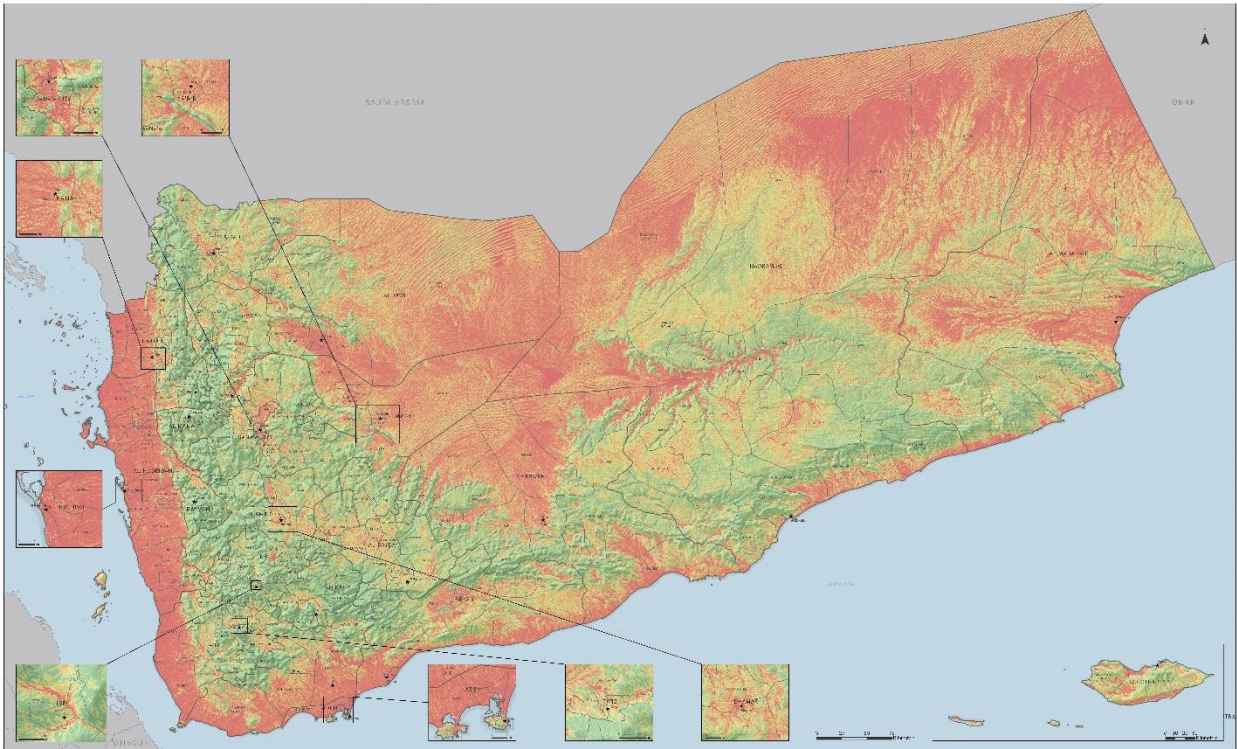
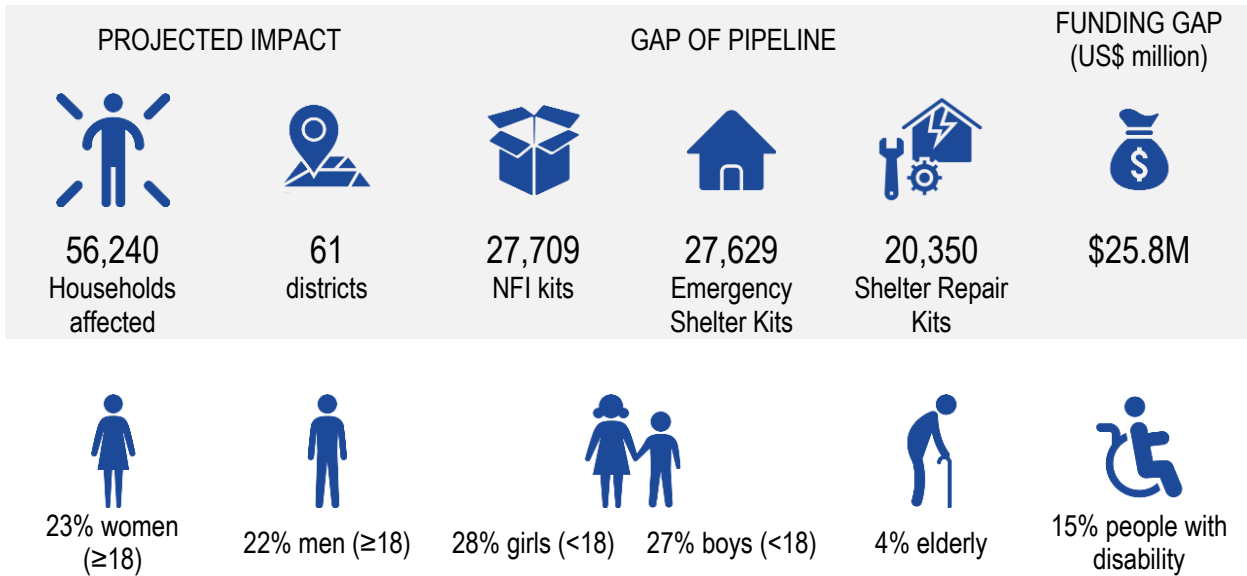


Yemen Shelter Cluster DRAFT - Flood Preparedness and Response Plan 2023

Update Date: 02/04/2023

At a Glance¹



¹ Further details are available in page 4.

1. Background

Yemen's vulnerability to climate change has increased in recent years. Natural disasters such as severe seasonal flooding are causing damage to housing and essential household items, disrupting livelihoods and services, forcing families to leave their homes, and increasing existing vulnerabilities. The country has an INFORM Climate Change Risk Index for 2022 of 8.1, ranking third among the most vulnerable countries to climate change and least prepared for climate shocks, after Somalia and South Sudan, with temperatures rising faster than the global average in the past three decades.

In 2022, the country was hit by heavy downpours, with nearly 300 percent above-average rainfall. These made the second half of the season the wettest in almost 40 years and caused floods and flash floods that impacted approximately 80 percent of the country, leaving 74,000 households in need across 175 districts and 18 governorates. This included 50,000 households in Marib, Hajjah, and Al Hudaydah governorates, primarily in displacement sites². Needs assessments revealed that at least 18,200 households needed NFI assistance, and 8,000 households needed emergency shelter. Shelter Cluster analysis shows that over 61 districts are exposed to severe flooding. CCCM Cluster warned of floods threatening one-quarter of the IDP sites in the country that need urgent mitigation measures or relocation.

This plan consolidated the available prepositioning and resources of the Shelter Cluster members to meet the Humanitarian need in 2023. It also provided a clear picture of predicted needs at the community level in case of flooding and highlighted the resource gap in the cluster. The lesson learned from previous disasters is that investment in immediate humanitarian response is essential to save lives and to prevent the outbreak of diseases but equally indispensable is an increased effort to implement mitigation solutions and transition from relief to recovery and eventually to resilience.

2. Methodology & Rational

This document was prepared to summarize the Shelter Cluster flood preparedness and response for possible evolving emergencies as the rainy season approaches, which will guide the development of an action plan at each sub-national level for practical implementation. It has been developed through the active participation of disaster management stakeholders and practitioners in the Shelter Cluster in light of various scenarios presented in the comprehensive plan for conflict and climate emergencies. This plan is precisely focusing on the most-likely scenario. An anticipatory action plan is expected to complement this plan acting ahead of predicted hazards to prevent or reduce acute humanitarian impacts before they fully unfold.

In this plan, hazard risks to vulnerable populations have been analyzed based on a flood susceptibility analysis developed by the Shelter Cluster in collaboration with REACH as well as past trends and the impact of floods between 2020 to 2022. Based on the analysis of risks, vulnerability, and flood prediction, the projected Shelter/NFI support to cover vulnerable people in 61 districts has been developed to be prepared for any flood emergency.

3. Strategic Objectives & Activities

The overall objective of this Flood Preparedness and Emergency Response Plan is to ensure an effective, timely, and coordinated response that will mitigate the risks and reduce the impact of the disaster on the communities in coordination and complementary from other clusters/sectors. Programmes focused on transitioning from emergency response to recovery will be presented in a standalone document. Below is a list of relevant activities and indicators.

CO1: Life-saving emergency shelter and NFI provided to the affected population, including those displaced by conflict, climate emergency, and natural disasters.

INDICATORS	# of NFI kits prepositioned and distributed (contingency)
	# of emergency shelter kits prepositioned and distributed (contingency)

CO2: Ensure the protection and timely assistance of crisis-affected people from climate-related and natural disasters.

INDICATORS	# of HHs reached with natural hazard mitigation
	# of shelter repair kits prepositioned and distributed (contingency/floods)

CO3: Enhanced living conditions for IDPs in protracted crises, IDP returnees, and vulnerable host communities by providing durable shelter and NFI solutions, advancing their security of tenure, and minimizing environmental impact.

² Humanitarian Needs Overview 2023

INDICATORS	# of HHs reached with rental support
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4. Targeting & Prioritization

Given the limited resources, assistance will be provided through a targeting approach using the cluster's beneficiary selection and vulnerability tool. The targeting methodology will be protection-sensitive and will consider mitigating protection risks for women and children in particular based on protection risks analysis.

Further prioritization of families will require consideration of the following:

- Physical barriers to disaster self-recovery – considering whether people are displaced from their homes and/or are exposed to hazards such as lack of drainage, or living in a water stream.
- Economic barriers to disaster self-recovery – whether families have access to sufficient resources (financial, materials, land) to enable self-recovery.
- Other vulnerabilities / special needs – whether there are people with particular vulnerabilities that require urgent assistance or may pose challenges to the disaster self-recovery process. Priority should be given to persons with specific needs, including persons with disability, female-headed households, child-headed households, elderly, etc, without any support.

5. Resource Mobilization - 5Ws (Who, What, Where, for Whom, and When)

The Shelter Cluster Common Pipeline has been an essential component of the emergency response since its establishment in 2018. It is an emergency and logistics solution designed for efficient response to large-scale humanitarian needs. In addition to providing economies of scale, a single pipeline provides uniformity and quality of the items delivered to all beneficiaries and assists in identifying and responding to gaps in emergencies in an efficient, coordinated manner. Some partners continue to complement the pipeline with their own contingency resources. Below summarizes resource mobilization secured at this stage with some are under procurement.

WHO	WHAT						WHERE	
Partners with resources	NFI	Partia I NFI ³	ESK	Shelter Repair Kit	Rental Support	Flood Mitigation Measures	Hub	Resources Location
DRC, UNHCR, NMO, YRCS	4,490	2,300	1,808	1,300	1,235	1,430	Aden	Al Khawkha, Al Areesh, Al Mansura, Khanfir, Mawza, and Ataq, Marib City
DRC, UNHCR, YRCS	3,656	1,346	2,800	-			Sana'a	Sana'a
DRC, UNHCR, YRCS	279	400	100	-			Sa'adah	Sa'adah
DRC, UNHCR, YRCS	3,656	600	2,800	-			Ibb	Sana'a
DRC, NRC, YGUSSWP, QRCS, UNHCR, YRCS	2,533	1,787	1,663	3,650			Al Hudaydah	Bayt Al Faqiah, Abs, Ku'aydinah, Mustaba, Al Hali and At Tuhat
TOTAL	17,391	6,433	6,371	4,950	1,235	1,430		

FOR WHOM (Flood Affected Population)

NFI	IDPs and host communities have lost the majority of their essential household items.
ESK	IDPs who have destroyed shelters and need a replacement.
Shelter Repair Kit	IDPs who have damaged shelters that can be repaired.
Rental Support	IDPs who have lost their housing - destroyed or damaged (not livable), live in an urban or semi-urban context, managed to identify a rental accommodation, and need rental support.

³ Please note that YRCS in all locations have partial NFI kits only without sleeping mats and water buckets and no ESKs.

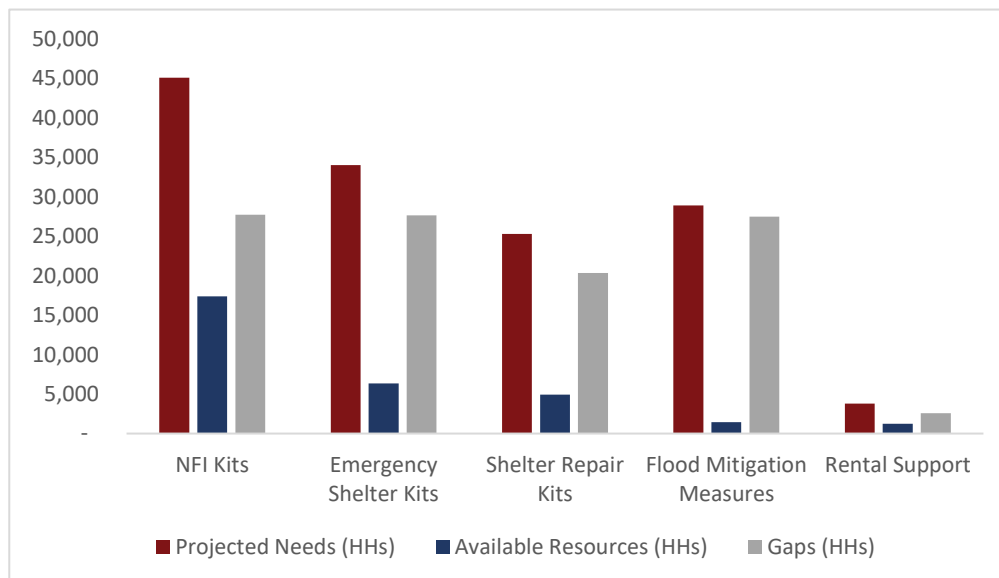
Flood Mitigation Measures IDPs or host communities living in areas exposed to moderate flooding. Those exposed to severe flooding should be relocated.

WHEN

After completion of the needs assessment, the 72 hours response timeline can start if access is granted, partners have the presence and capacity to respond, and Shelter/NFI supplies are available.

6. Planning Scenario & Funding Requirement

Response/Preparedness Action	Unit Cost (USD)	Projected Needs (HHs)	Available Resources (HHs)	Gaps (HHs)	Financial Requirement (USD)
NFI Kits	\$220	45,100	17,391	27,709	\$6,095,980
Emergency Shelter Kits	\$500	34,000	6,371	27,629	\$13,814,500
Shelter Repair Kits	\$100	25,300	4,950	20,350	\$2,035,000
Flood Mitigation Measures	\$100	28,900	1,430	27,470	\$2,747,000
Rental Support	\$430	3,800	1,235	2,565	\$1,102,950
Grand Total					\$ 25,800,000



7. Risks, Mitigations, and Assumptions

Risks	Mitigations
1. Lack of rapid multi-sectorial needs assessment tool.	ICCM is leading a discussion to develop a multi-sectorial tool to ensure integrated response and avoid assessment fatigue.
2. Absence of basic identification documents for some affected populations restricts their access to assistance.	Further collaboration and referral will be strengthened with Protection Cluster to facilitate the issuance of IDs. A temporary self-identification mechanism can be promoted where necessary.
3. Shortage of funding for the Shelter Cluster response limits prepositioning, emergency response, and preparedness actions leaving significant gaps and adding further hardship to most vulnerable households in need of assistance.	Donors outreach will be scaled-up to advocate for additional resources to the Shelter/NFI response, monthly dashboards will be circulated to update on the progress of the response, and periodic updates will be provided to the HC and HCT.
4. HLP issues in flood response efforts can lead to challenges in providing aid, exacerbate the impact of floods on vulnerable communities, and undermine the long-term sustainability of response efforts.	Conduct comprehensive HLP assessments, involve affected communities in decision-making, ensure tenure security and property rights, provide adequate housing and services

Assumptions

The prioritization of affected districts is based on the following:

1. The immediate humanitarian consequences of the flood include damage to housing, and there are significant displaced persons requiring Emergency Shelters and NFIs.
2. Many of those with partially damaged houses have already begun to carry out repairs.
3. Increased vulnerability of children, women, elderly, people with disability, and the chronically ill.
4. Local markets have recovered enough to allow cash grants to purchase shelter/building materials and NFIs.
5. There is sufficient stock of materials in the local markets to avoid inflation.
6. Repair and rehabilitation of damaged embankments to stop further flooding are also needed.

8. Preparedness actions

- Map existing response capacity, including HR and resources.
- Scale-up flood mitigation solutions such as sandbags, drainage construction, and barriers around the shelter.
- Promote community awareness on flood preparedness and mitigation as well as provide technical guidance.⁴
- Training programs in rapid needs assessment, preparedness, and response to emergencies, monitoring, early warning systems.

9. Phases of response

During the emergency, the Shelter Cluster coordination team at national and sub-national levels will collect updates from partners. The sub-national coordinators will coordinate the collection of detailed information regarding needs and response actions, including beneficiary lists and need assessment reports. The key response timeline and activities are as follows:

Emergency Phase	Activity	Responsibility of
Initial Response Phase Up to 72 Hours	▪ The Shelter Cluster activates as per the contingency plan, and a relevant group of active members according to the type of emergency.	Sub-National Coordinator
	▪ Convene an immediate meeting with active Cluster Partners in the affected areas, create a Response Group, and assign responsibilities.	Sub-National Coordinator
	▪ Organize an Assessment Mission to affected areas.	Sub-National Coordinator
	▪ Share updates from the field via mobile SMS or phone calls.	Partners
	▪ Coordinate and track needs and interventions by actors using the cluster emergency response tracking system.	Sub-National Coordinator
Emergency phase 72 Hours – 1 Week	▪ Needs assessment is done by individual organizations and reports are shared with the cluster.	Partners
	▪ Responses are implemented according to the identified needs and available resources of NFIs or emergency shelters.	Partners
	▪ Review and approve the release of contingency stocks from the Shelter Cluster Common Pipeline if needed.	National Coordinator
	▪ Update the HC/HCT and donors on gaps in the response.	National Coordinator
Post Emergency Response Phase (1 to 4 Weeks Onwards)	▪ Consolidate information (5Ws) and analyze gaps.	National IMO
	▪ Continue Emergency Relief assistance based on results of new assessments and available resources	Partners
	▪ Conduct PDMs and share the results with the cluster.	Partners
	▪ Begin post-reconstruction/rehabilitation process and support	Partners

10. Protection & Operational Principles

Shelter Cluster members will coordinate their work with the sub-national coordinators and liaise with relevant clusters, authorities, and communities as necessary to assist the affected populations in recovering from the impact of the disaster.

1. Provision of NFIs and emergency shelter response for displaced families is provided by cluster partners based on a shelter-specific rapid needs assessment or commonly agreed multi-sectorial assessment tool. Emergency Shelter kits should be provided only to those who have a completely destroyed shelter that cannot be rehabilitated or to newly displaced families without shelter. A repair kit can be considered for partially damaged shelters.

⁴ Refer to the Shelter Cluster community engagement and communication documents such as [installation of sandbags](#), [preparedness actions](#), [how to protect shelters from floods](#), [shelter strengthening](#), and [how to act during floods](#).

2. When partners do not have the resources to intervene, the Shelter Cluster Common Pipeline is essential in the response when access and supplies are available.
3. Shelter Cluster members will closely coordinate the interventions with the Sub-National cluster coordinators to address critical gaps and ensure no duplications occur.
4. All interventions will be designed and implemented to support existing coping strategies and promote self-sufficiency and self-management by the affected population. Any response should consider known risks and minimize the long-term adverse impact on the environment while maximizing opportunities for the affected population to maintain or establish livelihood support activities.
5. Accountability to the affected population is essential, including through community engagement and meaningful participation, to promote ownership and sustainability also awareness of the provision of assistance, including the “Do no harm Principle”.
6. Effective actions will be taken to ensure accessibility to all assistance, including appropriate shelter design and support to meet the needs of persons with disability and the elderly within the family, etc.
7. Integrated response with other clusters such as WASH, Protection, etc is highly essential to ensure a holistic response and mitigate further protection risks.

11. Coordination

The cluster will promote multi-sectoral interventions including integrated cluster approach to achieve protection outcomes and greater impacts. The affected communities are the primary partners and will be fully engaged throughout the process. The partners will ensure timely and efficient coordination with authorities and relevant partners.

12. Monitoring and Reporting

- **Monthly 5Ws**, which partners report on completed activities, 4Ws reporting on planned activities, funding mapping, and regular and contingency stock tracking. This enables the Cluster to track progress monthly toward achieving targets and outcome-level objectives.
- **Resource Management System** is tracking stock level in the cluster.
- **Fund Mapping System** is recording Shelter/NFI projects.
- **Shelter Cluster Flood Tracking System** is registering flood episodes, Shelter/NFI needs, and progress to address them.
- **Flood Forecasting and Early warning** are provided by the MET Office in the UK as well as other sources. Yemen Red Crescent, in collaboration with the International Federation of Red Cross, has an advanced system for weather forecasts anticipating rainfall and establishing warnings if it meets a threshold for a severe flood.
- **A Shelter Cluster dedicated disaster management task force** will be activated to monitor the flood preparedness and response, provide operational guidance and support advocacy efforts.
- **Post Distribution Monitoring (PDM)** to help assess beneficiaries' satisfaction and measure the impact of the response. Results will help inform lessons learned and adjustments to future programming.

Annex I: Analysis of flood hazard and the population at risk - districts prioritized⁵

Governorate	District	Severity	Estimated Impacted HHs	Inside sites	Outside sites	2020	2021	2022		
						Affected Families - Reported	Affected Families - Reported	Affected Families - Verified	Affected Families - Reported	Affected Families - Verified
Abyan	Mudiyah	5	27	-	27	150	-	-	-	-
Abyan	Zingibar	5	977	-	977	1,141	195	195	-	-
Abyan	Khanfir	5	1,876	-	1,876	1,590	392	306	-	-
Amanat Al Asimah	Az'zal	4	-	-	-	200	1	1	-	-
Amanat Al Asimah	Bani Al Harith	5	72	-	72	890	30	30	-	-
Al Bayda	As Sawma'ah	5	32	-	32	-	172	172	-	-
Al Bayda	Rada'	4	176	-	176	-	182	182	367	367
Taizz	Maqbanah	5	1,246	-	1,246	-	152	52	204	173
Taizz	Al Mukha	5	782	-	782	181	32	24	-	-
Taizz	Salh	5	1,319	-	1,319	-	399	399	-	-
Taizz	At Ta'iziyah	5	1,128	-	1,128	350	-	-	-	-
Al Jawf	Khabb wa ash Sha'af	5	4,608	-	4,608	412	920	880	239	209
Al Jawf	Al Matammah	5	572	-	572	234	-	-	-	-
Al Jawf	Al Hazm	5	1,656	489	1,167	736	-	-	710	530
Al Jawf	Rajuzah	5	213	-	213	674	-	-	16	16
Al Jawf	Kharab Al Marashi	5	517	-	517	287	-	-	233	233
Hajjah	Abs	5	25,420	7,759	17,661	9,612	8,459	3,380	13,416	2,847
Hajjah	Mustaba	5	6,860	489	6,371	1,050	1,790	332	1,579	179
Hajjah	Khayran Al Muharraq	4	1,233	1,233	-	1,330	3,606	-	3,930	243
Hajjah	Aslem	5	3,174	972	2,202	2,159	3,460	55	5,123	462
Hajjah	Qafil Shamer	4	62	-	62	-	469	-	481	-
Hajjah	Ku'aydinah	4	503	419	84	963	1,828	-	910	176
Hajjah	Bani Qa'is	5	344	-	344	158	922	-	89	50
Al Hudaydah	Az Zuhrah	5	10,981	-	10,981	861	137	137	2,357	238
Al Hudaydah	Alluheyah	5	3,313	-	3,313	324	-	-	110	2
Al Hudaydah	Al Qanawis	5	3,169	-	3,169	1,641	-	-	662	-
Al Hudaydah	Al Mighlaf	5	224	-	224	630	-	-	-	-
Al Hudaydah	Ad Dahi	5	1,733	-	1,733	260	-	-	147	36
Al Hudaydah	Al Marawi'ah	5	1,795	-	1,795	1,813	32	22	474	-
Al Hudaydah	Ad Durayhimi	5	4,581	-	4,581	214	-	-	-	-

⁵ The criteria used to prioritize the districts were as follows:

- The district falls under the severity (moderate/acute) category based on the Shelter Cluster flood susceptibility analysis.
- The district was flooded during the last three years.

Al Hodaydah	Al Mansuriyah	5	832	-	832	169	-	-	117	-
Al Hodaydah	Al Hays	5	1,221	801	420	210	-	-	96	96
Al Hodaydah	Al Khawkhah	5	14,235	1,606	12,629	310	54	49	120	120
Al Hodaydah	Al Garrahi	5	1,109	75	1,034	450	107	-	8	-
Al Hodaydah	At Tuhayat	5	2,587	-	2,587	420	75	49	15	15
Hadramaut	Al Abr	5	2,327	998	1,329	427	545	545	150	150
Hadramaut	Tarim	5	539	-	539	-	450	450	5	5
Hadramaut	As Sawm	5	103	-	103	-	419	419	-	-
Dhamar	Jahran	5	336	-	336	239	483	483	651	647
Dhamar	Dhamar City	5	173	-	173	68	225	193	290	290
Sa'ada	Sahar	5	1,066	-	1,066	279	-	-	285	85
Sana'a	Hamdan	4	207	207	-	13	471	470	473	448
Sana'a	Bani Hushaysh	4	294	294	-	349	836	836	365	302
Sana'a	Sanhan	5	308	102	206	1,098	638	638	175	164
Aden	Dar Sad	5	1,743	-	1,743	1,429	1,007	655	-	-
Aden	Ash Shaikh Outhman	5	774	-	774	217	-	-	-	-
Aden	Al Buraiqeh	5	1,263	-	1,263	579	682	258	-	-
Aden	Al Mualla	5	39	-	39	76	150	50	-	-
Aden	Craiter	5	26	-	26	255	-	-	-	-
Lahj	Tur Al Bahah	5	54	54	-	101	66	56	-	-
Lahj	Tuban	5	3,053	21	3,032	2,809	364	221	-	-
Marib	Medghal	5	-	-	-	596	-	-	-	-
Marib	Sirwah	5	1,386	-	1,386	4,142	2,799	2,043	323	299
Marib	Marib City	5	16,088	11,171	4,917	7,041	324	324	7,320	4,438
Marib	Marib	5	16,115	3,974	12,141	1,399	929	915	11,475	9,434
Al Mahwit	Al Khabt	4	110	-	110	319	487	2	50	-
Al Mahwit	Bani Sa'd	4	-	-	-	-	410	13	187	-
Amran	Amran	4	125	50	75	210	74	74	265	265
Al Dhale'e	Qa'atabah	4	374	72	302	730	591	471	1,345	1,011
Al Dhale'e	Ad Dhale'e	4	284	-	284	945	48	48	611	868
Raymah	Bilad At Ta'am	5	21	-	21	183	297	-	301	-

Annex II: Anticipatory Action proposed activities

Planned Core Activity	Response Modality	Anticipatory Scope	Estimated time to implement after the alarm is triggered	Readiness Requirements:	Estimated timeframe
Provision of shelter repair/ strengthening kits	In-kind	The activity aims to reduce the impact of heavy rains or flooding on IDP shelters. It will ensure that shelters are more resistant to the climate crisis. The kit can be provided before or after the shock to IDPs in camps-like settings.	Within 24 – 72 hours (distribution phase) from the moment of receiving a signal indicating a shock is imminent	<ul style="list-style-type: none"> * Pre-position kits in partner's warehouses. * Conduct needs assessment & establish BNFs lists. * Transportation and distribution in the affected areas. 	<p>Approx. 7 days (Needs assessment, movement clearances, and transportation)</p> <p>Note: The time required for procurement and transportation is not included.</p>
Provision of conditional cash support for rapid shelter reinforcement or maintenance	Cash	As per the above. It could be provided as well to outside camp settings if feasible.	Within 24 - 48 hours (cash transfer period) before the shock	<ul style="list-style-type: none"> * Conduct needs assessment & establish BNFs lists. * Transfer the conditional cash assistance. 	Approx. 3 days (Needs assessment)
Provision of sandbags and other flood mitigation solutions	In-kind	Sandbags and other flood mitigation solutions will provide the necessary protection and reduce the impact of flooding. This solution is often relevant to camp-like settings but can be used outside camp if resources are available.	Within 24 – 72 hours (distribution phase), preferably before the shock	<ul style="list-style-type: none"> * Pre-position the items in the partner's warehouses. * Conduct needs assessment & establish BNFs lists. * Transportation and distribution in the affected areas. * Provide technical supervision to the installation or construction of flood mitigation measures. 	<p>Approx. 7 days (Needs assessment, movement clearances, and transportation)</p> <p>Note: The time required for procurement and transportation is not included.</p>

Provision of shelter toolkits (drainage)	In-kind	The shelter toolkits will help the community dig shelter drainage and raise floors if needed before the shock. This will help to reduce the impact of flooding and potentially divert water away from IDP shelters. This solution is often relevant to camp-like settings but can be used outside camp if resources are available.	Within 24 – 72 hours (distribution phase), preferably before the shock	<ul style="list-style-type: none"> * Pre-position toolkits in partner's warehouses. * Conduct needs assessment & establish BNFs lists. * Transportation and distribution in the affected areas. 	As per the above.
Distribution of emergency shelter kit	In-kind	ESKs will be provided to IDPs who do not have shelters or families with poor shelters that cannot be repaired. It can also be distributed in evacuation centers when needed.	Within 24 hours – 5 days (distribution phase) from the moment of receiving a signal indicating a shock is imminent	As per the above.	As per the above.
Provision of emergency rental support (3 months)	Cash	Emergency rental support can help families in the urban context that are required to be relocated from areas exposed to severe flooding where feasible.	Within 24 – 72 hours (distribution phase)	<ul style="list-style-type: none"> * Conduct needs assessment & establish BNFs lists. * Transfer the cash assistance. 	Approx. 3 days (Needs assessment)
Provision of shelter-related NFI kits	In-kind/ Cash	Core household items are a prerequisite for a minimum standard of living and will be provided to families who do not have them or lost them due to the shock	Within 24 hours – 5 days (distribution phase) from the moment of receiving a signal indicating a shock is imminent	<ul style="list-style-type: none"> * Pre-position kits in partner's warehouses. * Conduct needs assessment & establish BNFs lists. * Transportation and distribution in the affected areas. <p>For the cash modality, it can be considered if there are massive needs and local markets have the necessary items.</p>	<p>Approx. 7 days (Needs assessment, movement clearances, and transportation)</p> <p>Note: The time required for procurement and transportation is not included</p>

Annex III: Shelter Cluster Coordination Structure

