

Yemen Livelihoods Technical Working Group (LTWiG)

Technical Guidelines for Conditional Cash Transfer Programmes in Yemen

1. Preamble

1.1 Overview

- Currently many agencies/ organizations are involved in conditional cash transfer programs in Yemen with the three main activities revolving around:
 - Cash for Work (CfW)
 - Food Assistance for Assets (FFA)
 - Public Works Programmes (PWP)
- Nonetheless, there are great variations in the approach employed by different agencies/organizations in terms of the guidelines, rates of payment, number of working days, number of working hours, program objectives etc. and this thus necessitates a need for harmonization across the board. Moreover, harmonization will reduce the potential frictions amongst different community members and increase accountability and transparency to beneficiaries. The key to each program is to understand the respective donor requirements and the objective of the project, whether to meet food gaps, or focus on building or rehabilitation of infrastructure and assets. This will determine the applicable conditional cash transfer programme guidelines
- Following the deactivation of the Emergency Employment and Community Rehabilitation Cluster (EECR) in Yemen and a shifting of all livelihoods activities to FSAC, a Livelihoods Technical Working Group (LTWiG) was formulated to assist with the transition and harmonization of all agricultural and non-agricultural related livelihoods programming (including conditional cash transfer programming)
- This document outlines the harmonized technical guidelines for food security and livelihoods related conditional cash transfer programmes in Yemen based on detailed



discussions at the LTWiG level in Sana'a and Aden and subsequent endorsement by all FSAC partners undertaking the requisite activities in August 2019

- This is a living document and revisions and/or updates can be undertaken at any time considering the fluid and evolving context in Yemen

1.2 Coming into effect of the new Livelihoods Conditional Cash Transfer Programmes Guidelines

- The new guidelines for livelihoods conditional cash transfer programmes *came into effect from 1st September 2019* for all new projects, or yet to be signed agreements. For operational and budgetary reasons, partners with ongoing, or already funded conditional cash transfer projects/programmes continued using the prevailing guidelines until the project phase out stage
- In the event of a depreciation of the YER, it is envisaged that partners will make savings due to the conversion of the conditional cash programme payout amount from USD to YER. The savings can be utilized as follows:
 - Partners to engage new participants (for a minimum of 3 months) to complete the ongoing activities
 - Partners to provide more work days to the same beneficiaries (in the event that the savings made are not enough to engage new beneficiaries)
 - All beneficiaries SHOULD be from the same location as the ongoing program and endorsed by the existing community committees

2 Ongoing Livelihoods Conditional Cash Transfer Programmes in Yemen

There are three main programmes ongoing within the country:

- Cash for Work (CfW) - Provides transfers to vulnerable, food-insecure and/or crisis-affected households in return for the provision of labour (particularly through labour-intensive construction and rehabilitation projects). The two main objectives of CfW



programmes are to: (i) provide short term income opportunities and increase consumption of goods; and (ii) build or repair assets and infrastructure that are vital for sustaining the livelihoods of a community.

- Food Assistance for Assets (FFA¹) - A mechanism whereby an agency/ organization provides food, vouchers or cash to fill food consumption gaps while strengthening the 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 livelihoods, resilience to shocks and food security and nutrition of targeted populations in the longer term. In Yemen, based on community consultations, assessments and market functionality, cash is the preferred modality to deliver FFA. Other food assistance modalities (vouchers, food in-kind) could be introduced where and when needed.
- 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 labour market. Cash or goods are given in exchange for a set amount of work. These programmes employ both skilled and unskilled labour, 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.

¹ 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 household food gap and encouraging participation in the programme. However, the assets created or rehabilitated through FFA may in turn promote self-employment and local jobs. Furthermore, household's savings from increased monthly income resulting from FFA transfers can contribute to the household's capacity to cover other current and future priorities.

3 Principles of Conditional Cash Transfer Programmes

- All conditional cash programmes (CFW/ FFA/ PWP) must be based on a needs analysis and a feasibility assessment. They should be planned and implemented only after:
 - It has been assessed that there is a need for such a programme
 - 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 conditional cash programme, it is critical to verify that the following preconditions exist:
 - Markets are functioning - based on market assessments
 - Conditional cash programme 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

- 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

- It is good to ascertain the following:
 - 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 conditional cash programmes do not negatively affect the main livelihood strategies an 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 conditional cash programme can help households to address their livelihood problems

- A labour market analysis² should be carried out to understand how the local labour market works and provide information on:
 - The prevailing wages for manual labour?
 - The seasonal labour patterns for men and women?
 - The participation of women, youth, and other vulnerable groups in paid on farm and off- farm labour

4 Key elements to consider in designing Conditional Cash Transfer Programmes

Each agency/organization's design of conditional cash transfer programs depends on its objectives, the donor requirements, and the socio-economic environment of the target location.

Key elements to take into consideration:

- wage rate;
- targeting of beneficiaries;
- seasonality of conditional cash activities;
- inclusion of households with key vulnerable groups (e.g. women and Youth)³

5 Setting the wage rate

- The first priority in setting a wage rate is to meet the basic needs of the targeted population, therefore the following information should be utilized:

² A light and rapid labor market analysis that should be completed in one week maximum. An example of a labour market analysis tool to be attached in the annex

³ The most vulnerable individuals SHOULD be incorporated into unconditional emergency food assistance programmes (in kind, cash or voucher) and not targeted with conditional cash transfer programmes



- The Minimum Food Basket - this should indicate the amount of cash equivalent of commodities needed by a household of seven members to survive for a month
 - The proportion of the minimum basket(s) that households in need can provide for themselves (approximately 20% currently covered by household's own income/food sources)
 - The prevailing minimum skilled wage rates (according to national legislation) and unskilled wage rates
- Agencies and organizations implementing conditional cash programs should ensure that the amount of cash injected into the local economy through their programs does not distort the local economy
 - The wage rate should not disrupt the targeting process as the wage rate, to a large extent, determines participation of beneficiaries. The wage rate SHOULD be set low compared with the prevailing market wage for unskilled workers - in order to encourage the poorest segment of the population to participate. Nonetheless, if the wage rate is too low to cover basic consumption needs, the livelihoods impact of the programme can easily be undermined
 - Skilled wage rates should at least be equal to the country's minimum wage rate while for unskilled labour, it should be lower (but close) to the prevailing local market wages for similar activities (unskilled labour)
 - Organizations/ agencies should ensure that wages will not be too different from those paid through other programmes in the same area in order to avoid exploitation, overpayment of workers, disputes, and community frictions
 - Organizations/ agencies should decide at the outset whether wage rates should be:
 - output-based, i.e. tied to productivity and output - e.g. number of meters of canals repaired
 - Time-based, irrespective of output (e.g. daily or weekly wage).

6 Work Norms

Work norms are location specific based on the identified needs of the community, as per the established community committees overseeing conditional cash transfer programmes. Additionally, committee e.g. donor requirement and organization policy will also influence the applicable work norms. A deviation of plus/minus 10 percent of the work norm is acceptable

6.1 Cash for Work (CfW)

- Work norms indicate the number of outputs or work units by CfW interventions, expected from a CfW participant, within a required timeframe (normally per hour or per day), in line with the required technical standards and community preferences and context. Output-based CfW activities require work norms so that the planned number of assets can be built/rehabilitated within the duration of the project and in line with the relevant technical standards. Specific work norms can be developed for vulnerable segments of the population (PWD, women, elderly etc.) to encourage their participation
- Work norms are set up by the community committees in line with existing local authority guidelines. If the CfW is for a specialized activity, work norms will be developed by a subject matter experts, such as a civil engineer for construction of gabions or agricultural engineer for water reservoir repairs
- Information on the number of hours per day, description of the work that needs to be undertaken, and the duration of the work (number of days for completion of the work)

6.2 Food Assistance for Assets (FFA)

- Work norms indicate the number of outputs or work units by FFA intervention, expected from an FFA participant, within a required timeframe (e.g. per day), in line with the required qualitative technical standards, and depending on the

FFA project and context. Work-based FFA activities require work norms so that the planned number of assets can be built/rehabilitated within the duration of the project and in line with the relevant technical standards. Specific work norms can be developed for women to encourage their participation in FFA while recognizing their commitment to significant domestic unpaid work.

- Usually, work norms⁴ are set up by the government and specialized entities within the government. Work norms are developed by subject matter experts, such as a civil engineer for construction works and agricultural engineer for agricultural works. In order to establish productivity work norms, the following procedure could be followed:
 - The expert collects information on the duration of a “normal workday”, which is usually 6 hours
 - Describes the works that needs to be done per unit and in detail, e.g. fill potholes on 1 km of dirt road with an estimated 10 percent of the surface needs maintenance work
 - The expert estimates how many hours this work will take, say 120 hours to repair 1 km of dirt road
 - The expert calculates the work norm for the repair of 1 km of dirt road as follows: The repairs of 1 km take 120 hours; the average working day is 6 hours per day: $120 \text{ hours} / 6 \text{ hours of daily work} = 20 \text{ Work Days}$.

6.1 Public Works Programmes (PWP)

- Normally PWPs are rely on skilled laboureres for skilled outputs and the work norms are set as per the existing ILO and government labour laws and guidelines

⁴ A deviation of plus/minus 10 percent of the work norm is acceptable

7 Targeting

- Targeting depends on the objective of the programme, i.e. if the programme aims to reach a particular group (e.g. women or the poorest/most vulnerable sectors of the population) or vulnerable communities in a particular geographic location.
- Targeting should be carried out according to clear and transparent targeting criteria and involve the community and local authorities
- **Only adults over 18 years old should participate in conditional cash transfer programmes**
- Ability to physically work (this may exclude the elderly, pregnant women, youths below a certain age)
- Number of people per household invited to participate in the project⁵
- Ability / flexibility for workers to continue to carry out domestic tasks e.g. taking care of young children
- Gender considerations
 - In many situations, the participation of women in public conditional cash 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 conditional cash programmes. Furthermore, public works programmes should take into account that women are often already occupied with many household and other tasks

⁵ Only one participant per household should be engaged considering the huge needs on the ground. Any deviation from this will be on exceptional basis and **MUST** be endorsed by the community committees, participants, local authorities etc.

- In order to encourage women to participate in these activities, it is important to determine the gendered division of labour in the households and the time available to women for conditional cash programmes activities.
- Designing conditional cash 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 in different sites and teams should be set up per gender when needed.
 - Women's responsibility for domestic tasks and child care means programming for women should take this into account with shorter working days, different timing, and lighter tasks. Substitution of other household members is acceptable.

8 Timing and duration of activities

- When selecting the time and duration of a conditional cash programme, organizations/agencies must consider that communities are already engaged in other livelihoods and productive activities
- Communities are often engaged in various livelihood strategies and working on a conditional cash 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 the programme during the off-season and continue throughout its duration (usually three to four months)⁶

⁶ Work during the hot summer season when temperatures reach upward of 40 °C should be delayed, or alternative working arrangements put in place

9 Duration, Transfer Values and work days

The rate to be paid should be defined taking into consideration what others agencies are paying, the level of labour on the local market, but more importantly should take into consideration the final objective of the project and that conditional cash programmes are not employment schemes.

9.1 Daily and Monthly transfer values

- A harmonized daily labor/daily wage rate of USD \$6 (3,240 YER)⁷ is proposed across all the hubs
- The daily transfer value is set at 85% of the unskilled labour market wage rate (USD \$6.4/YER 3,445 based on 2018 unskilled wage rates) per day
- The harmonized daily wage rates are 15% lower than the prevailing market rates across the country
 - To achieve this, partner rate analysis was conducted across the country in order to understand the prevailing wage/labor rate
 - The conditional cash rate should be set in YER (similar to the minimum food basket) due to the fluctuating exchange rate in the country
 - In the event that a different rate exists in certain governorates, a governorate rate can be adapted based on a thorough market assessment however this should not exceed USD \$90 per month. Flexibility shall be based on a number of days worked X by the daily labour wage
 - For FFA, households should receive monthly food assistance equivalent to the monthly assistance received by general food assistance beneficiaries, estimated at 45,000 YER per month for the North and 53,000 YER for the South as per the existing FSAC minimum food basket standards

⁷ At the current prevailing exchange rate of 1 USD = 540 YER. A contingency of 5% (USD \$5) will be added to cater for exchange rate fluctuations

9.2 Number of work days per month⁸

- There is need for a clear guideline for determination of the minimum and maximum number of working days per month to avoid potential tensions within the community
 - The minimum number of working days should not be less than 10 days in a month
 - The maximum number of working days in a month should be 20 days (the maximum number of working days should take into consideration the livelihoods of the targeted community e.g. farming communities should have time to work on their farms)
 - The average number of working days is 15 days per month

9.3 Number of work hours per day

- Partners should also have uniform working hours per day for similar conditional cash activities
 - The number of working hours per day should be in accordance with the “do no harm principles” and take cognizance of the fact that beneficiaries have other productive livelihood activities and household chores that they are involved in. Subsequently, the number of working hours should be realistic.
 - Six working hours should be considered as maximum working hours per day because sometimes the beneficiaries need 1-2 hours to reach to CFW/FFA location

9.4 Duration of Conditional Cash Transfer programmes

- **Cash for Work** - CFW programmes should be for a minimum of 3 months and maximum of 6 months’ contingent on the type of work, objective of the work and donor requirements
- **Food Assistance for Assets (FFA)** - FFA should be for 6 months and the objective is to meet the food gaps of moderately food insecure households (households in IPC phase 3 whether they live in IPC phase 2, 3 or 4 districts.). *Highly vulnerable households facing acute food insecurity*

⁸ This will be determined based on calculations emanating from the applicable minimum wage rate in the specific location



should receive emergency food assistance support as per the FSAC standards.

- **Public works programs (PWP)** - This should be provided for a minimum of 3 months

10 Beneficiaries Selection criteria

Minimum pre-requisite eligibility criteria (for unskilled laborers):

- Must be 18 years of age and over
- Must be resident in the area of intervention
- People must be interested and willing to engage in entire completion of work, if selected.
- Someone in the household that is physically and mentally capable of carrying out the work. *Cash for Work schemes should NOT exclude Persons with Disabilities (PWDs), either male or female, who are capable of working, if appropriate adjustments can be made to facilitate their engagement.* Find out specific details about PWDs capacities and limitations, to determine appropriate work and what adjustments are required for their inclusion (possible options may include less labor-intensive or soft activities like cleaning).
- Households that do not have people currently engaged in other employment and who do not have any source of regular income (e.g. receiving rent, regular remittances etc.). This does not exclude households whose only income is from using severe negative coping strategies (selling organs, child labor, transactional sex, etc.)
- Special consideration should be made on inclusion of women and other vulnerable groups within the CFW activities. *Nonetheless, extremely vulnerable beneficiaries should be targeted by unconditional cash transfer/ food assistance programmes.*

11 Examples of community assets/infrastructure to be rehabilitated or constructed⁹ through conditional cash transfer programmes

- Canal rehabilitation
- Cistern rehabilitation
- Dam rehabilitation
- Gabion construction
- Grazing area protection
- Latrine construction
- Pond construction
- Pond rehabilitation
- Road construction
- Road rehabilitation
- School rehabilitation
- Soil conservation
- Spring rehabilitation
- Water tank creation
- Well rehabilitation
- Canal construction
- Agricultural land conservation
- Reforestation
- Waste disposal
- Water reservoir rehabilitation
- Water tank rehabilitation
- Health facility rehabilitation
- Water network rehabilitation

⁹ 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 be **MUST** be a community asset (that will benefit all community members) and not specific individuals!