

# YEMEN CCCM CLUSTER STRATEGY



2025-2027







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# EXECUTIVE SUMMARY

*This strategy reinforces CCCM's dual role in Yemen: **managing immediate crises** while **supporting durable solutions**. As a crisis manager, the Cluster ensures safe, dignified living conditions in areas of displacement through hazard mitigation, monitoring and coordination, and mobilizing emergency response. Simultaneously, as a solutions catalyst, it advances HLP rights, community-led resilience, and transition to localization and area-based approaches. The Strategy introduces Area-Based Site Management to balance focus that addresses urgent humanitarian needs while fostering pathways to long-term recovery and social cohesion.*

## Rationale

Yemen has around 4.8 million IDPs, 1.6 million of whom spontaneously settled in 1,800+ unplanned sites and camp-like settings with poor access to services and basic infrastructure.

More than 80% of sites are concentrated in the governorates of Marib, Hajjah, Al Hudaydah, Taiz and Al Jawf. These governorate face resource constraints and ongoing insecurity, which exacerbate overcrowding, elevate protection risks, and heighten competition over limited assistance.

The fragmentation of hundreds of small, dispersed displacement sites across numerous sub-districts makes consistent site-level monitoring and multi-sectoral service mapping challenging. At the same time, the most affected areas necessitate scale-sensitive coordination to optimize scarce resources, mobilize more stakeholders, prevent duplication, and ensure that assistance is delivered equitably and context-sensitively in displacement-affected communities.

## Goal

Ensure effective and accountable service delivery and safe and dignified living environments in IDP sites and displacement-affected communities, as well as support pathways towards durable solutions.

## Objectives

1. Safe, dignified access to multi-sectoral services	2. Inclusive community participation, self-organization, and social cohesion	3. Accessible two-way communication pathways	4. Integrated approaches that support resilience and pathways toward durable	5. Capacity building for CCCM actors and stakeholders
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## Transition to Area-Based Site Management (ABSM)

1. **Preparatory Phase (May–Aug 2025):** Develop SOPs, IM tools, and train partners and authorities.
2. **Piloting Phase (Sep 2025–Jun 2026):** Implement ABSM in selected areas, capture lessons.
3. **Rollout Phase (Jul 2026–2027):** Scale ABSM based on refined guidance.

## Operational priorities

- **Coordination & monitoring:** Support site- and area-level forums, maintain service maps and protection risk dashboards, and fast-track unmet needs through a referral and escalation mechanism.
- **Care & maintenance of site infrastructure:** Support community-driven upkeep of common facilities and risk reduction improvements including through training, materials and cash-for-work initiatives.
- **Emergency preparedness & response:** Co-develop multi-hazard preparedness plans (floods, fires, conflict...) with authorities and empower community first responders.
- **Community governance structures:** Strengthen communities through inclusive participation and training to manage sites, address emergencies and housing/land disputes, and build sustainable capacities, while expanding to area-based committees linked with authorities and development actors for coordinated solutions.
- **Community-led projects:** Enable communities to identify, design and implement small-scale interventions (e.g., flood mitigation, livelihoods), and mobilize technical and material support from area stakeholders.
- **Complaints & feedback mechanisms:** Establish accessible CFMs integrated under a harmonized SOP and linked to multi-sector referral pathways.
- **Information provision:** Deliver tailored messaging on services, CFMs, risk reduction using context-appropriate channels.
- **Solutions-focused assessments & monitoring:** Gather area-level data on IDP intentions and barriers, support joint multi-sector assessments, and embed durable-solutions indicators into monitoring tools.
- **Solutions-focused advocacy:** Use evidence from IM systems and community feedback to advocate for the protection of IDPs, inclusion of affected people in decision-making, and resources for humanitarian and development programming.
- **Proactive collaboration with solutions initiatives:** Deepen engagement with the Durable Solutions Working Group (DSWG) and Internal Displacement Solutions Fund (IDSF) partners, sharing area-level data, co-planning exit strategies and integrating into inter-cluster durable-solutions programming.

## Management & Coordination

The CCCM Cluster's management and coordination framework is built on a four-tier governance model: community → area → sub-national → national, with technical working groups on IM, ABSM, and capacity building. Cross-sector collaboration is prioritized through structured engagement with Shelter and Protection (Tri-Cluster Approach), WASH and other clusters, clarifying roles in site and area settings, and co-designing interventions such as disaster risk reduction and integrated services. The Cluster also forges links with development actors to ensure that CCCM's area-based data and community feedback inform broader recovery and resilience planning

A robust Information Management (IM), Advocacy and Communication pillar underpins adaptive, evidence-based programming. CCCM's IM tools, including the multi-sector monitoring and incident reporting tools, feed interactive dashboards, thematic analyses, regular displacement reports and risk maps, all governed by IASC and Yemen Inter-Cluster data-sharing protocols.

The Capacity Building Working Group (CBWG), supported by the Yemen Displacement Response (YDR) Consortium, leads training of trainers and develops capacities of local stakeholders (authorities, CCCM partners and community committees) to assume displacement management roles and enable the transition to ABSM.

## Funding & Resource Mobilization

The CCCM Cluster in Yemen advocates for multi-year, flexible funding, utilizing donor briefings, interactive dashboards, and joint statements to engage stakeholders effectively.

A key component of this strategy is the strategic implementation of ABSM, which optimizes scarce resources, supports cost-effective integrated service delivery, and strengthens localization efforts by empowering local actors and communities.

## Yemen CCCM Cluster Capacity Building Strategy (2025-2027)



# 1 CONTEXT



## Current Displacement Landscape

As of December 2024, Yemen has 4.9 million internally displaced persons (IDPs). Among them, 1.6 million are living in 1,896 spontaneous settlements and collective centers and in 401 smaller sites, most of which were self-settled during the peak displacement crisis between 2015 and 2018. These sites are characterized by overcrowding and limited access to essential services and infrastructure. Rural areas, where of majority IDP sites are, have pre-existing deficits in infrastructure and public services. Despite a relative stabilization in site populations over the past two years, new displacements persist, driven primarily by climate-related shocks (93% of Rapid Response Mechanism cases in 2024) and localized hostilities, with recent geopolitical developments increasing risks of new displacement. Over half of sites are physically unsafe or lack tenure security, with 40% at high risk of floods and/or fires.

## Compounding Crises and Operational Challenges

Ranked fourth globally on the INFORM Risk Index, Yemen faces compounding crises: a 54% economic contraction since 2015, currency collapse, and multidimensional poverty affecting 80% of the population. Climate hazards disproportionately impact displacement sites and vulnerable host-community settlements, while proximity to conflict zones exacerbates protection risks. Recent reductions in humanitarian funding, including the suspension of USAID programming in early 2025, have further strained service delivery, exacerbating vulnerabilities in displacement sites.

## The Cluster and Area-Based Approaches

Activated in 2019, the CCCM Cluster initially prioritized site-level management to address acute needs in IDP sites. However, the dispersion of sites and fragmented governance necessitated a complementary area-based coordination (ABC) approach to support multi-site planning, reduce duplication, and engage district/governorate-level stakeholders. The approach has been implemented since 2021 across 12 displacement zones:

### 2015 - 2018

#### Acute displacement crisis

*Intensified hostilities; mass displacement; cholera outbreak; infrastructure/service collapse...*

### 2019 - 2021

#### Compounding crises

*Localized conflicts; economic collapse; climate shocks; Covid-19...*

### 2022 - 2024

#### Protraction and systemic Strain

*Funding cuts; climate displacement dominates; tenure security...*

### 2025 - 2027

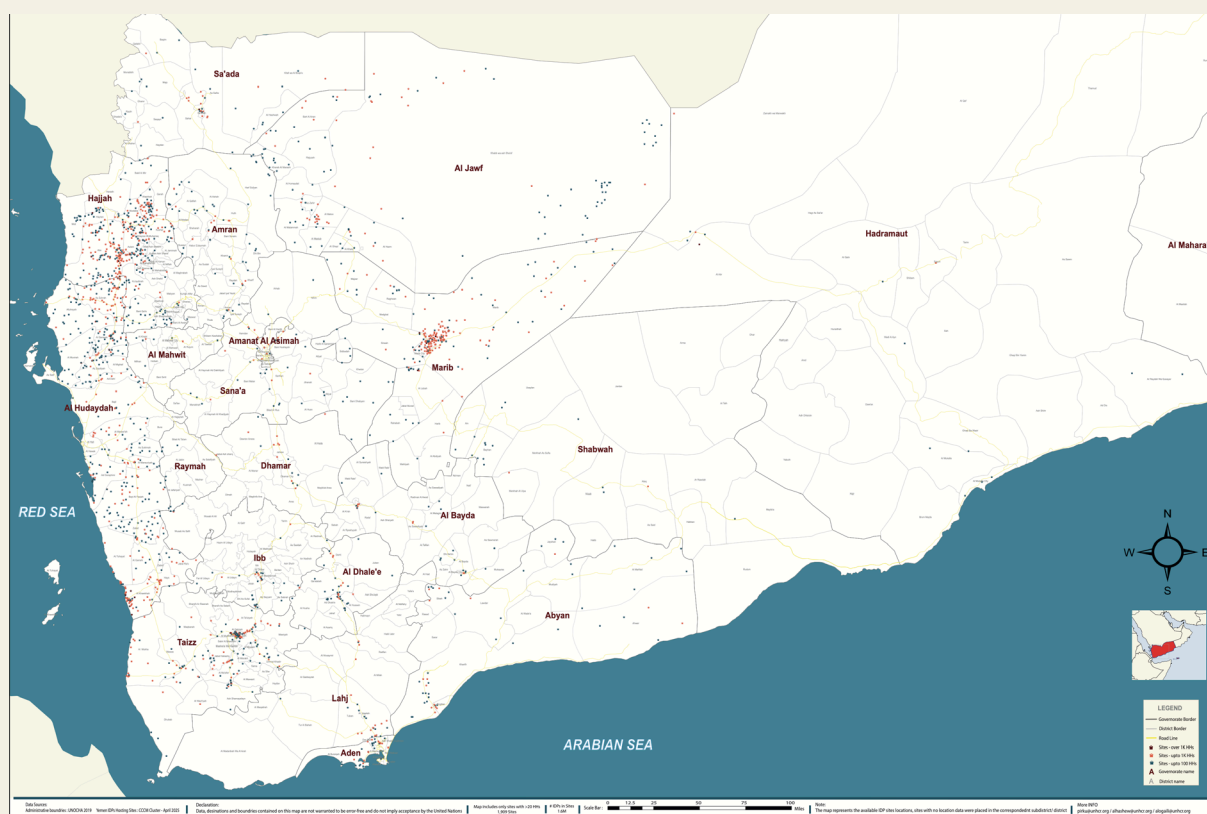
#### Transition

*Projected funding volatility; climate shocks; instability; urban pressures; rural stressors; durable solutions pilots; humanitarian reset...*

Aden and Al Dhale' IRG (Acted); Taiz City (BCFHD); Taiz and Al Dhale' DFA (Deem); Lahj, West Coast of Hodeidah, and Abs & Az Zuhrah (DRC); Hadramout/Al Abr (FMF); West Coast of Taiz/Al Mukha (GWQ); Abyan (NRC); Dhamar and Al Baydha' (SDF). Shabwah (SHS); Al Jawf DFA (YARD); Sana'a (YGUSSWP); Amran (YRC); and Ibb (YWU). Inside and outside ABC areas, site-level interventions continued, focusing on flood mitigation (in 100+ sites), HLP dispute resolution (securing occupancy agreements in 630+ sites since 2020), and community empowerment (1,030+ committee representatives, 136 community-led projects). Building on ABC's experience in Yemen and the Cluster's global experience in area-based approaches, the Yemen CCCM Cluster plans a phased transition to area-based site management (ABSM) to holistically address the needs of IDP settlements alongside vulnerable host communities. ABSM addresses vulnerabilities holistically in displacement-affected areas, expanding coordination, service delivery, and accountability beyond site boundaries, integrating vulnerable groups in scattered IDP settlements and host communities. This transition reflects Yemen's displacement complexities and supports the Yemen Durable Solutions Working Group (DSWG) in advancing the IASC Framework on Durable Solutions.

This strategic direction aligns with the Yemen HCT Position Papers and the Global CCCM Cluster Strategy 2025–2029, which emphasizes solutions and area-based approaches. It also responds to recommendations from the Independent Review of the Humanitarian Response to Internal Displacement published in March 2024.

This Strategy provides a framework for CCCM partners to harmonize interventions and catalyze pathways toward durable solutions, including restoration of housing, land, and property (HLP) rights, safe and community-driven solutions, and equitable access to basic services and livelihoods. It balances urgent humanitarian needs with medium-term transitions, emphasizing localization, adaptive management, and shared accountability.



© CCCM Cluster - IDP Sites in Yemen





# 2 STRATEGIC OVERVIEW

## Goal and Objectives

### Goal

Ensure effective and accountable service delivery and safe and dignified living environments in IDP sites and displacement affected communities, as well as support pathways towards durable solutions.

### Strategic Objectives

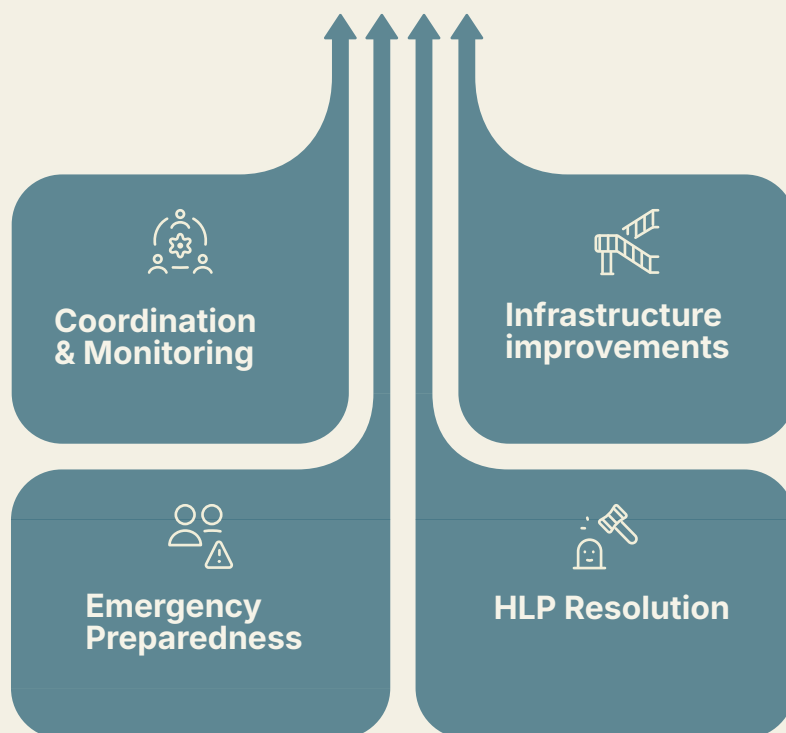
<div>01</div> <div>Safe and dignified access to multi-sectoral services.</div>	<div>02</div> <div>Inclusive community participation, self-organization and social cohesion.</div>	<div>03</div> <div>Accessible two-way communication pathways.</div>	<div>04</div> <div>Integrated approaches that support resilience and pathways toward durable solutions.</div>
<div>05</div> <div>CCCM stakeholders are equipped with the skills, knowledge and tools necessary for effective and accountable service delivery, the creation of safe and dignified living environments, and to support pathways towards durable solutions.</div>			



# 2 STRATEGIC OVERVIEW

Response Strategy and Operational Priorities: SO1

## Strategic Objective 1: Supervise and coordinate safe and dignified access to multi-sectoral services



### 1.1 Coordination and monitoring

CCCM partners lead operational coordination at site-level among humanitarian actors, including government authorities, enabling provision of and equitable access to services and protection in accordance with international standards. Service mapping is maintained with this information being shared with all service providers in regular coordination meetings. CCCM partners also monitor service delivery (shelter, WASH, health, education etc.) as well as protection risks and coordinate with other clusters including through the gap Referral and Escalation mechanism to ensure identified gaps are prioritized and referred to appropriate actors for action. In areas where ABSM is implemented, coordination and monitoring activities is expanded from site to area-level, thereby enhancing area-level planning, resource allocation, and service delivery, as well as addressing broader trends and systemic issues emerging within targeted areas in collaboration with subnational multi-sector coordination structures.

### 1.2 Care and maintenance of site infrastructure

CCCM partners support a safe and dignified living environment in sites through ensuring that physical infrastructure is well maintained in close collaboration with the Shelter and WASH Clusters. In doing so, a focus is placed on improving service delivery, mitigating the impacts of seasonal flooding, minimizing protection risks, and reducing the risk of the spread of diseases. Targeted infrastructure includes access roads, waste management, sanitation systems, drainage systems, and security-related infrastructure (lighting, fencing etc.), as well as site levelling. A community-driven approach is adopted, with community committees provided with the necessary training, technical support and materials to ensure that infrastructure is maintained to an appropriate technical standard. This approach promotes participation and a sense of ownership through active engagement and offers opportunities to develop new skills and earn an income through cash for work modality. The CCCM Cluster works with the Shelter and

WASH Clusters at the national level to strengthen their involvement in site infrastructure through agreements, mandate clarifications, and joint advocacy. At the area level, CCCM collaborates with shelter and WASH actors to plan and implement infrastructure improvements focused on risk reduction.

### 1.3 Emergency preparedness and response

CCCM partners play a lead role in hazard mitigation and response, with a particular focus on seasonal flooding and conflict-related displacement. These activities include supporting the development of site and area-level emergency preparedness and response plans (integrating climate risks assessments and conflict scenarios) in collaboration with the local authorities and other humanitarian actors, and leading the coordination of site-level mitigation and response actions. CCCM partners also capacitate community members to be effective first responders through rapid data gathering when hazards occur, supporting response actions, and raising awareness within communities on mitigation and response. Other mitigation measures are also supported through interventions including drainage channels, gabion walls, and site levelling for flood mitigation. Measures to mitigate fire risk through safer cooking and shelter materials are also implemented. CCCM, in collaboration with Protection, Shelter, and other sectors, prepares for and responds to conflict scenarios by conducting risk assessments, developing contingency plans, and managing emerging displacement sites to ensure safe and dignified living conditions for IDPs. They also provide technical guidance and support in cases of voluntary relocations, facilitate emergency response through effective communication and collaboration among stakeholders, and integrate protection services to address the needs of

vulnerable groups. In areas prioritized for ABSM, CCCM partners conduct comprehensive multi-hazard analyses per area to inform preparedness and mitigation response. Opportunities are also explored to establish area-level, community-led surge mobile teams who support first-line response to hazards. In order to standardize and harmonize interventions, the CCCM Cluster develops SOP for Flood Response and Mitigation.

### 1.4 Identifying and mobilizing a response to HLP issues

CCCM partners and the community committees they support play a critical role in addressing HLP issues, including potential and actual evictions, land disputes in IDP sites and forced movements of IDP populations. This work is done in close partnership with the HLP Working Group and other clusters and follows the established procedures for HLP case management in Yemen. Monitoring undertaken by CCCM partners and the community committees they support enables timely identification of eviction risks and other HLP disputes. This is followed by an inter-cluster HLP assessment to further understand the full nature and scale of the issue, which informs the development and implementation of a case action plan. Actions supported by CCCM partners and community committees include supporting the local authorities to negotiate with landowners, intentions surveys, identification of alternative land, conducting multi-cluster land suitability assessments (considering flood risks, soil stability, and environmental hazards), and providing support under the Framework for Voluntary Relocations of IDPs elsewhere in the Country, ensuring community participation throughout. In areas prioritized for ABSM, CCCM partners increasingly support protection partners in identifying and mobilizing a response to eviction risks and other HLP disputes outside of sites, and organize closures in cases of voluntary relocations or returns.



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# 2 STRATEGIC OVERVIEW

## Response Strategy and Operational Priorities: SO2

### Strategic Objective 2: Strengthen inclusive community participation, self-organization and social cohesion



#### 2.1 Community governance structures

CCCM partners create opportunities for the meaningful participation of IDPs living in sites and surrounding communities, maximizing the participation of women, youth, older persons, and minority groups, and ensuring that they have a say in decisions affecting their lives. This is achieved through supporting, training and mentoring community committees to play a pivotal role in site management, coordination, monitoring, identifying community-level needs, care and maintenance of site infrastructure, and information provision. Committees are first responders when emergencies occur. They also undertake an important role in identifying and responding to eviction risks and other HLP disputes. CCCM partners continue to strengthen the capacity of community committees to undertake this vital work at site-level, recognizing this as part of an eventual exit strategy. In areas prioritized for area-based site management, area-level committees are established with the participation of IDPs living inside and outside of sites, as well as host community members, transferring site-level functions to the area-level, and connecting committees to a wider range of local authority, humanitarian and development stakeholders.

#### 2.2 Community-Led projects

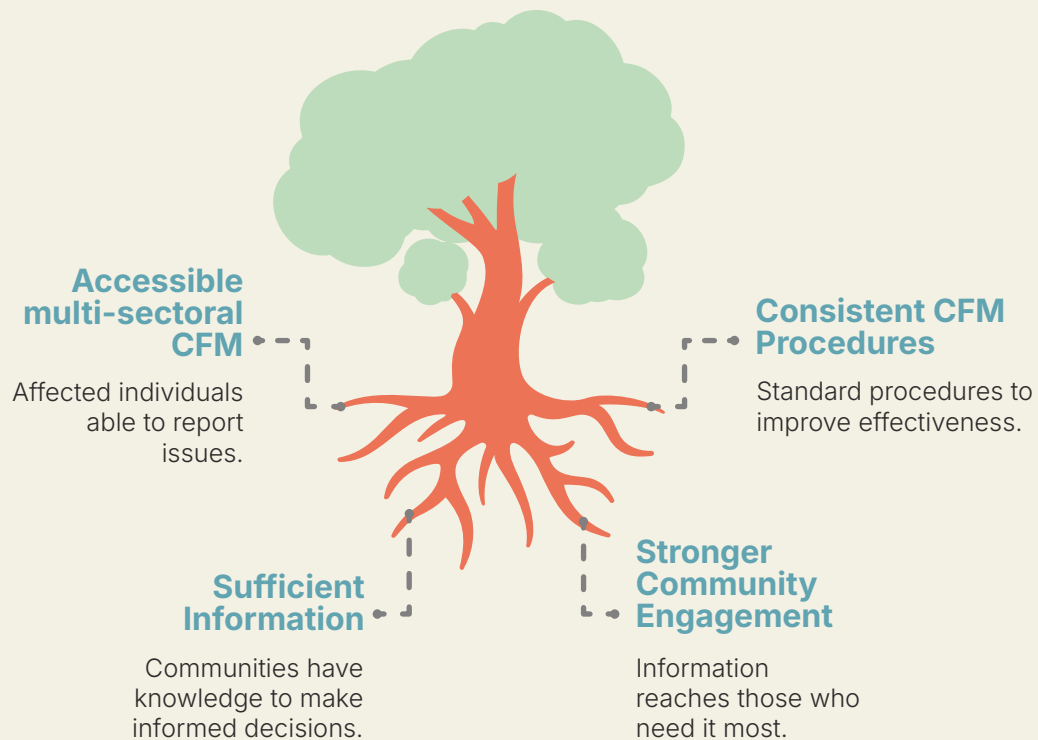
CCCM partners promote participation and empower displacement-affected communities through supporting them to implement Community-Led Projects (CLPs). CLPs are community-driven interventions that contribute to a number of outcomes, including mitigating life-threatening risks, strengthening social cohesion, adapting to climate change, establishing or improving services/facilities, and creating economic opportunities. Communities are supported to take the lead in identifying priority needs and developing and implementing CLPs. CCCM partners provide technical and material support to the process and ensure that CLPs are informed by an analysis of protection risks and, if necessary, HLP due diligence is undertaken. CLPs are increasingly implemented at an area-level, bringing benefits to those living both inside and outside of sites in order to reduce tensions and promote social cohesion and integration. The CCCM Cluster revise its CLP Guidance to reflect this change in approach and incorporate learning from previous CLP implementation. Opportunities are also explored to pool resources for CLPs from a broader range of stakeholders, including support from other Clusters and mobilizing community contributions.



## 2 STRATEGIC OVERVIEW

### Response Strategy and Operational Priorities: SO3

## Strategic Objective 3: Strengthen access to two-way communication pathways



### 3.1 Complaints and feedback mechanisms (CFMs)

CCCM partners play a key role in ensuring transparency and accountability of service providers to affected populations. This is achieved through providing access to Complaints and Feedback Mechanisms (CFMs) and ensuring a timely response to issues reported. Information gathered through CFMs helps to improve service delivery and, through generating information on community-level needs and protection risks, supports evidence-based advocacy. CCCM partners use a variety of modalities, including complaints desks, hotlines, complaints boxes and awareness campaigns. Utilizing service mapping, timely referrals are made with a particular focus on those cases needing emergency support. In areas prioritized for ABSM, the scope of existing feedback mechanisms are expanded beyond managed sites to include unmanaged sites and host communities in targeted areas. The CCCM Cluster also develop a common SOP for CFMs based on best practices, in order to ensure a harmonized approach for CCCM actors as well as other sectors operating in the area.

### 3.2 Information provision

Information helps people to take informed decisions about their situation, to access aid, to decrease dependencies and increase participation. It also increases accountability of humanitarian actors and helps to build trust. CCCM partners produce and disseminate information to communities at site and area-level utilizing a variety of contextually appropriate methods. Areas of focus include topics related to service provision, CFMs, PSEA, HLP rights awareness, flood mitigation and response and site safety. Community committees play a key role in supporting and delivering these information campaigns.



## 2 STRATEGIC OVERVIEW

### Response Strategy and Operational Priorities: SO4

## Strategic Objective 4: Strengthen integrated approaches that support resilience and pathways toward durable

### 4.1 Solutions-focused assessments and monitoring

CCCM partners collect a wealth of localized data that can help inform resilience and durable solutions initiatives. This includes data on the future intentions of IDPs, the barriers that prevent IDPs from pursuing their preferred settlement option (local integration, return, or settlement elsewhere), and the displacement specific needs that persist, recognizing that durable solutions are achieved when people no longer have displacement-specific needs. This information shall increasingly be collected at the area-level in areas where ABSM is rolled out. The CCCM Cluster also conducts and coordinate joint assessments with Shelter, Protection, WASH, and other relevant sectors to identify integrated programming approaches aimed at supporting resilience and pathways towards durable solutions. The CCCM Cluster also includes durable solutions monitoring indicators in its monitoring tools. Additionally, the CCCM Cluster identifies IDP sites most suitable for interventions advancing local integration, as well as sites that have potential to be phased out or handed over in line with site closure guidelines.

### 4.2 Solutions-focused advocacy

Utilizing its IM capacities and knowledge of the situation in and around IDP sites, the CCCM Cluster enhances its engagement in evidence-based advocacy for lasting solutions to displacement at the local and national levels. Key outcomes sought from this advocacy include: the maintenance of protection space in IDP sites including the prevention of forced evictions and forced or involuntary returns; the identification of land for IDPs in sites threatened with eviction or exposed to natural hazards; increased support for interventions which address displacement-specific needs including those which present barriers to return (e.g. mine action, HLP support); the inclusion of IDPs in planning and decision-making regarding their own futures; and the increased availability of flexible, multi-year humanitarian and development funding for programming that builds self-reliance in displacement-affected communities and supports durable solutions. Key common advocacy concerns are continually identified and updated with CCCM partners.

### 4.3 Proactive collaboration with solutions initiatives and programming

CCCM partners are well placed to play a key role in the emerging durable solutions architecture in Yemen. During the strategy period, stronger linkages are sought with the Durable Solution Working Group (DSWG), enabling the Cluster to inform and support the implementation of pathways towards durable solutions identified by the DSWG. The CCCM Cluster work with the DSWG to identify key information required to guide the planning of solutions in sites. The CCCM Cluster also contributes to existing and future durable solutions programming initiatives, including the UN-led Internal Displacement Solutions Fund, through utilizing its role as a generative sector, sharing information with durable solutions actors and actively contributing to area-based planning and coordination.

## 2 STRATEGIC OVERVIEW

### Response Strategy and Operational Priorities: SO5

**Strategic Objective 5:** Ensure that CCCM stakeholders are equipped with the skills, knowledge and tools necessary for effective and accountable service delivery, the creation of safe and dignified living environments, and to support pathways towards durable solutions



Interventions under this sub-objective are detailed in full in the [Yemen CCCM Cluster's Capacity Building Strategy](#). This Capacity Building Strategy aims to provide the Cluster Coordination Team (CCT) and CCCM partners with a framework for the planning, coordination, and delivery of capacity building initiatives from 2025-2027, in support of the overall CCCM Cluster Strategy. It seeks to address identified gaps in capacities among CCCM stakeholders, notably CCCM Cluster partners, the local authorities, and communities. The Capacity Building Strategy is focused upon the achievement of two outcomes:

- 1. Local and national CCCM partners, the local authorities, and communities are capacitated to take on increasing site management responsibilities:** Given that local and national actors play a critical role in both the delivery of services as well as coordination, the CCCM Cluster is in a unique position to operationalize the localization agenda. The CCCM Cluster aims to develop the capacities of local actors to effectively manage and coordinate humanitarian responses at the site-level. This makes an important contribution towards Grand Bargain commitments and the sustainability of CCCM activities in Yemen. It also helps to lay the foundations for the following exit strategy scenarios: handover of site management responsibilities to local organizations, handover to local authorities and communities, and eventual site phase out and closure with the facilitation of returns and local integration.
- 2. All CCCM stakeholders (CCCM partners, local authorities, and communities) have increased capacity to implement ABSM and support pathways towards future durable solutions:** CCCM partners, local authorities, and communities are supported to operate in a transitional environment through a thematic focus on topics such as area-based site management, durable solutions, mediation, and HLP in the Cluster's capacity building initiatives. All stakeholders shall have a clear understanding of what ABSM is and how to operationalize it effectively in close collaboration with other humanitarian and development stakeholders. They shall also have a clearer understanding of how CCCM activities can contribute towards durable solutions and prepare and implement exit strategies.





# 3 KEY APPROACHES

## Area-Based Site Management (ABSM)

During the 3-year strategy period, the CCCM Cluster pilot and gradually transition towards an area-based site management (ABSM) approach, targeting displacement-affected communities that host multiple IDP sites. The most widely discussed and agreed upon components that characterize the CCCM area-based approach in Yemen are the targeting of specific geographical areas, coordination and engagement with multiple stakeholders within these areas, and the delivery of multi-sectoral support that considers the cross-sectoral integration and the needs of the whole population (including affected people out of sites). In doing so, core CCCM activities focused on coordination, community participation and empowerment, accountability to affected populations, be adapted to an area-level.

### Modalities of ABSM

Three modalities for area-based site management be prioritized, one or more of which be applied in each targeted area:

1. **Mobile teams** with diverse skillsets, which

undertake a spectrum of site-level and area-level CCCM activities and work closely with all communities and population groups within the area.

2. Where feasible and appropriate, opportunities also be sought to introduce **Community Resource Centers (CRCs)**, an approach currently being piloted in Yemen and used in several other displacement contexts including Iraq, Afghanistan, and Somalia. CRCs serve as area-level hubs for coordination, information-sharing, CFM, the delivery of multi-sectoral services by a wide range of stakeholders including CCCM partners, and referrals. The CCCM Cluster develops guidance for the establishment and management of CRCs, building on the learning from CCCM partners who are piloting the approach.
3. **Inclusive community structures** that support coordination, participation and communication within displacement-affected communities across targeted areas.

### Phases of Transition to ABSM

This transition is approached with caution and as part of a phased process that ensures that there is no reduction in services in sites that still require intensive CCCM support, as well

as maintaining the surge capacity to respond effectively to crises. It is recognized that in some locations a site-level approach (rather than ABSM) remains the most appropriate approach during the strategy period. The application of ABSM during the strategy period is guided by the Area-Based Site Management Working Group (ABSMWG) of the CCCM Cluster who oversees a 3-phased process:

1. **The preparatory phase (2025)** focuses on developing capacities of CCCM partners, local authorities, and community committees on area-based site management, as well as developing the tools and guidelines necessary for ABSM. These include IM tools and an SOP for Area-Based Site Management outlining a standardized approach that can be tailored to the local context. The preparatory phase is informed by the existing area-based efforts of CCCM partners as well as lessons learned from applying ABSM in other countries.
2. **The piloting phase (2025-2026)** sees the ABSM approach introduced in selected pilot areas. Areas selected for piloting is required to meet a number of criteria, which is developed during the preparatory phase. The piloting phase includes a component of reflection and learning on the implementation of ABSM in pilot areas, which allows for the adaption of the approach before a wider rollout under phase 3.
3. **The rollout phase (2026-2027)** sees ABSM rolled out in a wider range of areas, building on learning from the pilot phase.

The application of ABSM impacts upon a number of key CCCM roles. CCCM actors play a key role in area-level coordination with local authorities, and humanitarian and development actors, as well as having increased engagement with host communities. In order to support this, the Cluster's IM efforts encompass area-level assessments of gaps and needs as well as mapping of services in target areas. Opportunities are explored for Community-led Projects to benefit not just IDP sites, but also their surrounding areas. Capacity building is at the heart of these efforts providing CCCM partners with the guidance (including SOPs), tools, and other support necessary to implement area-based approaches. Community committees and the local authorities are also provided with the support they need to take on increased site-level responsibilities, as well as supporting local authorities to take the lead in coordination.

This transition is aligned with global guidance of the CCCM Cluster as well as lessons learned and best practiced from country-level contexts. Given its skillsets in coordination, IM, community-led projects and community engagement, the CCCM Cluster is intrinsically well placed to support area-based approaches in displacement-affected communities. Furthermore, when CCCM applies an area-based approach it allows for more engagement between humanitarian, development and recovery actors and can therefore promote longer-terms solutions in displacement-affected communities.



# 3 KEY APPROACHES

## Targeting and Prioritization

The CCCM Cluster prioritizes its interventions in districts and sites falling under Severity 4 ('Extreme') and 5 ('Catastrophic') of the annual CCCM People-in-Need and Severity Score Analysis. Factors influencing these severity scores include restrictions on freedom of movement, risks to safety and security, exposure to flooding and other hazards, high proportion of population deemed vulnerable, and limited availability of services. In planning for the 2025 HNRP it was found that 107 Districts fall under either Severity 4 or Severity 5, necessitating the need for further prioritization based on high site population density, partner capacity and resources, and access.

Target population numbers are set under the annual Humanitarian Needs and Response Plan (HNRP). For the 2025 HNRP, the CCCM Cluster targets 744,400 individuals, with the increased focus on ABSM meaning more IDPs living outside of camps, returnees and host community members are supported.

To ensure effective area-based targeting, the CCCM Cluster establishes guidance at the beginning of 2025 for prioritizing areas as part of the piloting and rollout of the ABSM approach. According to the Global CCCM's guidance, ABSM is most appropriate in high-density urban areas with a high concentration of displaced communities or dispersed rural areas with smaller sites. Areas prioritized for ABSM have to meet a number of criteria detailed in the ABSM SOPs, which include:

- Mixed populations of IDPs and host communities who utilize the same services and share similar needs and vulnerabilities;
- The presence of humanitarian actors and service providers;
- The presence of community committees who have previously been capacitated and supported by CCCM partners;

- The presence of local authorities who are willing to participate and engage;
- Some level of social cohesion between displaced and host populations.

The targeting and prioritization approach under this Strategy is be flexible and adaptable to changing circumstances. The CCCM Cluster continuously monitors the situation and analyze multiple hazards to adjust priorities as needed to respond to emerging needs and shocks.



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# 3 KEY APPROACHES

## Durable Solutions and Exit Strategy

CCCM actors play a critical role in supporting displaced communities to achieve durable solutions. While durable solutions are out of reach at the present time for the vast majority of Yemen's IDPs, the work of CCCM partners supports the creation of pathways toward future durable solutions. This is aligned with the Global CCCM Cluster Strategy 2025–2029 which identifies “Solutions from the start” as a key approach for CCCM programming, as well as the selection of Yemen as a pilot country under the Action Agenda on Internal Displacement.

The interventions outlined above under Sub-objective 4 outline how the CCCM Cluster in Yemen supports integrated approaches to durable solutions through solution-focused assessments and monitoring, advocacy, and contribution to ongoing durable solutions initiatives and programming. Supporting progress towards durable solutions can also be seen as a cross-cutting issue in many of

the interventions of CCCM partners in Yemen, which help to reduce displacement-specific needs and support progress towards the 8 conditions for durable solutions outlined in the IASC Framework on Durable Solutions for IDPs. This includes activities focused on increasing meaningful community participation of IDPs, strengthening social cohesion, increasing self-reliance and resilience, improving safety and security in sites, protecting HLP rights, and strengthening access to services.

The 3-year timeframe of this strategy allows for an enhanced focus on preparing for and undertaking an exit from IDP sites. The CCCM Cluster prioritizes develop guidance on different exit scenarios. The envisaged scenarios are: handover of site management responsibilities to local organizations, handover to local authorities and communities, and site phase out and closure with the facilitation of returns and local integration. This guidance shall outline the conditions that make a site appropriate for each of these exit scenarios, together with guidance on assessment, planning, stakeholder engagement, and developing handover plans.



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The CCCM Cluster will formalize its collaboration with the DSWG through:

- Development of joint planning tools that align transitions with broader durable solutions programming
- Establishment of shared monitoring dashboards to track progress across complementary interventions
- Regularized joint planning sessions to identify opportunities for aligned resource mobilization
- Combined advocacy efforts to increase investment in areas with transition potential
- Information sharing protocols that ensure CCCM data informs area-based durable solutions planning

### Transition Readiness Assessment

The CCCM Cluster will establish a dedicated workstream to develop and implement a Transition Readiness Assessment framework. This framework will focus on establishing clear, measurable criteria to determine when sites are ready for transition to one of the three exit scenarios (handover to local organizations, handover to local authorities and communities, and phase-out and closure).

While specific criteria will be developed through a consultative process, they can include considerations of:

- **Service delivery sustainability:** Consistent achievement of minimum services for a period of time, with functional referral pathways established.
- **Governance capacity:** Demonstrated local capacity to lead coordination, maintenance, and monitoring activities with minimal external support.
- **Protection environment:** Reduction in protection incidents and established protection mechanisms.
- **Tenure security:** Clear documentation of land tenure arrangements for a minimum period of time.

The Cluster will apply differentiated approaches in different areas of Yemen, recognizing the varying operational environments and governance realities. In some areas, emphasis will be placed on community capacity and NGO-led transitions, while in other areas, transitions to authorities may be more feasible.

### Communications for Transition

Clear, consistent, and timely communication is essential for effective transitions. The Cluster will develop standardized communication protocols that include:

- Early engagement with communities before any planned transition to ensure their participation in decision-making and planning
- Regular briefings with local authorities throughout the transition process
- Development of communication materials showing transition roadmaps, timelines, and responsibilities that can be shared with all stakeholders
- Feedback mechanisms specific to transition processes to identify and address concerns proactively

Communication strategies will be tailored to the sensitivities while maintaining humanitarian principles.



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# 4 GUIDING PRINCIPLES

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## 1. Protection mainstreaming

The four protection mainstreaming principles – meaningful access, safety and dignity, participation and empowerment, and accountability- are incorporated across all CCCM interventions. CCCM partners utilize their coordination role to promote protection mainstreaming within the work of other service providers ensuring a protection sensitive response in sites and areas targeted under this Strategy. Protection mainstreaming is also a key area of focus for the Cluster's Capacity Building Strategy.

## 2. Age, gender, and diversity mainstreaming

Women, men, girls, and boys, as well as older persons, persons with disabilities and minority groups, experience displacement and crises very differently due to their different roles and opportunities, as well as unequal power dynamics that exist among these different groups. CCCM partners facilitate access to assistance and services for all groups, support their participation in community governance structures, and ensure that responses and infrastructure are tailored to the specific needs of all groups.

## 3. Accountability to affected populations (AAP)

CCCM partners ensure two-way communication that enables people to voice their opinions, participate in needs assessments, service delivery and monitoring, and get direct feedback from service providers. CCCM partners provide access to complaints and feedback mechanisms (CFMs) allowing people to raise complaints and share feedback in a safe and contextually appropriate manner. Inputs from the CFM enable the CCCM Cluster to better understand and analyze trends, needs, and concerns in displacement-affected communities, informing broader advocacy, improved service provision, and bridging the gap between people of concern and the humanitarian community.

## 4. Localization

Given that local and national actors play a critical role in both the delivery of services as well as coordination, the CCCM Cluster is in a unique position to operationalize the localization agenda. The CCCM Cluster promotes the meaningful engagement of local and national partners in its SAG and TWGs. The Cluster's Capacity Building Strategy prioritizes strengthening the capacity of local and national CCCM partners, local



authorities, and communities, enabling them to take on increasing leadership roles in planning for and responding to displacement. A capacity sharing approach is adopted, recognizing the diverse strengths and contextual knowledge of local actors.

## 5. Camp as a last resort

A 'no-camp policy' has been adopted in Yemen to advance solutions-oriented programming in line with the Guidance on Alternatives to Camps in Yemen. The CCCM Cluster seeks to establish and maintain dignity and standards in existing sites, and works towards exit strategies and durable solutions.

## 6. Conflict sensitivity and social cohesion

CCCM partners support efforts to reduce tensions and improve relations between IDPs and host communities. The ABSM approach extends the reach of CCCM activities into areas surrounding IDP sites reaching more host communities. Under ABSM, coordination

expands to services/service providers operating at the area-level, CCCM-supported community governance structures includes the participation of host communities and IDPs living outside of sites, and CLPs increasingly bring benefits not just to sites but also to their surrounding areas.

## 7. Climate resilience

The CCCM Cluster prioritizes sustainable and adaptive solutions in the planning, management, and support of displaced populations. This includes promoting/maintaining infrastructure that minimizes environmental impact and is capable of withstanding extreme weather events, incorporating renewable energy sources, and promoting water conservation practices. The CCCM Cluster coordinates with other clusters and communities in identifying risks and developing localized mitigation and response strategies and enhancing adaptive capacities. In areas exposed to desertification, extreme heat, or water scarcity, the Cluster advocates for nature-based solutions such as afforestation, water conservation techniques, and sustainable land-use planning to reduce environmental stressors and improve site sustainability.



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# 5 MANAGEMENT & COORDINATION

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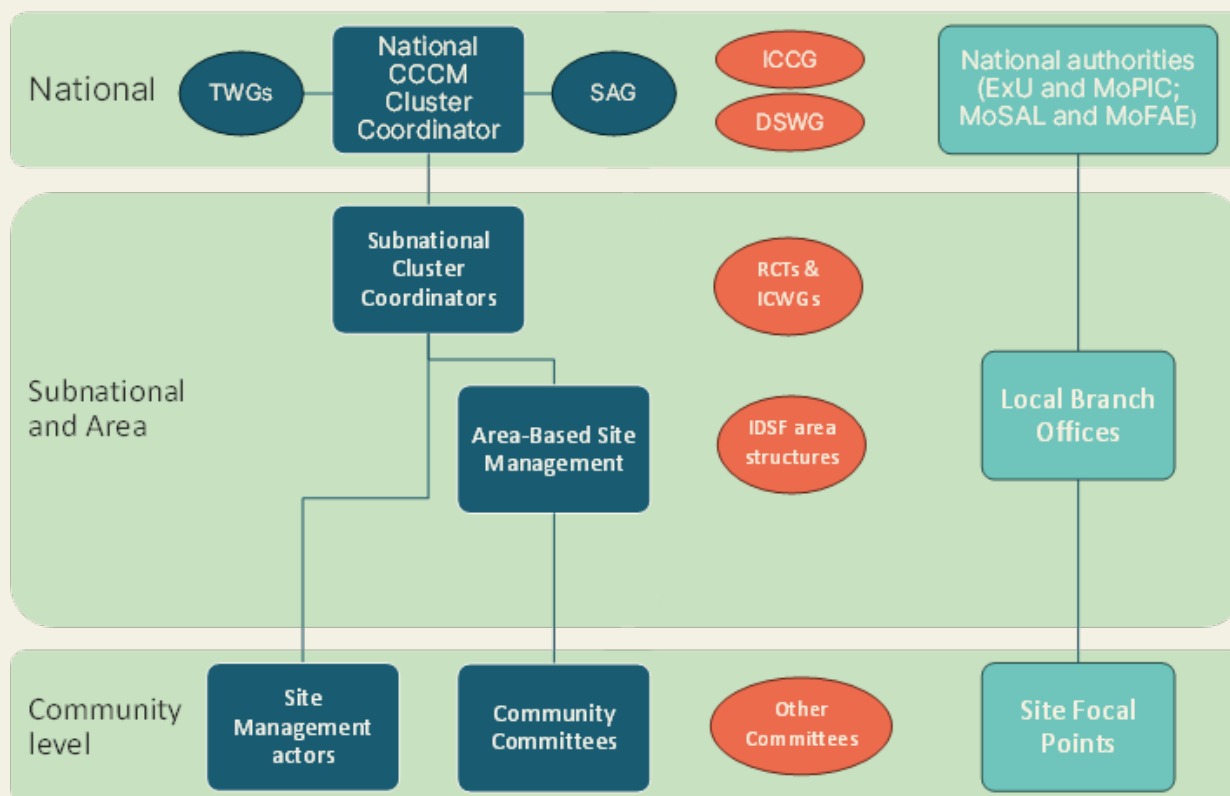
The CCCM Cluster's structure aims to advance accountable, adaptive, and localized responses while fostering pathways to durable solutions. It operates through a four-tiered governance model (community, area, subnational, national) designed to decentralize decision-making, ensure community participation, and align interventions with Yemen's fluid displacement dynamics. The Cluster works directly with its governmental counterparts; The Executive Unit for IDPs Camps Management (ExU) and Ministry of Planning and International Cooperation (MoPIC) in the IRG areas, and Ministry of Social Affairs and Labour (MoSAL) and Ministry of Foreign Affairs and Expatriate (MoFAE) in areas under Sana'a-based authorities' governance.

## 1. Cluster Structure, Membership, and Technical Working Groups

**Priority: Localized leadership, quality programming, and innovation.**

- At its foundation, community committees serve as the primary interface for site-level decision-making, prioritizing needs, and community-led projects. These committees collaborate directly with CCCM partners. Operational coordination is further strengthened through existing area-based coordinators sustained in selected areas, as well area-based site management which enables multi-sectoral planning in ABSM pilot zones, and subnational coordinators, who oversee hub-level activities in Aden, Al Hudaydah, Ibb, Marib, Sa'ada, and Sana'a hubs. At the national level, the Cluster Coordination Team (CCT), led by UNHCR, provides strategic guidance, resource mobilization, and quality assurance, supported by a Strategic Advisory Group (SAG) comprising key partners to advise on policy, priorities, and advocacy. Technical expertise is channeled through dedicated Technical Working Groups (TWGs), including the IM TWG (managing data tools and displacement tracking), the Area-Based TWG (guiding ABSM rollouts), and the Capacity Building TWG (guidance and oversight of the Capacity building Strategy). Ad hoc TWGs are convened as needed to address emerging themes.
- The CCCM Cluster membership in Yemen includes over 20 active organizations such as UN agencies, international NGOs, and national NGOs delivering CCCM programs. Members are

expected to actively participate in cluster meetings, report regularly on their activities, adhere to agreed-upon guidance and standards, and engage in response planning and implementation. The membership criteria emphasize the importance of mainstreaming protection, ensuring optimal use of resources, and contributing to advocacy and messaging efforts. Additionally, members are encouraged to take on leadership roles as needed and participate in capacity-building initiatives to enhance their effectiveness in delivering CCCM programs.



## 2. Engagement/Collaboration with External Stakeholders

**Priority: Integrated programming, resilience, and systems strengthening.**

- Cross-sectoral collaboration is prioritized through joint initiatives and clarification of roles and responsibilities in camp settings with the Shelter, Protection, WASH, and other sectors. Engagement with Shelter Cluster focuses on collaborative disaster risk reduction and settlement-based approaches. With Protection, CCCM continues collaborating on evictions, relocations, and assessing of risks and vulnerabilities. CCCM also works with WASH in the implementation of the WASH Cluster's strategy for durable interventions in IDP sites. The Cluster continues identifying opportunities for collaboration with the Yemen humanitarian sectors at the different levels of intervention (site, area, subnational/ICWG and national/ICCG levels).
- The Cluster increasingly engages with solutions actors to advocate for IDP inclusion in municipal and development planning. The Cluster also engages in durable solutions fora such as the Durable Solutions Working Group and the IDSF localized planning structures to ensure non-duplication of efforts, utilization of CCCM information, and community participation in planning of their solutions.

## 3. Information Management, Advocacy and Communication

**Priority: Targeting, adaptive programming and data-driven advocacy to influence policy, mobilize resources and amplify community agency.**

- CCCM's IM underpins evidence-based decision-making, utilizing tools like the Site Monitoring Tool for periodic service gap assessments, the Incident Reporting tool for rapid reporting of



incidents and their impact, including fires, floods, and eviction threats. Key products include thematic analyses on specific issues, interactive dashboards on site conditions and service gaps, ad-hoc situational reports during emergencies, and monthly population and displacement reports, risk analysis maps overlaying conflict and climate hazards, and progress dashboards monitoring CCCM outcomes. The Cluster develops tools area-based monitoring, multi-hazard analysis, and resilience. Data responsibility is ensured through adherence to IASC guidelines and the Yemen Inter-Cluster Coordination Mechanism Information Sharing Protocol, with strict protocols for anonymizing sensitive information.

- The CCCM Cluster relies on robust monitoring to guide humanitarian efforts in IDP sites. REACH has played a pivotal role in this process, supporting the Cluster through data analysis, tool development, and processing of partner-reported monitoring data. However, this partnership is impacted by funding cuts and many operational CCCM partners affected by funding shortfalls experience significant reductions in their ability to collect and report data per each individual site. To address these constraints, the Cluster shall streamline its monitoring frameworks to minimize operational pressures while urgently securing alternative funding streams to reinstate critical IM support to partners.
- Advocacy and communication amplify the Cluster's impact, with messaging centered on localization and durable solutions. Tactics include quarterly donor briefings highlighting ABSM pilot outcomes, joint statements with the Protection Cluster on eviction prevention, and campaigns showcasing community-led projects. Advocacy dashboards track service provision and tenure security progress in IDP sites, while monthly newsletters disseminate funding appeals and partner achievements. To maintain relevance and responsiveness, the CCCM IM, Communication and Advocacy Strategies are developed and updated annually.

## 4. Capacity Building

### Priority: Sustainable transitions and local ownership.

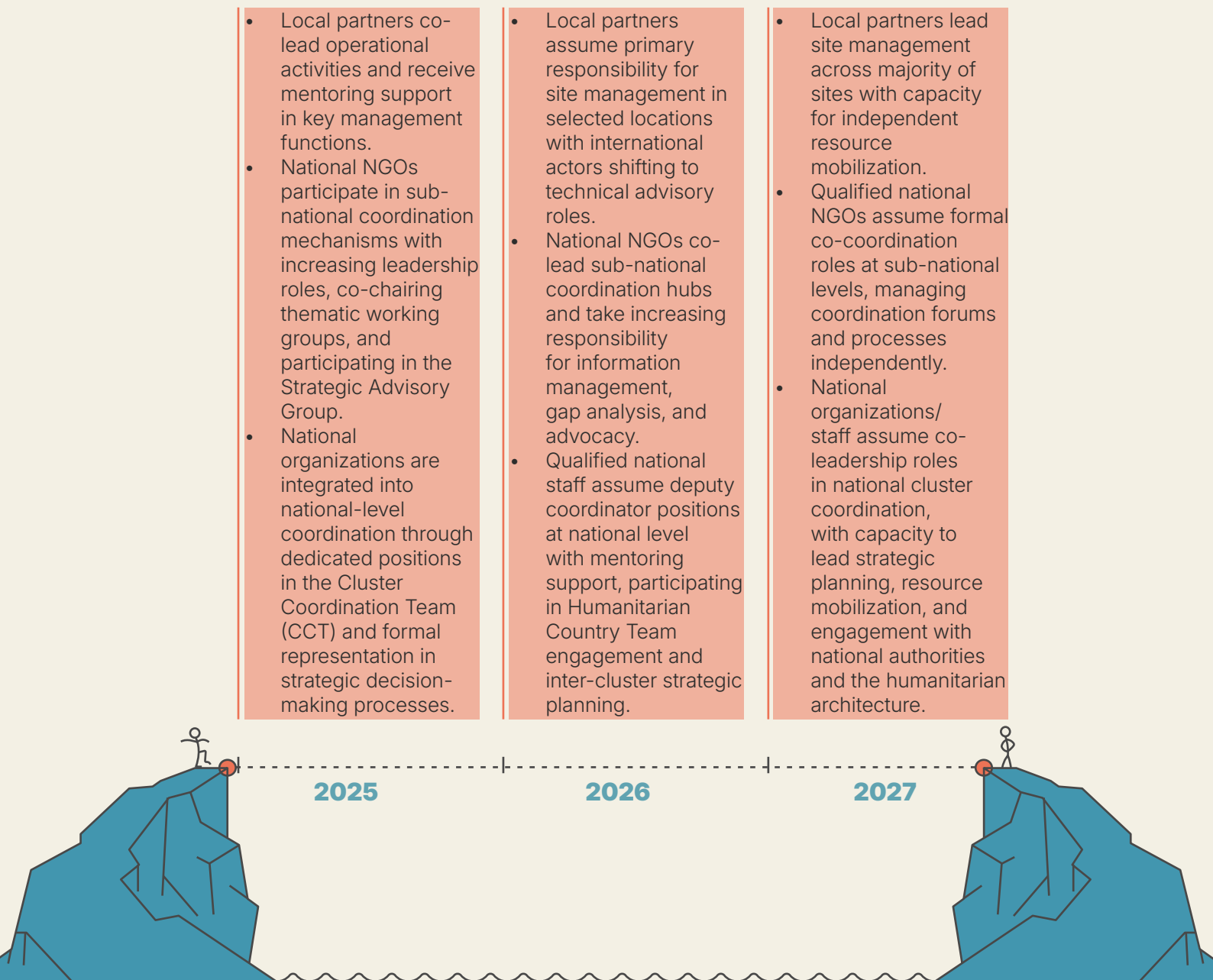
- Capacity building focuses on empowering local actors, including authorities, committees, and organizations, to enable handover of site-level management and implementation of ABSM. The CCCM Cluster Coordination Team (CCT) provides overall leadership and coordination, while the Capacity Building Working Group (CBWG) offers oversight and technical guidance. The Yemen Displacement Response (YDR) Consortium supports both the CCT and CBWG in performing their roles, and directly implements capacity building activities including training of trainers. The Capacity Building Strategy provides detailed elaboration of the capacity building objective.



© YDR Capacity Building Team

## Localization Roadmap

Beyond capacity building, the CCCM Cluster will implement a structured roadmap for the progressive transfer of responsibilities to local actors across operational and coordination levels.



The localization of national coordination will include progressive transfer of:

- Strategic planning and priority-setting for the cluster
- Representation in humanitarian coordination architecture and inter-cluster fora
- Engagement with donors and resource mobilization processes
- Facilitation of policy development and advocacy initiatives
- Management of cluster performance monitoring and accountability

The Cluster will work with UNHCR and CCCM partners to identify and address structural barriers to national leadership, including exploring funding mechanisms, secondment arrangements, and leadership development pathways that can support sustainable transitions in coordination leadership.

For site management, the phased approach will prioritize the functions for early transfer, which may include:

- Community engagement and mobilization
- Basic service monitoring and reporting
- Site maintenance oversight
- Community-based complaint mechanisms
- Information dissemination

Functions requiring specialized technical expertise or involving complex protection issues will transition later, with continued mentoring support from UN and international NGOs.

The CCCM Cluster acknowledges that localizing response in Yemen's complex operating environment presents specific challenges that require careful navigation. The following risks and mitigation measures have been identified:

1. **Institutional Resilience:** National organizations may experience staffing instability due to safety concerns, resource constraints, or competing opportunities, potentially affecting continuity of critical functions.
2. **Technical Capacity Gaps:** Specialized functions related to protection mainstreaming, information management, and coordination may require sustained technical support beyond basic capacity building.
3. **Resource Limitations:** Local partners often face significant constraints in accessing direct funding, particularly multi-year funding needed for sustainable coordination roles.
4. **Community Perception Challenges:** Local actors may be perceived to represent specific community interests rather than maintaining humanitarian neutrality, particularly in areas with complex social dynamics.



## Mitigation Approaches

1. **Contextually adapted dual-partner models:** The dual-partner approach pairs international and national organizations with complementary roles and responsibilities based on their comparative advantages. This is not a sub-contracting relationship, but rather a structured partnership where:
  - National partners lead community engagement, service monitoring, and day-to-day management
  - International partners provide technical support, capacity strengthening, and specialized functions
  - Responsibilities shift progressively over time based on mutually agreed milestones
  - Both partners sign accountability commitments to affected populations
  - Funding arrangements ensure direct resources to the national partner while maintaining support functions
2. **Diversified partnership networks:** Rather than relying on single national partners in each area, the Cluster will promote networks of local organizations with diverse community connections to:
  - Balance representation across different community groups
  - Create mutual accountability mechanisms among local actors
  - Reduce risks associated with individual organizational challenges
  - Promote healthy peer learning and support systems
3. **Phased technical support mechanisms:** Specialized technical support will be maintained through:
  - Regular technical coaching from the Cluster Coordination Team
  - Deployable technical experts to address specific gaps or challenges
  - Remote advisory support for complex protection cases or HLP issues
  - Peer-to-peer learning exchanges between advanced and developing partners
4. **Creative funding approaches:** To address resource limitations, the Cluster will:
  - Advocate for multi-year, flexible funding for national coordination actors
  - Support pooled funding mechanisms specifically for local CCCM partners
  - Provide proposal development mentoring to increase direct funding access
  - Establish transition funds to manage handover processes

The approach to localization will remain adaptive, recognizing that different areas of Yemen may progress at different rates based on local dynamics, capacities, and operational contexts. Regular risk monitoring will inform adjustments to the localization roadmap, always prioritizing the quality of services to affected populations.

## Monitoring and Evaluation

CCCM Cluster monitors progress towards the achievement of the objectives and operational priorities outlined in this Strategy through the regular measurement of indicators detailed in an Operationalization Plan. Progress against these indicators is regularly reviewed in SAG meetings. This Operationalization Plan also includes a workplan outlining key activities and milestones.

The CCT organize biannual workshops with CCCM partners and key stakeholders to reflect on progress made during strategy implementation, identifying what is going well, areas for improvement, and recommendations for the work of CCCM partners and other stakeholders, and making appropriate adaptations. This is particularly important for the rollout of ABSM and learnings during the pilot phase.

The CCCM Cluster will also track progress on localization through specific indicators that measure advancement across operational and coordination levels. These will include two critical indicators that will track:

1. **Leadership transfer:** percentage of leadership positions held by national actors across site management/ABSM, subnational and national coordination functions.
2. **Funding proportion:** percentage of CCCM funding directly accessed and managed by national organizations through Yemen Humanitarian Pooled Fund, bilateral funding and other funding mechanisms.

## Funding and Resource Mobilization

The consequences of continued funding shortfalls for the CCCM sector are grave and would have far reaching consequences. The coordination and delivery of humanitarian assistance in displacement sites would be significantly hampered. The lack of timely information would hinder the ability to make informed decisions, further compromising the effectiveness of the response. The most immediate impact on affected populations would be increased protection risks in and around IDP sites and inadequate access to essential services such as clean water, healthcare, shelter, education, protection, and psychosocial support.

The suspension of USAID funding in early 2025 has exacerbated these challenges. USAID previously contributed \$768 million annually to Yemen's humanitarian response, comprising 50% of the 2024 Humanitarian Response Plan (HRP). This exacerbates the funding shortfalls and is especially felt by the most at-risk groups, including women and girls, older persons, and persons with disabilities living in IDP sites.

To bridge immediate funding needs with a sustainable, long-term approach for 2025–2027, the CCCM Cluster advocates for flexible and multi-year funding, closely aligned with the Strategy's Operational Plan. Periodic reviews are conducted to adjust for evolving priorities during the three-year period.

It is envisaged that the transition to ABSM lead to a more effective use of the limited resources available by supporting enhanced planning, coordination, inclusivity and effectiveness in service delivery. ABSM support comprehensive multi-sectoral planning and integrated service delivery, thereby ensuring complementarity and avoiding duplication across humanitarian sectors. It also supports enhanced local capacities, including promoting increased leadership of the authorities and increased ownership by displacement-affected communities, laying the foundations for eventual site handover.

The Cluster integrate accountability and monitoring mechanisms into our overall cluster strategy, particularly on the utilization of resources, to ensure transparency and quality programming. By embedding key indicators for resource mobilization within our monitoring and evaluation framework, and utilizing the UNOCHA donor dashboard, we provide regular updates on progress, funding utilization, and the impact of investments on CCCM interventions.

The CCCM Cluster adopts a multi-pronged approach to donor engagement and resource mobilization. Regular and proactive communication with donors be prioritized, with a focus on highlighting the need for sustained and predictable funding for the CCCM sector. Engagement with donors include regular donor briefings to provide updates on the humanitarian situation, funding needs, and achievements and future plans of CCCM partners under this strategy. The Cluster also use its IM products and communicate materials to disseminate information to donors, along with case studies on successful interventions. While this engagement be primarily with humanitarian donors, the CCCM Cluster seek an increased engagement with donors funding interventions in the nexus space, given this Strategy's focus on area-based approaches and pathways to durable solutions. The CCCM cluster also advocate for CCCM partners to receive pooled funding under the Yemen Humanitarian Fund and the Central Emergency Response Fund. The Cluster actively explore opportunities to support local and national actors to access funding directly, thereby strengthening national capacities while promoting more sustainable CCCM responses.



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