



Terms of Reference for the Shelter/CCCM/NFIs Cluster in Yemen

I. Background

This background information is updated, taking into consideration the new emerging situation in the country. The Shelter/CCCM/NFIs Cluster (hereinafter the Cluster) has been in existence since 2009. Currently the situation in Yemen has changed dramatically. The entire country was affected by the civil war. Unlike in the past, the magnitude of the conflict in Yemen was not limited to certain Governorates and the south was particularly affected, although the northern region around Sa'ada was again greatly impacted. Following weeks of political and security instability in Yemen and armed clashes between armed groups and governmental forces in the south/Aden, a military coalition launched an airstrike campaign against Houthi and former President Ali Abdullah Saleh military forces on 26 March 2015. The declared objective was to roll back the Houthi rebel forces, reinstate the 'legitimate government' of President Hadi and establishing 'peace, security and stability for the Yemeni people'. Since then, 20 out of the country 22 governorates were affected by airstrikes and/or armed conflicts. The current escalation in violence adds further strain on poor services and weak infrastructure and exacerbates the already precarious humanitarian situation. Recent violence has also had an impact on civilian infrastructure, with homes, hospitals, education, local markets and essential assets in several locations being damaged or destroyed.

The Shelter/CCCM/NFIs Cluster is a forum for all actors to discuss and agree on issues related to shelter and NFIs. It is supported by a Coordinator, Senior Cluster Coordination Support and an Information Manager which assist the cluster members in developing necessary shelter/NFI actions in Yemen. A Technical Working Group (TWG), comprising the key 11 cluster actors, exists to ensure effective provision of shelter and NFIs to IDPs and other affected populations in need. The TWG guides the larger Shelter/CCCM/NFIs Cluster membership with policy decisions, strategic direction, coordination mechanisms and other technical topics. In spite of the current emergency, the Shelter/CCCM/NFIs Cluster envisions that its life-saving assistance will continue in 2015. This represents a priority and mainly includes the distribution of essential Non-Food Items, emergency shelters (Emergency Shelter Kits/Tents), as well as cash assistance for rental subsidies in urban and semi-urban settings for vulnerable IDPs and other conflict-affected populations. The Cluster will thus focus on the most vulnerable IDPs residing in collective centres, settlements, open air, informal settlements, rented houses and with hosting families and other affected populations. All the above comes in addition to the engagement on minimum coordination of services in the spontaneous settlements and collective centres. The work of the cluster members is guided by the principles of neutrality, impartiality, independence and the humanitarian principle of do not harm.

II. Objective

The key objective of the Shelter/CCCM/NFIs Cluster is to enhance the coordination and effectiveness of provision of emergency shelter/NFIs assistance. Specifically the cluster will be responsible to facilitate and guide the following actions:

- a. Planning and Strategy development:** The cluster will provide guidance through the Strategic Operating Framework to enhance accountability and effectiveness of the interventions. Drawing from lessons learned and evidence based actions, the cluster response plan will be updated/revised through a consultative approach, according to the changing context in the country and will feed into the wider response strategies. The following tasks will ensure effective and guided action:
 - Promote the use of existing standards, policies and guidelines (e.g., SPHERE, Good Enough Guide).
 - Standardize tools/guidance notes for better planning and implementation of cluster responses.



- Include cross cutting issues like Housing-Land-Property (HLP), protection issues, integrated approaches (WASH), site planning and environment/ecology.
 - Ensure both the cultural appropriateness and structural integrity of cluster responses.
- b. Coordinating and supporting service delivery:** The Cluster will establish and maintain effective coordination mechanisms through a platform of information sharing, both at national and regional level, in close collaboration with government counterparts. The lead/co-lead agency and the wider cluster membership will share the tasks and responsibilities at field level and will work through agreed upon ToRs to ensure a standardized methodology of data capturing, data sharing and analysis. The coordination activities will strive to reduce duplication, to address gaps and to ensure that service delivery is driven by the agreed upon strategic priorities:
- Coordinate joint needs assessments and analysis.
 - Act as focal point for inquiries on emergency response plans and operations
 - Secure commitment of partners to respond to identified and prioritized needs and to fill gaps for emergency response, ensuring an appropriate distribution of responsibilities with clearly defined focal points for specific issues where necessary.
 - Encourage participants to work collectively, ensuring the complementarities of the various stakeholders' actions.
 - Include all humanitarian partners as well as national and local authorities who are able and willing to contribute expertise, knowledge and know-how.
 - Establish effective links with the field based cluster and other relevant thematic working groups.
 - Establish working groups (long or short-term) for specific issues.
- c. Informing strategic decision-making:** The Cluster will represent the interests of its members in discussions with the Humanitarian Coordinator (HC) at inter-cluster meetings, and with other stakeholders on the prioritization of cluster issues for humanitarian action and resource mobilization. The Cluster will provide clear concept-notes and inputs to policy documents to guide decision-making bodies on shelter-related concerns.
- d. Advocacy and resource mobilization:** The Cluster will identify advocacy concerns, including resources requirements, and contribute to broader advocacy initiatives. The Cluster will furthermore advocate for donors to fund participants to carry out priority cluster activities, while at the same time encouraging participants to mobilize resources for their activities through their usual channels. The key advocacy messages will include the following:
- Promote utilizing of participatory and community-based approaches in the identification of needs, analysis, planning, monitoring and response.
 - Promote the use of local materials and construction techniques that are locally accepted and understood.
 - Increase the understanding of market systems and promote the use of voucher and cash based systems with the developments of appropriate SOPs to guide partners' interventions.
 - Shift away from contractor driven to owner driven approaches. The Cluster will review all projects technically for the Yemen Humanitarian Pool Fund and other Emergency Fund allocations through the Cluster Board Committee.
- e. Monitoring and reporting:** The Cluster will ensure that adequate monitoring mechanisms are in place to review the impact of the cluster member's activities and the progress against implementation plans. The Cluster will promote joint monitoring and the use of on-line platforms for the benefit of the wider community to track IMPACT, to improve information sharing and to increase



learning from successful programs. The Cluster team will follow up with partners to provide regular reporting on their responses through the Cluster Standard Reporting Form (SRF).

- f. **Capacity building and emergency preparedness:** The Cluster will provide leadership in emergency and crisis preparedness by putting in place contingency plans in areas/situations where there is a high risk of recurring disasters/conflicts and where sufficient capacity exists within the cluster. The Cluster will build the capacity of members, partner organizations and authorities through supporting trainings in the standardized tools, site planning, HLP and other crosscutting issues and through the dissemination of guidance notes, online learning programs, and organizing workshops and training programs by local or global experts.

III. Scope

The Shelter/CCCM/NFIs Cluster ensures the six core functions as defined by the IASC¹ including accountability towards affected populations as the seventh one. The Cluster works to strengthen the country-wide preparedness and technical capacity to respond to a humanitarian emergency through improved coordination at national and sub-national levels.

The Cluster acknowledges that for the affected population the recovery process starts immediately, households initiating the process of re-building their lives as soon as they can. Consequently, The Cluster's scope includes all aspects related to achieving the right to adequate housing with a humanitarian focus:

- Settlement planning
- Construction
- Covered living space
- Individual, general household & shelter support items²

The Cluster acknowledges the variety of methods that cluster actors use to provide support in these wide areas, some of which involve building but many others not. Shelter options vary according to the context, protection aspects, climate, and other issues. They are defined in collaboration with local governments and in line with local regulations. Furthermore, the Cluster acknowledges the invaluable contributions made by national-level stakeholders to response and recovery efforts and declare their commitment to actively include those stakeholders in the work of the Cluster at national level.

Whilst the Cluster's role and responsibilities range from emergency to longer-term shelter, the concept of "provider of last resort"³ will only apply to meeting emergency needs and not to the provision of longer term shelter or housing or longer term settlement planning.

The Cluster acknowledges the need to ensure a comprehensive and integrated response and the essential role of shelter to ensure protection and early recovery. Thus the Cluster works closely with the other clusters and OCHA to ensure inter-cluster coordination, in particular with Protection, CCCM, WASH, Education and Early Recovery. In the same perspective, contingency planning, preparedness and Disaster Risk Reduction (DRR) are integral parts of the cluster scope to mitigate future disasters.

To comply with its role and responsibilities the Cluster not only organizes coordination meetings but also develops strategies, plans, carries out a series of activities and takes decisions that are captured and recorded in different documents:

- Strategic framework
- Technical guidelines
- WWW matrices and gap analyses
- Response plan
- Assessments and reviews
- Factsheets, website updates

| Core Function | Service | Scope | Deliverables |
|--------------------------------|-------------------------|---|----------------------------------|
| 1. Supporting service delivery | Coordination management | Coordination mechanism (Hubs, TWG, YHPF BC). Inter-cluster, HCT, OCHA, Government. | Minutes, ToR Cluster orgchart |

¹ IASC Reference Module for Cluster Coordination at the Country Level (2012)

² As defined in The Sphere Project, chapter: Minimum standards in shelter, settlement and non-food items (<http://www.spherehandbook.org/>)

³ As per the agreed IASC definition of the Provider of Last Resort



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| | Information management | Data collection, processing and analysis. Dissemination of information. Liaison with OCHA and other clusters. | WWW matrices Website update Factsheets |
| | Integration | Participation of national actors. Interaction with the private sector. | |
| 2. Informing HC/HCT strategic decision-making | Coordinated assessments | Common/joint assessment. Needs, capacities, gaps, progress, impact. Review of response plans. | Assessment reports MIRA reports Gap analyses |
| 3. Planning and strategy development | Strategic planning | Shelter needs priorities and response. Overall strategic objectives (HCT, Government) Cross-cutting issues, Recovery, hand-over, deactivation and exit | Strategic Framework Decision log |
| | Technical coordination | Technical standards, guidance and liaison with other clusters | Technical Guidelines |
| | Resource mobilization | Funding requirement for the sector response plan. Criteria and for fund allocation. Submissions to pooled funds (YHPF, CERF, etc.). | Cluster sections of appeals tables, maps, graphs |
| 4. Advocacy | Coordinated communication and advocacy | Sector key messages and advocacy priorities. Communication/advocacy campaigns, liaison with stakeholders Beneficiary & communities communications. | Stakeholders mapping Advocacy worksheet Advocacy messages |
| | Legal and regulatory issues. | National policies, guidelines and standards. Legal & regulatory issues related to HLP, building codes, etc. | |
| 5. Monitoring and reporting | Performance monitoring | Supervision, monitoring and evaluation. Corrective actions to address changes. | Cluster reviews (lessons learned, impact) |
| 6. Contingency planning / preparedness | Contingency planning | Contingency plans (national, sector). Risk mapping and analysis, DRR | Cluster section of Contingency plan |
| | Exit-strategy | Remote support, transition, hand-over, exit. | |
| 7. Accountability to affected population | Community liaison | Feedback from and to the affected population. Complaint and grievance committees. Participation of communities in the response. | Information leaflets (in Arabic language) |

IV. Structure of the Shelter/CCCM/NFIs Cluster

Coordination team: Cluster Coordinator, Senior Cluster Coordination Support, Information Manager. According to magnitude of crisis or context other experts can join the team (assessment, recovery, etc.).

Cluster: NGOs active in Shelter/NFIs (national and international), representatives of dedicated governmental bodies and local authorities, UN and IOs, donors' representatives, community representatives. The Cluster has 84 members who participate in Cluster meetings including 39 members who recently joined the Cluster.

Cluster Lead: UNHCR.

Sub-national Cluster or Hub: sub-national coordination body integrating stakeholders active in the regions. The national Cluster is based in Sana'a and has field sub-national cluster in Al



Hodeidah with regular meetings in addition to the presence of remote Sub-national Clusters coordination mechanism in Aden and Amran.

Yemen Humanitarian Pool Fund Board Committee (YHPF BC): Selected members of the cluster appointed to work on providing technical recommendations for the proposals submitted in the Grant Management System (GMS). In addition to the Cluster Coordinator, the Board Committee comprises 8 members: 3 national NGOs; 3 international NGOs, UNHCR and OCHA.

Technical Working Groups (TWG): Selected members of the cluster appointed to work on specific technical issues and produce guidelines and recommendations.

Gender Focal Points (GFP): Two cluster partners were appointed to guide the cluster in the technical aspects and provide recommendations to the cluster accordingly.

V. Responsibilities

Each Cluster member will undertake its work in line with relevant international standards and the standards that will be agreed upon by the Cluster in case of emergency. The Cluster is accountable to the Humanitarian Coordinator for facilitating a process at the cluster level aimed at ensuring the following:

1. Inclusion of key humanitarian partners: Ensure inclusion of key humanitarian partners for the cluster, respecting their respective mandates and program priorities.

2. Establishment and maintenance of appropriate humanitarian coordination mechanisms:

- Ensure appropriate coordination with all humanitarian partners (including national and international NGOs, the International Red Cross/Red Crescent Movement, IOM and other international organizations), through the establishment/maintenance of appropriate cluster coordination mechanisms, including working groups at the national and, if necessary, local level;
- Secure commitments from humanitarian partners in responding to needs and filling gaps, ensuring an appropriate distribution of responsibilities within the cluster, with clearly defined focal points for specific issues where necessary;
- Ensure the complementarity of different humanitarian actors' actions;
- Promote emergency response actions while at the same time considering the need for early recovery planning as well as prevention and risk reduction concerns;
- Ensure effective links with other clusters;
- Ensure that cluster coordination mechanisms are adapted over time to reflect the capacities of local actors and the engagement of development partners;
- Represent the interests of the cluster in discussions with the Humanitarian Coordinator and other stakeholders on prioritization, resource mobilization and advocacy;

3. Coordination with national/local authorities, State institutions, local civil society and other relevant actors:

- Ensure that humanitarian responses build on local capacities;
- Ensure appropriate links with national and local authorities, State institutions, local civil society and other relevant actors (e.g. Executive Unit for IDPs) and ensure appropriate coordination and information exchange with them.

4. Participatory and community-based approaches: Ensure utilization of participatory and community based approaches in cluster needs assessments, analysis, planning, monitoring and response.

5. Attention to priority cross-cutting issues: Ensure integration of agreed priority cross-cutting issues in cluster needs assessments, analysis, planning, monitoring and response (e.g., age, diversity, environment, gender, HIV/AIDS and human rights); contribute to the development of appropriate



strategies to address these issues; ensure gender sensitive programming and promote gender equality; ensure that the needs, contributions and capacities of women and girls as well as men and boys are addressed;

6. Needs assessment and analysis: Ensure effective and coherent cluster needs assessment and analysis, involving all relevant partners

7. Emergency preparedness: Ensure adequate contingency planning and preparedness for new emergencies;

8. Planning and strategy development: Ensure predictable action within the cluster for the following:

- Identification of gaps;
- Developing/updating agreed response strategies and action plans for the cluster and ensuring that these are adequately reflected in overall country strategies, such as the Yemen Humanitarian Response Plan (YHRP);
- Drawing lessons learned from past activities and revising strategies accordingly;
- Developing an exit, or transition, strategy for the cluster.

9. Application of standards:

- Ensure that cluster participants are aware of relevant policy guidelines, technical standards and relevant commitments that the Government has undertaken under international human rights law;
- Ensure that responses are in line with existing policy guidance, technical standards, and relevant Government human rights legal obligations such as the Yemen National IDPs Policy.

10. Monitoring and reporting:

- Ensure adequate monitoring mechanisms are in place to review the impact of the cluster working groups and progress against implementation plans;
- Ensure adequate reporting and effective information sharing (with OCHA support), with due regard for age and sex disaggregation.

11. Advocacy and resource mobilization:

- Identify core advocacy concerns, including resource requirements, and contribute key messages to broader advocacy initiatives of the HC and other actors;
- Advocate for donors to fund humanitarian actors to carry out priority activities for the Shelter/CCCM/NFIs Cluster, while at the same time encouraging cluster participants to mobilize resources for their activities through their usual channels.

12. Training and capacity building:

- Promote/support training of staff and capacity building of humanitarian partners;
- Support efforts to strengthen the capacity of the national authorities and civil society.

13. Provision of assistance or services as a last resort: As agreed by the IASC Principals, cluster leads are responsible for acting as the provider of last resort (subject to access, security and availability of funding) to meet agreed priority needs and will be supported by the HC and the ERC in their resource mobilization efforts in this regard.

VI. Participation and Membership:

The Shelter/CCCM/NFIs Cluster is open to all UN agencies, national, international NGOs involved in improving the living conditions of IDPs and other affected population. Representatives of local and national authorities and other stakeholders, such as donors can participate in cluster meetings. In general, the Cluster membership depends on the level of engagement. Active membership in the cluster requires:

- 1) Regular participation at the national and/or Sub-national clusters/hubs or working group meetings (Partners shall ensure their participation in the Sub-national clusters which are covering their projects locations).
- 2) Mandatory completion of the Cluster Standard Reporting Form (SRF)/ 4W when requested by the Cluster team. The regularity of reporting are based on the development of the situation in the country.
- 3) Share responsibility for cluster activities, including assessing needs, developing plans, policies, evaluations and guidelines.
- 4) Respect and adhere to agreed principles, policies, priorities, and standards.
- 5) Complete the registration process in the Grant Management System (GMS).

When the situation allows, the National Shelter/CCCM/NFIs Cluster team including the cluster coordinator should participate in the Sub-national clusters meetings and the Sub-national clusters focal points should participate in the National cluster or WGs meetings at least twice a year.

The Cluster members who participate in the development of the Yemen Humanitarian Response Plan (YHRP) are expected to be proactive partners in assessing needs, developing strategies and plans for the sector, and implementing agreed priority activities. Provisions should also be made in cluster for those humanitarian actors who may wish to participate as observers, mainly for information-sharing purposes.

VII. Frequency of meetings

The Cluster at the national level agreed to meeting on a bi-weekly basis (every second Wednesday/Thursday). The Cluster-lead will call for *ad-hoc* meetings when necessary. The meetings will be held in English and Arabic languages simultaneously. The field Sub-national Cluster in Al Hodeidah is meeting on a monthly basis.

VIII. Agenda and Action Points

The Cluster team will arrange the general cluster meeting at the National level. A draft agenda will be circulated to cluster members 5 days before the meeting. Active cluster partners would be requested to prepare the meeting agenda. Draft minutes will be circulated shortly after the meeting. At the general cluster meeting, updates from the National WGs will be a standing agenda item. They will highlight issues that require discussion and action by the TWG. The Cluster team is responsible to arrange the cluster meetings. Final Minutes from the Cluster meeting will be shared with the Cluster Membership. Prior to wider circulation, sensitive information will be redacted to ensure confidentiality. Action Points from Sub-national clusters/hubs or WGs that require action by the National Cluster must be sent to the Cluster team, which in turn, will table the action point for discussion at the next National Cluster/TWG meetings. The Cluster Coordinator Chair will communicate feedback and decisions reached by the TWG. Meetings by the Cluster and WGs at the National level will be arranged by the Cluster-lead and should follow the process outlined above.

IX. Amendments to the Terms of Reference

The Terms of Reference will be periodically reviewed, particularly if there is a change in the situation on the ground