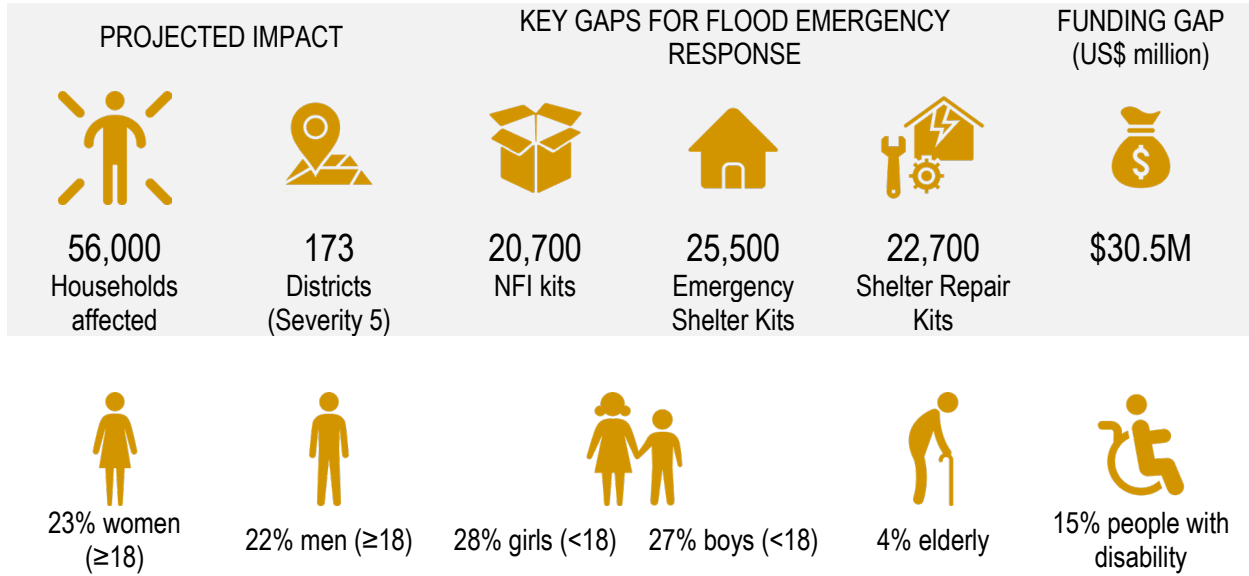


Yemen Shelter Cluster Flood Preparedness and Emergency Response Plan 2024

Update Date: 17/04/2024

At a Glance



1. Background

Yemen's vulnerability to climate change has worsened in recent years. Severe seasonal flooding and other natural disasters are damaging housing, essential household items and public infrastructure, disrupting livelihoods and basic services, and forcing families to flee their homes, exacerbating existing vulnerabilities. The country has an INFORM Risk Index for 2024 of 7.5¹, ranking it seventh among the most vulnerable countries to the risk of humanitarian crises and disasters, highlighting severe hazards, exposure, vulnerability, and lack of coping capacity. According to the Shelter Cluster flood susceptibility analysis, approximately 173 districts are exposed to severe flooding (severity 5)².

In 2023, major parts of the country experienced severe impacts from climate change, leading to approximately 229,000 people being displaced or affected³ across 106 districts and 20 governorates. These impacts were primarily caused by severe weather events, including heavy rains, flooding, and cyclones, with the greatest impact felt in Hajjah, Marib, and Taizz governorates. Many of those affected lived in remote or hard-to-reach locations, including 253 IDP sites⁴. Heavy rainfall and flooding also resulted in massive dam failures that led to the death of four people in Al Mahwit⁵ and triggered hazardous rockfall in Yarim District⁶. Cyclone Tej was the latest event of this destructive pattern, impacted over 60,000 people⁷ in Al Maharah, Hadramout and Socotra. Needs assessments conducted by the Shelter Cluster members during the last rainy season revealed that at least 143,500 people needed NFI assistance, and 47,600 people needed emergency shelter. Due to limited resources, only 41% of these needs were met. The Shelter Cluster conducted joint technical assessments with WASH, CCCM, and Protection Clusters in 8 IDP sites to assess the feasibility and cost-effectiveness of mitigation measures.

This plan outlines the current emergency resources available to Shelter Cluster members. It also presents a clear picture of projected needs at the community level in the event of flooding, highlighting the resource gap within the cluster. Lessons learned from previous disasters emphasize that while investment in immediate humanitarian response is crucial for saving lives and preventing disease outbreaks, an increased effort to implement mitigation solutions is equally indispensable.

2. Methodology & Rational

This document summarizes the Shelter Cluster's flood preparedness and response efforts for potential emergencies as the rainy season approaches, providing guidance for the emergency response. It has been developed with the active participation of disaster management stakeholders and practitioners within the Shelter Cluster, taking into account various scenarios outlined in the comprehensive plan for conflict and climate emergencies. This plan focuses on the scenario deemed most likely to occur.

The plan includes an analysis of hazard risks to vulnerable populations 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 and 2023. Based on the analysis of risks, vulnerability, and flood prediction, the projected Shelter/NFI response will prioritize support for the most vulnerable people living in areas with severity 5.

3. Strategic Objectives & Activities

The primary objective of this Flood Preparedness and Emergency Response Plan is to facilitate an effective, timely, and coordinated response. This response aims to mitigate risks and minimize the impact of the disaster on affected communities. Coordination and complementarity with other clusters/sectors are essential aspects of this plan. Below is a list of relevant activities and indicators:⁸

CO1: Ensure timely life-saving emergency shelter and NFI assistance to families affected or displaced by conflict, extreme climatic situations, and natural disasters

¹ Inter-Agency Standing Committee Reference Group on Risk, Early Warning and Preparedness and the European Commission. <https://drmkc.jrc.ec.europa.eu/inform-index>

² Shelter Cluster Flood Susceptibility Analysis

³ Shelter Cluster Flood Tracking System

⁴ CCCM Site Incident Tracker, January – Sept 2023.

⁵ [FAO Agrometeorological Early Warning Bulletin](#), 1-10 May 2023

⁶ [FAO Agrometeorological Early Warning Bulletin](#), 1-30 April 2023

⁷ 2024 Humanitarian Needs Overview

⁸ Programmes focused on transitioning from emergency response to recovery will be presented in a standalone document

INDICATORS	# of HHs reached with NFI Kits
	# of HHs provided renewable energy sources (for cooking, lighting etc)
	# of HHs reached with emergency shelter kits
	# of HHs reached with rental support
	# of HHs received shelter repair kits
CO2: Enhance the resilience of protracted IDP and returnee families living in precarious shelter conditions by supporting sustainable shelter solutions.	
INDICATORS	# of HHs in IDP sites improved/provided with flood mitigation solutions

4. Targeting & Prioritization

Given the limited resources, emergency assistance will be provided strictly through a [beneficiary targeting and prioritization](#) approach. This approach will utilize a protection-sensitive methodology, with a focus on mitigating protection risks for women and children in particular, based on a thorough protection risks analysis.

Further prioritization of families will require consideration of the following:

- **Physical barriers to disaster self-recovery:** This considers whether people are displaced from their homes or are exposed to hazards such as lack of drainage or living in a water stream. IDPs with totally damaged shelters will be prioritized, followed by those affected partially.
- **Economic barriers to disaster self-recovery:** This looks at whether families have access to sufficient resources (financial, materials, land) to enable self-recovery.
- **Other vulnerabilities / special needs:** This assesses whether there are individuals 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 disabilities, female-headed households, child-headed households, the elderly, and other vulnerable families without any support.

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

[The Shelter Cluster Common Pipeline](#) has been a crucial part of the emergency response since its inception in mid-2018. It serves as an emergency and logistics solution tailored for efficient response to large-scale humanitarian needs. Apart from offering economies of scale, it ensures uniformity and quality in the items distributed and helps to identify and address gaps in emergencies in a coordinated manner. Some partners continue to complement the pipeline with their own contingency resources. Annex III provides a summary of the secured resource mobilization at this stage, with some items currently under procurement.

6. Planning Scenario & Funding Requirement

Response/Preparedness Action	Unit Cost (USD)	Projected Needs (HHs) ⁹	Available Resources (HHs) ¹⁰	Gaps (HHs)	Gap (USD)
NFI Kits	\$340	45,000	24,284	20,716	\$7,043,440
Renewable energy sources (for cooking, lighting, etc)	\$100	45,000	9,521	35,479	\$3,547,900
Emergency Shelter Kits	\$510	34,000	8,515	25,485	\$12,997,350
Shelter Repair Kits	\$140	25,000	2,284	22,716	\$3,180,240
Flood Mitigation Measures	\$100	29,000	0	29,000	\$2,900,000
Rental Support (3 months)	\$220	4,000	0	4,000	\$880,000
Grand Total					\$30,548,930

7. Risks, Mitigations, and Assumptions

Risks	Mitigations
1. Lack of rapid multi-sectorial needs assessment tool.	A multi-sectorial tool has been developed by the ICCM, but its implementation requires endorsement from authorities.

⁹ Based on the Shelter Cluster Contingency Plan

¹⁰ These resources may be depleted to cover emergency needs related to conflict, fire, evictions, and other emergencies, thereby increasing the resource gaps in this plan.

2. The absence of basic identification documents for some affected populations restricts their access to assistance.	To enhance collaboration and referral, efforts will be intensified with the Protection Cluster to facilitate the issuance of IDs. Additionally, a temporary self-identification mechanism will continue to be promoted where necessary.
3. The emergency response is significantly constrained by a shortage of funding. This limitation affects preparedness actions and emergency response, resulting in substantial gaps and adding further hardship to the most vulnerable households in need of assistance.	Donor outreach will be expanded to advocate for additional resources for the Shelter/NFI response. Monthly dashboards will be circulated to provide updates on the progress of the response, and periodic updates will be provided to the HC and HCT.

Assumptions

The prioritization of affected districts is based on the following factors:

1. The immediate humanitarian consequences of the flood, including damage to housing and a significant number of displaced persons requiring Emergency Shelters and NFIs.
2. Many individuals with partially damaged houses have already initiated repairs.
3. Increased vulnerability of children, women, elderly individuals, people with disabilities, and the chronically ill.
4. Local markets have recovered to enable cash assistance for the purchase of shelter/building materials and NFIs.
5. There is an adequate stock of materials in local markets to prevent inflation.
6. Repair and rehabilitation of damaged embankments are necessary to prevent further flooding.
7. Partners possess the requisite expertise and capacity to address emergency needs effectively.

8. Preparedness actions

- Map existing response capacity, including human resources, available resources, partner presence, and warehousing capabilities.
- Procure and preposition emergency shelters and NFI kits in strategic locations for rapid deployment in emergencies. Complement this with the capacity to provide assistance through cash modalities based on market accessibility and availability.
- Scale up flood mitigation solutions, such as sandbags, drainage construction, and barriers around shelters.
- Promote community awareness on flood preparedness and mitigation, and provide technical guidance¹¹.
- Conduct refresher training on rapid needs assessment, preparedness, and response to emergencies, as well as on monitoring and early warning systems.
- Ensure effective resource mobilization and advocacy to address resource gaps.

9. Phases of response

During the emergency, the Shelter Cluster coordination team at national and sub-national levels will gather updates from partners. Sub-national coordinators will oversee 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	<ul style="list-style-type: none"> ▪ The Shelter Cluster activates as per the contingency plan, and a relevant group of active members according to the type of emergency. ▪ Convene an immediate meeting with active Cluster Partners in the affected areas, create a Response Group, and assign responsibilities. ▪ Organize an Assessment Mission to affected areas. ▪ Share updates from the field via mobile SMS or phone calls. ▪ Coordinate and track needs and interventions by actors using the cluster emergency response tracking system. 	<ul style="list-style-type: none"> Sub-National Coordinator Sub-National Coordinator Sub-National Coordinator Partners Sub-National Coordinator
Emergency phase 72 Hours – 1 Week	<ul style="list-style-type: none"> ▪ Needs assessment is done by individual organizations, and reports are shared with the cluster. ▪ Responses are implemented according to the identified needs and available resources. 	<ul style="list-style-type: none"> Partners Partners National Coordinator

¹¹ 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](#).

	<ul style="list-style-type: none"> ▪ Review and approve the release of contingency stocks from the Shelter Cluster Common Pipeline if needed. ▪ Update the HC/HCT and donors on gaps in the response. 	National Coordinator
Post Emergency Response Phase (1 to 4 Weeks Onwards)	<ul style="list-style-type: none"> ▪ Consolidate information (5Ws) and analyze gaps. ▪ Continue Emergency Relief assistance based on results of new assessments and available resources ▪ Conduct PDMs and share the results with the cluster. ▪ Begin post-reconstruction/rehabilitation process and support 	National IMO Partners Partners Partners

10. Protection & Operational Principles

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

1. Provision of NFIs and emergency shelter response for displaced families will be provided by cluster partners based on a shelter-specific rapid needs assessment or a commonly agreed multi-sectorial assessment tool. Emergency Shelter kits will be provided only to those with completely destroyed shelters that cannot be rehabilitated or to newly displaced families without shelter. A repair kit can be considered for partially damaged shelters. Rental support will be provided as an emergency response in urban or semi-urban contexts.
2. The Shelter Cluster Common Pipeline is essential in the response when partners do not have the resources to intervene, provided access and supplies are available.
3. Shelter Cluster members will closely coordinate assessments and responses with sub-national cluster coordinators to address critical gaps and prevent duplication.
4. All interventions will be designed and implemented to support existing coping strategies and promote self-sufficiency and self-management by the affected population. Responses should consider known risks and minimize long-term adverse impacts 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. Awareness of the provision of assistance, including the "Do No Harm Principle," is crucial.
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 disabilities and the elderly within the family, among others.
7. An integrated response with other clusters such as WASH, Protection, CCCM, etc., is highly essential to ensure a holistic response and mitigate further protection risks.

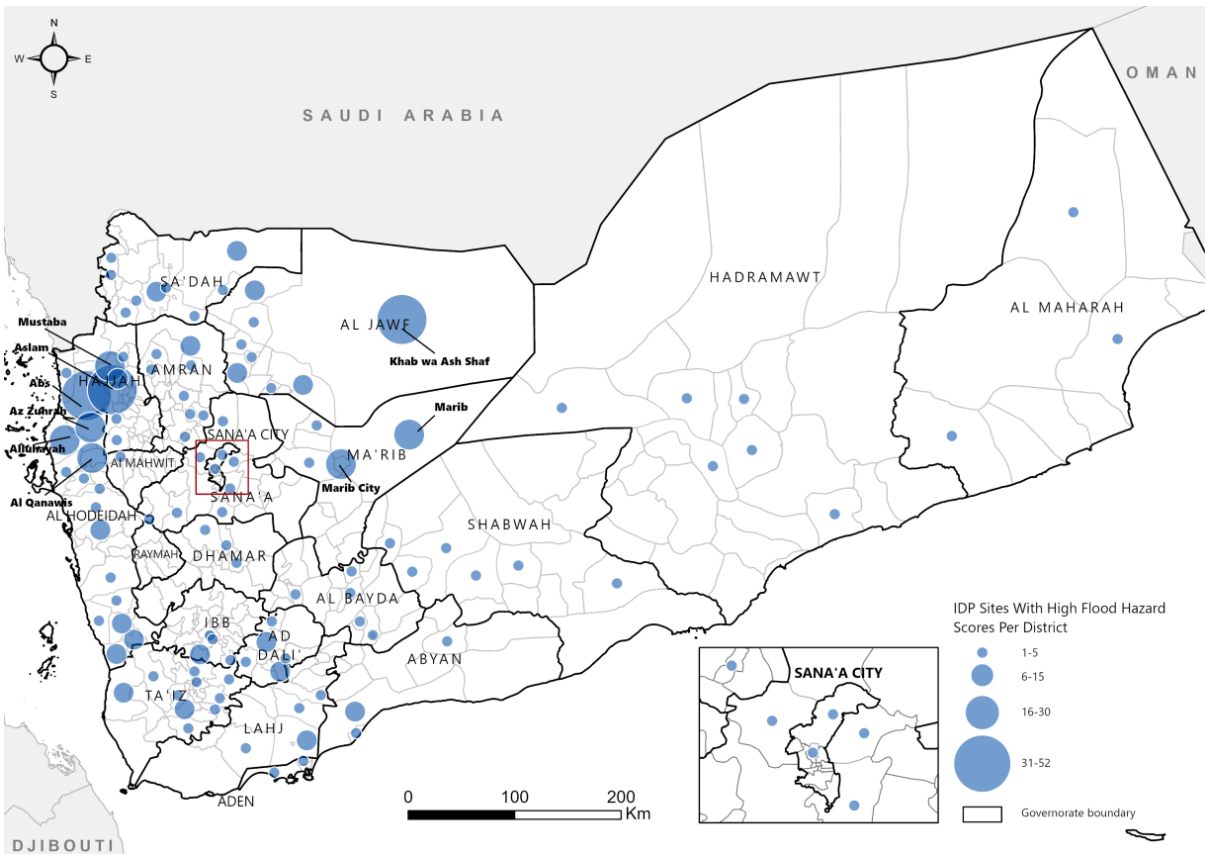
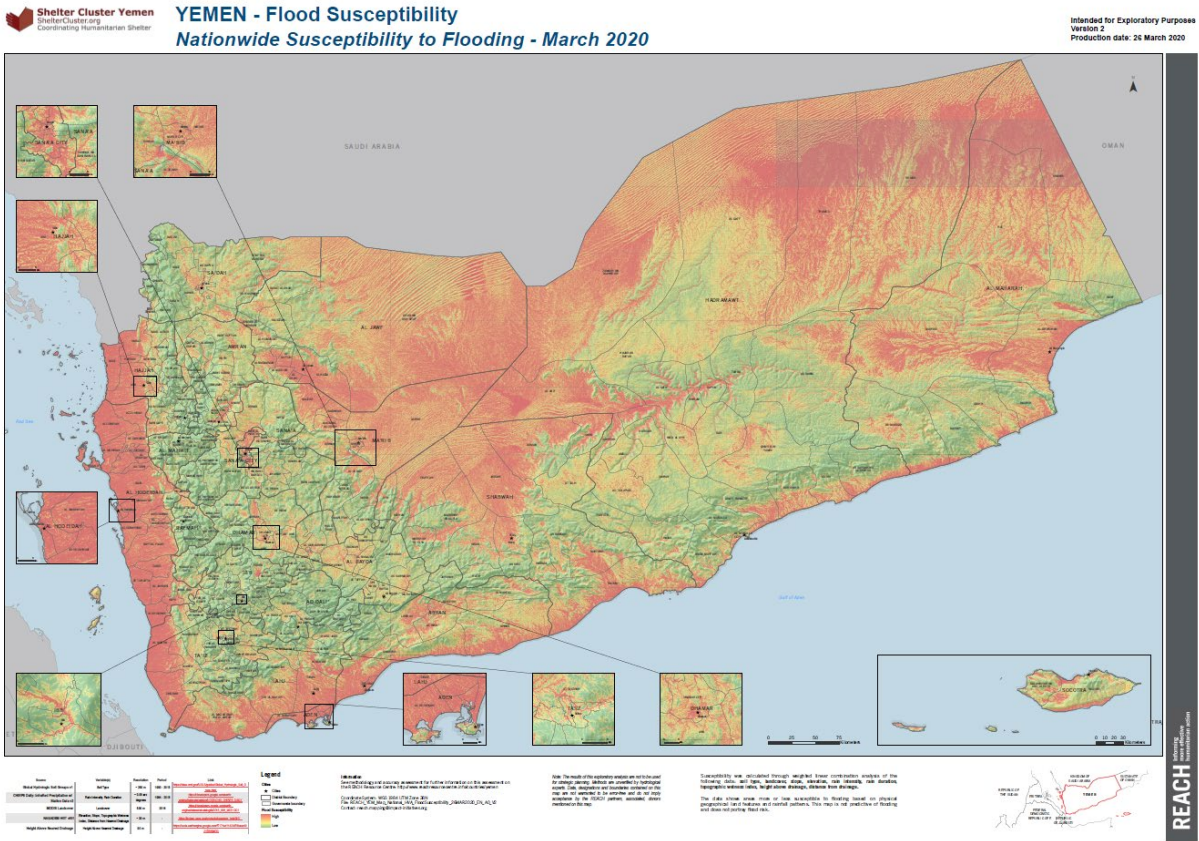
11. Coordination

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

12. Monitoring and Reporting

- **Monthly 5Ws** is the primary tool for partners to report on completed activities,
- **4Ws** is focused on mapping planned activities.
- **Resource Management System** tracks stock level in the cluster.
- **Fund Mapping System** records Shelter/NFI projects and associated funds received or pledged.
- **Shelter Cluster Flood Tracking System** registers flood shelter/NFI needs and the progress of addressing them.
- **Flood Forecasting and Early warning** are provided by the MET Office and other sources. In collaboration with the International Federation of Red Cross Red Crescent, the Yemen Red Crescent 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 in case the emergency situation exceeds the current planning scenario. This task force will monitor the flood preparedness and response, provide operational guidance, and support advocacy efforts.
- **Post Distribution Monitoring (PDM)** helps assess beneficiaries' satisfaction and measure the impact of the response. Results shall inform lessons learned and adjustments to future programming.

Annex I: Shelter Cluster Flood Suscibility map and CCCM Custer map of IDP sites with high flood hazard

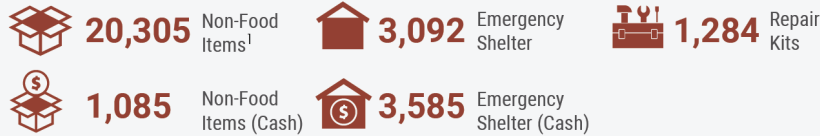


Annex II: Flood susceptibility and impact of floods in 2022-2023

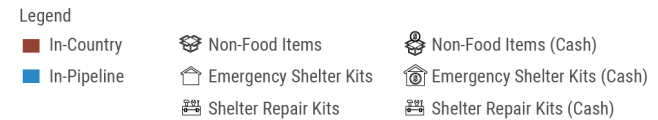
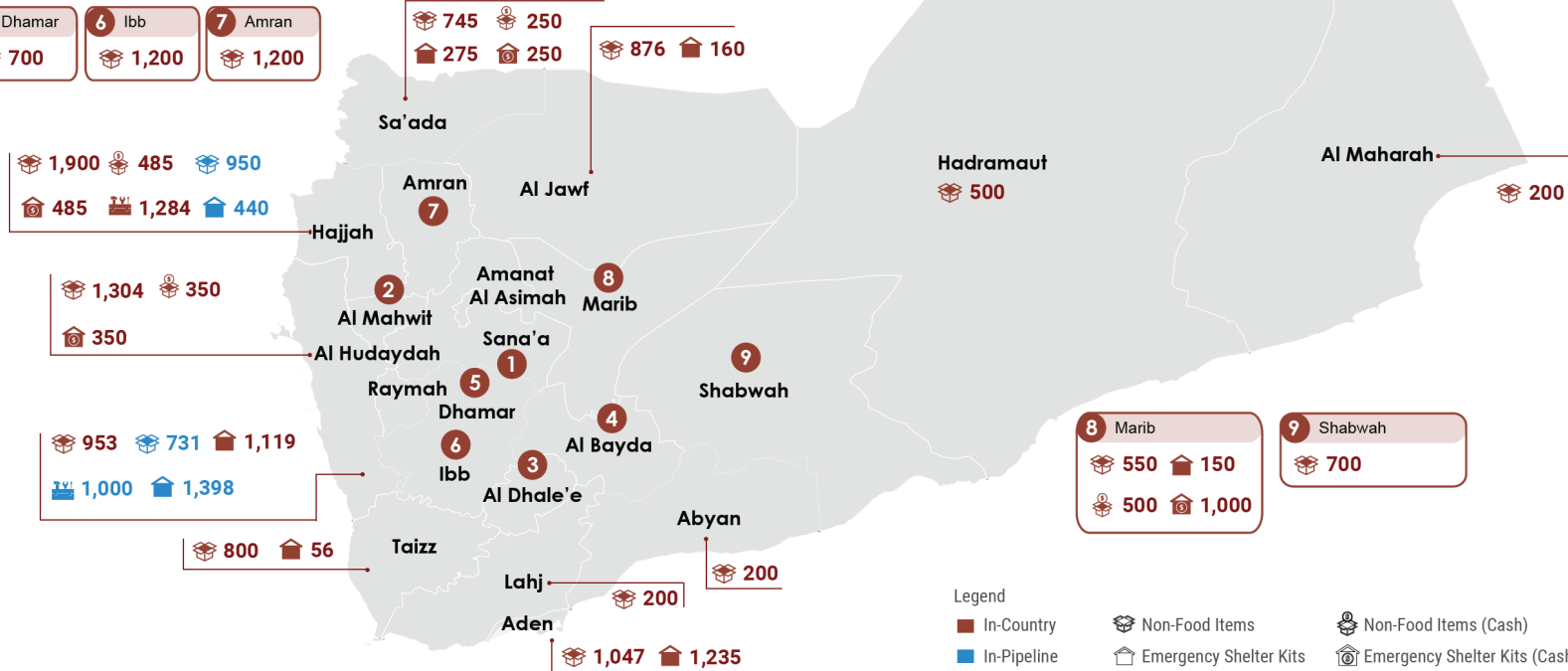
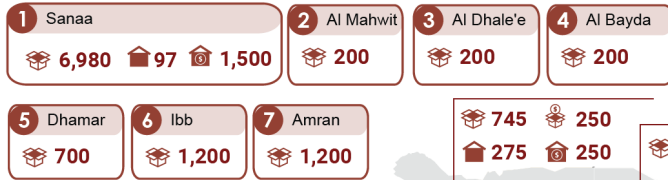
Annex III: Current Emergency Resources

Shelter Cluster Contingency Stocks Dashboard - April 2024

In-country Stocks



In-pipeline Stocks



1: 11,750 Partial NFI kits with no sleeping mats and water buckets.



FOR WHOM (Flood Affected Population)		WHEN
NFI	IDPs and host communities have lost the majority of their essential household items.	After completion of the needs assessment, the 72-hour response timeline can start if access is granted, partners have the presence and capacity to respond, and Shelter/NFI supplies are available.
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/semi-urban context, who need rental support.	
Flood Mitigation Measures	IDPs or host communities living in areas exposed to moderate flooding. Those exposed to severe flooding should be relocated.	