposing a limited expansion of twinning eligibility to include upper-middle-income countries, which are currently ineligible and which represent a potential for growth as donors. This paper sets out the rationale for the proposed expansion, recent experiences and missed opportunities with twinning, as well as a related set of parameters and enhanced reporting to the Executive Board designed to ensure that expanded eligibility remains catalytic, exceptional and fully consistent with the full cost recovery principle.

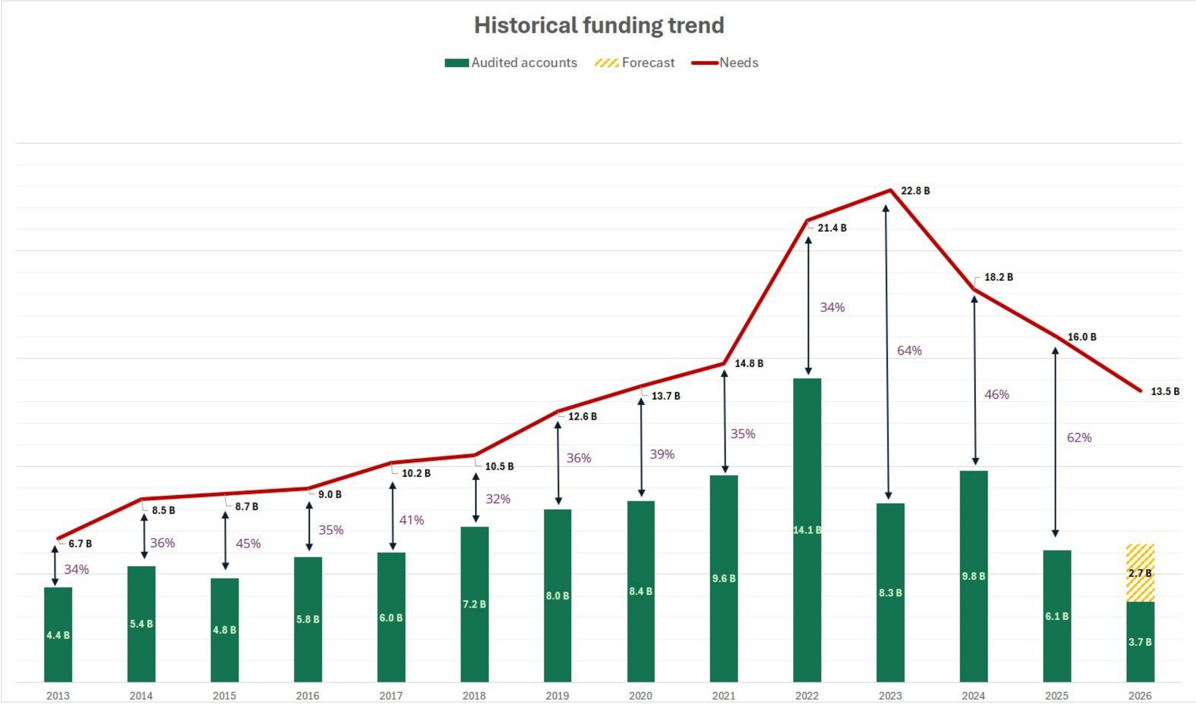
2. Background

Funding trends

3. Over the past decade, WFP's funding trajectory has shifted from growth to volatility. Confirmed contributions rose from USD 4.8 billion in 2015 to a record USD 14.1 billion in 2022, reflecting a period of exceptional requirements. Since then, contributions have declined sharply, with forecasts projected at around USD 6.4 billion this year and USD 6.3 billion in 2027.

4. Resources have not kept pace with requirements: the annual funding gap widened to 63 percent in 2023 and is projected to exceed 50 percent in both 2025 and 2026, even as implementation plans are recalibrated downwards. This gap is now a defining constraint on prioritization, pipeline management and WFP's ability to sustain assistance at scale.

Figure 1: Confirmed contributions, operational requirements and funding gap, 2015–2026



Source: Weekly Statistical Report, 3rd August 2026.

5. WFP's funding trends reflect a wider deterioration in the financing environment. OECD-DAC[1] data show that official development assistance declined in 2024 for the first time after five years of growth, with humanitarian aid also declining.

6. For WFP, this sharpens the imperative to protect established partnerships while broadening the funding base. In 2025, 81 percent of confirmed contributions came from OECD-DAC Member States – 61 percent came from the top five donors alone – constituting a significant concentration risk. As a result, mechanisms that enable more partners to contribute while preserving the full cost recovery (FCR) principle[2] are becoming strategically essential.

Importance of diversifying WFP's donor base and funding strategy

7. Diversifying WFP's funding and donor base is central to sustaining operational reach, reducing concentration risk and strengthening institutional resilience. The resource mobilization strategy for 2026–2029 comprises three pathways towards strengthening WFP's funding base protecting longstanding partnerships; growing support from emerging and high-potential partners; and diversifying resources across public, private and innovative financing streams. Traditional government donors will remain the cornerstone of WFP's funding model, but future growth will increasingly depend on a broader base, including programme countries, international financial institutions, non-OECD-DAC partners, United Nations pooled funds, private sector actors and innovative financing mechanisms.

8. The 2025 funding profile illustrates both urgency and opportunity. Confirmed contributions fell to USD 6.1 billion, with OECD-DAC donors providing USD 5.2 billion, or about 80 percent of the total. Upper-middle-income countries represented just USD 135 million, or approximately 2 percent, of contributions received in 2025. Other channels were smaller but significant: programme countries and international financial institutions contributed

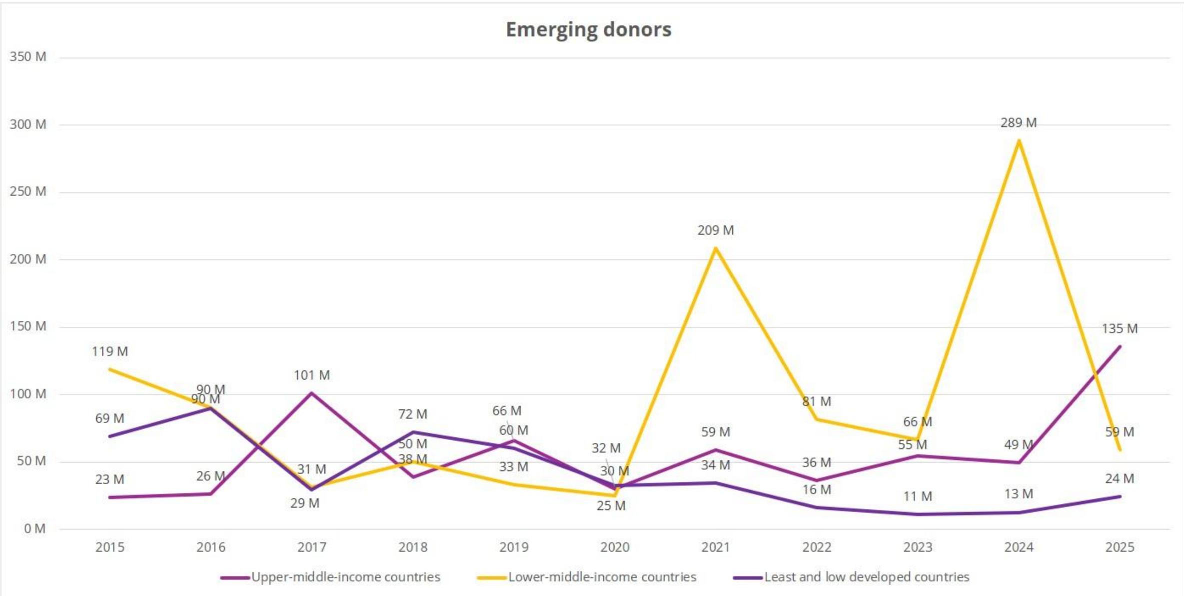
[1] OECD-DAC is the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC).

[2] See section 3 for more details on the full cost recovery principle.

USD 670 million; private donors, USD 310 million; United Nations sources, USD 238 million; and other public donors, USD 95 million;.

9. Analysis of trends in government contributions by OECD-DAC category shows that programme countries have become an increasingly important part of WFP's donor base, supported in part by mechanisms such as twinning. Contributions from lower-middle-income, low-income and least-developed countries have grown over the past two decades, with twinning helping these partners to overcome associated-cost constraints and contribute to WFP operations (most often in their own countries), thereby supporting national ownership while adhering to the FCR principle. In 2025, lower-middle-income countries contributed USD 59 million to WFP, and least-developed countries, USD 24 million. With high-income countries continuing to lead, upper-middle-income countries stand out as an untapped opportunity to diversify funding. Expanding twinning eligibility to include them would provide a pathway to unlocking additional programme country support, accelerating the transition of countries from recipients to contributors, and reducing reliance on a concentrated donor base of high-income countries. It would remove a barrier faced by some potential upper-middle-income donor countries that have resources to contribute to WFP but are constrained by associated costs.

Figure 2. Trends in contributions from domestic source of emerging donors, 2015–2025



Source: Weekly Statistical Report, 3rd August 2026.

Twinning in the context of WFP's funding model review

10. The proposed expansion of twinning eligibility is part of a broader review of WFP's funding model, driven by declining traditional resources. With the start of a new strategic plan in 2026 and after two or three cycles of country strategic plans, this is an opportune moment to review WFP's financial mechanisms and identify options for widening contribution channels, while fully safeguarding the FCR policies that underpin the organization's financial integrity.

11. Twinning is one of the exceptions provided under General Rule XIII.4: it is an alternative means of achieving FCR that involves combining contributions from multiple donors or funding sources to ensure all associated costs of the original "twinned" contribution[3] are

[3] A "twinned" contribution in this context represents the primary contribution of cash, in-kind commodities, services or non-food items.

covered. The key distinction between twinning and other FCR exceptions is that twinning preserves the FCR principle in full, since all costs are provided for. By contrast, several other FCR exceptions waive or reduce support costs outright, relying instead on their limited scale to keep the impact immaterial. A limited expansion of twinning, supported by clear guiding principles and enhanced reporting to the Board, would allow WFP to accept strategically valuable contributions that would otherwise be missed simply because current eligibility does not extend to upper-middle-income countries. The proposal directly advances the objectives of the funding model review: widening contribution channels, accelerating diversification and unlocking additional resources, while maintaining transparency and prudent financial management.

3. Full cost recovery principle and twinning

12. As WFP is 100 percent voluntarily funded and receives no assessed contributions, it operates under an FCR model, under which each donor must cover the full operational and support costs of its contribution(s).

13. WFP's General Regulations, General Rules and Financial Regulations govern the FCR principle, its application and its exceptions and exemptions. General Regulation XIII.2 states that all contributions must achieve FCR:

General Regulation XIII.2

> Donors may contribute appropriate commodities, cash and acceptable services in accordance with the general rules made pursuant to these General Regulations. Except as otherwise provided in such general rules in respect of developing countries, countries with economies in transition and other non-traditional donors, or in respect of other exceptional situations, each donor shall provide cash contributions sufficient to cover the full operational and support costs of its contributions.

14. General Rule XIII.4 builds on General Regulation XIII.2 to set out the detailed application of FCR, together with its exceptions and exemptions. General Rule XIII.4.(c) in particular provides the twinning exception for a limited set of eligible donors, indicating that contributions from two or more donors (or funding sources) may be combined to meet FCR requirements on the original twinned contribution (i.e. to ensure coverage of all required associated costs). The full text of General Rule XIII.4.(c) can be found in annex I of this document.

15. The twinning mechanism was introduced in 1998[4] and enabled WFP to accept appropriate commodities or services from non-traditional donors unable to provide the cash required to cover the associated costs, with FCR achieved instead by matching cash contributions from other donors or resorting to the WFP Fund.[5]

16. A 2004 policy paper[6] established per capita gross national income as the eligibility criterion for government donors, defining the countries eligible for twinning as "least-developed countries, low-income and lower-middle income countries" as defined by OECD-DAC, giving

[4] "Report of the formal working group on WFP's resources and long-term financial policies" (WFP/EB.1/99/4-A).

[5] For the purposes of this paper, "twinning" is defined as the support provided in order to achieve FCR for eligible donors, with the support provided for associated costs being sourced from other donors or by resorting to the WFP Fund or monetization.

[6] "New Partnerships to meet rising needs – expanding the WFP donor base" (WFP/EB.3/2004/4-C), paragraphs 17 to 19.

precision to the application of General Rule XIII.4(c).[7] This underpinned WFP's efforts to broaden its donor base and promote South-South cooperation, while safeguarding FCR.

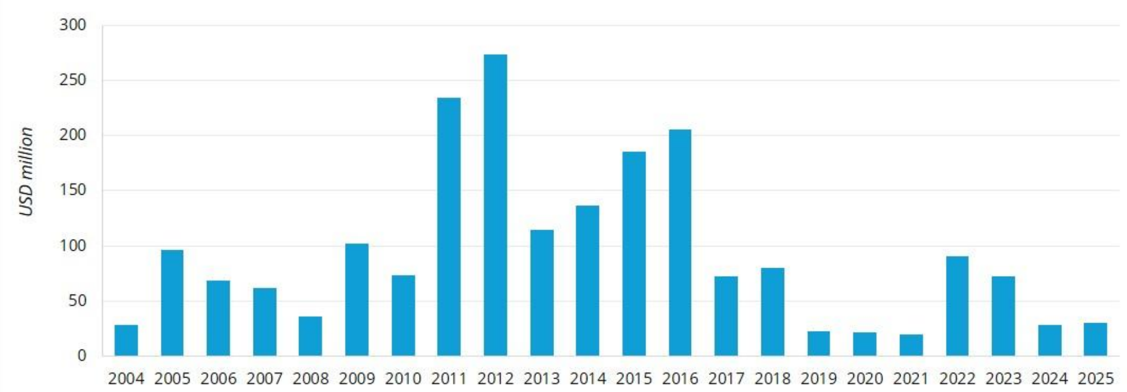
17. In 2018, as part of the review of the Integrated Road Map, twinning was expanded to cover cash contributions,[8] reflecting WFP's shift from food aid to food assistance and enabling host governments with legislative constraints to cover overhead costs associated with cash assistance (in particular, indirect costs). Since then, the Board has further expanded the definition of non-traditional donors eligible for twinning to include private sector donors (approved in 2022[9]) and vertical funds[10] such as the Adaptation Fund and the Green Climate Fund (approved in 2025).[11]

4. Recent use of twinning and missed opportunities

Recent use of twinning

Overview of twinning use

Figure 3: Twinning, 2004 to 2025 (annual amount in USD millions and number of donors)



Nbr of Donors (transfer)	n/a	12	9	14	11	10	9	18	18	13	9	13	12	11	12	9	13	11	17	12	13	16

Source: Report of the Executive Director on contributions, reductions and waivers of costs under General Rule XIII.4 (f), Executive Board - Annual session: Financial and budgetary matters.

18. The evolution of eligibility for twinning has enabled least-developed, low-income and lower-middle-income countries to contribute to WFP. Although twinning represents on average less than 1 percent of annual contributions, its strategic value is disproportionate to its size: it has opened new partnerships, enabled host governments to contribute to their own programmes and ultimately expanded WFP's donor base. Examples of twinning arrangements can be found in annex II.

19. As figure 3 illustrates, the annual level of twinning has varied significantly over the years. The highest levels are seen in the early 2010s, and the subsequent reduction is in fact a

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[7] At the time of the 2004 policy paper, the General Rule relating to twinning was General Rule XIII.4(e). Following a series of updates, it is now reflected in General Rule XIII.4(c).

[8] "Update to the Integrated Road Map" (WFP/EB.2/2018/5-A/1).

[9] "Classification of private sector donors as non-traditional donors under General Rule XIII.4 (c)" (WFP/EB.A/2022/6-C/1/Rev.1).

[10] For the purposes of WFP twinning, "vertical funds" are funds that are designated as part of the financial mechanism of the United Nations Framework Convention on Climate Change: the Global Environment Facility, the Green Climate Fund, the Special Climate Change Fund, the Least Developed Countries Fund, the Adaptation Fund and the Fund for Responding to Loss and Damage.

[11] "WFP management plan (2026–2028)" (WFP/EB.2/2025/5-A/1/Rev.2). In particular, see paragraphs 28–30 and annex IX.

marker of success: it reflects changes in support from countries such as Bangladesh and Pakistan, which began by supporting WFP through twinning arrangements involving in-kind contributions before expanding their partnerships to also provide FCR-compliant contributions in cash.

The multiplier effect of twinning

20. Throughout its use at WFP, twinning has had a 1.6x multiplier effect: for every USD 1 of twinned (or "matching") associated costs provided, WFP has generated an additional USD 1.6 in transfer contributions (cash or in-kind) that would not otherwise have been received.[12]

Case study: Vertical funds in Tajikistan – 13x multiplier effect from twinning

A USD 2.45 million allocation from the Emerging Donor Matching Fund in Tajikistan unlocked a USD 32.1 million contribution from the Green Climate Fund (for 2026–2031). This 13:1 twinning multiplier diversified WFP's funding and strengthened its strategic climate finance partnerships while mobilizing significant multi-year funding – illustrating the catalytic value of twinning.[13]

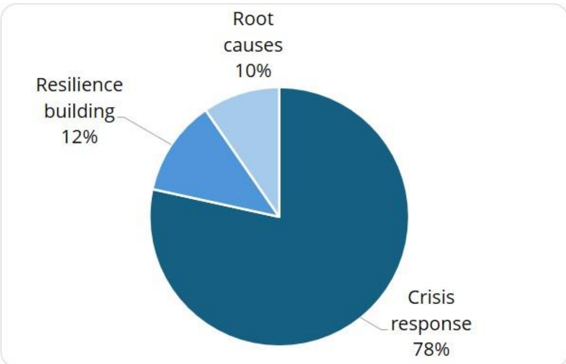
Twinning – an enabler for host government contributions

21. Over the last ten years, twinning arrangements have primarily involved host governments providing contributions – whether cash or in-kind – to programmes in their own countries. With the exception of Ukraine, 99 percent of twinned contributions over the last five years were provided by host governments for their own programmes, of which 20 percent were in least-developed countries and 80 percent, lower-middle-income countries.

Twinning by focus area

22. Analysis of twinning support over the period 2021 to 2025 shows that the largest share of these arrangements has directly supported WFP's emergency response activities (see figure 4).

Figure 4: Twinning by focus area, 2021–2025



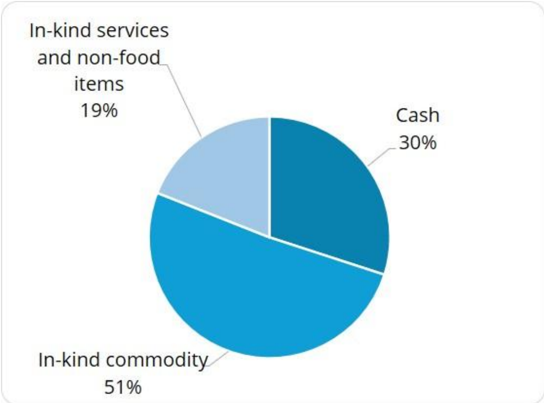
[12] Calculation excludes recent twinning support related to the Grain from Ukraine/Black Sea Initiative, which is an outlier because it involves several complex emergencies [and correspondingly higher associated costs.

[13] See annex II for more details.

23.	However, this period was heavily shaped by the Ukraine twinning programme (the Grain from Ukraine/Black Sea Initiative), a large-scale, emergency-focused initiative that alone accounted for 55 percent of all twinning arrangements in those years. Excluding that programme, the picture shifts markedly: activities tackling root causes and building resilience account for as much as 43 percent of the total value of twinning arrangements over that period.

Twinning by modality

Figure 5. Twinning by modality, 2025



24.	Twinning unlocks contributions in a range of modalities while preserving FCR and supporting the implementation of country strategic plans. Figure 5 shows the mix of in-kind, cash, services and non-food contributions received through twinning in 2025.

Missed opportunities due to limited eligibility of twinning

25.	While twinning has expanded WFP's donor base and partnerships, the existing eligibility criteria have also led to missed opportunities. The examples below illustrate the practical impact of this constraint at a time when WFP is seeking to protect its ability to operate at scale , diversify its funding base and respond to acute and protracted needs. In each case, a contribution was made available to WFP but could not be accepted because the partner concerned could not cover all associated costs and was not eligible for twinning. Had the partner been eligible, these contributions could have supported major operations facing severe pipeline breaks and opened or strengthened partnerships with strategically important partners.

26.	**Government-produced food commodities for national programmes:** in one instance, the government of an upper-middle-income country, itself already the main contributor to its own programme, proposed to provide 1,300 mt of fortified blended food valued at USD 3.2 million. This would have represented a new strategic area of partnership through the expansion of a nutrition programme. National legislation, however, did not permit the provision of associated costs for that product, and as the government did not meet current eligibility criteria for twinning, WFP was unable to accept the contribution. If WFP had been able to accept it, the nationally produced fortified commodity would have been integrated into national food assistance programmes, expanding available resources while supporting local production systems and reinforcing a government-led response.

27.	**Strategic food stocks for emergency response:** in another case, an upper-middle-income country offered 17,000 mt of wheat grain, valued at around USD 5 million, for one of WFP's largest emergency programmes. The contribution would have eased severe pipeline pressure, covering about three months of cereal requirements for 1.9 million vulnerable people at a time when WFP stocks were running out and the programme was already being scaled back significantly. However, the donor could not cover the associated costs, and even though another donor had been identified to cover those costs, twinning could not be pursued because the upper-middle-income country was not eligible.

Growth in programme country support

28. Analysis of contribution trends since the introduction of the Emerging Donor Matching Fund (EDMF) in 2004, launched to support twinning, highlights the evolving role programme countries can play within WFP's financing architecture. The evidence points to a progression trend: some countries move from being recipients of assistance to financing an increasing share of their own programmes and, in some cases, ultimately supporting other WFP operations. This trajectory – from recipient to self-financing partner and, potentially, contributor to programmes in other countries – reflects stronger national ownership, enhanced domestic resource mobilization and growing participation in South-South cooperation.

29. A similar progression is evident across lower-middle-income programme countries. Contributions financed through domestic resources rose from USD 2.4 million in 2004 to USD 59 million in 2025, reflecting a steady strengthening of domestic resource mobilization and country ownership, driven largely by host governments financing their own nationally anchored programmes through WFP. Pakistan is the most striking example: its aggregate contributions grew from USD 38,000 in 2004 to USD 228 million in 2024, directed almost entirely to its own operations and demonstrating the growing capacity of programme countries to finance national food security priorities through WFP.

30. The analysis also shows a number of programme countries progressing beyond self-financing to become contributors to operations in other countries. For example, India contributed more than USD 209.4 million over the period 2004–2026, more than half of which supported programmes in Afghanistan. Egypt contributed USD 30.6 million, of which approximately 31 percent supported multiple operations across Africa. Algeria contributed USD 33.9 million, almost entirely to other recipient countries. Together, these cases demonstrate how programme countries can become contributors to regional and global food security objectives through South-South cooperation and peer support.

31. Taken together, these trends indicate that programme countries are increasingly engaging with WFP not only as recipients but as financing partners in their own right. This is relevant to the rationale for twinning: by enabling programme countries to mobilize and channel national resources through WFP, twinning supports the progression from recipient to self-financing partner and, ultimately, to contributor – broadening WFP's donor base, strengthening country ownership and reinforcing South-South cooperation, all while maintaining FCR.

5. Proposed expansion of twinning

Twinning proposal: limited expansion to upper-middle-income countries

32. Twinning has a proven catalytic effect in enabling contributions and safeguards WFP's operational financial viability by ensuring that contributions ultimately achieve FCR. On this basis, and further to guidance and feedback from the Board, WFP proposes a limited expansion of twinning eligibility to include upper-middle-income countries. As the proposed expansion is limited in scope, it would not require any change to the current text of General Rule XIII.4(c) – an approach is consistent with previous Board-approved specifications and expansions of twinning eligibility (as noted in paragraphs 16 and 17, reflecting the Board's 2004 approval of eligibility for least-developed, low-income and lower-middle income countries). This expansion would be accompanied by Board-approved parameters to guide its application for the newly eligible upper-middle-income donors.

33. WFP also proposes a technical adjustment to the definition of least-developed, low-income, lower-middle-income and upper-middle-income countries: while continuing to use OECD-DAC as the primary source for this classification, WFP proposes to also draw on the World Bank as a secondary source in order to address situations where the OECD-DAC classification may be pending an update.[14] Under this more flexible definition, where a country is not eligible under OECD-DAC categorization but is eligible under the more recently updated World Bank classification, the World Bank definition would apply and that government donor would ultimately be eligible for twinning.

34. In summary, Board approval will be sought for expanding the countries defined as eligible for twinning through the application of General Rule XIII.4(c), which are "*Governments of developing countries, countries with economies in transition, and other non-traditional donors as determined by the Board,"* extending the eligibility to include upper-middle-income countries as well as least-developed, low-income and lower-middle income countries, as defined either by OECD-DAC or the World Bank.

6. Risk analysis and mitigation and expanded oversight/reporting

35. The proposed expansion of twinning eligibility to upper-middle-income countries would be accompanied by a set of parameters that would serve as its governance framework. These parameters have been developed through an integrated risk analysis and further refined through consultations with Board members to ensure that the FCR principle remains intact and that new twinning opportunities are used as intended. The following identified risks and corresponding mitigation measures have been identified and are explained in further detail below:

- Preventing donor-driven shifts in programme modality
  - Individual donor caps would mitigate risks of significant shifts in modality.
  - Consistency check would be used to ensure that contribution modalities match CSP or implementation plan activities
  - Further oversight would be introduced, with expanded reporting to the Board
- Protecting WFP resources and flexible funding:
  - Newly eligible donors would not have access to the WFP Fund to enable twinning
  - Newly eligible donors would need to identify their own twinning partners

36. Together, these parameters would safeguard against donor-driven modality choices and an excessive concentration of twinning arrangements from newly eligible upper-middle-income countries. They would also ensure that any use of expanded twinning arrangements remains demand-driven, aligns with the approved CSP framework and implementation plans and is subject to transparent oversight. As the proposed expansion of eligibility is for upper-middle-income countries only, the risk of donors shifting existing funding to twinning are diminished, given the relatively small proportion of support provided by upper-middle-income countries to WFP (approximately 2 percent of contributions received in 2025.) Consequently, no further guardrails around "additionality"[15] are proposed at this time.

[14] The World Bank list is updated annually, whereas the OECD-DAC list is updated every three years.

[15] "Additionality" refers to ensuring that twinned contributions constitute new funding for WFP, not existing contributions redirected to twinning arrangements.

Maximum cap (overall and by donor)

37. To ensure that FCR remains intact and that twinning arrangements do not produce unintended financial consequences, WFP proposes to introduce financial caps for the newly eligible twinning donors (i.e. for twinning contributions from the governments of upper-middle-income countries):

   i) **An overall cap on twinning by upper-middle-income countries of 10 percent of WFP's annual global contributions forecast.**

      - If such a cap were applied to 2026, this would limit the value of contributions provided through twinning arrangements at USD 640 million (10 percent of the USD 6.4 billion global forecast). The proposed cap has been derived by tripling the maximum annual value of twinning in the last ten years (USD 205 million in 2016), thus providing room for substantial growth while ensuring twinning does not dominate funding trends.
      - The overall cap would be applied to the total annual twinning amount – meaning the sum of transfers and all associated cost contributions.

   ii) **An individual donor cap** of 10 percent of the overall twinning cap, which would be applied to the value of what requires "twinning" .

      - If applied to 2026, an individual donor would be able to engage in twinning up to a maximum of USD 64 million for the calendar year.
      - This would ensure the opportunity for multiple upper-middle-income countries to pursue twinning in a given year.

Together, these two caps mean that an individual upper-middle-income country could twin a maximum of 1 percent of WFP's annual global contributions forecast in any given year.

   iii) **No cap would be introduced for previously eligible donors or for FCR-compliant donors**. This would ensure that donors currently eligible for twinning are not impacted by the proposed caps.

Modality

38. Expanded twinning for newly eligible donors would be permitted only where the proposed contribution aligns with the transfer modality or modalities approved under the relevant CSP activity and implementation plan. This parameter would guard against unintended shifts away from planned programme modalities, ensuring that twinning supports, rather than disrupts, approved programme design. WFP would verify that the proposed twinning contribution matches the modality already planned for the relevant CSP activity. Enhanced reporting to the Board on the use of twinning by transfer modality would provide further transparency and oversight, supporting the monitoring of the mechanism's application for contributions of cash, in-kind commodities, services and non-food items.

No access to monetization or the WFP Fund

39. Similar to the restriction placed on private sector donors, the newly eligible upper-middle-income countries would not have access to the WFP Fund for the purposes of application of WFP General Rule XIII.4(c). This means that newly eligible upper-middle-income donors would have no access to WFP resources, including the EDMF, nor to monetization, in order to achieve FCR. This restriction ensures continued prioritization of currently eligible government donors for the allocation of associated costs from the EDMF or other donors.

Self-identification of twinning partners

40. For contributions accepted under the expanded twinning eligibility, upper-middle-income donors would be required to identify their own twinning partners to provide the cash contribution needed to cover associated costs and achieve FCR. WFP may advise on potential associated-cost partners and facilitate coordination where appropriate, but the organization would not be responsible for securing the matching contribution or ensuring that the twinning partnership materializes. The arrangement would proceed only once associated costs are fully covered through a separate contribution from another donor or donors . This stipulation also reinforces financial discipline by requiring newly eligible donors to secure the full financing package that their contribution needs before WFP can accept it.

Enhanced oversight on the application of twinning

41. In addition to the parameters described above, WFP recognizes that increased visibility on twinning arrangements is critical to effective Board oversight of the new eligibility. WFP therefore proposes to enhance its annual reporting to the Board to include the following:

- Breakdown of twinning arrangements by eligibility group (least-developed, low-income, lower-middle-income and upper-middle-income countries, as well as private sector donors and vertical funds)
- Report on the use of caps (total and by donor) for upper-middle-income countries
- Breakdown information on contributions by modality (cash, in-kind commodity, etc.)
- Additional visibility on donors that provide associated costs
- Descriptions of success stories as well as declined opportunities

42. WFP also proposes to monitor the impact and scale of the expanded eligibility for twinning, conduct a related review to coincide with the end of the current strategic plan (2029) and engage with the Board on potential adjustments to eligibility and established parameters as may be required.

43. Implementation of the proposed expansion would be embedded within WFP's existing twinning processes and would not require additional teams, dedicated staffing structures or new systems. It would build on current review, approval and contribution management arrangements, with the principal additional requirement being enhanced reporting to the Board. No additional staff or system investment would be required for successful implementation.

ANNEX I

General Regulation XIII and General Rule XIII.4

General Regulation XIII: Contributions

1. All contributions to WFP shall be on a voluntary basis. Contributions may be donated by governments, intergovernmental bodies, other public and appropriate non-governmental, including private, sources.
2. 2. Donors may contribute appropriate commodities, cash and acceptable services in accordance with the general rules made pursuant to these General Regulations. Except as otherwise provided in such general rules in respect of developing countries, countries with economies in transition and other non-traditional donors, or in respect of other exceptional situations, each donor shall provide cash contributions sufficient to cover the full operational and support costs of its contributions.
3. 3. Commodity pledges may be made either in monetary terms or in terms of fixed physical quantities of specified commodities.

General Rule XIII.4: Contributions

In accordance with Article XIII.2 of the General Regulations, the following shall apply to contributions to WFP:

a) Unless otherwise regulated in these General Rules, all donors shall provide contributions on a “full cost recovery” basis, that ensures recovery by WFP of all of the costs of the activities financed by the contribution, employing the following cost categories, as defined at General Rule X.2, and calculation criteria:

   i) transfer and implementation costs, which shall be calculated based on estimated cost;

   ii) direct support costs, which shall be calculated based on country or countries-specific percentages of the transfer and implementation costs; and

   iii) indirect support costs, which shall be calculated based on percentages, determined by the Board, of transfer and implementation costs, and direct support costs.

b) Donors providing cash contributions which are not designated in any way or are designated to the Immediate Response Account (IRA) or the Operational Reserve, or contributions to Programme Support and Administrative (PSA) and related activities shall not be required to provide additional cash or services to meet full cost recovery in respect of their contributions, provided that such contributions do not result in any additional reporting burden to the Programme.

c) Governments of developing countries, countries with economies in transition, and other non-traditional donors as determined by the Board, may make contributions that do not achieve full cost recovery, provided that:

   i) the full operational and support costs are covered through contributions by another donor or donors, through the monetization of part of the contribution and/or through resort to the WFP Fund;

   ii) such contributions are in the interests of the Programme and do not result in any disproportionate administrative or reporting burden to the Programme; and

   iii) the Executive Director considers that accepting the contribution is in the interests of the beneficiaries of the Programme.

d) Exceptionally, the Executive Director may reduce or waive indirect support costs and, where applicable, direct support costs in respect of contributions as shall be determined by the Board, where the Executive Director determines that such reduction or waiver is in the best interests of the beneficiaries of the Programme, provided that:

   i) such contributions do not result in any additional administrative or reporting burden on the Programme; and

   ii) in the case of a waiver, the costs otherwise applicable have been determined by the Executive Director to be insignificant.

e) The Board shall set the indirect support cost rate applicable to contributions from:

   i) governments of developing countries and countries with economies in transition, as determined by the Board;

   ii) governments for contributions to programmes in their own countries; and

   iii) international financial institutions under such conditions as shall be determined by the Board.

f) Contributions made under paragraphs (c) and (e) above and reductions or waivers granted under paragraph (d), above shall be reported to the Executive Board at its Annual Session.

The full text of the WFP General Regulations and General Rules can be found here: WFP General Regulations, General Rules, Financial Regulations, Rules of Procedure of the Executive Board (September 2025)

ANNEX II

Examples of twinning – success stories and missed opportunities

Multiplier effect: Vertical funds in Tajikistan– 13x multiplier effect from twinning

1. In Tajikistan, twinning through the Emerging Donor Matching Fund (EDMF) in 2026 unlocked a USD 32.1 million contribution from the Green Climate Fund, supporting a multi-year climate resilience and adaptation programme for 2026–2031. A USD 2.45 million EDMF allocation covered the remaining implementation and direct support costs needed to achieve FCR, making receipt of the contribution possible. The arrangement generated a multiplier ratio of approximately 13:1: every USD 1 of EDMF support in associated costs enabled WFP to receive around USD 13 for programme delivery, demonstrating the catalytic value of twinning in mobilizing substantial resources from vertical funds. In addition to supporting programme implementation at scale, the arrangement diversified WFP's funding base beyond traditional humanitarian donors and strengthened its partnership with the Green Climate Fund as a strategic climate finance partner.

Host government contribution: In-kind maize to support the response to El Niño

2. Malawi provides an excellent example of host government contributions. Twinning through the EDMF allowed WFP to accept the Government of Malawi's in-kind contribution of 6,825 mt of maize as part of the national response to drought triggered by El Niño. EDMF allocations of USD 2.8 million covered transport and delivery costs, helping to move food from strategic grain reserve sites to final distribution points. This support helped to unlock USD 60 million in additional domestic and World Bank-supported financing and contributed directly to the national response for populations facing severe acute food insecurity.

Examples of twinning in different modalities

3. **An example of cash twinning can be found in the girls' cash-stipend programme in Pakistan:** twinning support helped to sustain and scale up a government-led cash-stipend initiative for adolescent girls in the districts of Khyber Pakhtunkhwa, linking conditional cash transfers to school attendance. The model contributed to a documented 14 percent increase in girls' enrolment and helped build government confidence in WFP. Beyond the initial EDMF-supported contribution, the partnership played a role in positioning school-based cash incentives as a scalable entry point for broader education, nutrition and social protection programming, helping to mobilize more than USD 400 million in government financing in 2022 and 2024.

4. **An example of twinning for in-kind services can be found in Kyrgyzstan:** the Government provided an in-kind contribution of specialized technical services, valued at USD 1.9 million, to support implementation of the national disaster risk reduction strategy by covering technical inputs required to design, install, supervise and sustain assets and infrastructure related to disaster risk management. The package included transportation and installation works, locally adapted engineering design, technical supervision, maintenance, risk and environmental assessments, and community-level capacity strengthening. The example illustrates how twinning services can unlock specialized implementation capacity, strengthen national systems and support locally adapted, sustainable disaster risk reduction outcomes.