

Shelter Cluster Winterization Recommendations for Yemen October 2020 – February 2021



OVERALL

 **196,931**
FAMILIES IN NEED

 **\$37 M**
BUDGET REQUIRED

ACUTE NEEDS



70 K
FAMILIES



10
DISTRICTS



\$14 M
BUDGET REQUIRED



127 K
FAMILIES



41
DISTRICTS



\$23 M
BUDGET REQUIRED

MODERATE NEEDS



127 K
FAMILIES



41
DISTRICTS



\$23 M
BUDGET REQUIRED

i. Background

After more than five years of conflict, and despite all efforts to halt displacement, hunger, and disease, the situation in Yemen remains catastrophic. It continues to be the worst human-made humanitarian crisis in the world, which has torn the nation apart and set back the standard of living by decades. The Shelter/NFI situation deteriorated as a result of the intensified conflict and shift of frontlines, coupled with insecurity and recurrent natural disasters in addition to the alarming deterioration of the Yemeni economy including the depreciation of the local currency, **shortages, and unprecedented increase in the price of fuel**, and high inflation rates resulting in increased prices of basic commodities in local markets including household items and shelter materials. The situation of the affected population will continue to deteriorate rapidly on all fronts without urgent action to end the violence and addressing the growing number of humanitarian needs.

The ongoing conflict prevented the majority of the conflict-affected population from recovering their livelihoods, and that more people have by now exhausted their financial savings and are **not able to prepare adequately for the winter season**. The climate in Yemen varies greatly depending on the geographical region. **During the winter season**, the country experiences coolness, **with frequent frost**. The range of temperature can go from 19°C during the highest weather temperature in winter, into **below 0°C at its coldest**. Unusual heavy monsoon rainfall and flooding continue to affect significant parts of the country.

This document represents recommendations for the winterization support as part of the Shelter Cluster efforts to put in place measures to support the affected population in order to avert the risk of humanitarian tragedy and loss of life during the winter months, **particularly between October and February** this situation by providing Winter NFIs or Shelter assistance based on needs through visible modalities primarily vouchers/cash to enable the beneficiaries to choose the items they need, the color/brand they like and the right size. In-kind distributions could be used in very remote locations where cash systems and markets are not functioning. All information included in this document reflect results from consultations with Cluster partners and building on the experience developed in the previous winterization programs.

Given the current numbers of displaced persons concerned and the growing humanitarian needs, more efforts will be required to bolster the response in the affected areas during the winter months **with a priority to be given to IDPs living in hosting sites** (Collective Centres and Spontaneous Settlements) in very cold locations. The Cluster will seek to prioritize persons most at risk, **particularly women and children**, with special attention are envisaged for individuals with specific needs. The winterization programs should complement other Shelter Cluster programs reflected in the extended Humanitarian Response Plan 2020, and its prioritization exercise.

ii. Key Recommendations

- Due to the high number of families unable to prepare adequately for the winter season, coupled with the shortage of funding, humanitarian agencies are strongly recommended to provide assistance based on assessed winter needs and develop and apply scoring systems on vulnerability criteria in the selection of beneficiaries of winterization assistance, keeping in mind the prioritization criteria proposed by the Shelter Cluster.
- While the first part of the guidelines is dedicated to providing indications for the prioritization of target groups, areas of intervention, and activities. The very first filter applied by every organization should be the verification that the potential beneficiary is not

receiving winterization assistance from other Partners. It is the Partner's responsibility to ensure that the planned assistance is coordinated well with Sub-National Cluster Coordinators in relevant hubs.

- Agencies are also strictly recommended to ensure that every household in their area of intervention who is eligible for assistance is aware of their entitlements, applies for these, and receives them through systematic information campaigns.
- Whenever feasible, monetized winter assistance should be prioritized, according to the beneficiary vulnerability criteria, the proximity of functioning markets, availability of functioning financial institutions, and the availability of the needed winter items. In remote locations with difficult access, though, monetized assistance is not efficient and therefore not recommended.
- There are three types of winterization activities considered by the Shelter Cluster - 1. Distribution of Personal insulation (distribution of winter clothing and blankets) 2. Heating devices/fuel; 3. Shelter insulation. These activities are confirmed as effective ways to improve the preparedness for the cold season.
- IDP hosting sites (Collective Centres and Spontaneous Settlements) that are affected by the low temperatures during the winter months should be considered as a priority within the humanitarian scope.
- Winterization assistance should be delivered ahead of the start of the cold season, to allow target groups to plan and prepare for the winter. As in previous years, though, late programs - starting in December-January - will also be considered, especially in case of the late start of low temperatures in some locations. Late programs should focus on families who - in the first selection round - were considered able to cope with the winter, but subsequently became in need of assistance. In this case, the extent of the assistance should, of course, be proportional to the number of months to be covered.
- For any type of winterization assistance, **post-distribution monitoring (PDM) is mandatory** to evaluate the impact of the activities on the beneficiaries. The Shelter Cluster has proposed a list of core questions (see Annex IV) that every partner's PDM questionnaire should include. This will allow the Shelter Cluster to compile a multi-agency comprehensive overview of the winterization campaign and inform the planning of the next winterization.

iii. Beneficiaries Selection and Prioritization Criteria

The primary objective of these recommendations is to define the winterization targeting and prioritization criteria for IDPs, returnees, and vulnerable host community members who are living in sub-standard shelter conditions that put them at grave risk of further deterioration in their shelter vulnerability due to the extreme temperatures.

The priority locations determined based on the criteria indicated below, the map in annex I highlights the severity of 2020 Shelter needs for those districts that are susceptible to extreme winter temperatures (nights below 10°C). Findings are based on 10 indicators, which were informed by a secondary data review and expert discussions.

The aim would be to achieve the following:

- Reduction of shelter vulnerability to winter conditions.
- Provide vulnerable families without shelter with basic emergency shelter and winterization support to protect and preserve life.
- Reduce health and safety risks for already vulnerable families that become elevated during this period.
- Through cash and voucher assistance, families would have the choice to prioritize their winter needs.
- Minimize harmful effects on the most vulnerable population, including negative coping mechanisms associated with early marriage, child labour, and other protection concerns, including risks related to firewood collection.

The following beneficiary selection criteria should be considered as follow:

- IDPs who are in need of weatherproofing or personal insulation support, particularly those living in:
 - a) hosting sites
 - b) hosting arrangement
 - c) rented accommodation
 - d) mountainous areas at high altitudes
 - e) affected by flash flooding and not responded to their needs
 - f) at risk of forced eviction or being forced to relocate and in urgent need the winterization assistance to protect them from harsh weather temperatures during the winter months.
- Returnees living in a damaged shelter/house.
- Host communities who are economically poor and living in a sub-standard shelter situation.

Prioritization and Severity of Needs:

- Acute Needs: 69,870 families/ 489,087 people in 10 districts were considered as a first priority.
- Moderate Needs: 127,061 families/ 889,429 people in 41 districts were considered as a second priority.
- Further 72 additional sub-districts in 23 districts were selected in pages 10 & 11.

The detailed list of severity scores per district and people in need for both acute and moderate categories is available in Annex II.

iv. Winterization Support

The financial constraints limit the purchasing capacity of both displaced and non-displaced populations. In the last years, winterization programs helped IDPs and other affected communities to purchase essential winter items and made a significant impact on their lives during the winter season. Such interventions should, of course, be informed by an assessment of local markets (where most of the potential beneficiaries usually purchase these items) and be followed by a PDM (post-distribution monitoring) campaign. Personal insulation and Shelter insulation are considered effective ways to improve people's preparedness for the cold season.

The winterization assistance will focus on the following items to avert the risk of humanitarian catastrophe and loss of life:

Type of assistance	Description of the assistance	Unit Cost (USD) per family ¹
<i>Personal Insulation</i>	<u>Blankets (per person):</u> an average of 5 high thermals blankets with the dimensions of 1.5*2.0 m polyester 100% and 4-5KG.	\$39
	<u>Clothes (per person):</u> Male: Fleece pajamas, jacket, socks, and shawl. Female: Fleece pajamas, socks, sweater, and scarf. Children: Fleece pajamas, hat, sweater, gloves, and socks. Infant (under 2 years): Fleece infant blanket, hat, pajamas, and socks Infant (over 2 years): Fleece infant blanket, hat, pajamas, and socks	\$75
	Total	\$114
<i>Heating</i>	Heating device and fuel for 5 months	\$70
<i>Shelter insulation</i>	Shelter in-kind materials or cash grants for basic repairs, maintenance, or upgrade of shelter to ensure that the shelter is sealed and can accommodate and protect families from the harsh weather conditions.	\$100

Points to be considered:

- The beneficiaries are to be provided with one type of assistance, either Shelter or NFI support, given to the severe lack of funding of the Shelter Cluster programs.
- Winter Grant should be equivalent to the cost of the in-kind assistance.
- The prices were estimated, but further assessment should be made in each location to determine the actual value in the local market. These do not include operational costs.

v. Financial requirements

A total of **\$14,253,400 USD** required to cover acute needs and **\$22,616,914 USD** for moderate needs as per the following breakdown:

Priority Level	Acute Needs	Moderate Needs ²
<i>Personal Insulation</i>	\$7,965,135	\$7,242,495
<i>Heating</i>	\$4,890,872	\$2,668,288
<i>Shelter insulation</i>	\$1,397,392	\$12,706,131
Grand Total	\$14,253,400	\$22,616,914

¹ These prices are rack price for large quantities purchase. For small and medium program, the price should be corrected taking account geographical inflation, transports, storage and distribution costs.

² The budget was calculated for 50% of the people in need estimated to require personal insulation, 30% heating, and 10% shelter insulation.

vi. Modality of distribution

As indicated in the Shelter Cluster *Distribution Guidelines*, the provision of cash/voucher or in-kind goods needs to follow specific minimum guidelines to ensure the safety of the Partner and the beneficiaries.

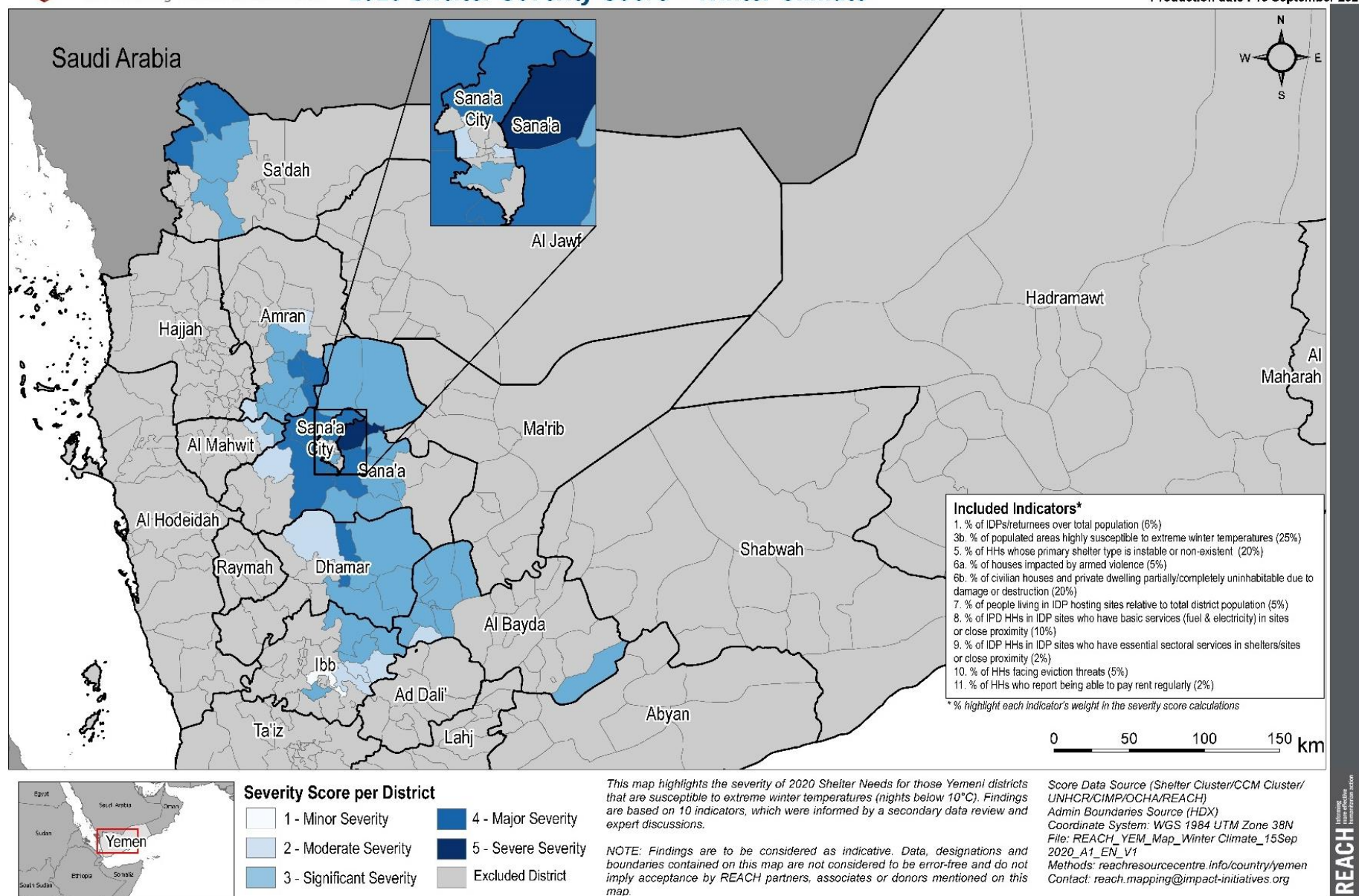
- Partners shall define the feasibility of implementing the abovementioned activities through cash or voucher or in-kind considering various factors in the targeted areas (i.e., availability of stocks in the local market, the functionality of cash systems).
- Engagement with the relevant stakeholders is very crucial, including with Beneficiaries, communities, relevant Clusters, Partners working in the location, and local authorities. Partners are required to ensure mutual collaboration and coordination with Shelter Sub-National Cluster Coordinators and relevant local authorities.
- Assessment and verification of the target population are essential to verify the populations that are in need of winter assistance. The needs assessment should also verify locations that can be provided with cash/voucher assistance and those that have to be provided with in-kind assistance.
- Ensure security and access to the locations for both Partners and the beneficiaries that can be sustained.
- Ensure that a complaints mechanism is established and well-publicized before the start of the distribution so that beneficiaries are aware of how their grievances would be addressed.
- Post distribution monitoring including qualitative and quantitative information including information on whether the project achieved its outcomes of making the target beneficiaries less vulnerable to the winter and qualitative information on the satisfaction of the beneficiaries and the use of the cash or in-kind input.

vii. List of Annexes

Annex I - Map of the Shelter Severity during the Winter Months

Annex II - Table of Severity Score and People in Need at the district level

Annex III - PDM Questions/Indicators



Annex II: Table of Severity Score and People in Need at the district level

Governorate	District	District Pcode	# of IDPs	# of Returnees	# of Sites	# of Site Population	Severity Score	People In Need - Moderate Severity	People In Need Acute Severity
Ibb	Yarim	YE1102	10,368	0	0	0	3	49,964	0
Ibb	Ar Radmah	YE1103	4,650	900	1	13	3	21,765	0
Ibb	An Nadirah	YE1104	8,718	30	0	0	2	12,903	0
Ibb	Ash Sha'ir	YE1105	2,352	0	0	0	2	6,907	0
Ibb	As Saddah	YE1106	3,348	798	1	64	3	24,122	0
Ibb	Jiblah	YE1112	10,104	0	2	101	3	32,708	0
Ibb	Ba'dan	YE1113	6,498	426	0	0	2	19,510	0
Ibb	Ibb	YE1120	6,762	0	5	520	1	0	0
Amanat Al Asimah	Az'zal	YE1303	6,084	38,760	0	0	2	28,516	0
Amanat Al Asimah	As Sabain	YE1305	20,796	37,860	0	0	3	122,373	0
Amanat Al Asimah	Ma'ain	YE1308	58,338	0	1	93	2	73,482	0
Amanat Al Asimah	Bani Al Harith	YE1310	127,050	63,900	1	341	4	0	138,389
Al Bayda	Mukayras	YE1408	4,392	3,834	4	432	3	9,888	0
Al Bayda	Rada'	YE1413	8,670	0	5	1,196	3	16,475	0
Al Bayda	Al Quraishyah	YE1414	3,630	3,636	1	56	3	8,025	0
Al Bayda	Wald Rabi'	YE1415	2,244	2,370	3	398	3	5,029	0
Al Bayda	Al A'rsh	YE1416	2,754	0	1	41	3	12,839	0
Al Bayda	Sabah	YE1417	1,908	0	1	28	3	7,606	0
Al Bayda	Ar Ryashyyah	YE1418	4,266	0	1	24	2	4,327	0
Dhamar	Al Hada	YE2001	6,234	6	0	0	3	44,812	0
Dhamar	Jahran	YE2002	20,658	0	2	1,971	4	0	41,670
Dhamar	Dhamar City	YE2008	50,310	252	4	766	3	59,005	0
Dhamar	Mayfa'at Anss	YE2009	2,610	0	0	0	3	18,848	0
Dhamar	Anss	YE2010	3,024	0	0	0	3	36,806	0
Dhamar	Dawran Aness	YE2011	9,396	0	0	0	2	23,081	0
Sa'ada	Baqim	YE2201	14,250	8,742	0	0	4	0	4,246
Sa'ada	Qatabir	YE2202	2,304	570	1	554	3	7,534	0



Sa'ada	Monabbih	YE2203	14,172	660	0	0	4	0	25,424
Sa'ada	Saqayn	YE2209	3,882	5,700	0	0	3	11,155	0
Sa'ada	Majz	YE2210	14,058	8,892	0	0	3	21,772	0
Sana'a	Hamdan	YE2301	38,736	480	5	3,255	4	0	48,238
Sana'a	Arhab	YE2302	1,674	0	0	0	3	18,330	0
Sana'a	Nihm	YE2303	4,368	0	0	0	3	10,790	0
Sana'a	Bani Hushaysh	YE2304	4,830	0	7	5,004	5	0	47,715
Sana'a	Sanhan	YE2305	25,674	3,774	5	7,032	4	0	106,404
Sana'a	Bilad Ar Rus	YE2306	1,260	12	0	0	3	7,918	0
Sana'a	Bani Matar	YE2307	6,180	510	0	0	4	0	38,374
Sana'a	Al Haymah Ad Dakhiliyah	YE2308	732	138	0	0	2	12,732	0
Sana'a	Attyal	YE2313	5,622	42	0	0	3	9,217	0
Sana'a	Al Husn	YE2315	420	0	0	0	3	7,636	0
Sana'a	Jihanah	YE2316	2,622	0	0	0	3	13,009	0
Al Mahwit	Shibam Kawkaban	YE2701	4,272	2,742	0	0	3	11,241	0
Al Mahwit	At Tawilah	YE2702	2,262	0	1	32	2	10,493	0
Amran	Kharif	YE2910	8,076	0	1	816	4	0	19,218
Amran	Raydah	YE2911	12,852	114	5	1,768	4	0	19,409
Amran	Jabal Iyal Yazid	YE2912	23,076	1,398	0	0	3	23,745	0
Amran	Amran	YE2915	62,310	14,910	8	2,305	3	27,624	0
Amran	Maswar	YE2916	10,032	1,230	0	0	2	6,264	0
Amran	Thula	YE2917	7,428	3,210	0	0	3	10,602	0
Amran	Iyal Surayh	YE2918	7,272	8,676	7	709	3	14,276	0
Amran	Khamir	YE2919	15,846	0	8	1,994	3	20,803	0
Amran	Bani Suraim	YE2920	6,054	0	0	0	2	5,297	0

Additional locations at the sub-district level with high elevation where winterization assistance could be provided:

Governorate	District	Sub-District	Elevation in M
Ibb	Al Mashanha	Al Mashannah	2,079
Ibb	Al Mashanha	Anamir Asfal	2,079
Ibb	Dhi Al Suffal	As Sayf	2,554
Ibb	Dhi Al Suffal	Al Hablah	2,168
Ibb	Dhi Al Suffal	Al Adani	2,154
Ibb	Dhi Al Suffal	Raydah wa Riad	2,139
Ibb	Dhi Al Suffal	Al Ashraf	2,137
Ibb	Dhi Al Suffal	Shawa'it	2,041
Ibb	Dhi Al Suffal	As Sifah	2,000
Ibb	Dhi Al Suffal	Dhi Al Hud wa Ma'ayn	1,976
Ibb	Dhi Al Suffal	Bani Abdallah	1,967
Ibb	Dhi Al Suffal	Shaqh wa Tanif	1,908
Al Dhale'e	Juban	Ar Rabi'tayn	2,316
Al Dhale'e	Juban	Al Awdyah	2,249
Al Dhale'e	Juban	Juban	2,197
Al Dhale'e	Juban	Hajaj	2,185
Al Dhale'e	Juban	Na'wah	2,042
Al Dhale'e	Damt	Manqir	2,377
Al Dhale'e	Damt	Al Mathil	2,238
Al Dhale'e	Damt	Kannah	2,217
Al Dhale'e	Damt	Aal Amr	2,186
Al Dhale'e	Damt	Ghur Lahab	2,068
Al Dhale'e	Damt	Aal Abdallah	2,058
Al Dhale'e	Damt	Rakhmah	2,036
Al Dhale'e	Damt	Rub' Al Himah	1,960
Ibb	Adh Dhihar	Adh Dhihar	1,973
Ibb	Adh Dhihar	Anamir	1,955

Governorate	District	Sub-District	Elevation in M
Ibb	Adh Dhihar	Thawab Al Asfal	1,986
Sa'adah	Sa'adah	Al Abdin Gharaz	1,903
Al Jawf	Barat Al Anan	Al Ma'atirah	2,008
Al Jawf	Rajuzah	Dahyah	1,995
Al Jawf	Rajuzah	Rajuzah	2,077
Al Jawf	Rajuzah	Wadi Bani Nawf	2,016
Taizz	Ash Shamayatayn	Al Asabih	1,953
Taizz	Ash Shamayatayn	Al Aza'iz	2,038
Taizz	Ash Shamayatayn	Al Madahij	2,189
Taizz	Ash Shamayatayn	Al Maqarimah	1,982
Taizz	Ash Shamayatayn	Al Masahin	2,005
Taizz	Ash Shamayatayn	Al Mashariqah	1,994
Taizz	Ash Shamayatayn	Ar Rubaysah	2,076
Taizz	Ash Shamayatayn	Bani Ghazi	2,016
Taizz	Ash Shamayatayn	Jabal Sabran	2,089
Taizz	Ash Shamayatayn	Sharjab	2,027
Taizz	Sami'	Sami'	2,185
Taizz	Sabir Al Mawadim	Al Mawadim	2,626
Taizz	Sabir Al Mawadim	Al Mi'qab	2,141
Taizz	Sabir Al Mawadim	An Nijadah	2,290
Taizz	Sabir Al Mawadim	Dhi Al Barh	2,171
Taizz	Hayfan	Al A'bus	1,953
Taizz	Hayfan	Al Aghabirah	2,149
Taizz	Hayfan	Al A'ruq	2,077
Taizz	Al Mawasit	Bani Yusuf	2,089
Taizz	Al Mawasit	Qadas	2,235
Taizz	Al Ma'afer	Ash Sh'ubah	2,156



Taizz	As Silw	Adh Dhahrin	2,080
Taizz	As Silw	Al Ash'ub	2,237
Taizz	As Silw	Al Huribah	1,990
Taizz	As Silw	Al Okayshah	2,084
Taizz	As Silw	Al Qabilah	2,111
Taizz	As Silw	Ash Sharaf	2,369
Al Mahwit	Shibam Kawkaban	Shibam	2,950
Al Mahwit	Shibam Kawkaban	Al Ahjir	2,800
Al Mahwit	Ar Rujum	Ar Rujum	1,948
Al Mahwit	Al Mahwit City	Al Mahwit	2,200
Raymah	Al Jabin	Al Jabin	2,150
Raymah	Kusmah	Bani Mus'ab	2,000
Raymah	Mazhar	Bukal	2,300
Raymah	Mazhar	Bani Ya'fur	2,100
Raymah	Mazhar	Maswar	2,000
Hajjah	Kuhlan Afar	Kuhlan	2,350
Hajjah	Kuhlan Afar	Bani Mawhab	2,150
Hajjah	Al Jamimah	Al Jamimah	2,050

Annex III: PDM Questions/Indicators

This is the list of core questions that the Shelter Cluster recommends agencies to include in their Winterization PDM (post-distribution monitoring) questionnaires, to harmonize the collection of data and allow the consolidation of PDM findings from different agencies in one single document.

Questions
Shelter Typology (Makeshift shelter, Emergency Shelter, Transitional Shelter, Private or public building/land, With host Community (Hosted), Rented apartment/house and Prefabricated shelter or container)
Number of people per household
Square meters or number of rooms as a proxy if not available
Heating type (Communal, electrical heater, coal stove, wood/firewood stove, etc.)
Damage or Non-Damaged accommodation – If Damaged (which category of damages)
Inspection of accommodation to check for adequate insulation: (no leaking roof & windows, cracks in the walls or floor, there are windows, doors, and flooring)
Rating of heating source as good or poor
Number of months that the heating source lasts
Sources of income and average income
Average cost of rent per month from October-February
Average cost of heating per month from October- February: Pre and post-installation of insulation
Average cost of water per month from October- February
Availability of hot water
Status: IDP, Returnee, Host Community
Other vulnerability categories: i.e. persons with disabilities, elderly persons, persons with chronic illnesses, large families, etc.
of people reached and geographical coverage
Value for money and quality of assistance
Impact of the response and satisfaction of the beneficiaries
What would be the beneficiary's best modality of implementation? (To inform next winterization program)
Percentage of households receiving winter assistance before the end of December
Percentage of beneficiaries reporting that winter assistance was timely and matched their winter needs