



Shelter/CCCM/NFIs Cluster Yemen STRATEGY 2014

I. Background to the Shelter/CCCM/NFI Cluster

The Shelter/CCCM/NFIs Cluster (hereinafter the Cluster) has been in existence since 2009. It is based in Sana'a and has field sub-clusters in Aden, Haradh and Sa'ada (Amran Sub-Cluster was relocated to Sana'a in 2012). The Cluster has thirty members who participate in Cluster meetings and run activities in shelter assistance, camp management and camp coordination (CCCM) and non-food items (NFI) distribution all over Yemen. The Cluster lead is UNHCR in all locations. In Sana'a, the Cluster is co-chaired by UNHCR and IOM, and in Aden by UNHCR and the Norwegian Refugee Council (NRC).

This Strategy draws on Cluster documents and assessments for the analysis of the humanitarian situation. Determination of the targeted population, governorates with most needs and Cluster activities (*Response Plan, p. 11*) was made by Cluster members over several months including at two half-day meetings in November and December 2013.

In December 2013, Cluster members participated in the drafting of the Shelter/CCCM/NFIs portion of the Yemen Humanitarian Response Plan (HRP) 2014/2015 and they calculated the overall budgetary needs for the Cluster for 2014 to be US\$33,500,000. More details on the budget and activities are available on page 11.

The Cluster Strategy, while updated every year, is a living document that will be updated as dictated by the emerging needs and the assessment of the situation. The Cluster members reviewed and agreed to adopt the Strategy on January 2014.

This Strategy identifies the key issues and humanitarian needs in the area of shelter, non-food items (NFIs) and camp management and camp coordination for internally displaced population in Yemen, and it outlines the main activities and a required budget for 2014. Furthermore, it helps to identify the approaches and methodologies that the cluster members will be taking in meeting the needs on the ground.

This Strategy is to be read in conjunction with Yemen Contingency Plans, both national and regional, which cover the eventuality of displacement due to flooding or large-scale conflict not anticipated by this Strategy.

II. Yemen Displacement Context

Yemen has experienced several rounds of conflict since 2004, the largest of which was in 2009 when over 320,000 people fled violence in the Sa'ada Governorate. Neighboring three northern governorates of Hajjah, Amran and Al-Jawf are also affected by the Sa'ada conflict, as well as by tribal disputes, resulting in large numbers of IDPs. In 2011, civil unrest in central and southern Yemen and a conflict in Abyan further destabilized the country, causing civilian casualties and a large scale displacement. The IDPs resulting from the Abyan conflict have largely succeeded to return to their homes.

More recently, al-Qa'eda-related attacks and tribal conflict have intensified in several governorates around the country, hampering access to many areas with humanitarian needs; and, as of November 2013, to over 1,766 internally displaced families in two camps in the Hajjah Governorate. Lack of access by humanitarian actors is particularly problematic for IDPs as their subsistence entirely depends on the humanitarian aid.

Smaller scale displacement is also registered in areas prone to flooding such as Lahj and Amran Governorates and the Amanat al-Asimah.

North of Yemen

The overall humanitarian needs in Yemen today remain high, with, as of October 2013, 306,964 internally displaced persons¹ of whom over 301,000 have been displaced within the several northern governorates, primarily Sa'ada, Hajjah, Amran and Al-Jawf. A vast majority of the 301,000 IDPs are in situations of protracted displacement since 2004 and/or 2009.

Numbers of IDPs and returnees are, however, imprecise and Cluster members, during the verification processes and assessments, find a fluctuating number of IDPs in place. For example, the Executive Unit has registered 64,758² persons as returnees to the Sa'ada Governorate from 2011 to 2013, but it acknowledges that there is an additional undetermined number of IDPs who have returned but refuse to be registered as such so that they can continue to collect humanitarian aid, mostly WFP food rations, in their areas of displacement. Furthermore, a significant number of IDPs commute to their places of origin to conduct business, trade and/or visit family, but retain their residence in the areas of displacement for security reasons. An ongoing verification process in Amran, Sada and Hajjah will thus likely produce figures that are different or smaller than the current registered number of IDPs. It is generally accepted that as long as there is a varied level of humanitarian access and unequal availability of aid across the country, the numbers are going to be unreliable. What is more, there is as of yet an undetermined number of IDPs who are not even registered and thus not counted in the official number of IDPs as their displacement occurred after the closing of the government registration process.

Protracted displacement in the situation of unresolved conflict and the overall deepening of the humanitarian crisis and food insecurity in the country increases the vulnerability of and dependency on aid by the IDPs, delaying their prospects for achieving self-reliance, resilience and (re)integration. While a certain percentage of IDPs move between their places of origin or habitual residences for reasons of, mostly, economic nature, they return to places of displacement for safety and access to services. Vulnerabilities amongst the host population are also increasing due to the rising cost of living, and a limited availability of jobs and livelihood opportunities for both, host communities and IDPs. Inadequate, and sometimes, non-existent state support for female or widow-headed households makes that population group particularly vulnerable and in need of continuous support by the humanitarian community.

The displacement situation is complex (see *Table I*). About 1,766 families are accommodated in two IDP camps in Mazraq in Hajjah District (Camp I and Camp III) with additional 370 families in ex-Camp II, which was managed by the UAE Red Crescent until 2011 when it was converted to a self-managed settlement. The ex-Camp II still receives support from the Cluster in tents and NFIs. Moreover, some 45 families reside under tents in a stadium in Hayran al-Muharraaq District in the Hajjah Governorate. There are two additional tent settlements inhabited by the so-called marginalized communities or the *Muhamasheen*, displaced from the Sa'ada conflict, in the Amran Governorate.

It is generally accepted that the current IDPs are unlikely to return, as they have either achieved some level of local integration within the host community, or have opposed the Al-Houthi and are thus unable to return unless a peace process provides for otherwise. A certain percentage of the current IDPs are the *Muhamasheen* who have no property or land to return to. The realization of durable solution for the *Muhamasheen*, which constitute a majority of the IDP population in Mazraq camps, will likely be the most challenging given the general state of discrimination against them in the society; in Amran city, for example, open hostility and violence directed at the displaced *Muhamasheen* was recorded on several occasions in previous years.

¹ ExU statistics of 31 October 2013

² *Ibid.*

New displacement (2013-2014)

Inter-tribal clashes and violence continues to cause displacement in the north of the country, in particular in Sa'ada, al-Jawf, Amran and Hajjah governorates. Towards the end of 2013, hundreds of people have been displaced from As-Safra and Al-Kitaf districts in the Sa'ada Governorate, as well as in Asha and Ghaflan districts in the Amran Governorates and Mazraq in the Hajjah Governorate, as a result of the conflict between the Salafists and the Al-Houthi or al-Houthi and the Usaymat tribe. The IDPs have sought refuge in Sa'ada, Sana'a, as well as elsewhere in the country, but are expected to return should the stand-off between the Salafist supporters and the al-Houthi be resolved. On the other hand, the conflict, if unresolved, may also jeopardize the livelihood and local integration prospects of the "old" IDPs in particular in the Hajjah Governorate by forcing them into secondary displacement.

Cluster response

In view of the complex nature of displacement, as well as a great number of immediate humanitarian needs, aggravated by the lack of development in many areas where IDPs are situated, the Cluster will, in partnership with other clusters and a wide range of national and international partners, seek to address shelter and other subsistence needs in camps, public buildings/areas and scattered settlements for boys, girls, women and men. Given the lack of prospect for return and an opportunity, the Cluster will also work with partners to create conditions conducive for local integration and settlement of IDPs in a manner that promotes community reconciliation and local development, and thus **maximize the opportunities for IDPs to move towards the realization of their durable solutions rights and improve their quality of life.**

In recent years, there have been an increasing number of negotiated settlements on privately owned land which allow for the construction of transitional shelters for IDPs for an undetermined period of time. While these arrangements bear inadequate guarantees concerning the rights of possessions over temporary shelters by IDPs, they do present an opportunity for integration that is equally welcomed by the IDPs and the government. Traditional rural or semi-rural dwellings are suitable as they can be modified and expanded to suit individual family's needs.³

South of Yemen

Displacement in the South occurred in 2011 when civil unrest and the growing influence of Islamic militants (Ansar al-Sharia) caused displacement of over 200,000 IDPs from several southern governorates, with the Abyan and Lahj governorates being affected the most. The IDPs fled within affected governorates, as well as to Aden, and a majority sought shelter with host families and in public buildings. At the height of the crisis, 69 schools were occupied in Aden, impeding the access to education for local children. When the conditions improved in 2012 and 2013, a return tracking mechanism and assistance was put in place by the Executive Unit (ExU). By October 2013, 97% of the IDPs had returned to Abyan, of whom 108,542 individuals or 22,608 families received Cluster assistance to return to their homes.

Currently, ExU maintains the figure of 5,447 persons originally from Abyan still living in displacement (ExU, October 2013).

Cluster response

Given that most IDPs have returned to their homes, the Cluster does not envision major interventions in the south. On a smaller scale, the Cluster will focus on **creating conditions for sustainable reintegration of IDPs.** In 2014, the Cluster members plan to provide shelter assistance to 3,000 returning families in the Abyan Governorate.

³ The Cluster's Shelter Guidelines, outlining several types of traditional shelters, was adopted in 2013.

III. Operational Context

Camp Coordination Camp Management

A. North:

- In Hajjah Governorate, there are two tent camps (Camp I and Camp III) with 1,766 families; a smaller ex-Camp II accommodates 370 families. Most of the IDPs are, however, scattered around 15 spontaneous settlements in varying numbers. The Cluster is currently looking to redesign Camp I, which, with over 1,200 families, remains overcrowded even after many IDPs returned and/or otherwise left. The initiative can only start after the calming of tensions in the area and allowing the humanitarian workers access to the camp.
- In Amran Governorate, there are two spontaneous settlements, in Amran city and Houth, both inhabited by the *Muhamasheen*. A settlement in Amran city hosts 57 IDP families, and the one in Houth hosts 36 families. The Amran city settlement is relatively recent, set up after the previous settlement flooded in the beginning of 2013. The local authorities pledged to pay the rent for one year, but discontinued the support after three months. UNHCR is currently paying rent until the end of May 2014. The remaining IDPs in the Amran Governorate are accommodated with host families and relatives.
- In the Sa'ada governorate, the Cluster does not support any camps. The camps which were managed by ICRC closed in 2012. Mandabah, an IDP settlement, is supported by the Cluster in terms of NFIs and monitoring activities. The Cluster is rehabilitating houses in Sa'ada, and providing NFIs to new IDPs.

B. South:

- In southern governorates of Aden and Abyan, a majority of IDPs who had been sheltered in 69 schools in 2011 and 2012, have returned home. As a result, the Cluster's primary concern rests with vulnerable returnees; and as many returnees received some assistance in terms of shelter kits and NFIs, 3,000 families are currently being considered for shelter support by the Cluster in 2014.

Access to shelter, land and NFIs

A. North:

- Shelter continues to be one of the key needs for IDPs, especially those in two Mazraq camps (Camp I and III), ex-Camp II, two Amran settlements (Amran city and Houth), and for IDPs living in a number of informal urban and semi-urban settlements where the shelter conditions are sub-standard and the size of the living space way short of minimum requirements set out by Sphere Standards of 3.5m² of covered floor space per person.
- The Cluster directly supports Camp I and Camp III and provides an ad-hoc assistance to ex-Camp II. Shelter and NFI assistance has also been extended to vulnerable IDPs in Sana'a, to vulnerable IDPs in informal settlements or those living with relatives and host communities in the Amran, Hajjah and Sa'ada Governorates. A percentage of assistance is also extended to host community. The Cluster has a Shelter Strategy, which outlines the types of traditional shelters used in different areas of Yemen, and provides guidance to humanitarian agencies involved in shelter support in Yemen. The Strategy will be expanded to include the vulnerability criteria and ensure the participation of and consultation with all relevant stakeholders including local authorities and beneficiaries (noting particular needs for inclusion of women in the consultation processes in a manner that ensures that their specific needs are recorded and adequately addressed). The Cluster will also seek to ensure that shelter support includes the work-for-cash, skills development and employment opportunity in line with the Cluster Approach outlined below.
- Schools and public buildings are being used as temporary shelters for hundreds of IDPs in the Amran and Hajjah Governorates. 75 families in Mustaba and Al-Kamesen live in

the premises of three schools in the Hajjah Governorate.⁴ Even with basic partitions (e.g. plastic sheets), there is inadequate privacy which presents real risks of domestic violence and family disputes. The sanitation facilities are inadequate and thus pose a risk of health hazard. Moreover, as these facilities are used commonly by both men and women, there is a serious concern of heightened SGBV risk.

Durable Solutions options - North

A. North:

- Given the current political situation and the lack of progress on the resolution of the situation in the Sa'ada Governorate, the Cluster members anticipate that only a portion of the current population will be able to return, whereas for a majority of current IDPs, the most feasible options involve the support for local integration or 'resettlement'. In line with above, Cluster members are working to increase their support for and in IDP settlements by upgrading existing or assisting with the construction of new shelters in areas where local authorities, local communities and the government (the Executive Unit) secured the land and construction permits.
- The prospects of local integration and the support for the settlement of IDPs in the areas of displacement are marred by the lack of available land. In many cases, local landowners/sheikhs are reluctant to allow more permanent settlement on their lands and are discouraging the upgrading of current shelters. The situation appears more difficult in the Amran Governorate and where more resources and stronger advocacy may be needed.
- Finding durable solutions for the *Muhamasheen* may be most challenging, given the prevailing conditions of the lack of trust and general discrimination against the group.

B. South:

- Durable solutions options in the South involve return and reintegration of IDPs into the communities of origin. Livelihood opportunities and the renovation/reconstruction of shelter are two identified priorities.

Table I – displacement by governorate (provided by the ExU)

GOVERNORATE OF DISPLACEMENT	FIGURES AS OF 31 OCTOBER 2013			
	IDPs		Returnees*	
	Individuals	Families	Individuals	Families
Sana'a	38,640	7,287	-	-
Amran	39,780	5,785	4,778	720
Hajjah**	64,985	9,028	52,994	7,555
Al Jawf (estimates)	24,700	4,000	-	-
Sa'ada (estimates)	103,014	14,716	6,986	998
I- Total IDPs from Saada	271,119	40,816	64,758	9,273
II- IDPs displaced within Hajjah	16,934	2,755	-	-
III- IDPs in Dhamar and Raa'da Jan-Feb 2013 displacement	8,155	1,386	-	-
IV- IDPs displaced in July-Aug. 2013 from Al-Asha and Al Gaflah to Sana'a****	2,898	418		
V- IDPs displaced in July-Aug. 2013 from Al-Asha and Al Gaflah to Amran	2,411	357		
IV- Total IDPs Population North (I+II+III)	301,517	45,732	64,758	9,273
Aden	990	230	100,468	24,725
Abyan**	-	-	33,314	6,086
Lahajj	2,291	505	23,718	4,994
Shabwah	444	85	991	199
Hadramout	1,330	221	3,674	648
Al-Bayda	301	55	754	134
Al-Maharah	91	19	277	68
IV- Total IDPs from South (Abyan)	5,447	1,115	163,196	36,854
V- Total IDPs Population in Yemen (III+IV)	306,964	46,847	227,954	46,127

⁴ Schools used by IDPs in northern governorate.

IV. Response Strategy and Operational Priorities

The Cluster envisions that its emergency assistance in shelter, CCCM and NFIs will continue in 2014, while it will strengthen its transitional shelter assistance, promotion and advocacy for durable solutions options for IDPs (actively seeking options for the displaced population in camps). The Cluster will thus focus on the most vulnerable population residing in settlements with sub-standard shelter, in public buildings and in tents in camps and public areas. The Shelter assistance will also be extended to the returnees, based on the same vulnerability criteria and coupled with livelihood and other support by this or other Clusters.

The following are some key principles guiding the Cluster operation:

- **Gender considerations:** The Cluster will strive to meet all indicators of Strategic Objective 5 as outlined in Yemen Humanitarian Response Plan for 2014-2015, and will make every possible effort to ensure that "all assessments [of the Cluster] have female assessors, and the participation of women and girls from the affected populations". For example, consideration will be made to the location of shelter projects vis-à-vis their distance from water wells and other places of importance for women; the placement of kitchen and latrines; safe inclusion of women in community-based projects (QIPs) and cash for work, and, in general, all efforts will be made to preserve the privacy and safety of women, girls and boys.
- **Participation and consultation:** Participation and inclusion of the affected population in assistance planning (particularly relevant for shelter and settlement planning) from planning⁵ to the execution stages. Consultation with the target population, as well as authorities, traditional and state alike, will be consulted and their consent obtained. The Cluster will seek to increase its engagement with local authorities and tribal structures on land tenure for those IDPs who wish to locally integrate or settle in areas which are not their places of origin.
- **Alternative solution to IDP camps:** the Cluster will seek to achieve the following: (a) to reduce the current camp population by seeking to afford them with opportunities for integration and reintegration away from camps, leading to eventual close down of the existing camps; and (b) to minimize the instances of establishing camps in situations of displacement in the future by strengthening the capacity of local communities and local authorities to provide for IDPs and host families.
- **Community/beneficiary engagement/self-construction:** The participation of beneficiaries is not only required to obtain their approval and agreement of the project, but also so that the executing agency can identify the ways of involving beneficiaries in the physical execution of the project (contributions from those less able to undertake physical tasks or those requiring specialist technical expertise can include site monitoring and inventory control, the provision of childcare, temporary accommodation or the preparation of food – the approach can guarantee equal inclusion of IDP and host community women in the project implementation⁶), either for a fee or creating a sense of communal and individual ownership. Shelter projects should seek to develop beneficiaries' skills and build communal identities and solidarity (by engaging communities in the construction or other type of support).
- **Technical expertise and experience in shelter projects:** Appropriate technical design, construction and management expertise should be applied to ensure that plans and construction meet all technical and regulatory standards and that proposed shelter plans correspond to cultural and religious requirements, offering adequate privacy for female members of the families, and that they are environmentally friendly. Furthermore, where possible, the shelter and a living space design will not be discouraging of a possible expansion of a living space, but will, to the

⁵ The Sphere recommends that "all members of each affected household should be involved to the maximum extent possible in determining the type of shelter assistance to be provided. The opinions of those groups or individuals who typically have to spend more time within the covered living space and those with specific accessibility needs should be prioritised."

** Out of the 33,314 returnees noted in Abyan governorate, a total of 23,697 individuals/4,230 households are being confirmed officially registered while the registration forms of 9,630 individuals/1,858 households are pending re-verification with the Local Council in Abyan.

***Verification exercise in Hajjah was completed in April 2013 and the data review exercise in August 2013.

⁶ The Sphere Handbook, taken from the chapter on minimum standards on shelter, settlement and non-food items.

contrary, allow the beneficiaries to gradually adapt and build on to the existing shelter. Climatic considerations will be made to ensure that living space mitigates the extreme climates.

- **Cultural practices, safety and privacy:** all projects will be respectful of cultural practices and implemented with the highest regard towards beneficiaries' safety and privacy. In collective accommodation, for example, the grouping of related families, well-planned access routes through the covered area and materials to screen personal and household space can aid the provision of adequate personal privacy and safety.

V. Cluster Objectives

To respond to the above needs, the Cluster has decided on the following objectives for 2014:

- A. Most vulnerable IDPs receive NFIs and emergency shelter support in a timely and coordinated fashion.**
- B. Management and coordination of activities and assistance in two camps in Hajjah is maintained at the current level, while the camp population, in collaboration with local authorities, are assisted to achieve a more durable shelter and livelihood solution.**
- C. The target population/vulnerable displaced population is assisted to gradually achieve durable solutions in terms of shelter, and in coordination with other clusters, self-reliance.**
- D. The knowledge and capacity of national actors and implementing partners in CCCM and emergency response to displacement is strengthened.**

Given the protracted nature of displacement for over 300,000 IDPs in the northern governorates, the Cluster will seek to accelerate the process of local integration for IDPs who wish to remain in the areas of displacement or for whom a settlement to a third location can be negotiated with landowners, local authorities and local communities. The Cluster members are encouraged by the current trend whereby some IDP communities succeeded to negotiate the right to build transitional shelters for themselves on privately owned land. The land owners appeared resistant towards allowing the IDPs to settle in a permanent fashion, but consented to transitional structures. Where return is possible for IDPs who will opt to return if assistance and agreement with all relevant authorities is secured, the Cluster intends to provide the support in terms of rehabilitation of houses, return packages and community-based quick impact projects (QIPs). All local integration, resettlement and return activities will benefit approximately 10% of the immediate host community.

The current plan prioritizes the assistance to 264,040 individuals based on their vulnerability and dependency on shelter and NFI support. The target population includes those residing in two camps (1,766 families or 12,107 individuals), as well as vulnerable population (returnees, IDPs and immediate host family) in settlements, public buildings, under tents in public areas, as well as urban IDP and returnee population in inadequate and crowded rented spaces nationwide.

In summary, for 2014 and 2015, in addition to continuing its emergency program, the Cluster intends to strengthen its engagement on promoting and supporting durable solutions processes through providing shelter and cash for work assistance in areas of return, local integration or resettlement. In order to achieve the above, the Cluster will work with other clusters, more specifically with Early Recovery, Protection, WASH, Nutrition and Food Security Clusters on coordinating assistance to camp population as well as on the realization of durable solutions options for IDPs.

The Profiling of IDPs exercise planned for the first quarter of 2014 will inform the Cluster of the intention of IDPs in terms of return, local integration or settlement to a third location within Yemen, and will thus assist with the programming and overall targeting of the Cluster.

The required budget for the Cluster for 2014 is USD 33.5 million, of which 13.5 million is considered top-priority. As stated above, the planned activities for 2014 combine the maintenance of life-saving activities

with emergency shelter support and NFIs, while strengthening its engagement on creating enabling conditions for achieving durable solutions for IDPs. The Cluster thus intends to assist 17,520 families or 122,640 persons to begin the process of integration and/or reintegration in a manner that promotes self-reliance and ultimately reduces the dependency on humanitarian aid. About 5,200 families or 36,400 individuals will be assisted to return to their places of origin, and additional 15,000 families or 105,000 individuals will receive emergency assistance in terms of NFIs and emergency shelter. The Cluster will increase its engagement on advocacy for all durable solutions options for IDPs in consultation with local authorities and the displaced. It will further integrate gender issues and equal participation in all programs and program cycles, seeking to increase beneficiary women's engagement in assessments, implementation and program evaluation.

The implementation of the Cluster plan is conditioned upon an outcome of the National Dialogue and the ongoing conflict in the north of the country. The escalation of the Sa'ada conflict could lead to additional new displacement and may uproot the already displaced population, in which case, Cluster activities will likely focus on life-saving and emergency shelter and NFI activities.

VI. Target Population

Out of the total number of IDPs, returnees and affected host population of **490,193** (246,144 women and 244,049 men), the Cluster will target the total population of **264,040** (150,595 women, 109,445 men) which is the equivalent of **37,720 families or 54% of the total number of registered IDPs and affected host community**, focusing on camp-based IDPs, IDPs in settlements and public buildings or with host families, returnees as well as the displacement-affected local communities.

Table 2: Categories of population and targeted population for 2014.

Category of affected people	Number of registered IDPs and affected host community			Targeted beneficiaries		
	female	Male	total	female	Male	Total
IDPs inside camps ⁷	6,033	6,075	12,108	6,033	6,075	12,108
IDPs outside camps ⁸	144,901	144,648	289,549	94,542	76,990	135,532
Returnees (&planned returnee population) ⁹	12,903	12,633	25,536	20,020	16,380	36,400
Affected/hosting communities ¹⁰	82,307	80,693	163,000	30,000	10,000	40,000
Total	246,144	244,049	490,193	150,595	109,445	264,040

Particular attention will be given to the below selected vulnerable categories:

IDPs and returnees:

1. Unaccompanied minor/minor headed HH
2. Female-/ widow-headed HH
3. Elderly-headed HH
4. Physical/mental illness/disability/chronically ill (men, boys, girls, women)
5. Pregnant and lactating females
6. Females at risk (GBV)

Host Population/Affected (Non-IDPs):

1. Single Headed HH hosting IDPs
2. Socially/economically marginalized
3. Highly populated IDP/return locations (Community Based Projects)

⁷ The IDP camps in Sa'ada city are under ICRC/YRC responsibility and not covered by the present Cluster.

⁸ Unaccompanied minor/minor headed HH, female-headed HH, elderly-headed HH, physical/mental illness/disability/chronically ill (men, boys, girls, women), pregnant and lactating females, persons at risk (GBV)

⁹ This number presupposes that 30% of Amran IDPs will return, that Radha and Damar IDPs will return and that all IDPs in the South will return to Abyan.

¹⁰ Single Headed HH hosting IDPs, socially/economically marginalized groups, highly populated IDP/return locations (community based projects)

VII. Risks and Challenges

Given the overall situation in Yemen, programming is difficult due to the uncertainty. Over the 12 months period, the Cluster will continue to provide emergency shelter/NFIs to the selected vulnerable categories based on needs assessments; it will ensure durable solutions for camp-based population as well as those residing in inadequate conditions in settlements or in public areas; it will provide transitional shelter support and rehabilitate damaged houses in the areas of return. Moreover, the Cluster will embark on reducing tension between the host population and IDPs and returnees through support to community-based projects thereby ensuring adequate shelter for the most vulnerable. The Cluster overall strategy thus entails three elements: (a) emergency response, (b) recovery, (c) durable solution/exit. However, the Cluster envisages the following potential challenges that could impede the implementation of the plan:

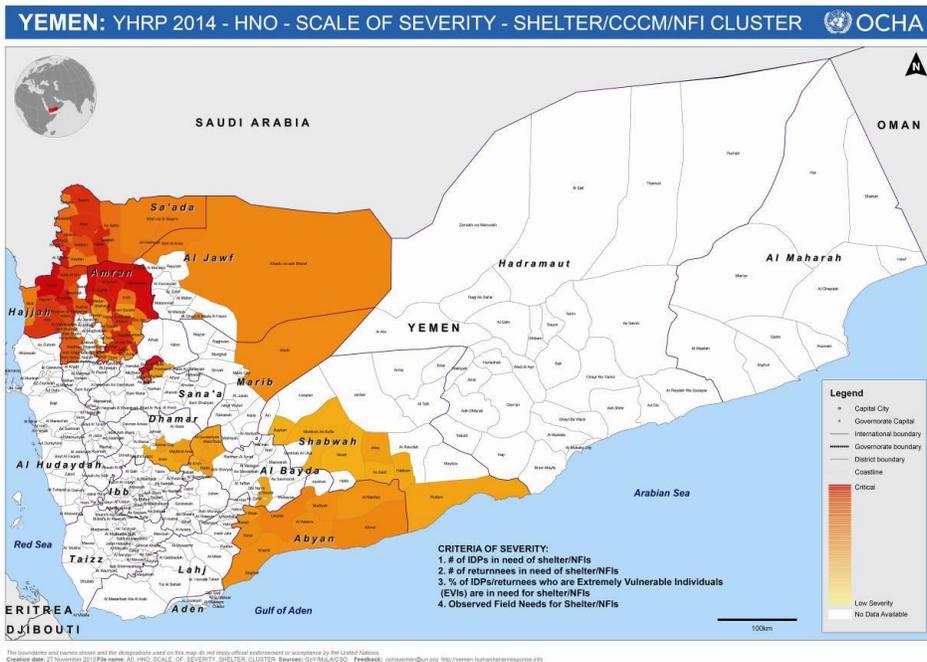
- Ensuring equal participation of women and men in leadership committees within camps, collective centers and other settlements may prove challenging due to cultural norms and gender roles
- The rising cost of living could increase the risk of most vulnerable IDP families to access appropriate and adequate shelter coupled with limited government capacity to allocate land or resolve related land issues
- Identification and support to IDPs with host family assistance is human resource intensive.
- Lack of harmonious relationship between IDPs and host communities in some affected areas due to limited resources and absorption capacity
- Limited solutions for cooking energy could negatively impact the environment and increase the risks for women and girls during the collection of firewood
- Support for returnees, IDPs outside the camps and hosting communities is limited.
- The repeatable damage - as a result of windy weather - inside the camps remains inadequately addressed.
- Prioritization approach is less accepted in regard to NFI distribution compared to blanket distribution approach which means limited intervention in this service
- The Sa'ada authorities may limit the access of Cluster members to IDPs and returnees thus limiting or delaying the provision of planned assistance

VIII. Prioritized geographic and thematic areas

Based on the risk mapping and vulnerabilities, the following governorates will be prioritized.¹¹

- Sa'ada Governorate: (**Sahar, Raziah, Saquine, ad-Dhaher, Sa'ada Districts**) Haydan, Shadda, Kutaf, Alsafra
- Hajjah Governorate: (**Haradh, Abs, Hayran, Khayran al-Muharraq, Mustaba**) Bakil Almeer
- Abyan Governorate: (**districts of return**)
- Amran Governorate: (**Amran city, Harf Sufyan, Houth, Khamer, Bani Sureim**) Raidah, Eyal Yazeed
- Al Jawf Governorate: (**all affected, accessible districts**)
- Amanat Al-Asimah Governorate: (**Sana'a city**)

¹¹ Other Governorates (such as Hodeida) may be added in case of emergency



The Cluster will focus on the following priority areas and will target the most vulnerable categories as stipulated in the population profile and will also ensure that cross-cutting issues are addressed.

- Needs Assessment
- Provision of Non Food Items and Emergency Shelter
- Other shelter support including support for the construction of transitional shelter and rehabilitation work in displaced and return areas
- Promotion of durable solutions in terms of local integration, settlement to another area of Yemen and/or return
- Camp Coordination Camp Management
- Capacity Building through trainings and partnership
- Improve preparedness to respond to emergency
- Community Based Projects
- Information Management, Monitoring and reporting
- Strengthen partnership with government/local capacities

IX. Resources

The total funding requirement for the Cluster to implement and continue its activities in 2014 amounts to **US\$33,500,000**. During 2013, the cluster was only able to raise about \$14,000,000 out of \$39,962,077 requested last year. The funding gap has had a negative impact on the most vulnerable IDPs and affected population that are in urgent need of shelter and basic household items assistance, most especially in those prioritized governorates including Al Jawf, Abyan, Sanaa, Amran, Hajjah, Sa'ada and Aden. The Cluster has appealed for \$33,500,000, of which 13,500 is considered a top priority through the Humanitarian Response Plan (HRP) and will strive to raise funds through individual donors and collectively using the common funding approach through the 2014 HRP, CERF and the ERF.

X. Response Plan

Cluster Action Plan - 2014						
(the calculation also includes assessments, procurement, warehousing and logistics as well as monitoring and field visits)						
Cluster Objectives	Activity	Indicator	Families	Governorate	Budget 2014	Organization
Most vulnerable displaced population receive NFIs and emergency shelter support in a timely and coordinated fashion	Provide emergency shelters to IDPs (tents, plastic sheeting for shelter, shelter kits that address emergency needs, cash for emergency shelter needs)	2,220 families residing in camps and camp-like situation receive shelter support until local integration options are agreed	2,200	Hajjah	660,000	CSSW, UNHCR,
		Emergency stock is maintained for use in case of displacement due to conflict or natural disasters	2,300	Hajjah, Soddah, Amran, al-Jawf, Amanat al-Asimah, Abyan	690,000	Islamic Help, Relief Int., CSSW, UNHCR
	Distribute NFI packages (including winter blankets)	25,000 internally displaced and returning families are assisted with NFIs	25,000	Sa'ada, Hajjah, Amran, Amanat al-Asimah, Al-Jawf, Dhamar, Abyan	850,000	Islamic Help, Humanitarian Forum Yemen, CSSW, UNHCR
Management and coordination of activities and assistance in two camps in Hajjah is maintained at the current level, while the camp population, in collaboration with local authorities, are assisted to achieve a more durable shelter and livelihood solution	Support for local integration, resettlement or return of 820 families residing in camps (20% of host community to benefit from this activity)	At least 30% of the camp population receive shelter support or cash for work as support towards durable solutions	820	Hajjah	1,435,000	UNHCR,
	Continue camp management and coordination on service provision in Camp I and Camp III	Camp population continues to receive necessary services in coordination with other clusters	1,766	Hajjah	160,000	UNHCR
	Provide return kits (shelter kits and NFI kits) to prioritized IDPs who opt to return to their places of origin/habitual residence.	1,000 most vulnerable families receive cluster return kits for return to places of origin/habitual residence	1,000	Amran, Dhamar, Hajjah, Al Bayda	300,000	Relief Int., CSSW, UNHCR,
The target population/vulnerable displaced population is assisted to gradually achieve durable solution in terms of shelter, and in coordination with other clusters, self-reliance		25% of the total population in rural and semi-urban areas in need of shelter upgrade will be assisted with construction, cash for work and/or community-based projects	1500	Hajjah	2,250,000	Relief Int., CSSW, UNHCR, NRC
	Provide transitional shelters/cash for work for IDPs and host communities	10% of the returnees and those opting for settlement option to accessible areas in Sa'ada will receive shelter/transport and cash for work assistance	500	Sa'ada	875,000	Islamic Help, Humanitarian Forum Yemen, Relief Int., CSSW, UNHCR
		3,000 families benefit from shelter upgrade or transitional shelter support	3,000	Abyan	4,050,000	Humanitarian Forum Yemen, CSSW, DRC, SHS, NRC
	Provide rental subsidies to most vulnerable population in urban/semi-urban areas	10% of the population in need of rental support in urban areas is assisted with cash for rent	500	Amran, Hajjah,	720,000	CSSW, UNHCR,
			300	Sana'a	432,000	UNHCR, ADRA
	Rehabilitate damaged houses for returnees in Sa'ada Governorate / cash work / community-based projects	200 most vulnerable families will receive support for the rehabilitation of their houses in Sa'ada	200	Sa'ada	1,000,000	Islamic Help, UNHCR, Humanitarian Forum Yemen,
The knowledge and capacity of national actors and implementing partners in CCCM and emergency response to displacement is strengthened.	Conduct CCCM training courses for partners	Partners and local authorities receive training in CCCM and emergency response	50	Sana'a, Haradh city, Aden/Abyan G/Sa'ada	50,000	UNHCR, Global CCCM Cluster
TOP-PRIORITY ACTIVITIES					13,472,000	
The target population/vulnerable displaced population is assisted to gradually achieve durable solution in terms of shelter, and in coordination with other clusters, self-reliance	Support, in a comprehensive manner, the return of 40% of IDPs not included in top-priority activities	4,000 families receive support in shelter kits and NFIs, transportation cost and/or support to renovate destroyed houses and property (incl. QIPs)	4,000	Sa'ada, Hajjah, Amran, Al-Jawf, Amanat al-Asimah	3,000,000	IRY, Islamic Help, Humanitarian Forum Yemen, Relief Int., CSSW, UNHCR
	Provide shelter upgrade and transitional shelter support for IDPs opting to locally integrate in Amran (20% of host community will benefit from this activity)	4,000 families amongst IDPs and immediate host community benefit from shelter support (following the successful land negotiation with local communities)	1,500	Amran, Hajjah,	2,025,000	IRY, CSSW, Sama al-Yemen, UNHCR
	Expand the house rehabilitation activities with engagement from returnees and host communities in Sa'ada	Additional 25% of the destroyed and damaged houses in Sa'ada will be renovated prioritizing vulnerable families (20% of host community will benefit from this project)	5,000	Sa'ada, Amran sana;a	15,000,000	IRY, Islamic Help, Humanitarian Forum Yemen, Relief Int., CSSW, UNHCR
OTHER ACTIVITIES					20,025,000	
TOTAL ALL					33,497,000	

XI. Participation and Cluster Representation

The composition of the Cluster is inclusive, participatory and will continue to ensure and maintain strong partnership as well as enhance coordination with Government, all other stakeholders and non-cluster actors in an aim to meet the needs of the affected population thereby avoiding duplication and gaps in the humanitarian response. Similarly, the Cluster will ensure high participation and equal representation of all groups including boys, women, girls and men in the design, planning, implementation, monitoring and evaluation of its activities.

XII. Coordination

The Cluster will uphold the principle of partnership and will continue to strengthen partnership with local authorities, NGOs and community-based structures to ensure their inclusion in the response, including reaching out to inaccessible areas. Coordination will be enhanced with non-Cluster actors to respond to gaps and avoid duplication. UNHCR is the Cluster Lead and in order to strengthen coordination, the Cluster has Focal Point in each Governorate to ensure coordination and avoid the duplication activities as well as to respond to identified gaps. This document will be updated regularly based on the situation and coordination will further be strengthened by:

- Monthly meetings in Sana'a (last Thursday of each month, from 10:00 am to 12:00 pm); the Cluster also meets on an ad-hoc basis when required
- Bi-weekly meetings in Haradh
- Bi-monthly meetings in Aden
- Formation of small working groups to deal with particular topics or issues
- Information management system to collect and share data, including the mapping of "Who/What/Where" with support from IMAPP.
- Bi-literal meetings with other Clusters and non-Cluster actors for coordination
- Continue strong contacts and coordination with the Executive Units and local authorities in all locations
- Joint assessments, implementation monitoring and reporting
- Capacity building of Cluster partners and local authorities through trainings and partnerships

The Cluster supports the Emergency Response Fund (ERF) process through the review of proposals submitted to it by local NGOs. The Cluster's ERF Technical Review Committee in the following composition: UNHCR, ADRA, CSSW and the Humanitarian Forum, meets on an ad-hoc basis, as and when proposals are brought before the Cluster for its review and recommendation. The final decision on funding rests with the OCHA-led ERF Committee.

XIII. Assessments, monitoring and evaluation

Monitoring of activities will be carried out by individual agencies to ensure that they are meeting project objectives as well as contributing to the overall Cluster objectives. Each project will include indicators and a monitoring plan. The Cluster lead will also organize joint monitoring missions and provide corrective technical and policy guidance as necessary.

Monitoring the effectiveness of the CCCM, NFI and shelter response will require adequate field presence with the inclusion of all stakeholders to ensure inclusive and equitable distribution, provide guidance and undertake visual inspections of projects. The Cluster will establish a monthly statistical reporting system to update information on the progress of planned activities, which will serve to monitor the Cluster objectives against agreed timelines. A Cluster-wide evaluation on the progress to assess activities and make recommendations for increased efficiency will be planned tentatively for the second half of 2014.

XIV. Legal framework

CCCM/Shelter activities will be planned and undertaken within the framework of the following instruments, policies and tools:

- International Human Rights Law
- International Humanitarian Law
- OCHA Guiding Principles on Internal Displacement
- Sphere Project Humanitarian Charter and Minimum Standards
- Inter-Agency Camp Management Project Camp Management Toolkit
- Collective Center Guidelines
- Cluster Strategy and Work-plan
- Yemen IDP National Strategy-Policy
- ADAPT and ACT Gender Framework
- Handbook for the Protection of IDPs - Global Protection Cluster Working Group