

Yemen Food Security and Agriculture Cluster Guidelines



Conditional Cash Transfers

July 2023 Update



Background

Yemen continues to be one of the world's poorest and most food-insecure countries, with extreme levels of multiple deprivations, due to the ongoing conflict in Yemen, which is now in its ninth year. Pervasive conflict, severe economic downturn, food insecurity, and the collapse of essential services continue to damage the population, aggravating an already precarious situation. Due to a collapsing economy, diverging currencies, and soaring price increases, fewer people can meet their basic requirements, and an increasing number depends on humanitarian aid. Millions of people have been affected by donor community funding shortages since the start of 2022. Insecurity, drought, and subsequent flooding have compromised food production and disrupted livelihoods while food prices have soared. Internally, a one-year nationwide truce precipitated the most peaceful period since the start of the conflict. However, the security situation remains volatile. Externally, the consequences of Russia's invasion of Ukraine, which has increased global food shortages, have touched many Yemeni people, as food and fuel prices have become unaffordable for poor households.

As a result, approximately 21.6 million individuals will require humanitarian assistance in 2023¹. A startling 17.4 million individuals (out of a total population of 31.8 million) are food insecure, including 7.6 million children according to the 2023 Humanitarian Needs Overview. The Yemen Food Security and Agricultural Cluster (FSAC) is coordinating the humanitarian response to meet the food security and livelihood needs of the identified population in crisis in Yemen. To increase household immediate access to food for highly vulnerable families across the country, the FSAC provides emergency food assistance using different modalities such as in kind, voucher transfers, or cash-based transfers. In 2023, FSAC response is targeting to reach 3.6 million vulnerable people with support to protect and promote livelihoods and build assets to enhance resilience. This also includes 2.8 million vulnerable people targeted with support for the rehabilitation of community assets, provision of seasonal employment and increase of HH incomes through Conditional Cash Transfers, informed by this guidance.

¹ Humanitarian Need Overview: Yemen, OCHA, December 2023.



Preamble

1. Overview

- Currently, many Agencies / Organizations engage in Conditional Cash Transfer (CCT) programs in Yemen, with the three main activities revolving around:
 - Cash for Work (CfW),
 - Food Assistance for Assets (FFA),
 - Public Works Programmes (PWP).
- The last revision of the CCT Guidelines was in March 2023. Since then, the macro-economic conditions in Yemen have significantly changed, impacting exchange rates, household (HH) purchasing power, commodity prices, and applicable daily rate of remuneration. These changes have necessitated a review of existing CCT Guidelines. The key to each program is understanding the individual donor requirements and the project's objective, whether to meet food gaps or focus on building or rehabilitating infrastructure and assets.
- The National Food Security and Agriculture Cluster (FSAC) partners agreed to have a harmonized technical guideline for livelihood related CCT programs in Yemen to be adopted by all FSAC partners undertaking the requisite activities. This document was developed by the Yemen Livelihood Technical Working Group (LTWG) and endorsed by the FSAC.

2. Coming into effect of the new CCT Guidelines

- The revised CCT Guidelines ***comes into effect as from 15 July 2023*** for all new projects, or yet to be signed agreements and will remain valid until the next formal update. For operational and budgetary reasons, partners with ongoing, or already funded conditional cash transfer projects / programmes could adopt a phased approach in shifting to the new guidelines.
- In the event of a depreciation of the YER, it is envisaged that partners will make savings due to the conversion of the CCT programme payout amount from USD to YER. Savings can be utilized as follows:
 - Partners to engage new beneficiaries to complete the ongoing activities,



- Partners to add one extra round to the same beneficiaries to complete the ongoing activities
- Partners to provide more workdays to the same beneficiaries (if the savings made are not enough to engage new beneficiaries) Partners may consider adding extra work to ongoing activities in order to improve the rehabilitation of community assets and increase the impact of the program. For example, this could include increasing the length of road to be rehabilitated based on community consultation and in alignment with the remaining savings. By expanding the scope of the program, partners can help maximize the impact of the activities and ensure that the community's needs are met to the greatest extent possible. However, it is important to carefully consider the feasibility and sustainability of any proposed expansions, as well as the potential costs and benefits, in order to ensure that they are aligned with the goals and objectives of the program.

Ongoing CCT Programmes in Yemen

There are three main CCT programmes ongoing within the country:

1. **Cash for Work (CfW)** – Provides transfers to vulnerable, food-insecure and crisis-affected HHs in return for the provision of labor (particularly through labor-intensive construction and rehabilitation projects). The two main objectives of CfW programmes are to:
 - (i) Provide short term income opportunities, increase consumption of goods and enable HHs to meet their food needs; and
 - (ii) Build or repair assets and infrastructure that are vital for sustaining the livelihoods of a community.

Cash payments are provided on the condition of undertaking designated work. CfW program assistance can be delivered in the form of cash, vouchers (if necessary) or e-transfers.

2. **Food Assistance for Assets (FFA²)** – A mechanism whereby an agency / organization provides food, vouchers or cash to fill food consumption gaps while strengthening the

² FFA is neither an emergency employment project nor a regular jobs creation programme. It does not offer the benefits that formal employment provides, such as medical insurance, pensions, or other benefits. The FFA cash transfer is not a salary, but a cash transfer aimed at covering the HH food gap and encouraging participation in the programme. However, the assets created or rehabilitated through FFA



capacity of communities to rehabilitate, build and maintain assets. FFA focuses on restoring acceptable food security levels in the immediate term and supporting assets that directly or indirectly benefit the target population. Supported assets seek to strengthen the livelihood, resilience to shocks and food security and nutrition of targeted populations in the longer term.

3. **Public Works Programmes (PWP)** - The primary objective of short-term PWP is to provide temporary employment for the working age poor who are not able to find work or pursue their usual income generating activities because of a crisis or disruption in the labor market. Cash or goods are given in exchange for a set amount of work. These programmes employ both skilled and unskilled labor, provide employment /work and should therefore rely on market-based daily / monthly wages. They are normally administered in response to a crisis or sudden shock and they typically focus on the maintenance of existing community infrastructure, assets or the provision of basic new infrastructure, such as restoring or maintaining rural roads, soil conservation, afforestation and social services. **Unlike CFW and FFA, the PWP is mostly based on community contract approach rather than the individual household.**

Needs Assessment

The needs assessment is critical to ensure the design of the CCT programme is appropriate. A needs assessment is a systematic process for determining the gaps between current conditions and desired conditions, which assesses local priorities surrounding needs and identifies local capacities and resources to meet needs. With regards to CCT interventions, it is used to understand the most urgent needs of the target population and the population's ability to meet those needs.

FSAC partner may conduct either rapid or in-depth needs assessments, depending on the onset stage of the crisis, the dynamics of the situation, the objectives of the assessment, and other factors, such as access restrictions to the field, security situations, the time required in hours or days, etc. The [FSAC market feasibility assessment tool](#) and [FSAC focus-group-discussion tool for cash-based interventions](#) are good assessment tools FSAC partners can utilize during needs assessment.

may in turn promote self-employment and local jobs. Furthermore, HH savings from increased monthly income resulting from FFA transfers can contribute to the HH capacity to cover other current and future priorities.



CCT programmes (CFW/ FFA/ PWP) must be based on a needs analysis and market feasibility assessment and cash for work appropriateness assessment. They should be planned and implemented only after it has been assessed that;

- I. There is a need for such a programme
- II. It is clear that a conditional cash programme is the most appropriate instrument to meet this need in a timely, efficient and effective manner.

Before undertaking a CCT programme, it is critical to verify the following:

- The average daily Local Market Unskilled Labor Rate (LMULR) at Governorate level.
- Markets are functioning.
- CCT activities will not interfere with the community's main livelihood strategies.
- Assets and infrastructure to be built or rehabilitated will meet the basic needs of the targeted population. In addition, the assets created and rehabilitated, and the income generated should contribute to relieving transitory or structural food security/poverty.
- It is imperative that FSAC partners consider the contextual nuances of their operational areas, whether situated in urban or rural settings. For example, urban areas tend to exhibit a higher school enrollment rate, thereby warranting CCT programs to channel their efforts towards supporting service delivery infrastructures, such as schools and healthcare facilities. However, rural areas may necessitate the restoration of productive assets to enhance livelihood opportunities, such as supporting agricultural production.

All CFW/ FFA/ PWP programmes should adopt a “do no harm” approach through a preliminary assessment to ensure that assets created will not trigger conflicts within the community. The following elements should be taken into account:

- Ascertain whether the target groups will actually benefit from the intervention. Agencies / Organizations need to verify whether the potential recipients are willing and able to carry out the work and whether the assets / infrastructure that will be built or rehabilitated are useful to the community and can be maintained.
- Verify that CCT programmes do not negatively affect the main livelihood strategies and existing social norms of the local community. This implies, on the one hand, being familiar with these strategies, and on the other, understanding how a CCT programme can help HHs to address their livelihoods problems.



- To optimize the use of resources, it is important to weigh the cost of activities against how much it is prioritized by the community as the activities selected are recommended to not be very costly in terms of inputs and materials.

General Principles of CCT Programmes for unskilled labour

- (i) One CCT value for IRG Area of Control (AoC) and one CCT value for the SBA AoC. CCT values expressed in YER³.
- (ii) The CCT values should be 10% higher than unconditional cash transfer value (UCT), aiming at ensuring a larger coverage (from 80%-85% Kcal - according to the MFB composition - to the 90%-95% Kcal) of the MFB. For more information, please refer to the UCT Guidelines: (<https://fscluster.org/yemen/document/fsac-unconditional-cash-transfer>). The CCT values should be computed as follows: $CCT = UCT * 110\%$.
- (iii) The CCT transfer value at AOC level will be divided by the daily LMULR to compute the number of working days required in each Governorate.
- (iv) **The suggested minimum number of working days per month is 10 days, while the maximum number of working days is 15 / month.** If in a given Governorate and based on the calculation envisaged by point 3, the number of working days exceeds 15 days, the number of participants / HH **should be increased from one to two. The extra HH member would work for the number of days that exceeded 15 days.**
- (v) **Six working hours should be considered as the maximum working hours/day**, as beneficiaries need 1-2 hours to reach CFW/FFA locations.
- (vi) **Duration of programs:** When selecting the time and duration of a CCT programme, FSC partners must consider that communities are already engaged in other livelihood and productive activities. Communities are often engaged in various livelihood strategies and working on a CCT programme has an opportunity cost unless the targeted beneficiaries are unemployed e.g., if a program is targeting a community whose employment is primarily in agriculture, it is best to start it during the off-season and continue throughout its duration (usually three to four months).

The following are consideration for CCT interventions tenure:

³ For program design purposes, partners should use the real-time exchange rates when designing their projects.



- CFW programs should be for a minimum of 3 months and a maximum of 6 months, contingent on the type and objective of the work and donor requirements.
- FFA programs should be for six months, as the purpose is to meet the food gaps of moderately food insecure HHs (HHs in IPC phase 3 whether they live in IPC phase 2, 3 or 4 Districts).
- PWP programmes should be for a minimum of 3 months.

Operationalization of the General Principles of CCT Programmes for unskilled labour in Yemen

A. Based on the General Principles of CCT Programmes in Yemen n. 1, 2, 3, the monthly CCT values should be the following:

- IRG AoC, $135,500 * 110\% = 149,050$ YER
- IRG AoC USD $110 * 110\% = 121$ USD (Rounded to the nearest 5 USD) = 120 USD
- SBA AoC, $62,500 \text{ YER} * 110\% = 68,750$ YER
- SBA AoC USD $115 * 110\% = 126.5$ USD (Rounded to the nearest 5 USD) = 125 USD

B. Considering the uniqueness of FFA, with regards to commodity procurement involved and other supply chain issues, as well as the need to still provide an incentive for participants, the transfer value is increased (from 80%-85% Kcal - according to the MFB composition - to the 90%-95% Kcal). The 10% top-up can be on any of the food commodities. It is up to each partner undertaking FFA to decide which commodity ration to top up, however this must be communicated to the FSAC for coordination purposes.

NB: Considerations above are related to projects whose priority is to meet the basic food needs of the targeted population. As such, if partners intend to implement a project with different priorities requiring different CCT values, they should consult with FSAC.

Targeting

- Targeting depends on the objective of the CCT program, i.e., if the program aims to reach a particular group (e.g., women or the poorest / most vulnerable sectors of the population) or vulnerable communities in each geographic location.



- Targeting should be carried out according to clear and transparent criteria and involve the community and local authorities. Coordination and stakeholder consultation are essential for the successful targeting and implementation of CCT programmes in Yemen. By taking the time to consult with stakeholders and coordinate efforts, this will ensure that the interventions are aligned with the needs of the community, build trust and cooperation, avoid duplication of effort, and improve the efficiency and sustainability of the interventions. This process should involve consulting several stakeholders prior to selection of targeted areas as follows;
 - FSAC partners should use gap analysis data developed by FSAC in the most recent dashboard published monthly, to be aware on the coverage of activity number one (Rehabilitation of community assets, provision of seasonal employment and increase of HH incomes through Conditional Cash Transfers) under FSAC SO2 and recognize needy districts where significant gap exists. FSAC partners are encouraged to consult with FSAC coordination teams in their respective hubs for further information on detailed needs at sub-district/village level, area context and viable activities.
 - FSAC partners should use FSAC sub-district and village level mapping tools to identify implementing partners in the geographic areas under consideration. FSAC partners should consider CCT interventions that are ongoing, confirmed and planned to avoid any overlapping or to ensure successful complementarity where needed. It is mandatory for FSAC partners to coordinate with other partners at the field level in the same geographical areas before deciding on geographical or location targeting.
- To ensure effective government engagement and approval of targeted areas, the selection of districts and villages should be coordinated with line-ministries, government offices, and local authorities. This collaboration involves working with various entities, including but not limited to, the MoPIC, SCMCHA, MoAIFW, and local authorities at the governorate and district level. It is imperative to consider the operational area and the nature of activities to ensure coordination with relevant ministries and entities.
- Only adults over 18 years old should participate.
- Ability to physically work (this may exclude the elderly, pregnant women, youths below a certain age).
- Ability / flexibility for workers to continue to carry out domestic tasks (e.g. taking care of young children).



- Individuals belonging to HHs who do not have people currently engaged in other employment and / or who do not have any source of regular income (e.g. receiving rent, regular remittances etc.). This does not exclude HHs whose only income is from using severe negative coping strategies (selling organs, child labor, transactional sex, etc.).
- It is important to consider environment policy when targeting beneficiaries, in terms of having a balance between displaced/marginalized persons and Host Community Populations during targeting. It is advisable to recognize the ratio of displaced/marginalized persons to host community populations, as well as to consider the vulnerability criteria of each group for targeting purposes.

Gender considerations

- In many situations, the participation of women in public CCT programmes is conditioned by local socio-economic and cultural circumstances. In communities with few work opportunities and where wage work is traditionally reserved for men, women face many obstacles in seeking employment in CCT programmes. Furthermore, public works programmes should take into account that women are often already occupied with many HH and other tasks.
- Gender roles and their control over financial resources may vary from one location to another and according to the context, whether urban or rural. In order to encourage women to participate in these activities, it is important to determine the gender division of labor in the HHs and the time available to women for conditional cash programmes activities.
- Designing CCT programmes activities for women should take into consideration the following:
 - Cultural acceptability - teams composed of men and women might generate disapproval for religious/cultural reasons. Different tasks could be proposed on different sites and teams should be set up per gender when needed.
 - Women's responsibility for domestic tasks and childcare means programming for women should take this into account with shorter working days, different timing, and lighter tasks. The substitution of other HH members is acceptable.



Monitoring and Evaluation

Monitoring and evaluation (M and E) is a continuous process that should be carried out throughout the duration of the project implementation. It should be inclusive of all project results, the security context, cash flow, compliance with procurement procedures, and project objectives to ensure efficiency and effectiveness of the program. (M and E) is a crucial step in measuring the success of CCT programme. Regular monitoring allows accurate determination of who received what, examining how the conditional assistance were used, and more importantly necessitates the determination of the repercussions on the expansion and development of the local food security situation and microeconomy are all made much easier through monitoring and evaluation. There are other important aspects such as technical guidance on constructions on the sites, problem solving, and confidence-building of the beneficiaries etc. Progress monitoring enables project monitoring to gauge its impact on both a household and community levels.

Feedback and complaint handling mechanisms work in partnership with M&E in all phases of the program lifecycle. The complaint and feedback handling mechanism can take various forms, such as having a hotline telephone number, a complaint desk, feedback boxes, and so on. More information on this is available in [The Operational Guidelines for Mainstreaming Accountability to Affected People in the Food Security and Agriculture Cluster Response in Yemen.](#)

Post Distribution Monitoring (PDM) activities are recommended for every round of cash disbursement. The PDM will assess the satisfaction of beneficiaries with the payment processes, the utilization of cash received, changes in coping strategies, gauge some response results, etc. The PDM activities will also be designed to measure impacts on food security and nutrition status

Ad-hoc monitoring visits can be performed as needed, as direct visits to the project site are limited to a maximum of three times. Regular follow-up visits should be conducted both in-person and over the phone with beneficiaries.

Monitoring by the community and groups leaders: Community members and leaders have a role in the monitoring process through identifying the issues and collecting any feedback from community. Where applicable, the CFW group's leaders are involved in monitoring activity in terms of monitoring the implementation of CFW activities at the field level based on the orientation and guidance of FSAC Partners.



What to Monitor: A variety of monitoring indicators can be used to gauge the following:

- **The progress and quality of the work:** The work that beneficiaries must do should be timely, quality and relevant to their skills and abilities.
- **The safety of the work:** The work that beneficiaries must do should be safe and not pose a risk to their health or well-being.
- **The payment of wages:** Beneficiaries should be paid on time and in full for their work.
- **The satisfaction of beneficiaries:** Beneficiaries should be satisfied with the program and should feel that they are benefiting from it.
- **The Food Security and Livelihood situation:** Impact of the CCT interventions on the food security and livelihood situation of the vulnerable population.
- **Gender Sensitivity:** Monitoring should collect, analyze and report data disaggregated by gender, to examine and address any unequal power distribution between men and women.

The below is example of monitoring indicators for consideration for Conditional Cash Transfer activities;

Outcome Indicators	Output Indicators	Process Indicators
Food Consumption Outcomes <ul style="list-style-type: none"> – Food Consumption Score – Household Diet Diversity Score – Household Hunger Scale – Household Food Insecurity Access Scale. 	<ul style="list-style-type: none"> – % of people who cover their basic food needs through conditional cash transfer activities – % of total cash expenditure spent on food – % of households who have their calorie intake increased to 2,300 Kcal pp/pd. – % of households who are able to meet the FSAC Minimum Food Basket. 	<ul style="list-style-type: none"> – Amount of cash distributed to beneficiaries under rehabilitation of community assets, provision of seasonal employment and increase of HH incomes through Conditional Cash Transfers (disaggregated by cash and voucher) – # of beneficiaries who participated in rehabilitation of community assets, provision of seasonal employment and increase of HH incomes through Conditional Cash Transfers.



Livelihood Outcomes <ul style="list-style-type: none">– Reduced Coping Strategy Index– Livelihood Coping Strategy Index	<ul style="list-style-type: none">– Amount of debt per household (USD)– Number of CFW high quality projects/assets completed according to the technical specification– Number of community assets rehabilitated and reutilized used efficiently by the community– # of beneficiaries who report saving part of their wages	
AAP Indicators	<p>Satisfaction of beneficiaries</p> <ul style="list-style-type: none">– # of beneficiaries (men and women) receiving the appropriate cash transfers on time– % of beneficiaries (men and women) who report satisfaction with process and methods of implementation– Number of programmatic changes made in response to community feedback. <p>Safety of the work:</p> <ul style="list-style-type: none">– # of beneficiaries (men and women) that do not get any causality during the work. <p>Gender Considerations</p> <ul style="list-style-type: none">– % of women and men participated in rehabilitation of community assets, provision of seasonal employment and increase of HH incomes through Conditional Cash Transfers– % of women and men who attended community meetings.– % of women and men who have key decision-making positions in CCT interventions– % of household expenditure of female/male headed household– # of beneficiaries (men and women) who reported no incident in the work field <p>Complaint handling Mechanisms</p> <ul style="list-style-type: none">– % of affected people (men and women) and persons with disability who know how to make a complaint.– % of affected people (men and women) who believe their opinion is considered by aid providers.	



Examples of community assets / infrastructure to be rehabilitated or constructed⁴ through CCT programmes.

Canal	Cistern	Dam
Gabion	Grazing area protection	Latrine
Pond construction	Road	School ⁵
Health facility	Spring	Water tank
Soil conservation	Agriculture and conservation land	Reforestation
Waste disposal	Water reservoir	Water network

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⁴ The specific activities can be rehabilitation of existing structure/assets, construction of new structure/assets, improving the existing structure/asset, or completing an unfinished project. This will be contingent to a specific location, donor requirements, agreement with local authority, and endorsement from community committee in charge for the project. The assets/infrastructure to be rehabilitated or constructed must be a community asset (that will benefit all community members) and not specific individuals!

⁵ The list is not exhaustive.