

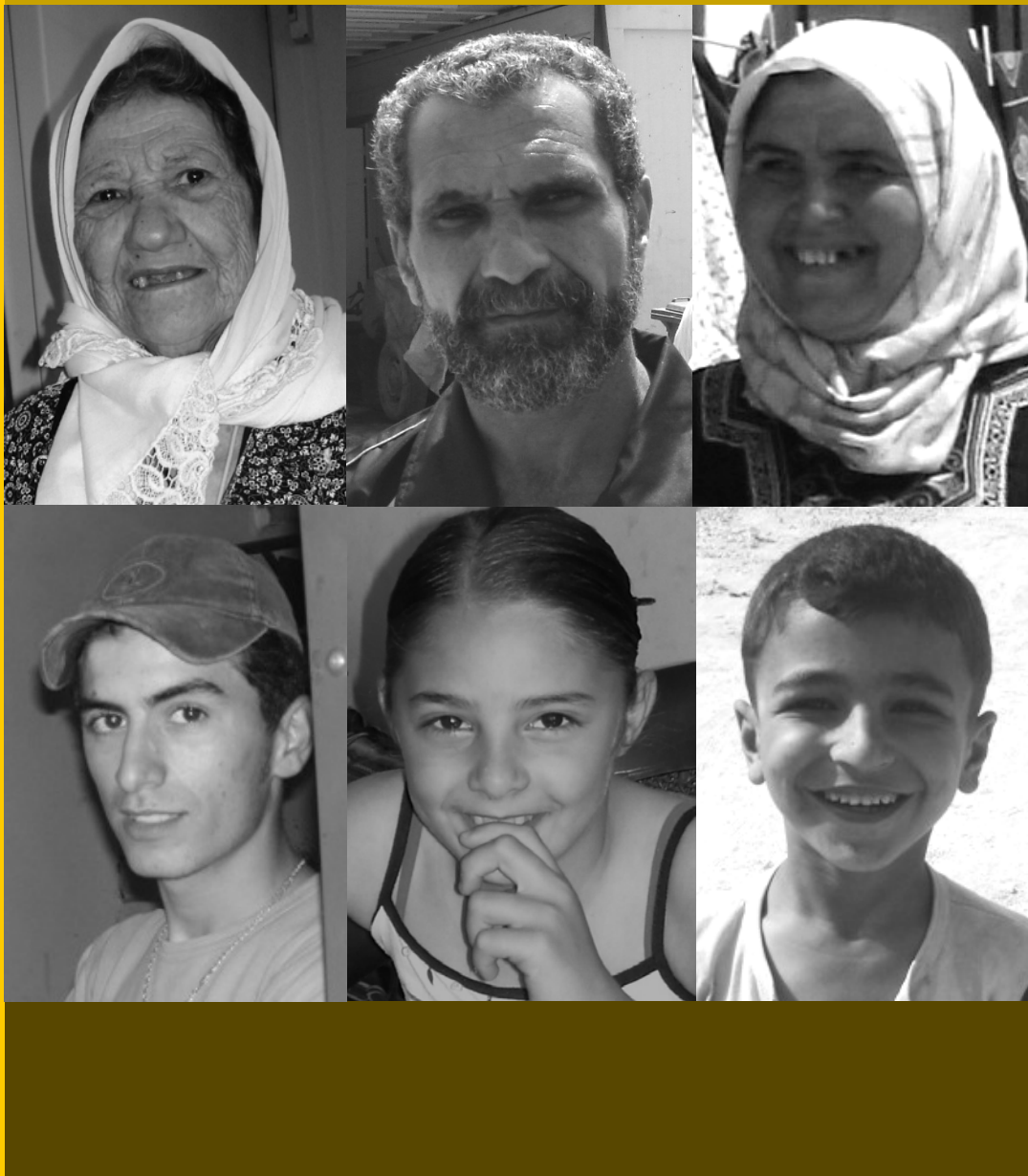


Nahr el-Bared Palestine Refugee Camp

UNRWA Relief, Recovery
and Reconstruction
Framework 2008-2011



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Relief, Recovery, Reconstruction Matrix (2008-2011)

Annex

Preliminary Master Plan and Guidelines for the Reconstruction of Nahr el-Bared Camp

ABBREVIATIONS AND ACRONYMS

CBO	Community based organisation
CDR	Lebanese Council for Development and Reconstruction
CfW	Cash for Work
DRC	Danish Refugee Council
EESC	Emergency Employment Services Centre
EO	Explosive ordnance
EOD	Explosive ordnance disposal
FAO	Food and Agriculture Organisation
ICRC	International Committee of the Red Cross
ILO	International Labour Organization
INGO	International non-governmental organisation
IOM	International Organisation for Migration
K&A	Khatib & Alami
LMAC	Lebanese Mine Action Centre
LPDC	Lebanese-Palestinian Dialogue Committee
MAG	Mine Action Group
MCSP	Micro-credit Community Support Programme
MSME	Micro, small and medium enterprises
NBC	Nahr el-Bared Palestine refugee camp
NBRC	Nahr el-Bared Reconstruction Commission for Civil Action and Studies
NGO	Non-governmental organisation
NRC	Norwegian Refugee Council
OHCHR	UN Office of the High Commissioner for Human Rights
PARD	Popular Aid for Relief and Development
PMU	Project Management Unit
PRCS	Palestinian Red Crescent Society
RSS	UNRWA Relief and Social Services
SDC	Swiss Development Cooperation
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	UN Department of Safety and Security
UNHCR	United Nations High Commissioner for Refugees
UNRC	United Nations Resident Coordinator
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WFP	World Food Programme
WHO	World Health Organisation
VTC	Vocational Training Centre

EXECUTIVE SUMMARY

The UNRWA Relief, Recovery and Reconstruction Framework sets out UNRWA's strategy for Nahr el-Bared Palestine refugee camp (NBC) from mid-2008 to the end of 2011, around three overall outcomes: 1) Ensuring that the humanitarian needs of the displaced NBC refugees continue to be met during the recovery and reconstruction phases; 2) that the basic preconditions for the recovery of physical and economic infrastructure are put in place, and that 3) NBC is rebuilt on its original location and all displaced refugees are re-housed in the reconstructed camp by 2011. The Relief, Recovery and Reconstruction Framework is a document in progress that will be periodically updated to reflect the changing situation, activities and the needs of the displaced refugees during the period of prolonged displacement and until all families are re-housed in the reconstructed camp and livelihoods have been re-established.

The siege and destruction of NBC (May to September 2007), left thousands of Palestine refugee families in poverty without homes and livelihoods. UNRWA received funding from donors through a Flash Appeal and Emergency Appeal in 2007, to support massive emergency operations to provide food, clothes, basic household items, and emergency schooling, psychosocial activities and health services for the 5,449 displaced families. The UNRWA schools, health centre, other Agency installations and the Palestine Red Crescent Society (PRCS) clinic in the UNRWA compound next to NBC were also destroyed during the conflict. The Agency has subsequently built, to date, three temporary prefabricated schools and opened two temporary health centres to ensure that basic schooling for the children continues and that the refugees have access to basic health services as well as being provided with full hospitalisation costs and life-saving medications.

UNRWA, in coordination with the UN Country Team and UN Resident Coordinator's Office, and working with the ICRC, and national and international NGOs through six clusters (shelter/watsan, health, education, protection, livelihoods, food security), has continued to provide relief assistance throughout the last year and in December 2007, established the Nahr el-Bared Project Management Unit (PMU) to oversee and coordinate the Agency's response to the NBC crisis. To date, three temporary shelter sites have been constructed (and two others are being planned) in the Adjacent Area next to NBC for the housing of families who were living in unacceptable conditions in Beddawi camp. Buildings in the Adjacent Area are being repaired and upgraded to provide additional accommodation for multiple families. UNRWA and partners have carried out repairs to infrastructure and damaged buildings in the Adjacent Area and emergency water and electricity supplies are being provided until the Lebanese local authorities and utility providers are able to resume normal services.

Relief assistance will continue to be provided during the recovery and reconstruction phases on a needs basis. Relief assistance and recovery activities, including livelihoods interventions, will be directed by the results of a comprehensive socio-economic survey that UNRWA is outsourcing (the preliminary outcomes of this survey will be published in July 2008). Support to livelihoods recovery includes the provision of start-up grants for micro-enterprises, the establishment of an Emergency Employment Services Centre in North Lebanon, new vocational training centres and training programmes for school leavers that will be organised in coordination with the ILO. In addition, a cash for work component will be integrated into UNRWA's recovery and reconstruction activities to provide temporary employment opportunities. UNRWA will launch a Relief/Early Recovery Appeal for the period September 2008 to December 2009, to raise funds for this continuing relief assistance and early recovery initiatives.

The majority of families fleeing the conflict sought refuge in and around Beddawi Palestine refugee camp on the outskirts of Tripoli, nearly doubling this camp's population overnight. Displaced NBC families were provided with temporary accommodation in UNRWA schools, community centres and clubs, and with host families. However, the overcrowding during the last year has overburdened Beddawi camp's limited infrastructure and strained the relations between the Beddawi camp residents and the displaced refugees. Recovery activities will include support to Beddawi camp through repairs and upgrades to Beddawi camp's infrastructure and communal facilities and all the centres and institutions that housed the displaced families, and the provision of new equipment to under-resourced centres.

Extensive surveys have been carried out by UNRWA and the Nahr el-Bared Reconstruction Commission for Civil Action and Studies (NBRC) to document NBC's lost assets. By involving the refugee community

through a participatory approach UNRWA and the NBRC have been able to map the residential locations of all families in NBC prior to the conflict and have prepared new urban plans, proposed infrastructure plans and draft designs for residential units for the Preliminary Master Plan for the Reconstruction of NBC. The Preliminary Master Plan lays the groundwork for the detailed design of NBC, and UNRWA will outsource the management, detailed designs and construction supervision of NBC to a private consultancy.

UNRWA is working in coordination with the refugee community and the Government of Lebanon, through the Chief Technical Advisor on NBC to the Prime Minister and the Lebanese-Palestinian Dialogue Committee, to ensure the successful implementation of all reconstruction works. Funds for the reconstruction will be channelled through a Multi-Donor Trust Fund (MDTF) administered by the World Bank on behalf of donors and the Government of Lebanon. The timelines for the reconstruction, however, are dependent on successful explosive ordnance disposal (EOD) and the progress of the rubble removal operations (construction will start in the first cleared sector while rubble removal is ongoing in other NBC sectors). Reconstruction is also dependent on the expropriation of the land by the Government of Lebanon and the granting of all necessary permits for preparing the infrastructure as well as permits for the disposal of all rubble and solid and toxic waste to environmental standards. Providing there are no significant delays the actual reconstruction of NBC and the UNRWA and NGO compounds will be completed by mid-2011, with the phased re-housing of refugees starting by the end of 2009.



Nahr el-Bared camp and the Adjacent Area post-destruction

1. BACKGROUND

Thousands of Palestine refugees lost their homes and livelihoods and poverty levels dramatically rose when Nahr el-Bared camp (NBC) in North Lebanon was destroyed following three months of conflict in 2007. On 20 May 2007, intense clashes erupted in the city of Tripoli between a militant Islamist group, Fatah al-Islam, and the Lebanese Armed Forces (LAF). The conflict spread to the nearby NBC where members of Fateh al-Islam and their families had set up a base. During the subsequent siege of NBC by the LAF, fierce fighting and heavy aerial and artillery bombardment over 105 days left the camp and the UNRWA compound in ruins (see Table 1). A number of buildings in the area bordering the official camp boundaries were also destroyed or severely damaged (UNRWA refers to this area, with its high concentration of Palestine refugees, as the “Adjacent Area”). The siege of NBC was the most serious case of internal fighting in the country since the end of the Lebanese civil war in 1990. The majority of the 27,000 Palestinian refugees who were living in NBC and the Adjacent Area, as well as several hundred Lebanese civilians, fled to safety before the Government of Lebanon declared an end to hostilities on 2 September 2007. According to IRIN News (February 2008), the fighting claimed the lives of at least 169 Lebanese soldiers, 287 insurgents and 47 civilians (not including the fatalities and casualties in related fighting in other parts of Lebanon). One UNRWA staff member was also killed. Between 400 and 500 soldiers were wounded and more than 215 militants were captured. The LAF cordoned off the destroyed camp and the most heavily damaged sections of the Adjacent Area (the “Prime Areas”) and access has since been restricted for security and safety reasons.

The majority of refugees fled to safety within the first few weeks of the siege, many taking refuge in the nearby Beddawi Palestine refugee camp. Several thousand refugees were initially provided with emergency shelter in UNRWA and government schools, mosques, kindergartens and community centres (lack of any better alternatives meant that over 400 families stayed in collective temporary accommodation between six to ten months). During the early stages of the hostilities it was thought that the fighting would be over within a few days, or at worst a few weeks, and most families fled with very few personal belongings. The refugee community has been traumatized by the conflict and destruction of the camp and the prospect of several years of displacement. The majority are now living in rented accommodation, some in extremely poor conditions in and around Beddawi camp, in NBC’s Adjacent Area and the surrounding areas (see Table 2). A smaller number are still living with host families (which is increasingly becoming an untenable option) or are being accommodated in new temporary shelter sites and “collective centres” in the Adjacent Area. Nearly 1,000 families are scattered throughout Lebanon (see Table 3).

In late May 2007, UNRWA established an Emergency Coordination Team (ECT) for North Lebanon to organise the overall distribution of emergency relief through the UN Country Team (UNCT) and in close coordination with other humanitarian actors in seven Cluster groups. There was also regular consultation with the Government of Lebanon and with refugee community representatives. In December 2007, the Agency transformed the ECT into a Project Management Unit (PMU) to oversee and coordinate the relief, recovery and reconstruction operations.

Two weeks after the start of the crisis, UNRWA launched a three month *Flash Appeal* for US\$12.7 million to meet the immediate emergency humanitarian needs and to secure funds for the post-conflict recovery. donors responded generously, pledging US\$17.9 million. UNRWA then launched an *Emergency Appeal* to finance continuing humanitarian needs for a further 12 months (up to 31 August 2008). In addition to the areas of intervention of the *Flash Appeal*, the Agency also sought funding in the *Emergency Appeal* for comprehensive damage assessments, rubble removal, and to begin the planning and design process for the reconstruction of the destroyed camp. A total of US\$54.8 million was requested, however US\$57.4

million has been pledged to date, including US\$5.4 million in-kind donations and a US\$8.8 million carry-over from the *Flash Appeal*.

UNRWA and its partners, utilising the funds from the *Flash Appeal* and the *Emergency Appeal*, have organized ten major distributions of relief supplies of basic food and non-food items, including baby food parcels, mattresses, blankets, clothes, hygiene kits and cooking stoves. An additional two distributions of relief items were provided to host families and Special Hardship Case refugee families. Support to displaced refugees has also included the provision of rental subsidies, emergency health services, and psychosocial care and recreational activities for schoolchildren. Over 100 Lebanese families who were living in the vicinity of NBC also received support.

A great deal has been achieved in support of the displaced refugees in the last year. With donor support, UNRWA has built three large temporary prefabricated schools, constructed three temporary shelter sites and set up a temporary health centre in the Adjacent Area. UNRWA was able to get children back into school relatively quickly considering the severity of the crisis, and is now fully covering the hospitalization costs and other medical expenses for the displaced refugees.

The destruction or damage to NGO and community based organizations' (CBO) offices and centres in NBC and the Adjacent Area has affected their ability to provide the same level of services and activities that they offered prior to the conflict, particularly for children and women. Some NGOs have rented new spaces for their activities. Others, particularly those centres that were located in the Adjacent Area, have started to rebuild their facilities and UNRWA is in the process of offering over 50 prefabricated units for other NGOs.

In November 2007, UNRWA established the NBC Project Management Unit (PMU), based in North Lebanon, to coordinate the relief and recovery activities and carry out the implementation of projects together with the Agency's Education, Health, Relief and Social Services and Engineering departments.

The mapping of the destroyed assets and the previous locations of families in NBC, and the production of preliminary designs for rebuilding the camp has been an enormous task that has been undertaken by the Nahr el-Bared Reconstruction Commission for Civil Action and Studies (NBRC), a community-based committee involving NBC grassroots actors, and UNRWA's Infrastructure and Camp Improvement Programme. The result of this work is the "Preliminary Master Plan for the Reconstruction of Nahr el-Bared", which has been validated by representatives from the refugee community and other key stakeholders (see Annex) and provides the basis for the future development of a detailed Master Plan.

2. UNRWA's STRATEGY FOR NAHR EL-BARED CAMP 2008-2011

"We have an immense challenge in front of us. Reconstructing Nahr el-Bared camp will require a massive effort and it will be a long undertaking. What we must do is build a whole town out of the ashes of the old: houses, mosques and places of business, allowing thousands of people to return to the place they have called home for decades. This will not be easy and we should be aware of the difficulties that may lie ahead."

UNRWA Commissioner-General, Karen Koning AbuZayd, 12 February 2008

The NBC Relief, Recovery and Reconstruction (RRR) Framework sets out UNRWA's strategy for NBC for the coming four years (2008-2011), what the Agency aims to achieve, and how the activities will be implemented. As the UN agency with the mandate to provide direct services to the Palestine refugees,



UNRWA aims to support the displaced refugee population until NBC is rebuilt. UNRWA's main role will be to lead, in coordination with the UN Country Team (UNCT), relief and recovery activities while working in coordination with the Government of Lebanon to rebuild NBC. UNRWA will structure its work around three overall strategic outcomes:

- **Relief:** Humanitarian needs of the refugees will be met during the recovery and reconstruction phases.
- **Recovery:** Basic preconditions for the recovery of physical and economic infrastructure will be put in place.
- **Reconstruction:** NBC will be rebuilt and all displaced refugees re-housed in the reconstructed camp.

The RRR Framework is a document in progress that will be periodically updated to reflect the changing situation and the needs of the displaced refugees. Relief activities will be periodically reviewed and, where necessary revised, to ensure that the most urgent humanitarian needs are being met. The majority of NBC refugees will remain displaced until the actual physical reconstruction of the camp is well underway and various livelihoods strategies will be developed to support the refugees' economic recovery during this period. In addition, institutions and facilities in Beddawi camp will be repaired and upgraded in recognition of the tremendous support the Palestine refugee community there gave to the displaced refugees. The reconstruction of NBC is now entering the preparatory phase and UNRWA will work with the Government of Lebanon and UN partners to prepare the site for rebuilding with the aim of starting the construction work in early 2009.

While UNRWA is the lead agency in providing direct services to the Palestine refugees, the Agency does not have the capacity through its regular programmes to carry out all the activities and initiatives needed to support such large numbers of refugees during a prolonged period of displacement. UNRWA will continue to work with the UN Resident Coordinator's Office (UNRC) and the UNCT to enlist technical expertise from sister UN agencies and NGO partners, and will outsource key projects to private consultants and contractors where appropriate. Communication and coordination will be strengthened through closely working with the Government of Lebanon, through the Lebanese-Palestinian Dialogue Committee, and the clusters (covering shelter/watSan, health, education, livelihoods, protection and food security/non-food items) and Inter-Cluster Forum to ensure relief and recovery activities are needs-based and implemented efficiently, transparently and without duplication. Where feasible, recovery and reconstruction activities will be designed to create employment opportunities for the displaced refugees. Once the camp has been rebuilt, UNRWA will return to the running of normal services for the NBC refugees.

UNRWA will work through two funding processes: a *Relief/Early Recovery Appeal*, covering 16 months from September 2008 to end 2009, will be launched to seek funding for relief and early recovery projects. Funds for the reconstruction of the camp and recovery activities are expected to come from a Trust Fund that will be administered by the World Bank on behalf of donors and the Government of Lebanon.

Participatory Approach

UNRWA is committed to strengthening dialogue and coordination with the refugee community by continuing to prioritise a participatory approach in all relief, recovery and reconstruction activities. An important aspect of this is to maintain a positive dialogue where criticism and sometimes unrealistic expectations are transformed into constructive suggestions and durable solutions. UNRWA aims to incorporate refugees' views and ideas in projects before deciding on final project design and implementation. Dialogue is ongoing with the camp popular committees (and in the case of the temporary shelter sites with persons elected by the residents of each site), women groups, particular focus groups and refugee Popular Committees. All meetings with refugee participants are recorded and inputs are followed up by action or, if action is not possible, communicated back to the group to develop alternative solutions.

2.1 Relief

UNRWA has a mandate to provide relief assistance to Palestine refugees during emergencies that result in displacement or the disruption to normal life, and will extend assistance to host communities where needed. In the case of NBC, UNRWA has identified the main target groups:

- Displaced Palestine refugees from NBC.
- Displaced Palestine refugees from the Adjacent Area.
- Returnees – those Palestine refugee families who are able to return to their damaged or partially destroyed homes in the Adjacent Area .

These target groups will clearly have different needs over the next two to four years depending on their living conditions and economic status. Secondary target groups include Palestine refugee families living in the Adjacent Area who were not displaced but whose living conditions and livelihoods were affected by the conflict and the Palestine refugee community in Beddawi camp. The small number of Lebanese families living alongside the refugee community in the Adjacent Area, and who were directly affected by the NBC conflict, will continue to receive supplementary food assistance if they are in need and if the local Lebanese authorities are unable to provide support.

UNRWA's relief strategy is based on the following:

- The most urgent needs will continue to be met by UNRWA and partners until all families return to a reconstructed NBC or to their homes in the Adjacent Area.
- Additional support will be organised through UNRWA's regular programmes.
- The most vulnerable displaced refugees (women, refugees with disabilities, and the elderly) will continue to receive priority relief assistance.
- Different affected groups will receive assistance relevant to their differing needs.
- Participatory methods will be used to involve the refugee community in the planning and implementation of activities.

Humanitarian relief assistance will run parallel to recovery and reconstruction projects and will be implemented by the PMU with guidance and expertise from the Agency's regular programmes, in particular the Relief and Social Services Department. Funding to cover continued relief assistance will be requested from donors through future *Relief/Early Recovery Appeals*. Relief activities will include maintaining the provision of basic education in temporary schools and ensuring continued access to basic health services, hospitalization and life-saving medication.

UNRWA will directly implement many of the relief and social services activities with community-based organisations, such as the Women Program Centers, the Community-Based Rehabilitation Centres, and in partnership with other local associations and organisations. It is anticipated that dependency on relief assistance will gradually reduce over time as the refugees themselves find work or re-establish their local businesses and relief activities will be adjusted accordingly. Livelihoods programmes will provide those refugees who face more difficulties in finding work with training and work opportunities and short-term cash for work projects will aim to provide refugees with small incomes while injecting cash into the local economy.

WFP and UNRWA collaborated on a food security assessment in early March 2008, to provide the Agency with strategic options on how to rationalise food assistance. It is assumed that food assistance will continue to be required for a substantial number of displaced refugees who have limited or no means of livelihoods.

Refugees with the least means have ended up living in the worst conditions (for example in garages and empty shops) and solutions will continue to be sought to provide them with alternative adequate temporary accommodation or upgrade existing accommodation.

Once the camp has been rebuilt and the NBC refugees are re-housed there, humanitarian assistance will be phased out and any residual relief support will be in line with UNRWA's regular activities and no different from other camps. Funding for regular relief and social services activities for those families remaining in the Special Hardship Case category will be covered by UNRWA's regular budget.

UNRWA aims to gradually decrease its involvement, through the second half of 2008, in providing emergency utilities (water and electricity) to refugees residing in the Adjacent Area (with the exception of those in temporary shelter sites and "collective centres") as the local Lebanese authorities and utility providers take over the provision of services. The Agency will then be able to focus its resources on recovery through livelihoods projects.

2.2 Recovery

UNRWA's recovery activities will focus on:

- **Preparatory work for the reconstruction of NBC**
- **Supporting livelihoods initiatives**
- **Upgrading Beddawi camp**

Preparatory work for the reconstruction of NBC includes the rubble removal and de-mining operations and related activities to clear the destroyed site ready for construction, and the development of the "Preliminary Master Plan and Guidelines for the Reconstruction of Nahr el-Bared" by outsourcing the management, detailed design and supervision of the construction to a private consultancy.

A major challenge will be to establish viable and sustainable livelihoods programmes that will support the majority of the NBC labour force to find work or to re-start small enterprises or set up new ones. The aim is to strengthen coping mechanisms and promote self-reliance to reduce the massive dependency on humanitarian relief assistance that currently exists amongst the displaced population.

The infrastructure and the conditions of many community and public buildings in Beddawi camp deteriorated as a result of the massive influx of displaced refugees. UNRWA will undertake all the necessary repairs and upgrades to camp infrastructure, community facilities and UNRWA installations to improve conditions in the camp in addition to those planned as part of the Camp Improvement Initiative.

In the Adjacent Area major recovery work in house reconstruction and repairs will be carried out by the Government of Lebanon.

2.3 Reconstruction

UNRWA is committed to building a better camp environment through improved designs for residential, commercial and communal buildings, upgraded infrastructure, and by rebuilding the UNRWA compound and adding an additional NGO compound. Public space in the new camp will increase from 13% pre-conflict to 38% to allow for wider roads and alleyways, internal semi-public courtyards and public spaces.

The physical reconstruction will be carried out in phases as different sectors of the camp are cleared of rubble, EOs, and solid and toxic waste. Providing there are no significant delays in the rubble removal and construction work caused by complications in the de-mining operations, unforeseen political developments or natural disasters, it is anticipated that the first group of refugees will be re-housed in the first section to be rebuilt by the end of 2009.

UNRWA will seek funding for the physical reconstruction of the camp from the Multi-Donor Trust Fund that is being set up by the donors, the Government of Lebanon, and which will be administered by the World Bank.

2.4 Cross-Cutting Themes

Given the marginalisation of Palestine refugees in Lebanon and the particular vulnerability of the displaced refugees UNRWA, in collaboration with the UNCT, will ensure that particular attention will be given in all relief and recovery activities to those refugees with disabilities, the elderly who have no family support network, single women heads of households and refugees who do not possess refugee ID cards (non-ID Palestinians).

Protection

UNRWA will work with the Protection Cluster to ensure that the displaced refugees feel safe, are protected against hazards and have their human rights upheld. This will be achieved through ensuring:

- A sustainable monitoring structure is put in place to record any human rights abuse cases reported by the refugees.
- Coordination mechanisms are set up and successful interventions are made with the relevant Lebanese authorities to significantly decrease any incidents of harassment, ill treatment, arbitrary arrest and other human rights violations.
- Increased awareness on human rights and responsibilities, conflict analysis and other protection issues is developed amongst all stakeholders involved in the recovery and reconstruction (through training and capacity building).

Support to children and youth

Children and youth have been particularly hard-hit by the conflict and subsequent displacement, losing the security of their homes and missing several months of education in 2007. According to a Norwegian Refugee Council (NRC) education needs assessment for displaced NBC children, which was conducted in cooperation with UNRWA in February and March 2008, more than one fifth of parent respondents reported that their children were not regularly attending school. The conflict and displacement has had serious negative effects on children's emotional well-being. The trauma they have gone through is expressed through fear, anger, anti-social and violent behaviour, concentration difficulties, and disobedience at home. Children interviewed for the assessment reported frustration at the overcrowding in the schools, lack of space to do homework, lack of social/recreational facilities, concern over the delays at the checkpoints around the Adjacent Area, and the difficulties teachers are having in trying to cope, particularly because many of them are also displaced refugees from NBC.

Support to children and youth, inside and outside school, must be prioritized if the worst effects of the conflict on the future generation are to be mitigated. Taking into consideration NRC's recommendations, UNRWA will work with the refugee community, community organizations, other UN agencies and NGOs to develop long-term strategies to provide effective programmes that will contribute to a qualitative improvement in the children's overall social and educational development.

Gender

UNRWA recognises that there is a need to systematically address the specific concerns of women and girls, particularly in terms of personal security and protection issues for those living in the temporary shelter sites and collective centres. The security concerns of men and boys also need to be taken into account. The Agency is committed to working with UNRC to ensure that gender issues are mainstreamed into the interventions of all the clusters and participating organisations. The Agency will promote better representation of women and girls in the decision-making process in any participatory community initiatives. The monitoring of projects will review the impact of all relief, recovery and reconstruction activities on both women and men in line with UNRWA's Gender Mainstreaming Strategy.

2.5 Risks and Assumptions

UNRWA has based this framework on the following assumptions, as of May 2008:

- Most NBC refugees will remain displaced until the phased re-housing starts in the next two to four years.
- The majority will be living in temporary accommodation in the North Lebanon area, although a minority may remain in, or move to, other parts of Lebanon in search of work opportunities, to find better accommodation, or to be closer to family members who live elsewhere.
- The majority of families for the next two years will remain in rented accommodation and will receive rental subsidies. Around 1,100 families will live in temporary shelter sites and at least 160 families will continue to live in community housing ("collective centres") in the Adjacent Area. Approximately 1,150 families are expected to have moved back to their damaged homes in the Adjacent Area by the end of 2008.
- By the end of 2010, nearly half of the displaced families will have been re-housed in the first sectors to be rebuilt in NBC (with the remainder being re-housed by the end of 2011).
- Unemployment will remain at unacceptable high levels through 2009, until more refugees are able to find work or restart their enterprises and until livelihoods opportunities are established and skills, particularly amongst the youth, are upgraded.

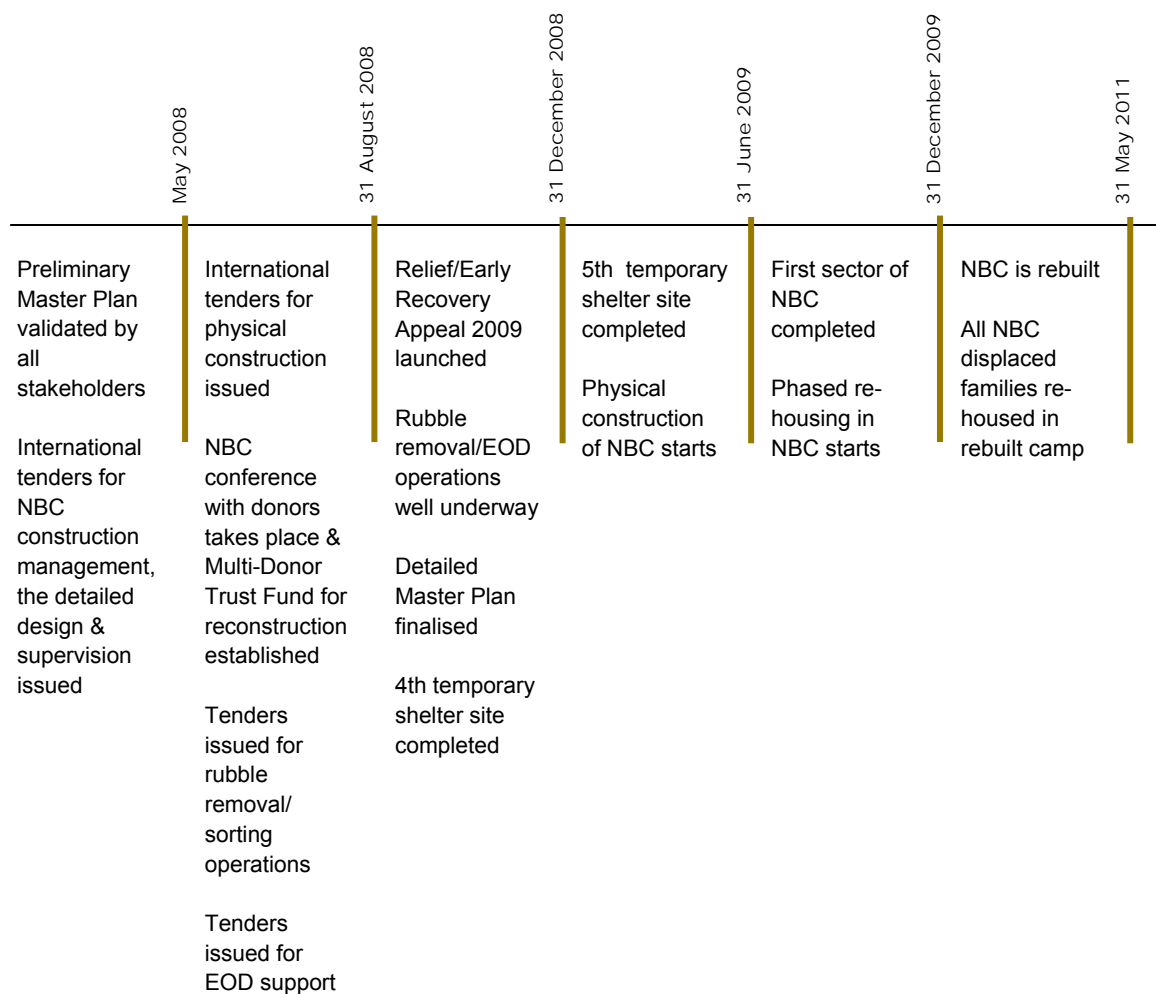
Planning Assumptions

Best case scenario. With the current political crisis now resolved, there are no further major political or security upheavals in the next four years. UNRWA receives the required level of support from the Lebanese government, army and other stakeholders to address the immediate needs of the displaced refugees whilst working towards the reconstruction of NBC. All preparatory activities for the reconstruction proceed as planned without any significant delays and setbacks. Rubble removal and explosive ordnance disposal (EOD) operations are completed earlier than expected with no safety or security problems and therefore there are no delays in starting the reconstruction. The phased re-housing of the refugees is carried out as planned as each sector of the camp is rebuilt over a 30 month period.

Most likely scenario. Legal and administrative obstacles to the expropriation of NBC land and the granting of all necessary permits for the rubble removal, EOD operations, landfill sites for waste disposal and for infrastructure development related to the reconstruction are resolved by the Government of Lebanon to avoid further delays in implementation. Rubble removal and EOD operations are completed within one year with no major safety or security problems.

Community resistance to the removal/demolition of damaged or destroyed buildings may cause some delays in the rubble removal operations if not all the refugees have been able to enter the camp to retrieve any salvageable personal belongings and/or if they claim ownership of destroyed building materials.

Graph 1. Timelines for Implementation of NBC Reconstruction



Worst case scenario. Significant delays in the granting of government permits for suitable dump sites for the disposal of unusable rubble and solid and toxic waste will lead to prolonged delays in the rubble removal and EOD operations and in the start of the camp's reconstruction. This would lead to significant delays in the phased re-housing of the refugees and additional funds would then be required for extended relief assistance, including additional cash rental subsidies. Having to provide additional support to such a large displaced population over a longer period than anticipated may have a detrimental affect on the implementation of UNRWA's activities in the other camps in Lebanon.

Feelings of insecurity and dissatisfaction amongst the displaced refugees could increase and lead to internal strife should there be significant delays in the rebuilding of the camp. Tensions between the displaced refugees and host communities could escalate if it is believed that the displacement will continue indefinitely.

3. UNRWA OPERATIONS

3.1 UNRWA's Mandate

UNRWA, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, was established through UN General Assembly resolution 302 (IV) on 8 December 1949, to carry out direct relief and works programmes for Palestine refugees who were displaced and lost their livelihoods as a result of the 1948 Arab-Israeli war. The Agency began its field operations in Lebanon, Syria, Jordan, West Bank and Gaza (the Agency's area of operations) on 1 May 1950. When no political solution was forthcoming by the mid-1950s, the Agency's services through necessity developed into regular programmes in education and health for all registered refugees (particularly those remaining in the camps) and relief and social welfare services were continued for the most needy refugee families. UNRWA does not have any administrative or security responsibility in the official camps.

UNRWA is unique in terms of its long-standing commitment to one group of refugees and its contributions to the welfare and human development of four generations of Palestine refugees. In the absence of a solution to the Palestine refugee problem, the UN General Assembly has repeatedly renewed UNRWA's mandate, most recently extending it until 30 June 2011. Today, UNRWA is the main provider of basic services – education, health, relief and social services – to over 4.5 million registered Palestine refugees in the Middle East.

3.2 UNRWA in Lebanon

UNRWA's Lebanon Field Office is based in Beirut and it's five Area Offices cover North Lebanon, Central Lebanon, the Beqa'a Valley, Saida and Tyre. The Agency employs over 3,000 staff in Lebanon, the majority of whom are Palestine refugees, as well as Lebanese nationals and a small number of international staff. The Agency runs 83 schools for over 36,500 pupils, one Vocational Training Centre at Sibliin for around 900 students, and 25 health centres. Relief and social welfare services are provided for Special Hardship Case families (12% of the 413,962 registered Palestine refugees in Lebanon as of 31 December 2007).

During the prolonged civil conflict in Lebanon (1975-1990) and the 1982 Israeli invasion, UNRWA repeatedly provided emergency housing, medical care and food to thousands of displaced refugees. During the Israeli attacks on Lebanon in the 2006 July war, although the Palestine refugee camps sustained minimal damage (and those in the north like NBC and Beddawi camp were not affected) some of the camps were cut off and UNRWA provided emergency assistance to both refugees and Lebanese civilians fleeing south Lebanon.

4. PALESTINE REFUGEES IN LEBANON

Over half of the Palestine refugee population in Lebanon (53%) is registered as living inside 12 official camps, the highest percentage residing in camps in UNRWA's area of operations (Lebanon, Syria, Jordan, West Bank and Gaza). There is a high concentration of refugees living in areas around the official camps (often referred to as "gatherings"). A minority live amongst Lebanese communities, often in the poorer suburbs of Beirut and other towns. Housing conditions in the camps are generally extremely poor and have deteriorated over the years through a lack of rehabilitation and overcrowding (as camp boundaries are fixed). Camp infrastructure, originally built for a much smaller population, is now largely unsatisfactory and inadequate sewage, storm water and water systems are having a significant environmental health impact. UNRWA launched a major Camp Improvement Initiative in October 2005, and infrastructure in seven camps have, to date, been rehabilitated.

With the establishment of the Lebanese Palestinian Dialogue Committee (LPDC) in October 2005, based in the Prime Minister's Office, and the reopening of the Palestine Liberation Organisation (PLO) office in Beirut, significant steps are being made by the Government of Lebanon to support improvements in the conditions of the Palestine refugee population. However, the refugees do not have access to Lebanese public health, education and social services (nor can they afford to pay for these services from private Lebanese providers). Consequently, they continue to rely very heavily on the services provided by UNRWA and have higher expectations of the Agency compared with Palestine refugees in the other fields of operation. Very few Palestine refugees in Lebanon have been granted Lebanese citizenship and changes to Lebanese law in 2001 regarding the refugees' status has meant, among other things, that they have been unable to buy or inherit land and property (those who had previously bought land or property cannot bequeath it).

Palestine refugees in Lebanon have a low social status and are poorly represented in public decision making. The majority continue to exist on the margins of the Lebanese economy and society and their socio-economic situation has been characterized by long-term high unemployment, illiteracy, poor housing, poor levels of nutrition and consequently, poor health. The sustained nature of their plight in Lebanon, coupled with their experience in the Lebanese civil war, has resulted in a number of problems that are now endemic in the refugee community, such as violence, crime, depression and emotional stress. It is estimated that as many as 60% of Palestine refugees in Lebanon are unemployed or underemployed due to Lebanese labour market restrictions and to low skill levels relative to their Lebanese counterparts. Palestine refugees in Lebanon are considered foreign, require work permits, and as foreign workers they have very little protection under Lebanese labour laws. While some labour restrictions have recently been lifted, they still are prohibited from working in around 50 professions and the majority tend to find employment in the informal labour market (e.g. as daily paid labourers in construction or agriculture) or they run their own small businesses within the camps.

4.1 Nahr el-Bared Camp

Nahr el-Bared camp (NBC) is the most northerly of the Palestine refugee camps in Lebanon and is situated on the Mediterranean coast 16 km north of Tripoli. The camp was originally established by the League of Red Cross Societies as a tented site in 1949, on land allocated for refugees who had fled Palestine during the 1948 Arab-Israeli war. Most of the families in NBC originate from villages in the Galilee and the Lake Huleh area of northern Palestine. At that time the refugees tended to congregate together with other families (usually relatives) from their own village, replicating in the new refugee camp the rural extended family social structure and the new camp neighbourhoods were named after their home villages (e.g. Saforia).

By the time of the conflict, the population of NBC and the Adjacent Area was around 27,000 refugees. NBC, like other Palestine refugee camps in Lebanon, suffered from poor urban planning, poor access due to narrow roads and alleyways, lack of open community spaces and inadequate infrastructure. Lack of available land for normal urban expansion led to a high population density in a small area (the area of the official camp is approximately 200,000 square metres). Although the Lebanese government in the past prohibited the construction of buildings over two storeys in all the camps in Lebanon, population pressure forced the refugees to build “illegal” additions to the original shelters (on shallow foundations not made for structures of more than two storeys). This resulted in haphazard and poor quality construction and some residential blocks being built up to six storeys. Lack of natural light and ventilation in many housing units has contributed to a variety of health problems for the camp’s residents.

Prior to the conflict NBC was the leading Palestinian camp in Lebanon in terms of the prosperity of its informal economy. It was a camp of traders and entrepreneurs and grew into a major commercial hub for the north due to its location in an agricultural area and its proximity to the Lebanese-Syrian border. The camp was a source of cheap labour for the surrounding Lebanese agricultural communities and provided neighbouring Lebanese villages in the Akkar region with cheaper goods and services (compared to a more expensive Tripoli). There was also a thriving sector servicing the transport sector (repairs and maintenance) and providing services for travellers and drivers.

4.2 Adjacent Area

Lack of housing and available space to build inside NBC forced many refugee families over the years to move outside of the official camp boundaries into the area immediately neighbouring the camp. UNRWA refers to this area, which is part of the Lebanese municipalities of Muhammara and Bhannine, as the Adjacent Area. It has a high concentration of Palestine refugees (in an area of approximately 2sq km) and a smaller number of local Lebanese families. The Adjacent Area is not an official camp and has no fixed boundaries. Some Palestinians were able to buy land in this area (pre-2001) from Lebanese landowners to build their own housing units; others rented buildings or apartments from Lebanese owners or from other Palestinians. The refugees living in this area tended to be better off economically than those inside the official camp. There was also small number of families who had been displaced from Tel el-Zaater camp and who were living in extremely poor conditions in some 100 shelters in an area called the “Mojahareen” (“displaced”) on land owned by the Islamic Waqf. Fifty-four of these shelters were rehabilitated by the INGO Movimiento por la Paz (MPDL) in 2004-2005.

While UNRWA has responsibility for providing education, health and relief and social services to the registered refugees living in this area, the Agency has no mandate in terms of house construction or the provision of utilities for the refugees.

4.3 Beddawi Camp

Beddawi camp, 5km north-east of Tripoli, was established later than NBC in 1955, and was built by UNRWA specifically to house refugees living in sub-standard conditions in and around Tripoli. Refugee families in this camp originally came from towns and villages in the Galilee such as Safad, Nazareth and Sa'sa', and the cities of Jaffa, Akka and Haifa. Over the years some refugee families from other camps have moved into Beddawi, including from NBC, and a small number who were displaced from Tel el-Zaater camp. The camp's economy has not grown in the same way as NBC's and the residents in general are poorer. Being so close to the major commercial and business centre of Tripoli has meant that the camp's small market ("souq") and businesses mainly cater for the local refugee population. Situated in an urban setting has meant that daily and seasonal work opportunities in agriculture have been limited. Beddawi refugees have relied on daily paid work in construction, house cleaning, and in the service sector in Tripoli. At the end of 2007, the registered refugee population of Beddawi camp (not including those displaced from NBC) was 15,947.

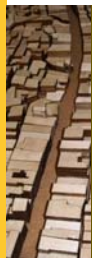
5. IMPACT OF THE NBC CONFLICT

5.1 Structural Damage

Nahr el-Bared Camp

An UNRWA team in cooperation with the Lebanese government carried out a rapid aerial visual assessment of NBC on 11 October 2007, and determined that much of NBC had been destroyed or had suffered extensive damage beyond repair (badly damaged buildings that are still standing are structurally unsafe, according to an assessment by UNRWA engineers in April 2008). Destroyed or heavily damaged structures include refugee residential blocks, commercial properties, mosques and community facilities. Water reservoirs and tanks that served the camp were severely damaged, as were sewerage and electricity networks, roads and telephone lines. Preliminary cost estimates suggest a figure of some \$180 million of construction losses in the camp alone, therefore almost \$240 million will be required to rebuild the camp. The extent of the physical damage and lost assets has been quantified through the extensive survey that was jointly carried out by the NBRC and UNRWA, which identified that 4,591 residential units, 880 commercial units, and 22 communal units were destroyed in the camp.

Given the scale of the destruction a large clean-up operation is required in order for any reconstruction work to commence. UNDP estimates that a minimum of 500,000m³ of rubble mixed with other building materials and non-toxic and toxic waste will have to be removed (during haulage the volume will increase to approximately 700,000m³). While there have been delays in starting the rubble removal, mainly due to the lack of access to the destroyed camp for UNRWA and the de-mining experts, UNRWA received permission from the LAF to conduct a risk assessment and survey in mid-April 2008. The desk study and Risk Assessment (10-12 April 2008) and the Survey (15-19 April 2008) was carried out in NBC and the adjacent "Prime Areas" by the Mine Action Group (MAG) in cooperation with the Government of Lebanon, UNRWA, UNDP and the UN Department of Safety and Security (UNDSS). The aim of the survey was to identify the density level of Explosive Ordnance (EO) throughout the camp and where possible to make recommendations on the methods that could be used to clear the rubble while maintaining safety and security as a high priority. The main conclusions of the Risk Assessment and Survey are:



NBC and UNRWA Compound Assets Pre-Destruction 2007 (source: UNRWA)

Total number of buildings in NBC	1,697
Residential property	
Total number of apartments	4,591
Average apartment area	78 m ²
Average number of floors	2.41 floors
Total built area residential	360,000m ²
Commercial property	
Total number of commercial units	880 units
Total built area commercial	18,800m ²
Communal/Institutional property	
Number of mosques	4
Number of kindergartens	6
Number of institutions	10
Number of clinics/dispensaries	2
Total built area for communal/institutional facilities (excluding community-based organisations in the UNRWA compound)	6,756m ²
Total number of units in NBC: residential (4,591), commercial (880), communal/institutional (22)	5,493
UNRWA Compound (adjacent to official camp)	
Number of school buildings (including one under construction at time of conflict)	5
Number of health centres (one UNRWA and one PRCS)	2
Kindergartens	1
Number of community-based organisation buildings	2
Number of Agency offices (including one distribution centre)	3
Total built area for UNRWA compound	29,500m²

- No areas in NBC (and the Prime Areas in the Adjacent Area around the perimeter of the official camp's boundaries) are classified as free from EO hazards.
- NBC Sector A (approximately one-quarter of NBC) has a high contamination of surface and/or sub-surface EOs and is classified as Red (high risk), with possibly up to 100 EOs per hectare.
- NBC Sectors B, C and D (classified as Amber – moderate risk) and the UNRWA Compound and Prime Areas (classified as Green – low risk) have a lower level of surface contamination due to previous explosive ordnance disposal (EOD) by the Lebanese Armed Forces (LAF) during and after the conflict. However, of greatest concern is the sub-surface threat in these sectors (with rubble as deep as 15 metres).
- The risks are as yet unknown in the undefined number of old tunnels and bunkers that lie underneath the camp.
- Falling rubble from unstable severely damaged buildings is a significant risk for workers on the site.

The Risk Assessment and Survey recommends that permanent EOD support is provided throughout the demolitions, rubble removal and sorting operations in order to dispose of EOs when they are found while prioritizing the safety and security of staff working on the site. A number of EOD teams will be required (with each team comprising of an EOD supervisor, four EOD technicians, a medic and a driver) and these should meet the requirements of the Lebanon National Standards and Guidelines. The level of risk and the density of EOs will determine how long it will take to clear the site of an estimated 700,000m³ of rubble and waste. Recommended guidelines for the development of Standard Operating Procedures (SOPs) covering the safety and security aspects of the rubble removal operations have been produced by UN field security officers from UNRWA, UNDSS and UNDP (28 April 2008).

Although the LAF started allowing some refugees back into the camp after 25 December 2007, to retrieve belongings, the process of applying for permission has been lengthy and remained on a small scale until mid-March (by April 2008, 50 persons a day were being allowed access with LAF supervision). Refugees are understandably frustrated with waiting for more than 10 months to enter the camp to retrieve what they can salvage from their personal belongings although the extent of the destruction (and the high possibility of large amounts of EOs in certain areas) may make this retrieval extremely hazardous.

UNRWA Compound

The UNRWA compound between NBC's northern boundary and the sea, which served as the services centre for refugees in NBC and the Adjacent Area and included offices for community based organizations/NGOs, also suffered extensive damage during the 105 days of fighting. Destroyed or badly damaged facilities in the compound included four school buildings (housing seven schools), a kindergarten, health centre, camp services office, welfare centre, distribution centre, women's programme centre, one community centre (housing youth activities and a community rehabilitation centre for refugees with disabilities) and a Palestine Red Crescent clinic.

Adjacent Area

The damage assessments in the Adjacent Area followed geographical sectors : Prime areas A', B', C' and E', which are the areas in the belt lying immediately adjacent to the camp, sustained the most damage (the LAF has only granted very limited access to B' Prime). Sectors A, B, C, D, and E are those areas in the next belt around NBC that sustained less damage. As a result of restricted access, damage assessments and recovery work have been significantly delayed in the Adjacent Area. From 21 to 26 September 2007, an UNRWA team together with the private contractors working for the government, Khatib & Alami, conducted a preliminary structural safety assessment in the accessible parts of Sector A. The assessment concluded that of the 496 buildings assessed, 26% were deemed partially unsafe and 8% as unsafe. A subsequent assessment was started on 10 October and covered 750 buildings in the remainder of Sector A as well as most of B, C, D, and E (although some buildings were not accessible as



they were still being utilized by the Lebanese army). On 14 January 2008, 41 buildings were assessed in part of B' Prime. Prime A', C', E' and the remainder of B' are still closed off but assessments were made in April/May by Khatib & Alami.

All utilities (water, electricity and telecommunications) were disrupted in the Adjacent Area during the siege of NBC and previous service providers indicated that funding was not available for their immediate restoration. UNRWA requested funding from the donors for the repair of as much infrastructure as possible to make living conditions tolerable. UNRWA has no mandate to provide shelter and infrastructure in refugee areas outside of official camps. The Agency, therefore, has no obligation to reconstruct badly damaged or destroyed buildings in the Adjacent Area, or to carry out house repairs or repairs to infrastructure as this responsibility lies with the local Lebanese authorities. However, in order to assist the refugees and to support the local authorities, some repairs were directly carried out by UNRWA with Donor funding through the *Emergency Appeal*. Most repairs to lightly damaged houses/apartments have been carried out by the refugees themselves (utilising tool kits provided by UNRWA through NGO partners). Partially damaged structures have been stabilized in some sectors and 36 buildings have been demolished at the request of the owners. UNRWA has organized the removal of at least 75,000 m³ rubble from the accessible areas in the Adjacent Area (although more rubble and waste is accumulating as more repair work is being carried out).

5.2 Socio-Economic Impact

One of the most serious long-term consequences of the displacement is the effect this will have on the social fabric and cohesion of the NBC community. The displaced refugees have lost everything their families have built and worked for over the last 60 years – their homes, personal belongings, businesses and their means of livelihood. The current situation of overcrowded temporary living conditions, the destruction of the economy and the lack of incomes pose a serious threat to the community's ability to recover and may impact on the security and stability of the whole area. Many affected refugees are comparing their situation to the 1948 "Nakba".

A major concern of the displaced refugees, particularly amongst the men, is the lack of work and the limited opportunities to earn an income to provide for their families. While some are managing to find low paid jobs in Tripoli (for example earning \$200 per month as a porter), large numbers remain unemployed. Prior to the conflict NBC residents enjoyed good relations with their Lebanese neighbours in the north and many have married local Lebanese. The camp's economic prosperity depended on this relationship and the unimpeded access to the camp. LAF checkpoints are in place on the main roads leading to the Adjacent Area and Lebanese citizens are now prohibited from entering this area without a permit. There are growing concerns that if this restriction continues it will permanently dissuade the Lebanese from coming back to the area for trade and business and this will negatively impact on the camp's economic recovery.

The conflict has had a significant economic impact on both the refugee population and local Lebanese communities. The once vibrant local NBC economy no longer exists and employment opportunities have all but disappeared. Refugee entrepreneurs have lost their supplies, equipment, premises and income sources, and workers have lost their earnings. According to the ILO-UNRWA socio-economic rapid assessment carried out in September 2007, an estimated 80% of the NBC population were unemployed after the conflict (up from 27% pre-conflict). A comprehensive socio-economic assessment, planned to start in June 2008, will provide more accurate and up-to-date data on the living conditions and employment status.

Table 1 **Locations of NBC Displaced Palestine Refugee Families in Lebanon**
(as of 25 April 2008, UNRWA)

A. North Lebanon Area (excluding NBC Adjacent Area)	
Beddawi camp	1,509
Beddawi Mountain	894
Beddawi Town	129
Tripoli	126
Other towns and villages	636
Sub-total North Lebanon Area	3,294
B. Central, South, East Lebanon	
Central Lebanon Area (Beirut)	149
Saida	82
Tyre	61
Beqa'a Valley	29
Other	33
Sub-total for Central, South, East Lebanon	354
Total for Lebanon	3,648

Table 2 **NBC Displaced Refugees Temporarily Residing in the Adjacent Area and Returnees to the Adjacent Area by Accommodation Type** (as of 25 April 2008, UNRWA)

Type of Accommodation	No of families
UNRWA temporary shelter (Plot 23)	104
UNRWA temporary shelter (Plot 674)	220
UNRWA temporary shelter (Plot 774)	105
Collective Centres (multiple family occupancy in buildings rented by UNRWA)	167
Free accommodation in unoccupied house or apartment	23
Rented accommodation	442
Living with a host family	125
Returned to own house in Adjacent Area	720
Total	1,893

A survey carried out by UNRWA's Micro-credit Community Support Programme (MCSP) in December 2007 ("NBC Damaged/Destroyed Businesses Survey"), found that of the existing 1,512 entrepreneurs interviewed (who owned micro, small and medium-scale enterprises), more than half (approximately 900) had operated in the camp and one third (approximately 500) in the Adjacent Area. More than 140 business types distributed within various economic sectors (trade and services, manufacturing, agriculture, etc.) were reportedly operating in all areas of the camp prior to the conflict. Services and trade, for example grocery, clothing and hardware shops, accounted for 77% of the businesses; small manufacturing workshops, for example aluminium workshops and blacksmiths, made up 12%; agriculture 5%; medical services/technology (mainly clinics, pharmacies and medical centres) 4%; and transportation services 2%.

Of the entrepreneurs surveyed, 348 have since returned to the Adjacent Area (the remainder are displaced in and around Beddawi camp, or in Tripoli and other areas of Lebanon). By the end of December 2007, 362 enterprises had been reactivated by partially utilising the Saudi Arabian or PLO cash donations given to the refugees or with financial assistance from NGOs. These enterprises included 127 in the Adjacent Area providing basic food items and building materials for shelter repairs (the remainder have been set up in Beddawi camp and the surrounding area or are operating as mobile businesses). The majority of entrepreneurs surveyed expressed the wish to re-establish their enterprises back in the vicinity of NBC or to run mobile businesses until relocation back to NBC is possible. However, the main problems faced are lack of capital, lack of premises, the inability to pay off loans, and debts.

Adjacent Area

Thousands of refugees also fled the Adjacent Area during the conflict. The LAF reopened most of this area in mid-October 2007, although the most damaged sections – the "Prime" areas – still remain closed and under army control. By the end of April 2008, 720 families had been able to return to their homes. Damaged apartments and buildings are being repaired with support from UNRWA and NGOs and more refugees will be able to return as more residential blocks are repaired and destroyed buildings rebuilt. In addition, by 25 April 2008, 416 displaced families have moved into three temporary shelter sites located in the Adjacent Area and 920 families are scheduled to move into two new sites by August 2008.

The refugees in the Adjacent Area have been badly affected by the destruction of NBC having relied heavily on the camp for services, jobs and customers. They have also lost their network of relatives and friends who resided in NBC.

Beddawi Camp

The population in and around Beddawi camp more than doubled to approximately 30,000 persons with the sudden influx of displaced refugees from NBC and the Adjacent Area. Initially the refugees in Beddawi opened their doors and supported those fleeing the conflict, including with their own savings and wages. While the massive increase in population created an initial economic boom with the sudden increase in demand for goods (particularly clothing and household items) and services, this was short-lived as savings were soon used up. Better-off Beddawi residents who were able to rent out space for accommodation (e.g. garages and rooms or apartments in unfinished buildings) clearly benefitted and some have been able to complete the construction work on their unfinished buildings. At the same time, the increase in population exacerbated the already congested living conditions and overburdened the camp's limited infrastructure. Social relations between Beddawi camp residents and the displaced refugees, although initially good, have become increasingly fragile as NBC refugees compete for jobs and accept lower wages. According to the UNRWA "NBC Damaged/Destroyed Businesses" survey, displaced refugees have set up 235 small enterprises mainly in the area surrounding Beddawi camp or are operating mobile businesses. This has the potential of exacerbating community tensions even further if these new enterprises end up in competition with the indigenous camp businesses. There is a concern that widespread disaffection may result in an increase in violent incidents if large numbers of displaced refugees remain in the camp indefinitely and if substantial repairs are not made to the camp to improve conditions in the near future.

6. SUMMARY OF EMERGENCY RELIEF ACTIVITIES

Below is a summary of the emergency activities that were implemented, or are currently ongoing, from May 2007 to April 2008, with funding from the *Flash Appeal* and *Emergency Appeal*.

6.1 Temporary Accommodation/Shelter

Interventions to provide adequate temporary accommodation have taken various forms since the start of the conflict, including: the provision of rental subsidies; the construction of temporary shelter units in the Adjacent Area; the repair of existing structures in the Adjacent Area to improve living conditions; and repairs or improvements to host family shelters, particularly in Beddawi camp, to support host families and to alleviate the effects of overcrowding. To date, the Agency has identified and leased more than 50 locations for sites but has only been able to use five plots of land to build temporary shelter sites due to security or legal issues or community opposition. As a result, other forms of housing support have had to be considered.

Rented accommodation. UNRWA has provided rental subsidies to thousands of displaced families to enable them to rent temporary accommodation in the Adjacent Area, Beddawi camp and elsewhere in Lebanon. While UNRWA expects a decrease in the number of families receiving subsidies as more move into temporary shelters, the majority of displaced refugees will remain in rented accommodation until NBC is reconstructed. The number of families assisted has increased from 2,162 (August to October 2007) to 3,265 (November to February 2008) as pressure on hosting families mounted and as additional rental accommodation became available. By the end of April 2008, over US\$4 million had been disbursed in rental subsidies.

Temporary shelters. Hundreds of families remained in makeshift centres in schools, kindergartens and mosques in unacceptable conditions for up to nine months until UNRWA could construct temporary shelters. By end April 2008, UNRWA had constructed 574 temporary shelter units in the Adjacent Area (on Plots 23, 674, 774) for 416 families. Due to lack of land and the urgency to re-house families who had to quickly vacate government schools in October 2007, the first temporary shelter units were quickly constructed on Plot 23 for 104 families. As these units are small (18.6m²) families with more than five members were subsequently allocated additional units. Three hundred steel shelters (stacked as two storeys) were completed on a second temporary shelter site (Plot 674) by March 2008, to house 220 families. A third site, Plot 774, was completed in April 2008, for 92 families.

Collective centres. Due to lack of housing alternatives, 11 damaged or unfinished buildings in the Adjacent Area were rented and are being refurbished as collective centres. These are now housing 167 families who have their own living space but in some of the centres they share kitchen and toilet facilities. An additional five to seven buildings may be repaired to provide an additional 65 units if there are no other suitable housing alternatives.

6.2 Infrastructure

UNRWA does not usually provide utility services for Palestine refugees (except for water supplies and solid waste collection inside the official camps), nor does the Agency have responsibility for infrastructure outside of the official camps. Responsibility for municipal and utility services in the Adjacent Area lies with the local authorities or relevant service providers. The Agency and its partners, however, intervened on an emergency basis, where funding was available, to repair damaged infrastructure to ensure basic



standards of living in the Adjacent Area to encourage the return of families and to facilitate recovery activities. Services provided through the *Emergency Appeal* have included: (i) the provision of safe tankered water supplies; (ii) the repair of wastewater networks and stormwater drainage; (iii) solid waste management; (v) road repairs; and (iv) the provision of emergency electricity supplies.

Water, wastewater and storm water drainage. UNRWA, UNICEF, the ICRC and NGOs have already carried out extensive repair and rehabilitation work on damaged/destroyed water wells, pumps, and reservoirs, and the main water distribution network is being restored by ICRC and UNRWA. The heavily damaged wastewater system in the Adjacent Area is being restored with nearly 3,000 metres of lines reconstructed by UNRWA and partners, mainly Islamic Relief and UNICEF. Over 300 metres of stormwater drainage channels have been rehabilitated. Water tanks, prefabricated shower units and additional toilets have been installed in collective centres.

The existing water supplies in Beddawi camp were not sufficient to provide adequate water to such large numbers of displaced refugees as well as to camp residents. In addition to water trucking, UNRWA extended the operating times of its water plant in the camp to provide adequate supplies.

Solid waste management. As part of its regular programme of services, UNRWA does not provide solid waste services to refugees outside of official camps. Following the end of the conflict solid waste collection services were started in the Adjacent Area as a private initiative between active community members in cooperation with UNRWA. To date, 182 PVC garbage bins and 62 steel communal collection bins have been distributed and waste is disposed of in the Tripoli municipality landfill site.

Road repairs. Roads in the Adjacent Area were heavily damaged due to the movement of army trucks during the siege. To date, some base coarse has been applied on secondary roads while tenders have been issued for the asphaltting of main roads.

Emergency electricity supplies. Returnees to the Adjacent Area who were previously connected to the Electricité du Liban (EDL) power supply network are being reconnected free of charge. EDL has recently completed an assessment of the electricity network and plans to reconnect previously paying customers living in accessible areas by June 2008. UNRWA has sub-contracted UNDP to facilitate reconnection by making a comprehensive survey of previously connected households and re-cabling them. As a temporary measure, UNRWA is renting four generators and has provided an additional seven generators to service all five sectors (A,B,C,D and E), including at the temporary shelter sites and for one collective centre, i.e. all areas that are without electricity supplies and not yet connected to the EDL network (additional generators will be installed at new temporary shelter sites and collective centres).

6.3 Health

During and after the conflict, UNRWA's Department of Health ensured that all displaced refugees had access to basic and secondary health services and medications. In addition, five NGO partners also provided medical services. As a result, there has been no major outbreak of diseases or any change in the incidence of common communicable diseases amongst the displaced population and all displaced families are receiving medical care to pre-conflict levels.

Health services are being provided with funding from the *Emergency Appeal*. UNRWA established a temporary health clinic in the Adjacent Area (Sectors D/E) serving around 100 patients a day, which was replaced by a semi-permanent clinic in a rented building in February 2008. This clinic (now operating from 7.30am to 2pm) caters for around 160 patients per day, although the numbers may rise in the coming months as more families move back into the Adjacent Area and into the two new temporary shelter sites.

A second prefabricated clinic has been donated and once operational it is anticipated that all primary health care needs will have been met for refugees in the Adjacent Area. UNRWA's emergency mobile clinic services ceased in the Adjacent Area when the semi-permanent clinic opened. Refugees are reporting limited night-time emergency services and facing difficulties in accessing hospitals at night.

In order to accommodate the numbers of displaced refugees in Beddawi camp, the operational hours of the UNRWA health clinic in the camp were increased. This clinic has been operating seven days a week since the beginning of the crisis. Another UNRWA health centre in Tripoli now serves 350 displaced families.

UNRWA is providing full hospitalization support (covering the costs of operations and treatment) unlike elsewhere in Lebanon. Additional contracts for hospitalization services were made with three hospitals for radiology and laboratory services and for specialists' consultations, in addition to the two already on contract. All five hospitals provide inpatient (hospitalization) services. In addition, a contract was signed with a private pharmacy in Beddawi camp to ensure that displaced families are able to secure life-saving medications that are not available at UNRWA dispensaries.

Preventive health services are also provided, including vaccination campaigns, health education, safety checks, and home visits to the elderly, nursing women and infants.

6.4 Education

Thousands of refugee children from North Lebanon area were affected by the crisis, including around 5,400 who were displaced from NBC and the Adjacent Area, and the 3,469 schoolchildren in Beddawi camp and in Tripoli whose schools were used as temporary accommodation for displaced families (two schools in Beddawi camp were occupied by displaced refugees for nearly one year). All schools that temporarily housed displaced families, including two government schools, have now been evacuated.

Education for all pupils was disrupted for an average of three months. In order to get the children back into school as quickly as possible, UNRWA's Education Department arranged double-shifting in existing Agency schools, continues to rent one premise for a temporary school and has constructed three prefabricated schools (two in Beddawi camp and one in the Adjacent Area). Through these emergency measures, the Education Department has been able to ensure that all refugee pupils in Beddawi camp and displaced pupils from grades 1 to 12 were able to complete the 2006-2007 academic year.

Priority support was successfully given to 1,087 students to enable them to sit the Brevet and Baccalaureate official public examinations in 2007, including by securing new IDs to replace those lost in the siege. Understandably, pass marks were down on previous years due to the conflict. Additional psychosocial workers have been employed to support the most traumatized students and teachers. All displaced pupils received basic education in alternative premises for the same number of hours as before the crisis, although only core subjects (Arabic, Mathematics and English) were being taught for much of the last year. By 5 May 2008, all school children were again receiving basic and secondary education in all school subjects in line with the host government's curriculum. Textbooks, equipment and transport to the temporary schools are all being provided.

7. RELIEF, RECOVERY AND RECONSTRUCTION OUTCOMES

7.1 Relief/Early Recovery

Relief outcome: **Humanitarian needs of the refugees affected by the conflict will have been met during the recovery and reconstruction phases.**

The destruction of NBC has resulted in widespread poverty amongst the displaced refugees, many of whom have very limited resources at their disposal to cope with prolonged displacement. UNRWA will ensure that basic standards of living is maintained whilst families re-build their independent capacities. At the same time the Agency will ensure that humanitarian relief is provided during the recovery phase to those families most in need and until livelihoods are restarted and they have returned to the reconstructed camp. As of 25 April 2008, the number of displaced NBC families is 5,541 (this figure has increased from 5,449 families in September 2007, mainly as a result of new marriages during the last year).

7.1.1 Food Security

Sub-outcomes:

► **Food security is maintained for displaced families.**

UNRWA, as the main food provider for the displaced refugees, will aim to rationalise its general emergency food assistance in terms of distribution, content and size. In line with WFP's food security assessment recommendations (April 2008), UNRWA will adopt the targeting criteria it usually uses for the Special Hardship Case category. The contents of food basket will be modified to provide better calorific content and different sizes will be provided depending on the size of the family (the calorific content of the "NBC food basket" for a family of five will provide an average of 700 Kcal per person. This is based on the assumption that refugees have access to, and are buying, bread to bring their daily calorie intake up to the WFP recommended 1,800 Kcal per person per day). The general emergency distributions will become the only food assistance programme for NBC displaced. The supplementary food basket that is distributed to those refugees who were registered as Special Hardship Cases pre-conflict (1,502 families) will cease and all displaced refugees will come under the one distribution programme (supplementary food parcels for Special Hardship Case refugees will be reinstated before the camp is rebuilt if there is a need).

The food security situation will be regularly monitored to ensure that food consumption does not fall below the accepted level, that the displaced population are receiving adequate calorific intakes, and that the distribution cycles are meeting the needs. Any deterioration in food consumption (as a result of price increases, political instability, etc.) will be addressed through a revision of the food basket and the frequency of distribution cycles if funding allows.

The Supplementary Feeding Programme for pregnant and nursing women, organised by the UNRWA Health Department, will continue in its current form until the end of 2008, when it will be taken over by the Relief and Social Services Department.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Food baskets to the most vulnerable families are distributed on a regular basis.
- Baby parcels of milk, cereals and diapers are distributed to families with infants and young children (between 6 months and 3 years) on a needs basis.

7.1.2 Water, Sanitation and Hygiene

Sub-outcomes:

- ▶ **Adequate supplies of safe water are maintained for displaced families.**
- ▶ **Adequate levels of personal and household hygiene are maintained.**

Water supplies

Adjacent Area. UNRWA will focus on ensuring that households and collective centres are connected to water networks and will cease the distribution of emergency tankered water supplies as and when the water infrastructure is repaired. The Agency will ensure that all water supplies are regularly tested and chlorinated.

UNRWA and UNICEF will drill two additional wells in the Adjacent Area (providing the necessary permits are provided by the local Lebanese authorities) to secure sustainable water supplies for returning families and those living in the temporary shelter sites.

Beddawi camp. The Agency's water plant in Beddawi will continue to run on extended operating times to meet the increased demand and to ensure all camp residents and displaced refugees have access to 70-100 litres per day (including those families living in temporary accommodation, such as garages, in the vicinity of Beddawi camp).

Environmental health

While UNRWA will continue to support solid waste collection in the temporary shelter sites, the Agency will handover the responsibility of solid waste management in the Adjacent Area to the two local municipalities (Muhammara and Bhanine) by August 2008. The local authorities, with support from UNDP and possibly UNICEF, will be responsible for ensuring sustainable solid waste collection, haulage, and a treatment/disposal service, taking into account environmental and public health hazards.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Adequate safe water supplies will be provided to the temporary shelter sites, collective centres and displaced refugee accommodation.
- Hygiene kits are distributed to families in need.
- Vector and rodent control will continue in all temporary shelter sites and collective centres.
- Environmental health campaigns will be regularly carried out in the temporary shelter sites.

7.1.3 Temporary Accommodation

Sub-outcome:

- ▶ **Adequate accommodation will have been provided for all those who were displaced.**
- ▶ **Adequate support is provided to assist displaced families to cope with living in extreme winter and summer conditions.**

Rental subsidies. UNRWA will continue to provide rental subsidies as the main form of housing support given the lack of land and the costs involved in the construction of temporary shelter units. As more refugee families regain some form of livelihood and income in the coming year, the amounts of subsidies will be adjusted according to need. Social workers will continue to visit applicants to determine eligibility and a mechanism is being set up to monitor disbursements. While it is expected that the total amount disbursed will be reduced by the end of 2008 (at present approximately \$200 per family per month), it is difficult to estimate at this stage how many displaced refugees will be able to regain some form of

livelihood in the coming year and therefore will be able to afford their own rents (UNRWA will budget for at least 2,500 families who will receive rental subsidies from 2008 to 2009). UNRWA will continue to provide subsidies to those families with little or no income until they are re-housed in the reconstructed camp, including elderly refugees with no family to support them and those families headed by single women or where the head of household is disabled. The phasing out of rental subsidies for those families who are able to gain an adequate income will be communicated to the community and will be implemented gradually to avoid unnecessary hardship.

Temporary shelters. During the recovery phase, UNRWA and its Shelter Cluster partners will ensure that displaced refugee families have adequate temporary accommodation until either they are re-housed in NBC or return to their reconstructed houses in the destroyed parts of the Adjacent Area. UNRWA aims to complete its target of 1,100 temporary shelters for 1,350 families in the Adjacent Area by January 2009 (remaining temporary shelter units will be built on recently acquired land in the Adjacent Area on plots 385 and 755). Priority for re-housing in the shelter units will be given to families assessed by UNRWA to be living in unacceptable conditions. This includes families in sub-standard rental accommodation, such as garages and shops, and others living in over-crowded conditions with host families.

Unit sizes in two new temporary shelter sites (plots 385 and 755) will vary: 20m² for 1-5 family members, 30m² for 6-8, or 40m² for families of 9 and above. The decision to increase the interior space was made in consultation with beneficiaries and Agency partners in light of the protracted nature of the displacement. Whilst the price per unit will increase from \$5,250 to \$7,000, the average cost per family is not changed. Because of the scarcity of land double-storey concrete units may be built.

Necessary repairs and the upgrading of shelter units and sites (noise mitigation and protection against the weather) will be made to ensure that conditions remain adequate and there is no undue hardship during the hot summer and cold winter months. Recognising that the shelter units in plot 674 are currently only adequate as short-term temporary accommodation solutions will be found to upgrade the units and to re-house those refugees with chronic ill-health.

The Agency will ensure that all temporary shelters are provided with indoor water connections. All temporary shelters will be provided with indoor sewage connections and collective centres will have adequate sanitation facilities.

Improvements will be made to three temporary shelter sites (plots 23, 674 and 774) to ensure adequate storm water drainage.

Once displaced families start returning to their reconstructed homes in NBC and the shelter units are vacated UNRWA will donate the prefabricated shelters to be used for emergency standby in other parts of Lebanon. Decisions will need to be taken at a later date on the future use of the concrete shelters once they are vacated.

Collective centres. UNRWA has upgraded rented buildings in the Adjacent Area for use as collective centres to multiple families where there are no alternative housing options. The Agency will carry out improvements to drainage, tiling and toilet facilities where needed and will ensure that these centres are properly maintained.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Displaced refugees in rented accommodation are provided with fair rental subsidies on a needs basis.
- Temporary shelters with necessary infrastructure will be constructed to required specifications.
- Repairs/upgrading will be carried out in collective centres to raise living conditions to the required standards.



- All displaced families living in temporary shelters, collective centres and in sub-standard rented accommodation have access to adequate utility services (power, water, sewage, solid waste collection).
- Additional non-food items to help families cope with the next winter (such as additional blankets) will be provided on a needs basis.

7.1.4 Building Repairs in Adjacent Area

Sub-outcome:

- **Light to moderately damaged property in the Adjacent Area will have been repaired to habitable standards where possible.**

UNRWA will continue to advocate for improvement in the housing conditions of refugees in temporary accommodation given the protracted nature of the displacement. It is assumed that NGOs will continue to upgrade and repair existing dwellings being used by displaced families where conditions are sub-standard or overcrowded.

Of those buildings in the Adjacent Area that can be repaired, the Shelter Cluster estimates that approximately 65 percent can be rehabilitated with NGO support and through self-help initiatives. NGOs will be involved in the repair of damaged buildings in the Prime Areas once these become accessible, freeing up UNRWA to focus on relief assistance, livelihoods support, and plans for the reconstruction.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- All UNRWA repair/upgrading works currently in progress or planned will be completed by August 2008 (NGO building repairs will continue through March 2009).

7.1.5 Infrastructure and Emergency Utilities in Adjacent Area

Sub-outcome:

- **Infrastructure will have been repaired to pre-conflict levels.**
- **Residents in the Adjacent Area will have been provided with acceptable emergency electricity supplies.**

Wastewater, sewage and storm water drainage. In order to promote the return of families to the Adjacent Area and to facilitate the recovery efforts, UNRWA and partners will complete repairs to the sewerage network and storm water drainage channels in the Adjacent Area by August 2008.

Road repairs. UNRWA and partners will complete the repairs to roads and pathways in the Adjacent Area to assist the local municipalities and to ensure that there is adequate access into the area. NGO partners will continue planning for the reconstruction of the two bridges over the Nahr el-Bared River. Work on these projects, which imply more than a full restoration of the pre-crisis road network, is due for completion by July 2008.

Emergency electricity supplies. UNRWA will phase out the provision of emergency electricity supplies to returnees in the Adjacent Area (currently being provided by nine UNRWA-owned generators and four rented generators) as soon as regular supplies are being provided by the EDL. Once all the previous subscribers are reconnected (free of charge) to the EDL network in any given sector, UNRWA will give a grace period of around one month for the remaining un-connected families (new subscribers) to make arrangements to connect to the network. UNRWA will cover these new connection fees of approximately



US\$ 400 per family or unit if Donor funding is obtained. UNRWA generators will either be re-used in Agency installations, temporary shelter sites or donated to NGOs.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Repairs to pre-conflict infrastructure will be completed.
- All residents in the Adjacent Area will be connected to the EDL electricity network.

7.1.6 Cash for Work

Sub-outcome:

- **Temporary work opportunities are provided to unemployed refugees as an interim measure.**

UNRWA will ensure that up to a maximum of 2,500 unemployed refugee workers are employed in the recovery and reconstruction activities, including in rubble sorting and processing, refuse collection, small infrastructure rehabilitation, works related to shelter repairs and upgrades as well as in the rebuilding of the camp and specific Cash for Work (CfW) programmes. CfW programmes (funding permitting) should offer minimum salaries (based on national minimum wages) to give employment to as many refugees as possible for periods of at least three months and include vocational training where appropriate. Shorter working hours in tailor-made jobs will enable female participation. Contractors will be required to abide by UN rules regarding the protection of children and will not employ children under 16 years.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Unemployed refugees benefit from work opportunities in recovery and reconstruction activities.

7.1.7 Health

Sub-outcome:

- **Access will have been maintained to basic health services, full hospitalization and life-saving medications.**

Through the functioning of two temporary health centres and the construction of additional temporary prefabricated health centres in the Adjacent Area, UNRWA will ensure continued access to basic health services for the displaced population and returnees.

UNRWA will continue its extra contractual arrangements with additional hospitals in Lebanon, in cooperation with WHO, UNICEF, NGOs and the Ministry of Public Health, to provide tertiary and specialist services to displaced refugee patients who cannot afford hospitalisation and treatment due to unemployment caused by the conflict. New arrangements will also continue with some pharmacies to facilitate the issuing of life-saving medication at no cost to affected refugees with no income.

The Agency will monitor, with partners in the Health Cluster, the emergency medical support being provided to refugees in the Adjacent Area to ensure that adequate 24 hour emergency services and a night-time ambulance service is maintained given the expected increase in the numbers of families who will reside in temporary shelter sites by the end of 2008 (currently the Palestine Red Crescent Society runs two clinics in the Adjacent Area with two ambulances on stand-by).

The Agency will ensure that preventive health services are regularly provided to displaced refugees in temporary shelters and collective centres, including vaccination campaigns, health education, safety checks, and home visits to the elderly, nursing women and infants.

UNRWA will work towards the following four outputs that will contribute to the overall outcome:

- Displaced and affected refugees have access to basic primary and secondary health services, and to tertiary health care.
- Temporary health facilities are established as required.
- A workable solution is found for the provision of emergency medical services.
- Beddawi health centre will continue to operate extended hours.

7.1.8 Education

Sub-outcomes:

- ▶ **Basic education services will have been maintained with minimum disruption for the 2008/2009, 2009/2010 and 2010/2011 academic years.**
- ▶ **Children and youth are better able to cope with the displacement and the effects of the conflict on behaviour and learning abilities are reduced.**

UNRWA will continue to ensure that all school children and students affected by the conflict will have access to basic education in the 2007/2008 and 2009/2010 academic years for the same number of hours as existed pre-conflict. The Agency will make use of its existing education system to provide emergency education services to all those children and youth whose education has been disrupted and set-back by the conflict.

UNRWA's Education Department will continue to organise double shifts if necessary in existing UNRWA schools to accommodate displaced students. The Agency will continue to operate temporary schools in one prefabricated school building in the Adjacent Area, in two prefabricated schools in Beddawi camp, and will construct two additional prefabricated schools in the Adjacent Area to ease the overcrowding (the temporary school in rented premises in Bhannine will be closed at the end of the 2008 school year). The Agency will ensure that displaced pupils living in other parts of Lebanon are successfully integrated into existing UNRWA schools.

UNRWA will ensure that all students are provided with sufficient textbooks. The Agency will provide financial support to NBC Baccalaureate II students who aim to continue in higher education in universities in Lebanon and whose parents are unemployed and without any income. The Agency will establish a temporary Vocational Training Centre (VTC) in the Adjacent Area for 300 students in preparation for the building of a permanent VTC in 2009.

UNRWA and partners will continue to ensure a safe environment in which the children are able to focus on learning and being together. UNRWA will work with the relevant authorities to ensure timely access without any delays at checkpoints around the Adjacent Area for schoolchildren and teachers travelling to and from the temporary schools.

While recognising that more efforts are needed to help children and youth cope with the trauma of the conflict and the subsequent upheaval in their lives, UNRWA does not have the capacity to develop psychosocial activities at this time. Ideally, future psycho-social support would include: training social workers and teachers in case identification, running psychosocial activities and mentoring; behavioral therapy for traumatized children and counseling for families who are struggling to cope with the stress of long-term displacement and unemployment; and the provision of recreational activities, particularly in the temporary shelter sites.

The Agency will target, where possible, the recruitment of temporary support staff from amongst the unemployed teachers from NBC to run additional extra-curriculum activities and extra classes during the summer vacations.

The Agency will ensure that all comprehensive repairs of schools in Beddawi camp, which were used as temporary accommodation, will be completed during the school summer vacation in August 2008 (a clean-up and basic maintenance was already carried out in March/April to enable children to return to the schools on 5 May).

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Education to the pre-conflict level is provided for all displaced refugee children.
- The opportunity to sit the Brevet and Baccalaureate public school exams is available for all refugee school children.
- Support is provided to those NBC Baccalaureate II students who want to continue in higher education.
- Extra classes are provided in Beddawi camp schools and in the temporary schools in the Adjacent Area to help pupils catch up on the three months or more of lost schooling.
- Temporary prefabricated school buildings are established as required.
- Impact of the conflict on the mental health and well-being of displaced children and youth is mitigated through the provision of psychosocial and recreational activities.

7.2 Recovery

Recovery outcome: **Basic preconditions for the recovery of physical and economic infrastructure will have been put in place through:**

- Detailed designs for the NBC Master Plan
- Rubble and waste removal, rubble sorting and EOD operations
- Support to livelihoods initiatives
- Upgrades to Beddawi camp

7.2.1 NBC Master Plan

Sub-outcome:

- **Detailed designs for the Master Plan will have been produced (incorporating residential building designs, urban plans, infrastructure master plan, and designs for the UNRWA and NGO compounds).**

The Preliminary Master Plan and Guidelines for the Reconstruction of Nahr el Bared Refugee Camp outlines the guidelines and principles for reconstruction. The preliminary plan proposes different house unit sizes in residential blocks with internal courtyards that will create more natural light and ventilation to ensure a healthier environment. Extended families will be re-housed together in housing blocks in the same pre-conflict neighbourhoods to maintain the future social cohesion of the camp and a sense of ownership. The camp's original landmarks, such as mosques and community facilities, will be rebuilt in their pre-conflict neighbourhoods. New infrastructure will be improved through better street lighting, upgraded water and sewerage networks and storm water drainage channels. Wider roads with parking spaces on the perimeter roads and wider pedestrian alleyways will provide better access for camp residents, for emergency services, and will encourage the camp's economic revival.

The management, detailed design and supervision of the construction of NBC's 4,591 housing units, 1,697 mixed residential, commercial and communal units and the related infrastructure will be outsourced to a private consultancy and international tenders will be issued in May 2008. It is envisaged that the design work will be prepared in at least eight packages and will be ongoing from August 2008 until April 2010 in parallel with the construction work.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Final draft of the Preliminary Master Plan and infrastructure plan completed and validated.
- NBC construction management, detailed design and supervision of contractors is outsourced to a private consultancy.

7.2.2 Rubble Removal and Explosive Ordnance Disposal Operations

Sub-outcome:

- **Rubble removal and EOD operations successfully clear the first sector of NBC in preparation for reconstruction to start end of 2008.**

A large clean-up operation will be required to remove all the rubble, EOs, toxic materials and solid waste from the camp in preparation for reconstruction. As UNRWA does not have the technical expertise or the capacity to implement the rubble removal and sorting operations this activity has been out-sourced to UNDP and EOD support is being contracted to an NGO. In coordination with UNRWA, UNDP will manage the entire rubble removal operations, including the preparation and award of tenders. UNDP will also conduct an environmental impact assessment in NBC and the Adjacent Area.

An operations site will be established in the old UNRWA compound in the Adjacent Area (once this has been cleared) for rubble sorting activities. The aim is to reuse as much rubble as possible in the reconstruction to reduce the amount of waste that would need to be land filled and to decrease the pressure on natural resources.

It is expected that the Government of Lebanon will provide all the necessary permits and/or exemptions to facilitate the removal of the rubble, the disposal of non-toxic and toxic waste, for landfill sites, and the operation of a rubble crushing plant. UNDP will be responsible for ongoing environmental impact assessments to identify suitable landfill sites in consultation with the local authorities and to ensure the proper disposal of non-toxic solid waste and toxic waste.

UNRWA and UNDP will ensure that contracts for rubble removal activities require contractors to employ as many unemployed NBC refugees as possible in rubble sorting activities (paying a fair wage, using transparent recruiting procedures and ensuring that children under 16 years are not employed).

It is anticipated that the Lebanese authorities will permit the remaining NBC displaced families to enter the accessible low-risk areas of the destroyed camp to retrieve any salvageable belongings before NBC and the Prime Areas are sealed off and the rubble removal operations begin.

The PMU will ensure that work safety and security standards are met during the operations and that the activities are carried out to the agreed timelines and with minimum disturbance to the communities living in the vicinity of NBC, particularly in the Adjacent Area.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- EOD operations clear the site of all EOs.
- All the rubble and waste is safely removed from the site.
- Rubble and waste is sorted and solid and toxic waste is disposed of to environmental standards.



- Reusable rubble is crushed and compacted for reuse in the reconstruction.
- Significant numbers of NBC workers are employed in the rubble sorting and related activities.

7.2.3 Livelihoods

Sub-outcome:

- **Livelihood approaches to support the affected refugee community will have been developed.**

A variety of livelihoods programmes will be rolled out in the coming four years to support employment creation and skills development to help displaced refugees recover from the crisis. Unemployed NBC workers will be given priority in recovery and reconstruction activities and skills training will be provided to enable them to better find work in the Lebanese and Palestinian labour markets. Getting refugees back into work will mitigate long-term dependency on humanitarian assistance and ease the pressure on humanitarian agencies, enabling them to focus on the reconstruction of NBC and on long-term development projects within the community.

The ILO in coordination with UNRWA will establish an Emergency Employment Services Centre (EESC) in North Lebanon to coordinate labour market information, including on all displaced refugees seeking work, those seeking skills development, and small and micro-enterprise opportunities. The EESC is expected to provide support for some 2,000 job seekers and provide guidance on minimum acceptable conditions of work. The delivery of rapid skills enhancement programmes to address known skills shortages will be provided through 20 short demand-driven vocational training courses and the provision of basic tool kits for 400 persons with priority being given to those working in the construction sector.

A new vocational training centre, will have a capacity for 300 NBC students, will be established by the Agency's Education Department in the Adjacent Area to provide skills training to school leavers.

UNRWA, through its Micro-credit Community Support Programme (MCSP), will provide start-up grants to owners of destroyed or damaged businesses to reactivate 370 micro-enterprises in NBC's Adjacent Area and Beddawi camp to generate incomes and contribute to the revival of economic activities. The Agency will encourage recipients of the start-up grants to join or rejoin the MCSP's loans scheme to encourage sustainability. Vulnerable groups, including women heads of households and refugees with disabilities, will be prioritised for eligibility for start-up grants to set up their own micro-enterprises where this is feasible.

UNRWA will outsource work on a comprehensive socio-economic survey in May 2008. The survey will provide up-to-date data on the prevailing social and economic conditions amongst the displaced population and information on what coping mechanisms are being adopted. Data collected will help to identify the specific strategic interventions needed, including those for vulnerable groups in the refugee community. UNRWA will ensure that the results of the assessment are disseminated to all stakeholders to support them in developing livelihoods strategies and in implementing programmes for economic recovery.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- The socio-economic assessment provides accurate data to support the development of livelihoods strategies.
- 370 small enterprises, including those run by women and refugees with disabilities, are reactivated utilising start-up grants.
- Emergency Employment Services Centre established.
- Temporary Vocational Training Centre established.



7.2.4 Upgrading Beddawi Camp

Sub-outcome:

- **Community facilities and infrastructure in Beddawi camp will have been upgraded in recognition of the support given to displaced NBC refugees by the people of Beddawi.**

UNWRA will undertake the restoration and rehabilitation of refugee shelters that are in urgent need of repair (NGOs are also carrying out shelter repairs and upgrades) and all the community buildings, facilities and infrastructure that were affected as a result of the increased population and over use.

The overcrowding in Beddawi camp resulted in the temporary suspension of repairs that were to have been carried out on the shelters of families in the Special Hardship Case category (shelters with structural deterioration that could result in health and/or safety risks to the residents are normally repaired through the Agency's Shelter Rehabilitation Programme). Approximately 200 shelters, which prior to the NBC conflict were already in need of rehabilitation and which sustained further damages due to over use by more than one family for a prolonged period, are now in need of immediate repair or rehabilitation.

Community buildings and schools that sustained damage to the floors, walls and sanitation facilities as a result of accommodating displaced families will be repaired or upgraded. Damaged roads and pavements will be repaired and upgrades to the water, electricity and wastewater networks will be carried out.

New equipment will be provided to under-resourced community centres (including the centres for disabled refugees) and sports clubs and the football field will be upgraded in recognition of the support given by the refugees of Beddawi camp. In addition, a new cemetery and related infrastructure will be prepared at the request of the Beddawi camp community.

UNWRA will work towards the following outputs that will contribute to the overall outcome:

- Around 200 shelters will be rehabilitated or repaired.
- Repairs and upgrades will be carried out on community and NGO centres and UNWRA installations.
- Infrastructure will be upgraded or rehabilitated and a new cemetery will be prepared.
- The camp football field will be upgraded.
- Equipment will be provided to under-resourced community centres.

7.3 NBC Reconstruction

Reconstruction outcome: NBC is rebuilt on its original location and all displaced refugees are re-housed in the reconstructed camp by mid-2011.

Sub-outcome:

- **Physical works are implemented in accordance with the detailed designs of the Master Plan for Reconstruction.**

UNWRA will reconstruct NBC on its original site and will rely on the Lebanese Government to expropriate the land and resolve any potential conflict regarding the ownership and usage well before the actual physical reconstruction work begins.



UNRWA will hire, through competitive tendering, a consultant to manage, design and supervise the entire works in NBC, including the construction of residential and non-residential buildings, the UNRWA and NGO compounds, all infrastructure (water supply network, wastewater network, stormwater drains, electricity and telephone networks, roads and pavements) and all associated works such as the sewage sea outfall, water wells and reservoirs. The consultant will produce construction tenders and oversee, in coordination with UNRWA, the tendering, evaluation and award of contracts. The design and reconstruction will be carried out in packages and it is anticipated that the first package for the infrastructure and buildings will start in December 2008. It is anticipated that the last sector of the camp will be completed by May 2011, taking into consideration reasonable delays due to winter rains and providing there are no significant delays in the land expropriation, rubble removal and sorting operations, or any delays caused by unforeseen political developments or natural disasters.

UNRWA will organise the re-housing of refugee families in phases after each sector of the camp is completed and if it is safe to do so (bearing in mind that construction work will be ongoing in other sectors of the camp). The first group of refugees should be housed in the first newly built sector by the end of 2009.

A NGO compound will be built adjacent to the camp next to the UNRWA compound and will incorporate public facilities such as a new Palestine Red Crescent clinic, community-based organisations, NGO offices and a sports club. The UNRWA compound will be rebuilt to include seven new Agency schools, one health centre, a relief and social services office and distribution centre/warehouse.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Tenders issued and contracts signed for the NBC reconstruction management, detailed design and supervision.
- Camp infrastructure is rebuilt.
- Residential housing blocks are completed and housing units handed over to displaced refugees.
- Construction of communal and commercial buildings and public areas is completed.
- UNRWA and NGO compounds are rebuilt.

8. IMPLEMENTATION

Implementation outcome: All relief, recovery and reconstruction activities are successfully implemented to achieve the main objectives of supporting the displaced NBC Palestine refugees recover their dignity and livelihoods while at the same time completing the reconstruction of Nahr el-Bared camp.

8.1 Project Management and Administrative Support

Sub-outcome:

- **UNRWA's NBC Project Management Unit will have ensured the timely implementation of all activities within the budget.**

NBC Project Management Unit

UNRWA established the NBC Project Management Unit (PMU) in North Lebanon in December 2007, to oversee and coordinate the Agency's response to the NBC crisis. The PMU implements relief and recovery activities within the context of UNRWA's Lebanon field operations and in coordination with the Agency's Education, Health, Relief and Social Services and Engineering departments. Administrative support to the PMU is provided by the UNRWA Lebanon Field Office. The PMU is headed by an international project manager (PM) and, when fully staffed, will consist of UNRWA staff from other field offices with experience in Agency reconstruction/rehabilitation shelter and infrastructure projects as well as experienced staff from Lebanon and contracted international experts. The PMU currently has seconded staff from other UN agencies (ILO) and international organizations (Danish Refugee Council and Swiss Development Cooperation) and recruitment is underway for additional specialised staff from international agencies. The PMU management team, when fully operational, will consist of the heads of the following units: Reconstruction, Recovery, Relief, Finance and Administration, and Monitoring, Evaluation and Reporting.

The PMU is responsible for outsourcing work to private contractors or other UN agencies and NGOs where appropriate, including the rubble removal and the management, detailed design and supervision of the reconstruction works.

The PM reports directly to the Director of UNRWA Affairs, Lebanon (DUAL). UNRWA's Commissioner-General, Deputy Commissioner-General, and various line directors from UNRWA Headquarters, are closely following the progress of NBC.

Security

UNRWA is committed to ensuring the safety and security of humanitarian staff involved in the relief, recovery and reconstruction, and has been supported by the UN Department of Safety and Security (UNDSS) to set up a North Lebanon Area (NLA) Operations Room based at the PMU office in Tripoli. The NLA Operations Room provides 24/7 security support and information to all UN staff operating in the North Lebanon area and to delegations visiting NBC and Beddawi camp.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Work plans, including detailed budgets, are in place, regularly updated, and outputs delivered.
- The PMU is fully established and adequately resourced.
- Procurement and outsourcing systems established and adhered to.
- Internal control systems and accountability mechanisms established and procedures followed.

8.2 Coordination

Sub-outcome:

► **Coordination amongst key stakeholders will have facilitated effective implementation.**

The successful implementation of such multi-faceted and complex relief, recovery and reconstruction activities will require strong coordination and cooperation amongst multiple stakeholders, including the refugee population itself, UN agencies, international and national NGOs, the Lebanese government, and donors.

Government of Lebanon Coordination Unit for NBC

The Government of Lebanon has set-up an inter-institutional coordination mechanism for the reconstruction of NBC, involving the Lebanese-Palestinian Dialogue Committee (LPDC), the Council for Development and Reconstruction (CDR), the Lebanese Army, Ministry of Information and the Ministry of Finance. This governmental unit, based in the Prime Minister's Office and led by a Chief Technical Advisor to the Prime Minister, is responsible for the coordination of all planned and ongoing activities and projects for the recovery and reconstruction of NBC and the surrounding municipalities of North Lebanon.

Clusters and Inter-Cluster Forum

Some 55 UN agencies and local, national, and international NGOs, are working in support of the relief, recovery and reconstruction of NBC. Activities are being coordinated through six clusters, which meet bi-weekly in Tripoli. These clusters are:

Shelter/WatSan (cluster lead: UNRWA)
Livelihoods (cluster lead: ILO/UNRWA)
Health (cluster lead: UNRWA)
Education (cluster lead: UNRWA)
Protection (cluster lead: OHCHR)
Food Security (cluster lead: UNRWA)

The office of the UN Resident Coordinator (UNRC) in Lebanon has contributed professional staff to support the PMU to improve coordination, develop monitoring databases in collaboration with the NGO Lebanon Support, develop cluster terms of references, and improve the flow of information within and between the clusters through the Inter-Cluster Forum. The Inter-Cluster Forum is chaired by UNRC and meets monthly with a focus on cross-cluster issues and improved planning between the clusters.

Camp Information Offices

In order to improve and facilitate communication with the refugee community, UNRWA has established Camp Information Offices (CIOs) in the Adjacent Area and Beddawi camp as part of its Camp Improvement Initiative. UNRWA will ensure that, through the CIOs, the refugee community is provided with up-to-date information on the modalities and progress of all activities. UNRWA will also establish an effective complaints procedure for refugees to raise any concerns, including about entitlements to assistance. The CIOs report to, and are supported by, the UNRWA Public Information Office in Beirut.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- Joint work plans developed with implementing partners through the clusters.
- High levels of community ownership fostered and maintained.
- Good and effective coordination maintained with all partners and key stakeholders.

8.3 Monitoring and Evaluation

Sub-outcome:

- **Robust monitoring and evaluation methodologies and systems will have been applied to ensure accountability and transparency.**

Monitoring and Evaluation

UNRWA will recruit an independent financial and organisational auditor who will act as a monitoring inspector to guarantee transparent financial and procurement systems as well as to safeguard all administrative procedures. The auditor will report directly to UNRWA's Director of Internal Audit.

The head of the PMU Reconstruction Unit will be responsible for monitoring all activities related to the rebuilding of NBC, including rubble removal and sorting operations, and the work of the management, design and supervision consultancy and construction companies.

A PMU Monitoring and Evaluation (M&E) unit will be established to develop and implement a monitoring, reporting and evaluation system for all of UNRWA's relief and recovery activities. The M&E unit will provide periodic evaluations and progress reports, and coordinate with the UNRWA Projects Office to ensure comprehensive information is provided to UNRWA senior management and donors. In addition, two independent monitoring teams will monitor and validate progress in the relief and recovery activities and provide inputs and recommendations to UNRWA's M&E unit.

Financial Reporting

UNRWA will work with the Government of Lebanon and the World Bank to monitor and review progress of reconstruction activities funded through the Multi-Donor Trust Fund (MDTF) and will participate in the MDTF advisory steering committee.

Progress and final expenditure reports on activities funded under the Relief/Early Recovery Appeals will follow the Agency's usual reporting procedures to donors. These will be produced by the PMU in coordination with the LFO Projects Office and UNRWA Headquarters External Relations Department.

NBC Project Steering Committee

An NBC Project Steering Committee, which will include donors and other key stakeholders, will be set up to provide policy and strategic guidance during the recovery and reconstruction phase. It will review activities and monitor progress and results.

Environmental Safeguards

UNRWA will ensure that the Government of Lebanon's laws and regulations and the UN rules and responsibilities regarding environmental safeguards are adhered to, particularly regarding the reconstruction operations. UNDP has appointed a private consultancy firm, Earth Link and Advanced Resources Development (ELRD), to develop an environmental action plan, which will include guidelines for contractors and recommendations on actions to be taken to minimize environmental damage, corrective actions to be taken if damage occurs, and environmental monitoring of reconstruction activities.

UNRWA will work towards the following outputs that will contribute to the overall outcome:

- A monitoring and evaluation system is designed and implemented.
- Project reporting delivered.
- Fully transparent financial reporting delivered to required standards for internal management purposes and for the World Bank Trust Fund.
- Steering Committee of donors, PLO, Lebanese government, UNRWA and UNCT counterparts established and functioning in an advisory capacity.