



**SHELTER CLUSTER**  
تنسيق المأوى الإنساني



**CCCM CLUSTER**  
دعم مجتمعات النازحين

**YEMEN**

## **Cluster Emergency Response Planning** **26 March 2017**

### **I. Introduction**

While Yemen has been experiencing a humanitarian crisis since 2014, recent events including the 2016 flooding in Hudaydah/Raymah and the conflict around Al Mokha have indicated a need for humanitarian organizations to adjust their response modalities in order to effectively and efficiently meet the needs of people in Yemen in similar sudden-onset situations. Understanding that these types of events have the potential to increase, various sectors and agencies have thus sought to develop their capacities in various ways to address the current response gap, including through the establishment of Rapid Response Mechanisms (UNICEF-ACF).

In response to similar concerns, the Shelter-NFI-CCCM Cluster (referred to in this document as “the Cluster”) has established its own emergency mechanism throughout the country that shall be deployed in response to rapid-onset events requiring a faster reaction by the Cluster and its partners due to the scale of the crisis and the urgency of the related needs. The Cluster has facilitated funding for the pre-positioning of critical, life-saving shelter and NFI stocks, and for dedicated human resource capacity (referred to here as emergency response teams or ERTs) to respond to such events as would require the usage of these stocks.

The purpose of this document is threefold:

- To consolidate information on emergency preparedness within the Cluster;
- To outline the purpose of the Cluster’s emergency response mechanism and the conditions under which it shall be deployed;
- To outline the responsibilities of partners engaged in this mechanism and ensure a harmonized approach across responses.

### **II. Early Warning Indicators**

In order to ensure preparedness, the Cluster has identified a series of early warning indicators that should be monitored by partners on the ground in order to predict when mass movements might occur and from which locations. Partners maintaining the capacity to deploy emergency response teams and stocks are responsible for monitoring these indicators at the field level and taking the necessary follow-up steps to ensure that a rapid response can occur, should it be necessary. The following indicators thus serve to “activate” the ERTs.

- Increase in denials of movement/access to an area;
- Large number of demonstrations on a single issue within one month (e.g. 10 demonstrations);
- Increase in the number of clashes in an area;
- Increase in the number of air strikes in an area;
- Dramatic increase in the number of IDPs arriving in an area;<sup>1</sup>

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<sup>1</sup> An increase in the number of IDPs can be both the result of an event and an indicator that there is likely to be an event, particularly in cases where people are moving pre-emptively to avoid being caught up in conflict. Other

- Change in weather patterns/predictions of increasing rains.

In reaction to the above, partners responsible for emergency response in the affected area(s) shall undertake the following:

- Review of access issues or constraints, particularly as they pertain to the ability of certain organizations or teams to respond;
- Review of stock availability in the area, including logistics (i.e. the fastest way of getting stocks to the field which may involve, upon agreement with donors, requesting to use of other partners' stocks with the promise of replenishment from the contingency stocks), in consultation with the national Cluster;
- Review of potential human resources capacity needs (i.e. who and how many) and team availability;
- Consultation with national Cluster on the coordination of the response, particularly in areas covered by more than one organization (e.g. Hudaydah, Taizz), and support for gap-filling or additional capacity if needed.

### III. Emergency Response Teams (ERTs)

The Cluster currently has the following emergency response team capacity in Yemen:

Partner	Location (base)	Geographic coverage	Capacity (#)	In place (Y/N)?	Additional capacity (#)
ACTED	Hudaydah	Hudaydah and Raymah	11 staff (1 PM, 1 PO, 2 FSs, 7 FAs)	Y, permanently based in Hudaydah with access to Raymah	5 community mobilizers (until 14 June)
	Taizz/Ibb	Taizz and Ibb	20 staff (2 PMs, 3 WASH engineers, 15 PA)	Y, permanently based in Ibb with access to Taizz	7 hygiene promotion trainers
IOM	Abyan	Abyan	11 staff (9 enumerators, 2 FAs)	Y, enumerators based in these locations with the capacity to respond to emergencies, plus field assistants dedicated to shelter-NFI-CCCM.	IOM has implementing partners in Sa'ada, Amran/Hajja and Taizz.
	Aden	Aden	11 staff (7 enumerators, 4 FAs)		
	Al-Baydha	Al-Baydha	8 enumerators		
	Al-Dhale	Al-Dhale	11 staff (9 enumerators, 2 FAs)		
	Al-Mahra	Al-Mahra	10 enumerators		
	Hadramut	Hadramut	22 staff (20 enumerators, 2 FAs)		
	Ibb	Ibb	11 enumerators		
	Lahj	Lahj	17 staff (15 enumerators, 2 FAs)		
Shabwah	Shabwah	19 staff (17 enumerators, 2 FAs)			
Socotra	Socotra	2 enumerators			
Taizz	Taizz	8 enumerators			
Al Jawf	Al Jawf	6 enumerators			

indicators related to an increase in IDPs might be: an increase in the number of people wounded in local clinics and hospitals, or an increase in the number of people occupying schools and collective centers.

NRC	Hudaydah	Hudaydah, Hajjah, Amran	2 staff	Y, shelter staff that can be deployed in emergencies (2-3 weeks)	2 more people are under recruitment. They would cover Hajja and Taizz.
	Lower Taizz	Lower Taizz and Lahj	2 staff		
UNHCR	Hudaydah	Hudaydah	2 staff min (FO, FA)	Y, based in these locations but deployable to other areas as well (flexible).	UNHCR has implementing partners in Hudaydah, Sana'a, and Aden, and plans for a fourth partner in Sa'ada.
	Ibb	Ibb	2 staff min (FO, FA)		
	Sa'ada	Sa'ada	2 staff min (FO, FA)		
	Sana'a	Sana'a	2 staff min (FO, FA)		
	Aden	Aden	2 staff min (FO, FA)		

#### **a. Definition of Emergency Response Team Interventions**

Emergency response team interventions for the Cluster are distinguished by the following:

- They use pre-defined early warning indicators to launch preparatory actions, as noted above.
- They utilize contingency stocks – or pre-defined kits that have been specifically put aside to respond to any rapid-onset event within a broad area and thus have not been already allocated to respond to a designated event or district – that have been strategically placed throughout the country in coordination with the national Cluster.
- They utilize emergency response teams that have been thoroughly trained on rapid response modalities.
- They are faster than a standard response in that they utilize the same partner for both pipeline and frontline requirements, and do not require adherence to the Cluster’s standard procedures for response which generally include a sector-specific assessment and thorough verification prior to distribution. Emergency response interventions should take place within ten days.
- They aim to meet the most severe, life-saving needs within a short period of time, with the expectation that more thorough, robust interventions will follow. Thus they are not a last resort, but rather a first response in situations that require quick action.

#### **b. Criteria for Deployment**

The deployment of the Cluster’s emergency response teams and contingency stocks shall be in response to emergencies that are deemed, in consultation with the national Cluster, to be of sufficient size and scale that exceptions to the standard intervention processes (i.e. sector-specific assessments followed by well-defined targeting, thorough verification and enrolment) for intervention can and should be made in favor of expediency.

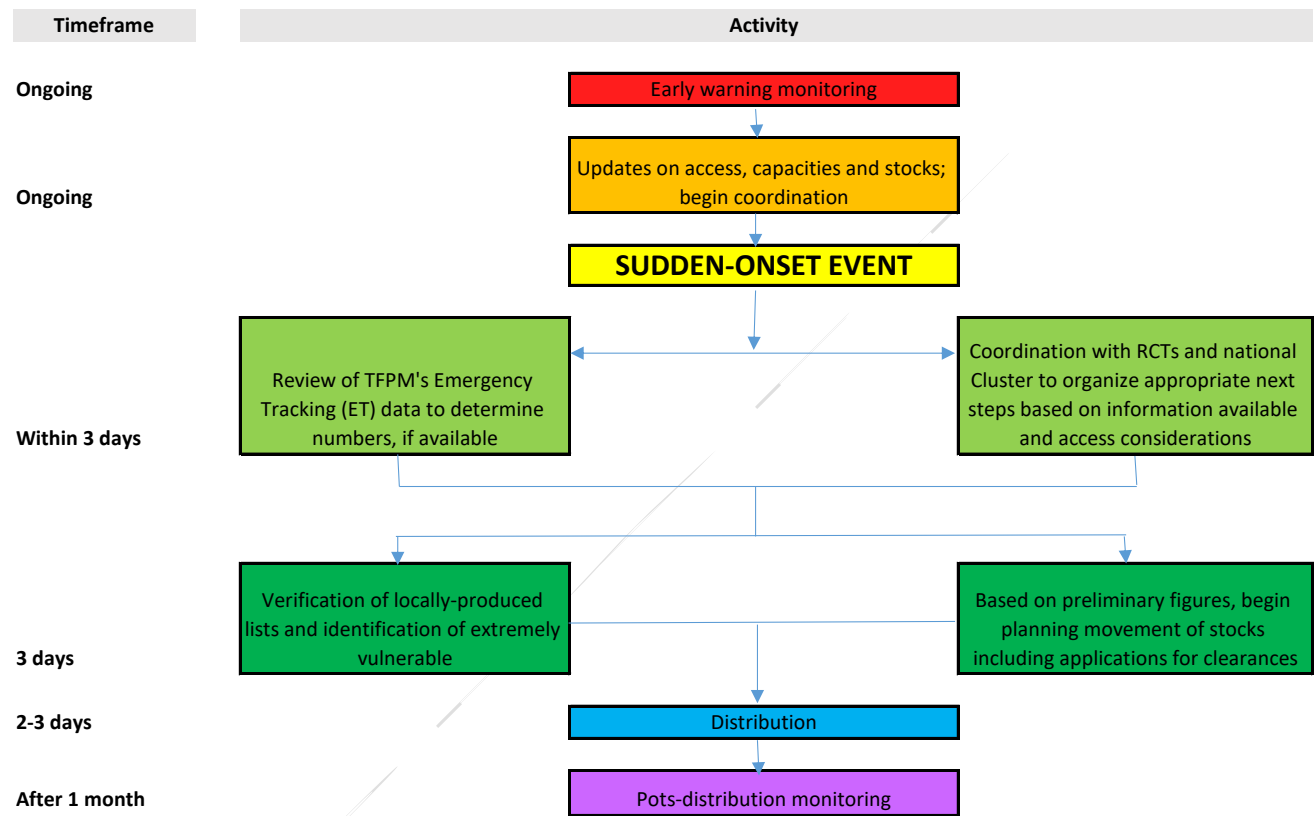
As such, the Cluster will prioritize responding to large-scale displacement that has been triggered by the sudden onset or escalation of conflict or the sudden onset of a natural disaster; in other words, to the Cluster’s worst-case scenarios. Specific criteria for deployment shall include:

- Over 1000 people displaced to a single area (hosted or not) or over 300 people displaced to a single collective centre or spontaneous settlement;
- Displacement has occurred within a two-week timeframe;
- A response can occur within the agreed-upon ten day timeframe.

Note: If partners believe there is a situation in need of the ERT modality that does not meet the above criteria, this can be discussed with the national-level Cluster.

**c. Deployment Process**

Once the criteria for deployment are met, the Cluster works from the assumption that there is a high degree of need amongst the affected population and thus is willing to accept possible errors of inclusion in the distribution process in these cases. Any exclusion errors that occur as a result of the expedited response modality can be addressed through ongoing programming in the affected areas. Given this, emergency response team interventions shall proceed as follows:



**d. Coordination**

ERT partners will engage with the national level Cluster in both the preparedness and response phases so as to ensure proper coordination of emergency responses. This shall include consultation in response to early warning indicators to ensure readiness and in response to a sudden-onset event to ensure that the criteria for launching an ERT have been met. In situations that meet the aforementioned criteria (as agreed by the Cluster and the local partner), Cluster partners at the sub-national level will inform the hub-level Regional Coordination Teams (RCTs) of the intention to deploy an ERT, while the national Cluster will inform the ICCM. Where responses can be multi-sectoral this should be encouraged though not at the expense of speed.

#### IV. Cluster Contingency Stocks

Partner	# NFI kits in 2nd HPF	# ES kits in 2nd HPF	Storage location	Geographic coverage	# of kits currently pre-positioned as planned	Status of stock if not pre-positioned as planned	# of NFI kits funded by other donors	# of ES kits funded by other donors	Geographic coverage, if any	Notes
ACTED	5,000	5,000	Hudaydah	Hudaydah, Raymah, (Hajjah)	0	In procurement process, first batch to arrive in April.	496 kitchen sets 900 NFI (UNHCR in-kind)  2,000 NFI (UNHCR in-kind)	85 ES (UNHCR in-kind)	Ibb (storage location)  Taizz	Coverage of Ibb and Taizz with storage in Ibb. 10,000 total NFI from UNHCR (in-kind) for Ibb and Taizz.
IOM	4,000	4,000	Aden	Abyan, Al Dhal'e, Shabwa	0	IOM has framework agreement with suppliers who are able to deliver in a few days' time				Application made to OFDA for: 4,790 NFI 4,790 ES A portion of these can be used for contingency.
NRC	1,000 700 dedicated to lower Taizz	1,000 700 dedicated to lower Taizz	Hajjah	Hajjah, Amran, Sa'ada, (Hudaydah) 700 dedicated to lower Taizz	0	NRC has framework agreements with suppliers who are able to respond/deliver in a few days' time.	1,000 (SIDA)	500 (SIDA)	Split between Amran and lower Taizz	Application made to ECHO for: 1200 NFI 500 ES
UNHCR	70,000	5,000	Various	Sana'a, (Sa'ada, Hudaydah, Aden)						
<b>TOTALS</b>	<b>80,000 NFI</b>	<b>15,000 ES</b>					<b>3,900 NFI</b>	<b>585 ES</b>		<b>5,990 NFI</b> <b>5,290 ES</b>