

Shelter Cluster Strategy for the Republic of Yemen 2025-2028

Status

Strategy Status	Version	Status	Effective date / endorsed by the SAG	Next revision
	2025 to 2028	Final	17-12-2024	The estimated budget and targets of this plan will be reviewed yearly. Moreover, should the situation changes, the plan will be reviewed to adapt to the new change.

Shelter Cluster Structure

Response name	Yemen Protracted conflict-based emergency						
Cluster Lead Agency	UNHCR						
Cluster Coordinator Contacts	<table border="0"> <tr> <td>Name: Martha know Donkor</td> <td>Name: Monir AISobari</td> </tr> <tr> <td>Email: coord.yemen@sheltercluster.org</td> <td>Email: depcoord.yemen@sheltercluster.org</td> </tr> <tr> <td>Mobile: (+967) 712225325</td> <td>Mobile: (+967) 712225045</td> </tr> </table>	Name: Martha know Donkor	Name: Monir AISobari	Email: coord.yemen@sheltercluster.org	Email: depcoord.yemen@sheltercluster.org	Mobile: (+967) 712225325	Mobile: (+967) 712225045
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Mobile: (+967) 712225325	Mobile: (+967) 712225045						
Sub-National Coordination Agencies	UNHCR, IOM, BCHR, ARD, HA, QRCS						
Government counterpart agency	Executive Unit for IDP Camps Management (E.X.U), The Ministry of Foreign Affairs and Expatriates (MOFA) and Ministry of Social Affairs & Labour (MOSAL), Ministry of Planning and International Cooperation (MOPIC), Ministry of Public Works and Highways (MOPWH)						
Co-leads	N/A						
Strategic Advisory Group Agencies	UNHCR, UN-Habitat, IOM, NRC, DRC, Pure Hands, YFCA, AOBWC, TYF, QRCS, ECHO, YRCS, and KSR.						
Shelter Cluster Common Pipeline Partners	UNHCR, DRC, NRC, YGUSWP, BCHR, SCRDP						
Yemen Cluster Partner Members	<p>Key partners (233):</p> <p>United Nation Agencies (7): UNHCR, IOM, OCHA, UN-HABITAT, UNFPA, UNDP</p> <p>International Agencies (18): ACTED, CARE, DRC, HA, HRF, Medair, NRC, Pure Hands, QC, Read Foundation, SP, SCI, SI, VHI, Yemen Aid, Shelter Box, Concern Worldwide, Intersos.</p>						

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National Agencies (204):

ADCF, ACSF, ASADSC, ADO, Act Now, ADWAR, ADWH, EDCF, Alamal, AOBWC, AFD, BDR, CRB, EDCF, AFADSC, AHFD, HYAC, AGFD, Almaroof, Al-Riefada, RFD, SFCCRFP, AFRD, Altwasul, WYDF, Alwaselah, WODQ, ZDF, Amanna, APJD, AFDHR, Afcd, A H R F, YARD, ADF, ADF, BDF, BDHR, BCFHD, BCHR, BFF, CHR, CDO, CWC, CYF, DEEM, DRF, D.O, EFD, Enmaa, EFD, ESDA, EDHR, ENHAR, edo, FMF, fodhaorg, FHDF, FSMCD, GWQ, GHFD, Grassroots Yemen, gopc, Heaven for Development Foundation, HFLD, HFD, HA, HTO, HDP, HRT, IAHPD, IYSO, Onsur, IYCY, JAAHD, JDA, KDH, LMMPO, LPF, LIFD, MHDR, Makeen, M H F, None, MHF, MDF, MOZN, Mysarah, NDEO, NMO, NBF, NBF, NDRHR, NFDHR, NFOD, NMFRD, NDO, OFDHR-YE, ODF, OAODHR, O2 yemen, PFD, PROGRESS, UÇEROC, RADF, RFDHR, RDO, RDP, RWB, RFDW, RECO, Response Mena, ROCHD, RHD, ROLZ, SRPD, SYDF, SORD, SFRD, SFHRP, SELAH, STFDC, SOS, SRA, STEPS, SKRD, SULWAN, SYS, SDF, TYF, TFD, TOCD, MEPI-YAO, TSD, Together, Relief (TFSH), TA Touch Aid, WYDF, GOTG, WCO, WACP, WF, YKF, Y30, YARD, YDF, YFCA, Y Foundation, Friends of Yemen organization (FYO), Yhfrd, YHRDO, YEKO, YM, Mona Relief, YSF, YSCQB, Yemen Weam, YWU, YDN, YGUSSWP, YRC, Y-SAF, YCO, FRD, YDP, YSFHCD, CIHLHR and SAGAFPSSD.

Red Cross and Red Crescent movements (4):

German Red Cross, MSF - Médecins Sans Frontières - Spain, Qatar Red Crescent Society, Yemen Red Crescent Society

Donors (8):

BHA, ECHO, KSRLIEF, Kuwait Society for Relief, OFDA, FCDO, CERF and YHF.

Relevant Technical Working Groups (TWiGs)

Responsibilities TWiG1 – Shelter

The Shelter Technical Working Group (TWiG) encompasses a broad range of tasks due to its focus on multiple activities carried out by shelter partners, rather than a singular initiative like some other TWiGs. Key activities include emergency and transitional shelters, flood mitigation measures, and shelter maintenance and upgrades.

There is a need to enhance previous established guidelines like shelter and house rehabilitation guidelines based on feedback from the communities, analyses of strengths, weaknesses, and opportunities for improvement. In addition, the TWiG will ensure putting a timeframe for monitoring of different shelter activities.

For shelter guideline, additional designs are anticipated to be reviewed and incorporated following development and pilot testing by various shelter partners in internally displaced person (IDP) sites. The TWiG will also address shelter repair and upgrade.

As the Shelter Cluster is tasked with site planning and plays a crucial role in infrastructure improvement, the TWiG will prioritize the creation of guidelines for site planning, flood mitigation, and environmental considerations. This initiative aims to promote sustainable solutions and establish clear standards for implementing interventions tailored to the specific context of Yemen.

Additionally, the TWiG will assess recently implemented cash programs, such as cash assistance in emergencies, to identify challenges and extract valuable lessons learned.

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Lastly, ad-hoc discussions will be conducted as needed to address emerging challenges and collaboratively determine effective solutions.

Responsibilities TWiG2 – Semi-Permanent Solution

To promote long-term solutions such as the construction and reconstruction of basic housing units for returnees and internally displaced persons (IDPs), a new TWiG was established in October 2024. This group aims to address the challenges encountered during the implementation of such programs, while also sharing best practices and lessons learned. The TWiG plans to develop guidelines and standards for housing unit construction, enhancing the quality of programs to be implemented during this strategy period.

Responsibilities TWiG3 – Non-food-items (NFI)

During the previous strategy period, the NFI TWiG developed a comprehensive guideline that addresses various activities related to Non-Food Items. This includes the distribution of essential items, kitchen sets, winterization supplies, energy-saving products, and specialized items for individuals with disabilities to support their daily activities.

However, there is a need for ongoing efforts to keep enhancing the kit contents to better suit different contexts and weather conditions, as well as to incorporate community feedback collected through Post-Distribution Monitoring (PDM). Additionally, the NFI TWiG will focus on clarifying newly adopted modalities, such as cash assistance and voucher systems, which have not been widely implemented. These modalities aim to empower communities by allowing them to select their priority items.

Responsibilities TWiG4 – Cash-for-rent (CfR)

Due to protracted displacement, there is a significant need to transition to durable solutions, especially considering that most IDPs live in rented accommodations. Therefore, in the upcoming strategy period, the cash-for-rent TWiG will place greater emphasis on improving the exit strategy and linking cash-for-rent beneficiaries with livelihood programs. This approach aims to provide durable solutions and promote resilience among displaced populations.

Responsibilities TWiG5 – Pipeline SOPs

This TWiG will review the current Standard Operating Procedures (SOPs) and update them to address any challenges that may delay responses. The aim is to ensure thorough documentation of processes and responses, facilitating a more efficient and effective approach.

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Situation

In 2025, an estimated 7.4 million people in Yemen will require Shelter and Non-Food Items assistance, reflecting a 12% increase from 2024, when 6.7 million people were in need. This rise is primarily attributed to the severity of shelter needs which has escalated dramatically. The number of people in severity 5 conditions has surged twentyfold, from 35,459 in 2024 to 729,228 in 2025, while those in severity 4 conditions have risen by 26%, from 3,576,992 to 4,490,041. These figures highlight the worsening vulnerabilities and the urgent need for enhanced shelter and NFI support to mitigate protection risks and address the growing crisis. Approximately 1.6 million IDPs are expected to remain in more than 2,300 IDP sites, with a significant percentage living in precarious conditions due to inadequate shelters that fail to provide safety, dignity, and privacy. Many continue to be homeless or rely on makeshift shelters in dire situations. An additional 3.3 million IDPs outside camps, mostly renting, face heightened risks of eviction due to unaffordable rent, compounded by climate crises, economic challenges, and housing, land, and property issues. Additionally, the increase in the number of IDPs, which has grown by 1 million, from 3.8 million in 2024 to 4.9 million in 2025 contributed to the increase of the needs.

Most IDP sites are unplanned and frequently affected by severe flooding. Residents struggle with limited purchasing power to acquire or replace basic household items such as blankets, mattresses, kitchen utensils, clothing, and items for persons with specific needs. The inability to access clean energy for lighting and cooking exposes women and girls to risks while traveling long distances to collect firewood. This is coupled with the absence of light in the sites which also reduces children's ability to adequately pursue their education. Additionally, there is a lack of access to essential basic services, increased economic hardship without livelihood opportunities, and heightened risks of eviction, with 227 cases recorded this year alone. These factors contribute to diminished coping mechanisms, leading to increased protection risks, negative coping strategies, and dependency on humanitarian aid.

Over recent years, Yemen has faced escalating natural disasters, including cyclones, storm winds, and recurrent flooding, underscoring the impacts of climate change. In 2024 alone, over 100,000 households were affected by severe flooding, which displaced thousands, destroyed homes, submerged agricultural lands, and damaged critical infrastructure. Cyclone Tej in 2023 also caused significant devastation, particularly in Al-Mahra and Socotra, displacing over 10,000 people. Recurring floods have compounded vulnerabilities, leaving many families in dire need of shelter, essential non-food items, and livelihood support. Storm winds have further exacerbated the crisis, destroying fragile housing structures and increasing displacement. These climate-induced disasters have dramatically heightened humanitarian needs and underscored the urgency of investing in resilient infrastructure and sustainable climate adaptation strategies to mitigate future risks and reduce vulnerabilities.

According to the 2025 population data, there are 4.8 million IDPs of which 33% live in informal/unplanned settlements and collective centers. Fire incidents have risen, with 112 incidents recorded in 2024 alone in informal settlements. The remaining 67% of IDPs live in hosting arrangements with the majority in rental accommodations and continue to face high risks of eviction due to inability to pay rent, often resorting to IDP sites as a last resort.

These challenges, compounded by climate crises such as cyclones, flooding, storms, extreme temperatures (heatwaves and cold), and landslides are expected to exacerbate vulnerabilities, increase community and family tensions, and expose individuals to further protection risks.

It is noteworthy that 77% of returnees continue to live in inadequate and unsafe conditions with limited access to basic services and livelihood opportunities, and exposure to landmines and Unexploded Ordnance. The scale of damage and destruction to houses is concerning, with an estimate of 88% of houses

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damaged or destroyed during the armed conflict necessitating advocacy and a scaled-up response in rehabilitation and reconstruction efforts. Women represent 24% of the affected population, children 52%, and persons with disabilities 15%.

Over the next four years (2025 – 2028), the situation in Yemen is expected to remain protracted and fragile/unpredictable, with humanitarian needs driven by the effects of conflict and exacerbated by climate change. Hence, the shelter cluster projects an estimated 7.5 million vulnerable people needing shelter and NFI assistance for the next three years (2026 -2028).

With the protracted situation coupled with socioeconomic challenges, the lack of livelihood opportunities, climate change, and reduced coping mechanisms, the need for humanitarian assistance including safer and dignified shelters cannot be overemphasized. Failing to provide lifesaving and life-sustaining shelter and essential household assistance to meet the critical needs of the projected 7.5 million vulnerable people will significantly exacerbate the hardships faced by persons with disabilities, older persons, female-headed households, child-headed households, minority groups, and chronically ill individuals. These groups will encounter heightened protection risks, including threats to their safety, security, dignity, and health. Consequently, 320,000 people will remain in severe-hazard, flood-prone areas, and 920,000 will continue to live in undignified and unsafe makeshift shelters. Additionally, 580,000 individuals will be deprived of essential household items, including safe and fuel-efficient cooking and lighting, which are crucial for daily living. Furthermore, 380,000 people will be at high risk of eviction due to unaffordable rent compounded by housing, land, and property issues, further destabilizing their already precarious living situations. Returnees will continue to reside in damaged houses, exposed to multiple protection risks, and unable to fully rebuild their lives. The absence of adequate shelter and household support will not only deteriorate existing hardships but also introduce new challenges, undermining efforts to build resilience and stability within these communities. It is crucial to address these needs to prevent further deterioration of living conditions and to support the most vulnerable in achieving safer, more secure, and dignified shelter solutions.

Given these challenges, it is crucial to pursue multisectoral efforts through an area-based or settlement approach to support resilience and develop longer-term solutions until a durable resolution is achieved. Enhancing the capacity of local institutions is essential to strengthen community resilience, especially in light of a significant decrease in humanitarian funding over the next four years coupled with the protracted nature of the crisis. Hence, the Cluster will require an estimated \$639.5 million to respond to the shelter and NFIs needs of the most vulnerable families over the next four years (*refer to the response plan session*).

Strategic Priorities:

- Strengthen Coordination particularly at Sub-National levels while advocating for a National Co-Coordinator and resource mobilization.
- Advance Inter-Cluster partnerships to promote integrated responses while applying a settlement approach.
- Promote out-of-camps/informal settlement solutions by enhancing support for IDPs in rental accommodation/host families to mitigate overcrowding and the creation of informal settlements
- Maintain Emergency Response Capacity (Pipeline)
- Promote the Centrality of Protection including Accountability to the Affected Population, Gender Equality, PSEA, and Inclusion.
- Continue to integrate Environment in Shelter/NFI programming including Disaster Risk Reduction ensuring durability, adaptability, and sustainability, and scale up sustainable shelter solutions (More safer and dignified shelter solutions).

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	<ul style="list-style-type: none"> • Continue to Promote Cash-based interventions where feasible. • Strengthen the collection of evidence-based AGD data, monitoring & evaluation, and knowledge sharing to inform the responses. • Advancing the Humanitarian-Development-Peace (HDP) Nexus Approaches including durable solutions and partnerships with development actors and private sectors. • Addressing Housing, Land and Property (HLP) issues • Strengthen local capacities focusing on Community engagements-ownership, National NGOs, and Community-Based Organizations including through direct small-scale partnerships and grants
<p>Country Humanitarian Response Plan (HRP) Objectives</p>	<p>Strategic Objective 1 - Decrease crisis-related morbidity and mortality through prioritized, targeted, integrated and multi- sectoral life-saving assistance and services for those most in need, ensuring safety, equity, and inclusivity.</p> <p>Strategic Objective 2 – Improve and maintain non-discriminatory access to basic services, build resilience and contribute to sustainable solutions for vulnerable people through safe, equitable and integrated responses that promote systems strengthening.</p> <p>Strategic Objective 3 – Improve the protection and dignity of the most vulnerable crisis-affected population, by ensuring timely, principled, and non-discriminatory humanitarian assistance and solutions by promoting international norms and standards.</p>
<p>Cluster Objectives</p>	<p>The Cluster's response is enshrined in these three objectives with details in the annex regarding the types of interventions under each objective.</p> <p>Objective 1: Provide timely, life-saving emergency shelter and NFI assistance to families affected or displaced by conflict and climatic crises, ensuring their immediate needs are met and aligned with the SO1 & SO3</p> <p>Objective 2: Enhance the resilience of the most vulnerable protracted IDPs and their host communities living in precarious shelter conditions by providing safer and more dignified mid-term shelter solutions, thereby sustaining their lives and well-being aligned with SO2.</p> <p>Objective 3: Strengthen the security and stability of vulnerable IDPs and returnee families by rehabilitating or constructing advanced shelters, thereby restoring safe living conditions and fostering long-term resilience aligned with SO2.</p>
<p>Key Issues and Opportunities</p>	<p>The following is a summary of key challenges and opportunities:</p> <ul style="list-style-type: none"> • Significant decline in shelter cluster funding to implement durable, safer and dignified shelter solutions: Promote partnerships and engagement with development partners and donors. This will include donor relationship building and advocacy for the sector. Encourage cluster members to reach out to non-traditional donors and the private sector. Continue to adhere to the Cluster's targeting and prioritization approaches including 20%-30% vulnerable host communities to foster peaceful co-existence and promote the whole-community approach with a greater focus on locations with severity 4 and 5 (critical and catastrophic).

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- **Limited comprehensive AGD data regarding the shelter and NFIs needs especially for returnees and IDPs in out-of-camp settings (rental accommodation, hosted by relatives and friends):** Enhance engagement with authorities to create access for assessments/data collection, individual cluster partners to budget and advocate to conduct more assessments, PDMs and Evaluation in support of the Cluster response.
- **Limited donor interest in supporting disaster risk reduction or management efforts and activities geared towards resilience and longer-term solutions:** Continue to advocate including humanitarian and development donors as well as partners to support DRR/DRM with support from the Global Shelter Cluster and partners.
- **High dependency on humanitarian aid due to diminished coping mechanisms and lack of livelihood opportunities:** Enhance the joint initiatives and expand to include other sectors and development partners to promote and implement an integrated settlement approach response. Advocate with ICCG/HCT/Donors for increased livelihood support to families through the Food Security & Agriculture Cluster.
- **Spontaneous displacement sites will remain due to limited options for other alternatives.:** Coordinate with CCCM Cluster and identify shelter options through enhanced community engagements to improve the shelter standards of the most vulnerable families. Additionally, promote joint advocacy with development actors for more sustainable, low-cost housing options to be prioritized by the government.
- **A high number of families in rental accommodation will face high risks of eviction due to unaffordable rent.:** Increase integrated support with rental subsidy and livelihood while exploring other shelter options where HLP rights allow.
- **Challenges to advancing and strengthening the HDP Nexus due to limited authority capacity and absence of development partners:** Explore further partnerships and engagement with development partners and donors. Expand individual agency donor partnerships with non-traditional donors including the private sector through the Durable
 - Solution Working Group and the YPG/YPPT.
- **There could be limited supplies and an increase in the costs of shelter and NFIs on the market if the current liquidity issues and economic situation are not addressed.** Update information on market prices of essential shelter and NFI materials at the local level through partners and Sub-National Cluster Coordinators and the National Cluster to share monthly updates with the Cluster partners using the appropriate document format or application. The Cluster will update its cost estimations based on any new changes and adjust modalities accordingly.

Cross cutting issues

1. Centrality of protection:

Over the next four years, the Shelter Cluster will strengthen its collaboration with the Protection Cluster to promote the centrality of protection through integrated responses in alignment with the Shelter Cluster Protection Mainstreaming and Inclusive Programming Technical Working Group (PMIP-WG). This includes identifying protection risks and implementing mitigation measures that promote the safety, dignity, and inclusion of vulnerable populations and not limited to the following:

- **Integrated HLP Response:** Collaborate with the Protection Cluster to align shelter interventions with the HLP Package and ensure sustainable solutions.
- **Community-Centered Design:** Engage affected populations, particularly women, children, and persons with disabilities, in designing and implementing inclusive shelter responses.
- **Mitigation of Risks:** Address eviction risks, ensure access to safe and culturally appropriate shelters, and promote renewable energy solutions.

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- **Gender mainstreaming:** Gender Analysis provides information about the different needs, capacities, and coping strategies of women, men, boys, and girls in a crisis. Maintain capacity to support sector partners on CE/AAP, Gender, and PSEA and actively participate in relevant inter-agency working group forums. Ensure that gender and Age Disaggregated Data (SADD) is routinely collected, analyzed, and used to set a shelter baseline, ensuring that age-related data is appropriately nuanced.
- **Accountability to the Affected Population (AAP):** Strengthen feedback and accountability mechanisms including in projects, monitoring and evaluations, training programs, and performance management, and highlighted in reports. Provide accessible and timely information such as IEC materials to communities including procedures, structures, and processes to ensure that they can make informed decisions and choices and facilitate communication between implementing partners and affected populations over information provision.
- Ensure the inclusion of persons with disabilities in allocated project funding and develop accessible, disability-friendly IEC materials.

By implementing these measures, the Shelter Cluster aims to create a safer, more inclusive, and dignified environment for all affected populations in Yemen.

2. Livelihoods:

The lack of livelihood opportunities by the affected population continues to create a high dependency on humanitarian aid resulting in coping mechanisms that involve the selling of productive assets, child labor, and others. This significantly impacts access to safer and dignified shelters as well as other minimum basic services.

- Implement the Integrated Yemen Shelter and Food Security & Agriculture (FSAC) Initiatives to address the shelter, food, and livelihood needs of vulnerable households in a well-targeted manner. This includes complementing and sustaining shelter response including rental subsidy with livelihood support in coordination with WASH, Protection, and CCCM Clusters.

3. Environment:

- During this multi-year strategy, the cluster will strive to ensure that environmental considerations are adequately considered and implemented in the humanitarian shelter programs. The aim is to inform environmentally sustainable shelter programming by making key information about country-level environment/shelter considerations, impacts, concerns, and opportunities available and accessible to all our stakeholders as a preparedness measure
- Before any shelter interventions, assess the environmental impact using the NEAT+ Tool or build upon local experience to integrate environmental mitigation as part of the BoQ and implementation process.

4. Recovery

- Advocate for safe-building back and resources to support durable solutions.
- Scale-up support for more sustainable shelter solutions including safer and dignified shelters for IDPs and returnees as well as their vulnerable host

Assessments & Data Sources

Key assessments:

- Shelter Cluster Rapid Needs Assessment tool that can be used in emergencies to collect and analyze information on affected people and their needs to inform response planning

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	<ul style="list-style-type: none"> • UNHCR Initial Needs Assessment Tool • UNHCR Protection Monitoring Tool • Multi-Cluster Assessment Location Assessment • Shelter Cluster Market Assessment • Shelter Cluster Damage Assessment • Shelter Cluster Flood Susceptibility Analysis • Shelter Cluster Weatherization Analysis <p>Other Data Sources:</p> <ul style="list-style-type: none"> • Shelter Cluster Reporting Portal • Rapid Response Mechanism • Displacement Tracking Matrix • CCCM Site Reporting and Site Monitoring Tools • Protection Cluster Civilian Impact Monitoring Project • WASH Cluster WASH Needs Tracking System (WANTS)
<p>Monitoring and Evaluation</p>	<ul style="list-style-type: none"> • Monthly 5Ws, in which partners report on completed activities indicating the location of the activity, modality of the implementation, type of population and, disaggregation of the population. • 4Ws reporting on planned activities which enables the Cluster to track progress monthly towards achieving targets and outcome-level objectives. • Fund mapping exercise to reflect funding status within the sector and complement information reported through OCHA's Financial Tracking System on a quarterly basis. • Post Distribution Monitoring (PDM) and joint field visits to evaluate, verify the results and assess beneficiaries' satisfaction and impact of the response. This includes lessons learned and adjustments to future strategies. • Cluster Coordination Performance Monitoring allows partners feedback on the performance of the cluster and, agree upon ways to improve areas that are not scoring well. • Flood Tracking Matrix to monitor the number of households affected by flooding, track the distribution of shelter support, and identify gaps in assistance to ensure timely, targeted relief to those in need.
<p>Advocacy & Localization</p>	<p>The Shelter Cluster will also continue to contribute to key advocacy messages for the HCT engagement and develop sector specific advocacy messages to highlight the needs of the affected population including on contingency planning and preparedness (Incl. The steps will be employed to enhance advocacy, resource mobilization and capacity building:</p> <p>Advocacy: Develop key advocacy messages in coordination with other clusters highlighting the critical need to support safer and more dignified shelter for the protracted vulnerable IDP and returnee population through an integrated settlement approach until a durable solution is found. Advocacy will target authorities,</p>

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Exit Strategy	<p>development partners, and various donors through HCT, or other forums Additionally, the Cluster will continue to contribute to key advocacy messages for the HCT engagement and develop sector- specific advocacy messages to highlight the needs of the most vulnerable population.</p> <p>Resource mobilization: As the common funding mechanism is to cover critical gaps, efforts will be made to solicit funding through the engagement of the donor groups and bilateral donors and private sector to support cluster partners in obtaining adequate and timely funds as well as other resources including technical expertise for response.</p> <p>Capacity Strengthening: The Cluster will continue to build the capacities of its partners on new tools, refreshers, and knowledge exchange with also local partners to enhance response and localization. This includes refresher technical training on the updated guidelines, mapping, identification, and small-scale partnerships with Community-Based Organizations (women-led, organizations of persons with disabilities) and marginalized groups). A Capacity-building Strategy is being developed and will be included in the annex of this strategy.</p> <p>Stakeholder Analysis: Identify key influencers, decision-makers, global networks, and potential allies relevant to shelter. Encourage Shelter Cluster partners to actively participate and pursue membership opportunities.</p>
	<p>Limited government capacity and lack of development partners' engagement with the Shelter Cluster continue to hamper the humanitarian response resulting in a significant burden on the limited humanitarian resources to address longer-term shelter solutions. Accordingly, the Cluster will work with government, local institutions and academia to strengthen their capacity to facilitate a gradual and responsible exit strategy, and a reduced reliance on humanitarian assistance to increase resilience. For a successful transition and exit strategy, the needs of IDPs and returnees must be addressed in an integrated manner. Most importantly, the restoration of private and public infrastructure (including essential services) in return areas should be addressed through the engagement of local authorities and relevant development actors. In situations where there is potential for durable shelter solutions, the Cluster will seek to coordinate with durable solution working groups, support and advocate for solutions. Similarly, the Cluster's activities are designed to support local economies where feasible, thereby encouraging the transition to durable solutions.</p>

Multi-Year Response Plan

Indicators	Unit Cost	People Targeted - Source (HRP 2025, Projections for 2026 - 2028) ¹							
		2025		2026		2027		2028	
		Incl Support and OP	Target	Budget	Target	Budget	Target	Budget	Target
# of households reached with non-food items kit	\$340	561,279	\$27,200,000	505,151	\$24,536,000	454,636	\$22,082,000	409,172	\$19,874,000

¹ The projections for years (2026-2028) were calculated based on the historical needs, targets and achievements.

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# of households provided sustainable household energy devices (for cooking, lighting, etc.)	\$100	280,640	\$4,000,000	252,576	\$3,608,000	227,318	\$3,247,000	204,587	\$2,923,000
# of households reached with winterization support	\$240	198,280	\$7,400,000	178,452	\$6,118,000	160,607	\$5,507,000	144,546	\$4,956,000
# of households reached with emergency shelters	\$540	317,500	\$26,500,000	285,750	\$22,043,000	257,175	\$19,839,000	231,458	\$17,855,000
# of households reached with rental support	\$440	241,000	\$19,400,000	216,900	\$13,634,000	195,210	\$12,270,000	175,689	\$11,043,000
# of households reached with shelter repairs and upgrades	\$290	340,813	\$14,200,000	306,732	\$12,708,000	276,059	\$11,437,000	248,453	\$10,293,000
# of households reached shelter repair kits	\$140	213,257	\$4,200,000	191,931	\$3,839,000	172,738	\$3,455,000	155,464	\$3,109,000
# of IDP sites reached with flood mitigation solutions	\$25,000	162	\$4,100,000	186	\$675,000	214	\$775,000	246	\$875,000
# of households in IDP sites provided with flood mitigation solutions	\$100	247,705	\$3,500,000	284,861	\$4,069,000	327,590	\$4,680,000	376,728	\$5,382,000
# of IDP settlement planned/ reached with settlement infrastructure activities	\$25,000	137	\$3,400,000	158	\$575,000	181	\$650,000	208	\$750,000
# of households trained in shelter repair and climate-adaptive techniques	\$20	10,000	\$200,000	11,500	\$33,000	13,225	\$38,000	15,209	\$43,000
# of households reached with transitional shelters	\$1,200	142,647	\$24,000,000	164,044	\$28,122,000	188,651	\$32,340,000	216,948	\$37,192,000
# of households reached with house rehabilitation	\$2,800	71,841	\$29,400,000	82,617	\$33,046,000	95,010	\$38,004,000	109,261	\$43,705,000

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# of households reached with advance shelters	\$5,000	3,500	\$2,500,000	4,025	\$2,875,000	4,629	\$3,305,000	5,323	\$3,800,000
# of Protection Analyses conducted and shared with Protection Cluster/AoRs, identifying threats, vulnerable groups, and coping mechanisms. (will be integrated with needs assessments).	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Grand total		1.8 M	\$170m	1.2 M	\$156m	1.4 M	\$158m	1.6 M	\$162m

Objectives

Objective 1: Provide timely, life-saving emergency shelter and NFI assistance to families affected or displaced by conflict and climatic crises, ensuring their immediate needs are met

Under this objective, the Cluster will focus on the following activities based on rapid and comprehensive AGD needs assessments: Update its Preparedness and Response Plan allocating 25% of its response for emergencies and will primarily include 50% cash-based interventions based on accessibility, acceptability, and availability of supplies on the market. Given the evolving context, the other 50% of supplies will be procured and prepositioned in strategic locations accessible to be delivered in alignment with the Preparedness and Response Plan. Each Hub will develop its emergency and preparedness plan to streamline the process.

- Provide emergency assistance including NFIs, Energy-Saving kits, Emergency Shelters, and Shelter Repair kits according to the needs identified for the most vulnerable families in line with the Shelter Cluster beneficiary selection and targeting criteria for newly displaced and those severely affected by climate change, fire incidents, those evicted, protracted families in displacement sites for more than one year who are unable to benefit from dignified shelters due to HLP issues and 20% of their vulnerable host in the proximity of IDP sites living in precarious conditions.
- Provide three months cash for rent as an emergency response for vulnerable IDPs to mitigate the creation of spontaneous IDP sites, collective centers, and risks of eviction as well as further protection risks if opted by the families.
- Provide technical trainings as required

Objective 2: Enhance the resilience of the most vulnerable protracted IDPs and their host communities living in precarious shelter conditions by providing safer and more dignified mid-term shelter solutions, thereby sustaining their lives and well-being

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- Support the shelter repair and upgrade for the most vulnerable protracted IDP families living in makeshift/precarious shelter conditions where HLP or operational challenges do not allow for safer and dignified shelters using cash-based interventions or in-kind assistance based on accessibility and availability of the market and 20% of their vulnerable host in the proximity of IDP sites living in precarious conditions.
- In line with the joint partnership with WASH, FSAC, Protection, and CCCM Clusters as well as effective engagement with communities and authorities, support integrated responses through a minimum one-year cash rental subsidy to improve the living conditions of vulnerable families, mitigate eviction and further protection risks by prioritizing vulnerable returnees whose houses are partial/ destroyed, protracted IDPs in rental accommodation, and protracted IDPs in sites opting for a rental option where HLP and other challenges do not allow for safer shelters. An emergency support programme for six months will still be considered, especially for protracted IDPs who are struggling to pay their rent.
- Support safer and dignified transitional shelters with secured land tenure for a minimum of 3 years to improve living conditions of protracted vulnerable IDP families in sites, eviction from rental accommodation, and returnees whose houses are destroyed to mitigate further protection risks where there are no HLP and other challenges.
- Provide NFIs and Energy-Saving Kits based on the needs and available resources targeting extremely vulnerable protracted and return families in achieving medium-term shelter solutions.
- Assess IDP sites prone to recurrent floods and provide the appropriate support in coordination with the community, WASH, CCCM, authorities, FSAC, Protection, and other relevant sectors to ensure an integrated holistic approach. This could include relocation, proper site planning, or flood mitigation measures based on technical risk assessment.
- Provide technical trainings as required.

Objective 3: Strengthen the security and stability of vulnerable IDPs and returnee families by rehabilitating or constructing advanced shelters, thereby restoring safe living conditions and fostering long-term resilience

Under this objective, the Cluster partners will implement the following activities based on an AGD-damaged comprehensive shelter assessment:

- Support House rehabilitation of most vulnerable returnee families with damaged houses (category minor and major damage levels)
- Support the construction of a one-room shelter including a kitchen, and toilet at a minimum for vulnerable returnees whose houses are destroyed (totally damaged) and protracted IDPs with a minimum of 10 years secured land tenure
- Provide technical trainings as required.

Guidance per activity

Intervention Name	Description/Specification	Notes
General	<p>Rapid Needs Assessment Form (AR, EN)</p> <p>Focus Group Discussion (AR, EN)</p> <p>Distribution Guideline (AR, EN)</p> <p>Quick Guide on the Use of Conditional Cash Modality (EN)</p> <p>Yemen Environmental Shelter Country Profile (EN)</p> <p>Sustainable Resource Management of Building Materials in Yemen (AR, EN)</p>	
<p>Distribution of Non-Food Items Kits</p> <p>Distribution of Energy Saving Kit</p> <p>Provision of Winterization support</p>	<p>NFI Guideline (AR, EN)</p> <p>NFI, Energy Saving, Winterization, Disabled Items (NFI Catalogue)</p> <p>NFI PDM Form (AR, EN)</p>	
<p>Shelters Provision of Emergency Shelters</p> <p>Shelters Provision of Transitional Shelters</p>	<p>Shelter Guideline For Yemen (AR, EN)</p> <p>Shelter Catalogue (EN)</p> <p>Bill of Quantities (AR, EN)</p> <p>Emergency Shelter Installation Steps (AR, EN)</p> <p>Emergency Shelter PDM Form (AR, EN)</p> <p>White Termite Mitigation (EN)</p> <p>Transitional Shelter Checklist (AR, EN)</p>	
House Rehabilitation Support	House Rehabilitation Guideline (AR , EN)	
Provision of Cash for Rent Support	Cash for Rent Guideline For Yemen (AR , EN)	
Provision of House Construction/Reconstruction	Reconstruction Guideline (AR , EN)	Updating in progress
Provision of Natural Hazard Mitigation	<p>Sandbag Solutions (AR, EN)</p> <p>Guide on Using Sandbag (AR, EN)</p> <p>What to Do in case of Flood (AR)</p> <p>Guide on Mitigating Flood (AR)</p> <p>Guide on Reinforcing Shelters (AR)</p> <p>Guide on the Protecting Shelters During Floods (AR)</p>	Updating is Planned
<p>Distribution of Shelter Repairing Kit</p> <p>Provision of Shelter Maintenance and Upgrades</p>	Shelter Cluster Activity Matrix (EN)	Guidelines Development is Planned

Inter-cluster and other partnerships

Cluster	Lead-Agency	Comments
Coordination	OCHA	Siterps, shelter advocacy, FA, SRP, intercluster coordination, advocacy with the Government
CCCM	UNHCR	Referral of NFI's and shelter needs in Collective centres, relocations from and to collective centres, Displaced Tracking Matrix, beneficiary lists and data on vulnerable groups
Early Recovery	UNDP	Housing, rehabilitation, building codes, rubble removal, hazardous and non-build zones,
Education	UNICEF/StC	Use of schools as collective centers, relocations from schools, technical support for construction of schools
Telecom	WFP	Facilitate beneficiary communications e.g. use of mobile networks, improved operational communication (good bandwidth, security comms)
Food security & Livelihood	WFP/FAO	Targeting IDPs with livelihood programmes to complement shelter assistance including cash for rent for sustainable solutions and increase their resilience
Economic Empowerment and Shelters in Heritage Sites	UNESCO	Inclusion of vulnerable IDPs and host communities in economic empowerment including technical and higher education to support sustainable shelter solutions. Provide technical support for the rehabilitation of shelters in heritage sites (old cities, etc) as part of life-sustaining solutions
Health	WHO	Incidence of disease that can be avoided by provision of appropriate shelter and NFI, HIV/AIDs and shelter guidance
Logistics	WFP	Transportation, storage, supply chain, customs clearance, security of movement and humanitarian access
Nutrition	UNICEF	Information on vulnerable groups through therapeutic feeding data
Protection	UNHCR	Loss of documentation, HLP, GBV, Landmines, female and child-headed households, elderly and disabled, vulnerability data, relocations and evictions, security
WASH	UNICEF	Ensure shelters have WASH facilities, Joints rapid assessments, and delivery of NFI and Hygiene Kit during emergencies and flood mitigation efforts.

In addition, Shelter Cluster will coordinate with the UNFPA to include key shelter indicator in the rapid needs assessment tool to facilitate timely delivery of assistance during emergencies.

Annex Material: (Further materials are available on <https://sheltercluster.org/response/yemen>)

Shelter Cluster Terms of Reference ([AR](#), [EN](#))

Sub-National Coordinators Terms of Reference ([AR](#), [EN](#))

Strategic Advisory Group – SAG Terms of Reference ([EN](#))

Shelter Cluster Meetings Calendar ([EN](#)) – 2025 meetings calendar will be updated

Revised Tent Distribution Policy ([EN](#))

Shelter Cluster Activity Matrix ([EN](#))

Yemen Shelter Cluster Market Assessment Report ([AR](#), [EN](#))

Yemen Humanitarian Needs and Response Plan ([EN](#))

Shelter Cluster Common Pipeline SOP ([AR](#), [EN](#))

Shelter Cluster End of Year Report ([EN](#)) – 2024 year end report will be updated

Cluster Coordination Performance Monitoring ([Report](#), [Action Plan](#))

Joint-Advocacy Briefing Note from the Tri-cluster ([EN](#))

Flood Susceptibility Map ([EN](#))

Accountability Chain ([AR](#), [EN](#))

Accountability to Affected Population – AAP ([AR](#), [EN](#))

Shelter Cluster Information Management Strategy ([AR](#), [EN](#))

Shelter Cluster Summary of IM Tools and Products ([EN](#))

Alternative to Camps Guidelines ([AR](#), [EN](#))

Transition to longer term shelter solutions ([AR](#), [EN](#))

Fire Safety ([AR](#), [EN](#))

Shelter Cluster Contingency and Preparedness Plan 2024 - is available upon request.

Capacity Building Plan is under development.

Shelter guideline ([AR,EN](#))

YEMEN Shelter Cluster Winterization Response Recommendations 2024-2025 ([EN](#))

Joint integrated initiative by the Shelter and FSAC in Yemen ([EN](#))

Inter-Cluster Matrix Shelter-CCCM Roles and Responsibilities ([EN](#))

Transitional Shelter Checklist ([AR,EN](#))

[Partners Abbreviations](#)