

CCCM Cluster Yemen Strategy

June 2021

Background and Context

As of May 2021, an estimated 1 million displaced Yemenis have settled in 1,696 spontaneous, unplanned sites and require support to ensure their protection and meet their basic needs. The locations, population size and characteristics of these sites change over time as the conflict progresses.

Findings from field data show that 76% of IDP sites lack formal land tenancy agreements, which sometimes leads to eviction threats, compromising humanitarian access, and increases the risks of secondary displacements. Furthermore, sites in Yemen remain vulnerable to other risk factors of re-displacement, as 32% of sites are at risk of flooding, and about 48% of people in IDP hosting sites are within 5 km of areas of active hostilities.

Sites also lack services. Data show that more than half of the sites are not reached by the humanitarian actors, and 93% of camp-like settings across the country lack basic services, such as - food distributions, protection assistance, WASH facilities, durable shelters, education, access to livelihood opportunities, etc., and 83% face critical services gaps¹.

To respond to the growing displacements, the CCCM Cluster was activated in July 2019, under the leadership of UNHCR, to improve the coordination of multi--sectoral responses at site level, raise the quality of interventions and monitor humanitarian services in communal settings. This objective is to be achieved through the establishment of appropriate linkages with national authorities and other stakeholders and building their capacities.

The CCCM Cluster is based in Sana'a and has six regional coordination mechanisms (sub-national Clusters) in Sana'a, Sa'ada, Al-Hudeidah, Ibb, Marib, and Aden. Furthermore the Cluster is supported by thirteen Area-Based Coordinators (in Aden/Al Dhale'e, Al Mukalla, Al Mukha, Lahj, Taizz, West Coast, Abs, Al Jawf, Sa'ada, Amran, Dhamar, Sana'a) with defined ToRs that fall under the technical supervision of the sub-national Cluster coordinators of their respective AoRs, and generally under the lead of the Cluster Coordination Team.

The Cluster Strategy presented herewith is a living document that will be adapted to the evolving situation and needs.

¹ The following services are identified as critical: shelter, WASH, food and health. The HHs of a site are considered to face critical service gaps when they have at least one critical service identified as a priority need which is not covered by an adequate service. Adequate refers to least 70% of the site population having access to a functional service.

Aim and Objectives

The CCCM Cluster strategy aims to provide CCCM Cluster members and stakeholders with a framework for the coordination of humanitarian assistance targeted to displaced populations residing in hosting sites. It will allow partners to develop their own strategies in accordance with their respective mandates and capacities, within an overarching, common framework. It will focus first on facilitating the implementation of life-saving activities to displaced persons; and second, on supporting displaced people to achieve durable solutions.

Within this strategy the CCCM Cluster seeks to address the current and newly identified needs by reinforcing camp coordination structures and mechanisms at the national and, where necessary, at governorate or district levels, facilitating and supporting the establishment of effective coordination and management in IDP sites, while respecting national context, authorities and existing structures.

This strategy will be updated in close coordination with relevant stakeholders as the situation evolves and information becomes available.

Overall objective

To improve the living conditions and protection of IDPs in sites and ensure equitable access to services and assistance of all persons in need, with a focus on moving towards durable solutions with full participation of the displaced and host communities.

Specific objectives

Objective 1: Improve living conditions and safe access to services and assistance with dignity through strengthened site management and coordination, meaningful community participation, CwC, basic site improvements, community-led site maintenance;

Objective 2: Strengthen predictability and effectiveness of CCCM interventions through reinforcement of coordination mechanisms (standardization of tools, guidelines, referral mechanisms, IM products, Area Based Approaches etc.);

Objective 3: Involvement and meaningful participation of the inhabitants of the site through two-way communication, community self-organization and cohesion;

Objective 4: Support opportunities for displaced people to achieve durable solutions.

Key interventions

To achieve the Cluster's specific objectives, the following key interventions will be carried out:

- **Monitoring of population size and movements, and services provision at site level:** through the site-level data collection, provided primarily by the CCCM site report (which monitors presence of multi-sector services, their adequacy and map service providers), as well as, other CCCM reporting tools (i.e., the indicators achieved by cluster partners, the flood report, the fire incident report, the eviction tracker) and ad-hoc assessments (FGDs, intention surveys) the Cluster will be able to monitor the quality and effectiveness of the multisectoral response, and eventually advocate with relevant service providers for additional interventions. Also, the Cluster will conduct specific sectoral evaluations (such as, the sectors' gaps tool) to measure impact and coverage of the partners' interventions to inform strategies for improving the Clusters' outcomes.
- **Coordination of the services at site and area-level:** access to basic services will be facilitated by CCCM actors at the site level and in surrounding areas through further improvement of the area-based approach; gaps in service provision will be identified and addressed (and monitored) and a minimum integrated assistance package² will be provided at site level. Also, through the Referral and Escalation System (RES), Cluster partners will escalate gaps that cannot be resolved at the site level to a higher coordination structure (i.e. area, subnational, and national), and the cluster will be able to keep track of the gap determination progress³. The Cluster will also lead the development of contingency plans for spontaneous arrivals, unplanned returns, closure and other possible events that will affect the site, such as, floods, fire and other hazards.
- **Systematic and meaningful engagement and participation of site inhabitants in all stages of the response:** the engagement of the IDPs living in hosting sites will be facilitated through the support of community-led initiatives and structures, such as, the establishment of site committees, and the coordination of regular community consultations conducted by service providers at site level; as well as, the establishment of a two-way communication system which will include feedback and complaint mechanisms (FCM). Host communities must be considered alongside displaced families, and be provided with equal access to information, complains and feedback mechanism, inclusion of governance structures, strengthening of existing service provision in cases when influx of IDPs have increased pressure on local resources. It is imperative that the CCCM interventions recognize longer term plans in consideration of the needs and the resilience of the area's communities and include a diverse range of stakeholders that might not be involved in a camp-based displacement response. For planning purposes, a 15% increase of target population was added to CCCM's HRP target to account for surrounding host communities.

² See "CCCM Guidance on minimum activity set"

³ See the paragraph on RES and relative flowchart in the "Yemen CCCM IM Strategy 2021"

Participatory approaches and methodologies should be encouraged by all service providers while supporting monitoring mechanism to manage the potential abuse of participation.

- **Care and maintenance of the sites infrastructure:** the living conditions will be improved through the mobilization of IDPs and surrounding communities to ensure the proper maintenance and improvement of the sites and its infrastructures⁴ including Cash for Work (CfW); as well as, capacity building on how to repair and maintain site facilities, and provision of maintenance kits and tools to trained skilled workers.
- **HLP-related advocacy and interventions:** HLP issues such as eviction threats will be identified and responded to, where warranted, to obtain land tenure agreements or undertake relocation as a last resort; while prioritizing alternatives to those informal settlements, as well as, assessing the situation and intentions of any possible returns to areas of origin in collaboration with local authorities and other relevant Clusters such as the Protection and Shelter Clusters.
- **Durable solutions:** The Cluster finds it difficult to engage in durable solutions and/or resilience programming without the basic structures and circumstances that would allow safe return, resettlement and reintegration guaranteed. However, there are some humanitarian actors already implementing durable solutions and resilience programs that support a rather small proportion of IDPS and host communities. Within the current state, the Cluster will promote linkages with actors in the durable and resilience sectors through the various coordination mechanisms. Cluster partners will explore opportunities for linkages within an integrated multisectoral program approach to enhance continuum between emergency to durable solutions.

Response Strategy and Operational Priorities

The CCCM strategy will take into consideration all phases of the life cycle of sites (from planning/setup to closure and handover) as adapted to the context in Yemen, whereby the planning/setup is, in the majority of cases, done informally and with little intervention from the humanitarian community. This strategy will ensure that CCCM activities best support the populations as well as the response of the service providers.

The CCCM Cluster will work closely with the Protection, Shelter/NFI and other Clusters to address the dire conditions in which displaced families live by ensuring that the sites are safer, more habitable, and better organized. This multi-Cluster approach aims to promote complementarity and potential synergies of the CCCM

⁴ The rehabilitation and improvement initiatives might include rehabilitation of water sources, establishment of water channels and sewage system, waste management, road repairs and so on.

Cluster with other Clusters in terms of areas of responsibility and interventions, and to capitalize on the comparative advantage of partners.

For instance, the tri-Cluster approach with protection and shelter/NFIs partners entails cross-sectoral assessments to ensure adequacy of the sites to become IDP hosting sites; standardized policy on ensuring the civilian character and non-encampment and joint advocacy on these issues; HLP response (including relocation, advocacy for the ability to provide basic service delivery etc.); joint information products; concerted efforts to mitigate protection risks specific to the living conditions in informal settlements; holistic implementation of infrastructure projects ; and, joint analysis of the conditions in areas of origin and the support of voluntary return. All these interventions will take into due consideration factors related to age, gender, and specific needs of persons with impairments and disabilities⁵, and political status.

The implementation of the Cluster's response strategy will take a people-centered approach by mobilizing displaced families living on such sites as well as host communities to strengthen self-organization and community cohesion. It will support the formation of inclusive and representative community committees; the Cluster will ensure the participation of IDPs and host communities in site upkeep activities.

The Cluster has been an active participant of various coordination forums and will continue advocating for the support of early recovery and durable solutions for displaced populations.

Target Population

In 2021, the CCCM Cluster will work with 21 partners to provide assistance to **852,000** people in **756 IDP hosting sites** across Yemen⁶ to strengthen their safe access to critical services and safeguard their physical and mental wellbeing.

The prioritization of these sites has been carried out following the below criteria:

1 - Severity score: under the Humanitarian Needs Overview (HNO) 2021, severity scores were established from 0 to 5 per each district: only sites falling under severity scores 4 and 5 have been prioritized.

2 - Concentration of displaced population: the prioritization has been given to the districts with the highest concentration of IDPs in hosting sites;

3 - CCCM partners presence: due to the ongoing conflict and the informal nature of sites in Yemen, a high proportion of sites are in proximity to active hostilities and/or in remote areas. Therefore, and to best utilize the limited resources of the CCCM

⁵ For example, through collection of Washington Group Indicators, which allow for more appropriate data collection on impairments vs disability.

⁶ Out of the 756 sites prioritized, 475 (63%) are under control of the De Facto Authorities, while 281 (37%) are under control of the Internationally Recognized Government.

partners, priority was given to the sites where CCCM partners are present, to ensure their access to the sites with mobile teams and best utilize the available resources.

Based on these criteria, CCCM partners will focus their efforts on improving the conditions in the 756 prioritized sites and mobilizing displaced and host communities in these sites.

Key principles guiding the Cluster interventions:

- Protection mainstreaming: Mainstreaming of protection and prevention activities can require additional time to implement but should be started as soon as possible in the emergency response. Often these actions require only a little more effort and can be addressed through greater staff awareness, heightening partner sensitivity, or creating awareness among the site population themselves, to promote community-based protection prevention and response, as soon as the organizations start to be involved in the site operations.

- Gender: Women, men, girls, boys, elderly and persons with a disability and/or impairment often experience crises very differently due to their different roles, limitations, and opportunities, as well as unequal power dynamics that exist among these different groups. This means that the protection and assistance need of affected populations can differ greatly, as can capacities and opportunities for recovery. Camp management actors' work must ensure that the camp/communal settlement population has access to assistance and services and that responses and site infrastructures are tailored to the specific needs of all groups.

- Vulnerable populations: through its data collection, the Cluster identified:

- at least 43% of sites hosting marginalized groups (primarily from the Muhamasheen population)
- 93% of sites host pregnant and lactating women
- 55% host child-headed households
- 82 % host persons with chronic diseases/serious medical conditions and people with disabilities
- Presence of refugees living in some IDP sites, and who are excluded from receiving assistance due to their political status

The Cluster aims to ensure that the most vulnerable populations living in hosting IDP sites will have both access to public services and humanitarian response, in collaboration with other clusters, and they will be protected from any discrimination because of their displacement or other status. This includes in particular, vulnerable groups and people with specific needs, who are most prone to stigmatization and socioeconomic exclusion.

- Accountability to Affected Populations (AAP): A central aim of CCCM is to enable affected populations to play an active role in the decision-making processes that

affect them. CCCM activities will ensure populations have the space and access to means ensuring two ways communication enabling them to voice their opinions, participate in needs assessments and verification, as well as in service delivery and monitoring, and get direct feedback from service providers. In line with CCCM Cluster standards, the Cluster will ensure site residents have access to an independent CFRM mechanism allowing them to raise complaints, feedback with CCCM in a safe manner to ensure accountability and meaningful participation. Inputs from the CFRM will enable the cluster and its partners to better understand and analyze trends, needs, and concerns of IDPs for broader advocacy, service provision, and bridging the gap between people of concern with the broader humanitarian community.

Coordination, Management and Stakeholders

The CCCM Cluster is led by UNHCR. The SCMCHAIC (Sana'a) and Executive Unit (Aden) are the government counterparts of the Cluster. The Cluster will strengthen collaboration with local authorities, NGOs, host communities and community-based structures to ensure their inclusion in the response, particularly in reaching out to inaccessible areas. The Cluster has 21 partners and will strive to identify more partners in each governorate to enhance coordination through Area Based Approach where appropriate and avoid the duplication of activities/services while providing a holistic approach to population needs, as well as responding to identified gaps. The members of the Cluster are organizations or entities that are active in the camp coordination and camp management sector and demonstrate a commitment to carry out their accepted responsibilities within the Cluster.⁷

Cluster Coordination Meetings

CCCM Cluster will ensure that the coordination structures established at national, sub-national and area-levels are adapted to the context and capacities to maximize its efficiency. Coordination meetings will take place in Sana'a, at sub-national and at area levels, according to needs, on a monthly basis. At subnational and area level, the Cluster will identify CCCM focal points to ensure effective coordination mechanisms and facilitate channels of communication and information sharing with the national level.

Strategic Advisory Group

A Strategic Advisory Group (SAG) has been formed to serve as a forum at national level to provide strategic guidance, recommendations and take key strategic decision making concerning the CCCM Cluster response at national level. In consultation with all partners, this group is appointed by the Cluster coordination team which includes key decision-making partners.⁸

⁷ See "CCCM Cluster Membership - Yemen"

⁸ See "CCCM Cluster Yemen – Strategic Advisory Group (SAG) ToRs"

Technical Working Groups

The CCCM Cluster will establish/maintain/reinforce appropriate sectoral coordination mechanisms, including working groups at the national and sub-national level as needed. Technical Working Groups will be formed with the appropriate Clusters and partners as specific needs arise. Field sub-national Clusters and TWGs will be established as needed and will be led by Cluster appointed focal points based on capacity in a specific region.

Area-Based Approach (ABA)

In line with CCCM Global ABA Position, this approach defines an area as the main entry point of humanitarian and recovery/stabilization action, as compared to status-based or sector-based targeting. The Cluster will further identify opportunities to implement CCCM in areas with high concentration of IDP hosting sites, while expanding the geographical scope of assistance to surrounding areas where people have comparable needs and share common resources, where deemed necessary. ABA should strengthen holistic approaches and consider effects of displacement on host communities and their access to resources, to avoid creating tensions and incorporate ways they can participate in the decisions that affect them.

The approach also aims to align with local governmental coordination structures where possible. In 2020, ABA methodology brought about an initial platform for an efficient engagement with local authorities, localized response and planning, and adaption of guidance⁹. In a formalized system, designated CCCM ABA Coordinators should support the CCCM subnational coordinator and their direct link with partners and OCHA, on behalf of the CCCM Cluster within a designated geographical area. The supporting structure maintains close contact with the subnational and as relevant, national CCCM coordination teams. Further consolidation and expansion of the approach will be explored throughout in 2021 through area-based assessments and resources mobilization.

Monitoring and Evaluation of the Strategy

The Cluster will continue to monitor its partners' activities based on a set of agreed indicators and through regular reporting in the Cluster's ActivityInfo database, as well as through direct monitoring of the CCCM activities (through SNCCs, Area-Based coordinators and cluster trainers site visits, feedback from communities on SMC and so on). The database includes an eviction tracker in which active eviction threats are regularly reported and monitored¹⁰. The CCCM site report¹¹ which was carried out only once in 2020, will be carried out on a quarterly basis in 2021 as a monitoring

⁹ It's the case for instance of West Coast and Lahj (DRC), Mukha (GWQ), Aden and Al-Dhale' (ACTED), Sana'a (YGUSSWP)

¹⁰ On the evictions, see "CCCM Guidance note on eviction response", "Annex 1: Implementation steps" of the guidance note, and "Eviction response process map"

¹¹ See the site report dashboard: https://reach-info.org/yem/cccm_sites/

tool that is updated regularly and available publicly to service providers. In addition to the CCCM Referral and Escalation System, it will form a transparent and accountable monitoring system that was developed with inter-Cluster participation. This monitoring system will have different mechanisms of verification through direct site presence and feedback mechanisms, coordination structures and other sectoral partners.

Communications and Advocacy

Through its advocacy efforts, the Cluster will:

- Ensure the protection of affected population who has access to essential services and facilities;
- Target evidence-identified gaps and barriers to cluster partners' operations, including humanitarian access;
- Advocate for increased site coverage, partner presence and increased coordination;
- Advocate for CCCM partners to receive pooled funding through the Yemen Humanitarian Fund and the Common Emergency and Relief Fund;
- Advocate with donors for partners to receive pooled funding through the Yemen Humanitarian Fund and the Common Emergency and Relief Fund, and bilateral funding to implement projects that are within the CCCM Cluster's strategy and the Yemen Humanitarian Response Plan¹².

The Cluster has a well-established information management system, with recurrent information and operational updates regularly shared with partners and published on the CCCM website and the operational data portal. Also, through the partnership with REACH, the Cluster develops regular and *ad hoc* assessments, monitoring tools and secondary desk reviews, in particular to devise its PIN and severity scoring, inform its programmatic interventions and produce high-quality maps and analysis.

The Cluster, through its Information Management products, will disseminate information and analysis to all relevant stakeholders and the wider public to mobilize support, including financial ones, for the activities its partners' conduct¹³. This communication will give value and visibility to the CCCM partners' activities, as broader audiences will be familiarized with CCCM activities and challenges in Yemen, through facts and figures, human-interest stories, infographics, and multimedia products.

¹² See "CCCM Yemen Communications and Advocacy Strategy 2021"

¹³ See "CCCM Yemen IM Strategy 2021"