

2006 REVISED EMERGENCY APPEAL

Executive Summary

Introduction

The deteriorating humanitarian situation in the occupied Palestinian territory (oPt) in 2006 requires UNRWA to revisit its 2006 Emergency Appeal and seek additional funds from donors. This new appeal is based on a revised assessment of needs amongst refugees and includes the expansion of the emergency employment programmes (JCP), food aid, cash assistance, health, and the operations support officer programme.

Context

There has been a marked deterioration in humanitarian conditions in the oPt since the start of 2006. The Palestinian Authority (PA) is facing a severe funding crisis as a result of the withholding of donor funds and the suspension of tax transfers from the Government of Israel, whilst restrictions on Palestinian access to employment and markets has led to increased unemployment and poverty throughout the oPt. Unemployment levels had risen from 23.8 percent in the fourth quarter of 2005 to 25.3 percent in the first quarter of 2006, prior to the PA salary crisis. Likewise, poverty rates continue to increase, with 44 percent of the population living below the poverty line and levels even higher amongst refugees.

Palestinian access to Israeli markets has been severely constrained during the first months of the year. Labourers from Gaza have been prevented from entering Israel since 12 March and the main commercial crossing has been closed for long periods, reportedly costing the Palestinian economy between \$500,000 and \$600,000 each day. The expedited construction of the separation barrier in the West Bank and increased movement restrictions have further prevented Palestinians from accessing land and markets. Avian influenza has also been confirmed in the Gaza Strip, leading to the culling of almost 400,000 birds without compensation to farmers.

UNRWA's Proposed Response

To mitigate the effects of the deteriorating humanitarian situation, UNRWA has revised its 2006 Emergency Appeal to ensure life-saving support to increasing numbers of vulnerable refugees in the oPt.

In particular, UNRWA will:

- Expand its emergency employment programmes to provide more jobs to more refugees over the coming six months;
- Provide food to more eligible refugee families throughout the oPt;
- Distribute more cash grants to refugees meeting the eligibility criteria;
- Purchase additional medical supplies and expand the reach of mobile clinics in the West Bank;
- Procure emergency supplies to ensure vital basic services such as water and sewage treatment can continue.

To meet the increased demand and ensure continuity of emergency services to needy refugees, additional field operatives and management staff are required.

These staff will play a key role in maintaining the integrity of UNRWA's operations and ensuring the cohesion of the Agency's approach.

Conclusion

The humanitarian situation in the oPt continues to deteriorate and additional funding is required urgently. Through this revised Appeal, UNRWA is striving to provide a basic social safety net support to the most vulnerable Palestine refugees. In the pages that follow, details of UNRWA's plans and programmes are provided, outlining the emergency activities which the Agency plans to undertake in the second half of 2006.

Budget Breakdown for Revised 2006 Emergency Appeal

Original 2006 Emergency Appeal				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	27,794,713	18,223,960	0	46,018,673
Indirect Hire	0	1,635,434	0	1,635,434
Food Aid	28,103,732	4,578,572	0	32,682,304
Cash Assistance	8,821,564	4,531,230	0	13,352,794
Health	0	895,593	0	895,593
Environmental Health	0	0	0	0
OSO	243,509	656,910	0	900,419
Capacity	0	0	0	0
Total	64,963,518	30,521,699	0	95,485,217

Additional Requirements				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	20,846,034	11,768,663	0	32,614,697
Indirect Hire	0	6,604,500	0	6,604,500
Food Aid	9,329,211	5,234,120	0	14,563,331
Cash Assistance	6,378,659	8,100,771	0	14,479,430
Health	1,208,235	899,532	0	2,107,767
Environmental Health	555,000	0	0	555,000
OSO	0	0	0	0
Capacity	3,638,786	481,190	193,473	4,313,449
Total	41,955,925	33,088,776	193,473	75,238,174

Total Revised 2006 Emergency Appeal				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	48,640,747	29,992,623	0	78,633,370
Indirect Hire	0	8,239,934	0	8,239,934
Food Aid	37,432,943	9,812,692	0	47,245,635
Cash Assistance	15,200,223	12,632,001	0	27,832,224
Health	1,208,235	1,795,125	0	3,003,360
Environmental Health	555,000	0	0	555,000
OSO	243,509	656,910	0	900,419
Capacity	3,638,786	481,190	193,473	4,313,449
Total	106,919,443	63,610,475	193,473	170,723,391

Note that Project Support Costs of 11% have been applied across all interventions.

2006 REVISED EMERGENCY APPEAL

Context

There has been a marked deterioration in humanitarian conditions in the occupied Palestinian territory (oPt) since the start of this year. The outcome of the Palestinian Legislative Council elections of January 2006 has left the Palestinian Authority (PA) isolated and deprived of its main revenue sources, thus undermining its ability to deliver public services and pay state employees. Direct aid flows have dwindled whilst the Government of Israel has suspended the transfer of taxes which it collects on the PA's behalf¹. At the same time, the closure regime in Gaza and the West Bank – a root cause of the massive increases in poverty and unemployment rates amongst Palestinians since the start of the intifada - has been tightened². This has further restricted the flow of Palestinian labourers to Israeli markets and the passage of commercial goods and basic supplies across borders.

These developments could have dramatic consequences. The Palestinian economy has been devastated by the ongoing conflict and is highly dependent on donor assistance and taxation revenues transferred by Israel. First quarter unemployment levels for 2006 stand at 25.3 percent (reaching 28.3 percent amongst refugees)³, with 44 percent of the population below the poverty line⁴. High poverty rates have translated into increased food insecurity, a gradual depletion of resources and the exhaustion of coping mechanisms and strained social support networks. Roughly half the population of the oPt has received humanitarian assistance over the past five years, according to a recent survey by the University of Geneva⁵.

In the short term, any breakdown in PA service provision or protracted non-payment of salaries will generate a surge in humanitarian needs amongst the population. It could also cause significant long-term economic, social and developmental damage.

Although recent deliberations by the Quartet have confirmed that the international community is committed to addressing the impact of the crisis on the population of the oPt, concrete proposals agreeable to all parties have yet to emerge.

Impact

In March 2006 the World Bank modelled the impact on the PA economy of reduced aid flows, a complete suspension of clearance revenues from Israel and heightened trade and labour restrictions. The Bank estimated that joblessness rates in the oPt would rise to 40 percent by the end of 2006, with poverty increasing from 44 percent to 67 percent over the same period⁶. Revisiting these projections in early May, the Bank concluded that their estimates were too optimistic⁷.

The PA's workforce of 152,000 staff (around 80,000 in Gaza and the remainder in the West Bank) constitutes between 29 – 37 percent of all employed persons in Gaza and

¹ Clearance revenues from Israel have previously represented up to two-thirds of total PA revenues. GoI has recently decided to divert some of these funds to cover water, fuel and electricity bills owed to Israeli companies by the PA and to pay for health referral services.

² As of 2 May, Karni crossing had been closed on 57 days in 2006, or around 47% of the year, compared with 19% and 18% in 2004 and 2005 respectively.

³ PCBS labour force survey, Q1 2006, according to ILO standards.

⁴ Economic update and potential outlook, World Bank March 15 2006.

⁵ IUED PPP report IX, page 127 (footnote)

⁶ Economic update and potential outlook, World Bank March 15 2006.

⁷ The Impending Palestinian Fiscal Crisis, World Bank, May 7 2006.

14 percent in the West Bank⁸. OCHA has estimated that approximately 25 percent of the Palestinian population in these areas depends on a PA salary, including 70,000 security force personnel. PA employees have not been paid since March.

In 2005, an estimated daily average of 45,000 Palestinians – or approximately 10 percent of all employed Palestinians in the oPt - worked in Israel⁹. Since mid-February 2006, only 15,000 labourers have been able to cross each day, with Erez completely closed to labourers since 12 March. GoI has stressed its intention to halt Palestinian labour flows completely by 2008.

In the West Bank, the expedited construction of the separation barrier during the first half of 2006 has seen additional Palestinian communities severed from markets, land and livelihoods. Meanwhile, the repeated and extended closures of the Karni crossing, the main commercial crossing point for the Gaza Strip, have led to food and fuel shortages and rationing of some commodities in Gaza. The Palestinian Trade Centre (PalTrade) has estimated export revenue losses to be \$500,000 - \$600,000 per day, or in excess of \$30 million since the start of the year.¹⁰ World Food Programme has noted that the price of basic commodities, such as oil, flour and sugar, has risen substantially during the past few months.¹¹ The outbreak of avian influenza in the Gaza Strip, which has resulted in the culling of almost 400,000 birds without compensation to those dependent on income from the industry¹², has only served to exacerbate the situation.

The reduction in PA revenues has already undermined the Authority's ability to replenish supplies needed to keep public services operational, including medical supplies, electricity, fuel, water and sanitation supplies. As early as 7 February, the PA Ministry of Health issued an appeal for \$4.5 million per month to cover oPt needs for medicines and drugs, supplies and disposables, laboratory, x-ray and diagnostic materials and direct patient treatment and medical services. Recent reporting has highlighted shortages of essential medicines in government hospitals¹³.

Against this backdrop, the security situation in the oPt has recently deteriorated. Rising insecurity could cause further contraction of the economy and hinder the operations of humanitarian organisations.¹⁴

Increase in Need amongst Refugees

Approximately 302,000 Palestine refugee families live in the oPt (187,000 families in Gaza and 115,000 families in the West Bank, representing approximately 66 percent and 30 percent of the total population of these areas respectively). UNRWA estimates that as many as 74,000 of these families depend on a PA salary, i.e. 21,000 in the West Bank and up to 53,000 in Gaza¹⁵; all may need emergency assistance in the event of protracted non-payment of wages.

Unless there are rapid improvements in access for Palestinian labour and trade, additional numbers of Palestinians risk losing their jobs and falling below the poverty line.

⁸ IUED and PCBS survey data.

⁹ PCBS Labour Force Survey, Annual report 2005.

¹⁰ OCHA, "Situation Report: The Gaza Strip," 3 May 2006. Available:

http://www.humanitarianinfo.org/opt/docs/UN/OCHA/Gaza%20Strip%20SitRep_03May06.pdf

¹¹ WFP "Vulnerability Analysis and Mapping (VAM/M&E) Market Monitoring Report occupied Palestinian territory – oPt," 19 April 2006.

¹² See Gaza Security update, 10 May 2006.

¹³ See <http://www.haaretz.com/hasen/spages/714071.html>.

¹⁴ UN News Centre, April 24 2006

¹⁵ UNRWA field staff estimates, based on IUED survey data.

The effects of this would cascade through the domestic economy, thus increasing levels of humanitarian need even further amongst Palestinian communities. Vulnerable households already in receipt of humanitarian aid would require supplementary assistance to maintain a basic safety net as traditional support networks deteriorate. Changes in patterns of service utilization are also likely, with families opting out of under resourced systems towards service providers that are considered cheaper and better equipped.

UNRWA has already seen an increased demand for employment through its emergency job creation programme. Over 100,000 refugees are currently on waiting lists for these programmes in Gaza, whilst the number of applications for positions in the West Bank has increased by 600% in March and April compared to 2005 figures¹⁶.

Applications for cash assistance show a similar trend. In April 2005 UNRWA's Relief and Social Services Department in Gaza received approximately 1,500 petitions for emergency cash assistance. In April 2006 that number increased to 4,420. As a result of the steady deterioration in socio-economic conditions over the past 12 months, there is a growing backlog of un-assessed cases¹⁷.

UNRWA's Proposed Response

It must be recognised that the bulk of public services in the oPt are delivered by the PA, and the task of substituting for these services cannot be performed by UNRWA. The Agency is mandated to provide basic assistance to refugees in the oPt and is already facing increased demand for services from this population, mainly relief and social services and health.

In light of the above, UNRWA has revised and expanded its emergency appeal for 2006. The Agency is seeking to mitigate the impact on Palestine refugees of any deterioration in living conditions in the oPt caused by a reduction in PA revenue and further restrictions on labour and trade. Guided by its mandate, the Agency will strive to ensure access to life-saving support, education and primary health services for the refugee population of the oPt.

This will be achieved through maintaining and strengthening programmes of humanitarian assistance for Palestine refugees in the oPt, as outlined in the Agency's 2006 Emergency Appeal and the 2006 CAP; strengthening and expanding services in temporary job creation, food aid and cash assistance, and health services for affected refugee families; and consolidating partnerships with other humanitarian actors as a means of maximising efficiency and effectiveness.

This additional programming requires increased human resources, both at the managerial and operational levels, including a strong monitoring component. This monitoring component includes increased numbers of social workers to receive and process petitions for assistance, as well as the establishment of a dedicated job creation unit in Gaza. Strengthened monitoring and assessment is vital to ensure proper targeting and delivery of services and to maintain the integrity of UNRWA's emergency programming.

¹⁶ JCP applications received in the West Bank during March and April 2005 were 491 and 700 respectively. The corresponding figures for 2006 are 3,000 and 4,000 respectively.

¹⁷ At the end of April the department was faced with a backlog of 10,095 petitions, of which 75 percent (i.e. 7,600) are likely to be deemed eligible for assistance once social worker assessments have been completed.

The Agency's proposed programme of emergency interventions for the rest of 2006 is based on available current information on increased needs and trend projections. It is also informed by UNRWA's current levels of capacity and a review of its ability to ramp up services quickly to provide a response which is both timely and effective.

Format of the Revised Appeal

In the activity sheets below, UNRWA presents revised objectives and expanded activity plans for each of its emergency interventions in 2006. Progress in the first six months of the year, as well as details of the new activities planned in the coming six months, expected impact and information on monitoring/evaluation are also outlined, including a revised budget estimate for 2006.

In addition to the activities proposed under the original 2006 EA (employment, food aid, cash assistance, mobile health and the Operations Support Officer Programme), new interventions are planned in primary health and environmental health. A separate coordination and capacity section gives details of expanded structures and functions to plan, administer, support and monitor these programmes.

All budget estimates include Programme Support Costs at a rate of 11 percent.

Emergency Employment Programmes

Direct Hire (Job Creation Programme)

Aim

To alleviate the poverty associated with increasingly high unemployment through the provision of temporary work opportunities to unemployed refugees. This will ameliorate the effect on the refugee population of the absence of PA salaries and increased border and trade restrictions.

Revised Objectives

- Gaza Strip: To provide 4.2 million workdays through the creation of up to 56,000 short-term job opportunities for unemployed refugees for a contract duration of three months.
- West Bank: To provide 1.4 million workdays through the creation of 24,000 one-month job opportunities and 10,900 three-month job opportunities for unemployed refugees.
- In both fields, to provide 30% of direct hire opportunities to female-headed households.

Activities

The Direct Hire Programme covers the creation of job placements both within the Agency and in external organisations such as municipalities and NGOs.

The programme in both fields follows a well defined and controlled procedure. This differs slightly between the two fields but essentially consists of the following components:

- Recruitment: To ensure fairness, calls for applications are made by public advertisement. UNRWA maintains a database of applicants.
- Screening: Applicants are first checked to ensure that they are registered refugees. Agency social workers in the Department of Relief and Social Services thereafter screen applicants on the basis of the eligibility criteria described below.
- Placement: In cases where the applicant is placed within the Agency, this is a direct process between Job Creation Programme (JCP) staff and the department concerned. Where applicants are placed in external organisations such as municipalities and NGOs, a memorandum of understanding will be signed between the Agency and the organisation.
- Termination: Department heads are required to make requests for replacements to ensure the smooth transition from one cycle to another.

The majority of placements under the direct hire programme are for low skilled positions (labourers, cleaners, guards, clerks etc). This is necessary to create as many jobs as possible and to ensure access for the target group. The Agency also maintains a number of professional posts (medical doctors, dentists and engineers) and skilled contractors (tradesmen, book-keepers, administrators and IT staff) under this Programme.

In exceptional cases of hardship, petitions are considered to extend the duration of JCP contracts or transfer contractors to other placements. Eligibility for this facility is

determined by the Agency's social workers. Professional staff may be extended with justification from the head of department. The extension of skilled contractors requires a higher level of justification.

Impact on Beneficiaries

The programmes seek to alleviate levels of poverty for the contracted period by providing a basic and reliable level of income. This is deliberately set at a low rate of \$2.10 per contractor and each direct dependent (in line with the World Bank poverty line). There will also be spin-off benefits to local retailers and service providers.

According to the findings of a series of focus groups conducted on the Agency's behalf in the summer of 2005, most of the income earned through the programme was spent on meeting basic needs. Most beneficiaries increased expenditure on food, healthcare and education; however clothing, home repair, the repayment of debts and payment of utilities bills also featured. Beneficiaries surveyed found that the programme also had social and psychological benefits.

Report on Delivery: January to May 2006

By 31 May 2006, UNRWA in the Gaza Strip will have provided 937,000 working days through temporary job opportunities for 15,164 persons (over 90,000 dependents).

In the West Bank the programme will have delivered

- 2,884 three-month positions within UNRWA installations
- 1,611 one-month positions in municipalities and villages

Additional Activities Proposed: July to December 2006

In Gaza, UNRWA will provide 4.2 million job days, an increase of 1.8 million work-days between July and December 2006 on top of the 2.4 million work-days planned under the original Appeal. This will be achieved through creating an additional 12,000 temporary posts at any one time during the second half of the year over and above the 8,000 posts originally proposed. Of this increased number, 5,000 posts would be provided to families with fewer than six members following a needs assessment by UNRWA social workers. The Gaza Field will also strengthen the administration of the programme through the establishment of a dedicated JCP unit. This will allow the Agency to plan better, target beneficiaries and monitor its activities, thus maintaining the integrity of the process. This is costed under the coordination/capacity section.

In the West Bank, the Agency will expand its Emergency Job Creation Programme by 675,000 work-days (18,750 additional positions) on top of the 975,000 work-days originally proposed, as follows starting July 1st:

- 5,250 additional three-month contracts within UNRWA installations (1,750 positions per quarter)
- 13,500 additional one-month contracts within municipalities and villages (1,500 positions per month¹⁸)

¹⁸ The West Bank field JCP planning cycle continues until end March 2007; hence, all activities are costed on a 9-month basis.

Monitoring

In both fields an expanded full-time team of monitors will continue their regular visits to each site to ensure that those hired are working in accordance with their terms and conditions and to verify attendance records.

Further to this, in Gaza where the intervention is currently managed by the Department of Administration, a dedicated JCP unit will be established to administer the expanded programme. This will include the recruitment of a programme manager (P4) with responsibility for the overall design, implementation, monitoring and evaluation of job creation activities in the Gaza Strip. Related costs are included in the coordination/capacity section (see below).

In the West Bank, the Job Creation Unit will be expanded to include:

- one Job Creation Programme Coordinator (P3) (budgeted under the Capacity Component)
- five additional monitors and five additional data entry clerks

Budget

	Gaza Strip	West Bank	Total
Original Budget (12 Months)	27,794,713	18,223,960	46,018,673
Additional requirements (July-Dec)	20,846,034	11,768,663	32,614,697
Revised Requirements (Jan-Dec)	\$48,640,747	\$29,992,623	\$78,633,370

Indirect Hire (West Bank only)

Aim

To alleviate the poverty associated with increasingly high unemployment through the provision of temporary work opportunities to unemployed refugees. Like the Direct Hire sub-programme this will ease the effect on the refugee population of the absence of PA salaries as well as border and trade restrictions.

Revised Objectives

- To create 30,926 workdays in West Bank refugee camps for 2,577 labourers who support an estimated 15,205 dependents;
- To create 153,578 workdays within other organisations such as the Union of Agricultural Work Committees, Agricultural Relief and Palestinian Authority for 10,630 labourers supporting 62,717 dependents.

Under the revised 2006 Emergency Appeal, the Agency will provide 184,504 work-days through approximately 13,207 short-term job opportunities for unemployed refugees in the West Bank.

Activities

This sub-programme uses the infrastructure of the Camp Popular Committees (CPCs) to implement temporary employment contracts. Activities are as follows:

- Project identification: CPCs work in conjunction with the Agency in drawing up detailed specifications and criteria.
- Contracting: a Memorandum of Understanding is signed with the CPC in each refugee camp detailing the responsibilities of the committee, the reporting requirements, the timing of payments, and the specifications of the work to be implemented. Once the CPC submits a detailed work plan and schedule, the Agency makes a 30 percent advance payment against the estimated cost.
- Recruitment: vacancies are advertised in the camps and in UNRWA installations. Each CPC is in charge of recruiting the labourers based on UNRWA eligibility criteria. This is monitored closely by the Agency.
- Implementation: Works are carried out under the Agency's supervision.

Impact on Beneficiaries

Labourers, who constitute the majority of those working on the projects, receive an average daily wage of US\$13.50. Foremen receive US\$15.40 per day.

This sub-programme also contributes to the improvement of camp infrastructure, for example through widening roads, paving dirt tracks, upgrading drainage systems and repairing damage. Other impacts of the programme are as per Direct Hire above.

Report on Delivery: January to May 2006

The Indirect Hire sub-programme has two components in 2006:

- Creation of jobs within refugee camps: Interventions funded through the 2006 Appeal are scheduled to begin in July 2006 due to a carry-over of activity funded through the 2005 Appeal. This continuation of activity has provided 27,902 job days to 1,977 labourers in 2006.

- Creation of jobs within other organisations, primarily NGOs: this programme started on 15th March, in coordination with the Union of Agricultural Work Committees (UWAC) and will offer 21,778 work-days to 1,210 labourers supporting 7,238 dependents.

Additional Activities Proposed: July to December 2006

The Agency will expand its Indirect Hire Programme by an additional 9,420 positions (131,880 workdays), based on 1,570 refugees on four-week cycles for projects of agricultural work and infrastructural rehabilitation.

Monitoring

CPCs submit a biweekly progress report and breakdown of expenditure. Official receipts for materials and tools purchased and equipment rented are also sent to UNRWA's Field Sanitary Engineer who is responsible for compiling a monthly report on the implementation of the project and conducts regular field visits.

Budget

	West Bank	Total
Original Budget (12 Months)	1,635,434	1,635,434
Additional requirements (July-Dec)	6,604,500	6,604,500
Revised Requirements (Jan-Dec)	\$8,239,934	\$8,239,934

Emergency Food Assistance Programme

Aim

To counter problems of inadequate nutrition and economic access to food through provision of a food basket of basic commodities. This will be provided to the most vulnerable refugee families, including those affected by the absence of PA salaries and heightened restrictions on movement.

Revised Objectives

- Gaza Strip:
 - To undertake two rounds of food distribution to 135,000 families (approximately 625,050 persons based on an average of 4.6 persons per family) and three rounds of food distribution to an increased number of 158,000 families (approximately 731,000 persons) in 2006.
 - To procure buffer stocks for one round of food assistance to 158,000 families.
- West Bank:
 - To distribute one round of food to 75,000 families (450,000 persons based on an average of 6 persons per family) and two rounds of distribution to an increased number of 82,500 families (495,000 persons)

Activities

The activities differ between the two fields but essentially consist of the following components:

- Social workers from UNRWA's Relief and Social Services Department identify those families eligible for emergency food assistance.
- The Procurement and Logistics Division in Amman issues a tender for the supply of required commodities to an approved list of international suppliers.
- In committee, staff of the Procurement and Logistics Division at field level analyse the bids and draw up contract proposals. Once the Agency's Headquarters Contracts Committee approves these, contracts are awarded.
- Materials and other supplies required for packing the commodities are procured on the local market in accordance with the Agency's standard rules and procedures (in all instances by means of competitive tender).
- Relief and Social Services staff prepare and distribute coupons to ensure that only eligible families benefit.
- UNRWA takes delivery of the commodities through Ashdod and arranges transport to its warehousing facilities in the Gaza Strip and West Bank.
- Packing and distribution of the commodities is carried out by staff hired under the Agency's emergency job creation programme under the supervision of the staff of both the Field Procurement and Logistics Department and the Field Relief and Social Services Department, in accordance with an established schedule and based on the distribution coupons held by beneficiaries.
- The West Bank Field Office distributes a parcel for three persons consisting of 30kg flour, 6kg of rice, 6kg of sugar, 2kg of whole milk, 4kg of lentils and 4 litres of sunflower oil.
- The Gaza Field Office distributes a comparable parcel of assistance, varying according to family size.

- Social workers carry out random sample checks on households' eligibility and their use of assistance provided.
- Relief and Social Services Programme staff provide monthly reports.

Impact on Beneficiaries

UNRWA's emergency food aid targets needy refugee households to improve levels of food security. As a secondary benefit, it frees up scarce family income for the purchase of other essential household goods, including fresh food.

Focus groups consulted during 2005 revealed that UNRWA's emergency food assistance was the primary source of food for two thirds of those surveyed. Respondents agreed that food aid secured the minimum requirements for family food needs and enabled families to save money. This translates into financial assistance which enables beneficiaries to repay debts to friends, relatives and shops as well as to pay utility bills, educational expenses, clothes, rent and other basic needs. The relief this brings was reflected in improved personal relations within the family.

Report on Delivery: January to May 2006

In the Gaza Strip, closures of the Karni commercial crossing resulted in delays implementing the schedule set out in the 2005 emergency appeal. Consequently, the distribution of two rounds of food procured under the 2005 EA was delayed until 2006. The second of these will be completed by mid-June.

In the West Bank, the first round of food distribution, fully covered by contributions to the 2005 Emergency Appeal, started on May 15 and will run until mid July. The Agency procured commodities for 157,500 parcels to be distributed to 78,750 families, benefiting an estimated 472,500 persons. Delivery is on target to date.

Additional Activities Proposed: July to December 2006

In Gaza, the Agency will deliver the same number of rounds as projected in the original Appeal but increase the number of beneficiaries. Between July and December 2006, UNRWA in Gaza will distribute three rounds of food to a total of 158,000 families (approximately 731,000 persons). This constitutes an increase of 23,000 families or 106,720 individuals. Due to the extended closure of Karni during the first part of the year, and the likelihood of further closures in the coming period, UNRWA in Gaza proposes making additional provision for food buffer stocks to cover one round of distribution for the revised target figure of 158,000 households. The Agency will also strengthen its emergency capacity, with additional social workers and managers in the Relief and Social Services Department. These staff are costed under the capacity/coordination section.

In the West Bank UNRWA proposes an increased caseload of 10% for its second round of food distribution in 2006, bringing the total number of beneficiaries to 82,500, as well as a wholly additional third round of emergency food aid to 82,500 households (165,000 parcels). Overall, the Field is seeking funds to cover procurement, transport and distribution of 180,000 additional parcels. To assess the needs of additional households, the Agency is also requesting funds to cover the salary of 25 additional social workers.

Monitoring

UNRWA is committed to ensuring that products and services dispensed to the Palestine refugee populations only reach those meeting eligibility criteria. RSSD social workers will carry out individual assessments to uphold the criteria and determine needs.

UNRWA uses the following indicators to monitor the implementation of its food aid programme:

- Percentage of households assessed/reassessed each quarter and recommended for assistance
- Percentage of identified vulnerable households receiving food aid packages
- Percentage of households using food aid received for their own needs
- Number of calories distributed per refugee
- Number of days when nutritional needs were covered by UNRWA emergency food distribution
- Timely distribution, delays/disruptions to the distribution process

Eligibility criteria for the intervention have not changed and are based on the following:

- Registered refugee families who have lost their income;
- Registered refugee families whose income has been seriously disrupted to the point where it has dropped below the poverty line.

Note; these general criteria provide guidance for the programme but are reinforced by home visits undertaken by the Agency's social workers. Lists of beneficiaries are drawn up and closely monitored by Relief and Social Services Programme staff. Agency social workers pay home visits to families to ensure that they correspond to the stated criteria.

Budget

	Gaza Strip	West Bank	Total
Original Budget (12 Months)	28,103,732	4,578,572	32,682,304
Additional requirements (July-Dec)	9,329,211	5,234,120	14,563,331
Revised Requirements (Jan-Dec)	\$37,432,943	\$9,812,692	\$47,245,635

Emergency Cash Assistance Programme

Aim

To alleviate growing poverty amongst Palestine refugees through the provision of cash subsidies and goods to the most vulnerable households.

Revised Objectives

- Gaza Strip:
 - To distribute emergency cash grants to 44,400 households (approximately 217,000 persons) including relocation fees to 2,421 households on a monthly basis.
- West Bank:
 - To distribute 58,279 emergency cash grants
 - To distribute blankets (3,000), and kitchen kits (100) to a limited number of households under critical circumstances.
 - To distribute school bags to 12,000 pupils from vulnerable households.

Activities

UNRWA maintains well developed procedures for the issuing of cash grants in both fields:

- A social worker visits each family to determine eligibility.
- If eligible, the social worker prepares a social assistance report.
- The report is sent with a recommendation to the Camp Relief and Social Services Officer (CRSSO).
- CRSSO reviews the report and passes it to the Field Office for further review.
- Lists of approved families are sent to the Field Finance Officer for action with respect to transferring funds to the bank.
- The Social Worker notifies the family to go to the bank to collect the assistance.
- A file is maintained for every family assisted.

Impact on Beneficiaries

Families eligible for relocation assistance receive US \$100 per month whilst families deemed eligible for one-off payments receive an average of US \$235 in Gaza and US \$250 in the West Bank. The provision of blankets (value US \$10), kitchen kits (value US \$200) and school bags (value US \$20) in the West Bank frees up scarce resources for other needs.

According to the Agency's focus groups on emergency cash assistance, almost all respondents (92%) stressed that finding work would allow them to leave the programme and support themselves once again. Israeli closures preventing access for Palestinians to work in Israel were cited as a reason for lack of work opportunities at the present time. Respondents felt that the cash assistance programme allowed them to meet pressing financial needs and to repay debts. Importantly, refugees felt able to approach UNRWA for this assistance "with dignity intact" rather than seeking charity from local NGOs and other welfare providers.

Report on Delivery: January to May 2006

By 31 May 2006, UNRWA in Gaza will have provided cash grants to 9,281 families (approximately 43,000 persons) including relocation fees to 1,730 families each quarter. For the same period in the West Bank, a total of 13,779 families (approximately 82,674 persons) will have received average cash assistance payments of \$250.

Additional Activities Proposed: July to December 2006

In Gaza, an additional 24,000 cash grants will be disbursed during the period July to December 2006, on top of the 10,200 grants planned under the 2006 Emergency Appeal. This comprises assistance to 3,750 families per month as well as resources to address an estimated backlog – by end June – of 11,700 petitions. There will be no expansion of the sub-component for payment of relocation fees.

In the West Bank, the Agency will expand the programme to an additional 17,400 beneficiaries on top of the 18,000 originally proposed in each of the final two quarters of 2006 which requires additional staff as follows:

- 75 social workers and seven data entry clerks will be recruited across UNRWA's three areas of operation.
- in the Field Office: one social worker, two data entry clerks and one supervisor.

Additional capacity components for the Relief and Social Services Departments in both fields are outlined and costed under the coordination/capacity section below.

Monitoring

UNRWA is committed to maintaining the integrity of its programmes by ensuring that products and services dispensed to the Palestine refugee populations only reach those meeting the criteria starting with those in the greatest of need. RSSD social workers will carry out individual assessments to uphold the criteria and determine needs.

For monitoring, UNRWA uses the following indicators:

- Percentage of households assessed/ reassessed each quarter and recommended for assistance
- Percentage of identified vulnerable households receiving cash assistance
- Percentage of households using received cash assistance for its purpose
- Percentage of households in special need for primary items (blankets and kitchen set) actually receiving these items
- Percentage of households in special need for school bags actually receiving these items
- Number of delays/disruptions to the distribution process

Again, eligibility criteria have not changed. For the "loss of income" category, these are as follows:

- Families who have lost their breadwinner and are left with no one capable of earning any income.
- Families whose breadwinners have sustained serious injuries and as a result have become unable to earn income.

Budget

	Gaza Strip	West Bank	Total
Original Budget (12 Months)	8,821,564	4,531,230	13,352,794
Additional requirements (July-Dec)	6,378,659	8,100,771	14,479,430
Revised Requirements (Jan-Dec)	\$15,200,223	\$12,632,001	\$27,832,224

Emergency Health Programme

Aim

To ensure primary health care services for Palestine refugees in the oPt, in response to an expected increase in demand for services.

To alleviate the effects of closures on the health status of Palestinians in the West Bank, through facilitating access to primary health care services.

Note: this represents a new and critical intervention for this revised Emergency Appeal in Gaza Field and an expanded intervention in the West Bank demanded by the decline in this vital area of service provision caused by the current situation.

Revised Objectives

- To address an estimated 35% increase in demand for drugs and other medical supplies at UNRWA clinics in the Gaza Strip.
- To address an estimated 25% increased demand on UNRWA clinics in the West Bank.
- To facilitate access to primary health care services, curative and preventive treatments in the West Bank through maintaining five mobile healthcare teams and establishing five fixed stations. An estimated 145,062 refugee patient consultations (an average of 10,977 patients per month in the first six months and 13,200 patients in the latter six months of the year) will be provided.

Activities

- Medical supplies will be procured locally if available or otherwise from international suppliers after competitive tendering.
- For the West Bank mobile health clinics, recruitment of additional staff for the project will be organised by UNRWA's Health Department and the Job Creation Programme to cover the introduction of the fixed stations, ante-natal, mother and child health care and laboratory services.
- Schedule of regular visits will be established at field level, advertised in the areas and coordinated with other providers.
- Visits of the mobile clinics will be announced through local mosques, in community-based centres, and through word-of-mouth.
- The emphasis of the service is on basic preventive and curative services including maternal and child health and family planning services, immunization and communicable and non-communicable diseases care, in addition to outpatient care. A range of curative treatments is offered by the mobile clinics for a broad range of common communicable and non-communicable diseases.

Impact on Beneficiaries

In both fields additional medical supplies will help maintain the health of refugees unable to seek primary health care at health clinics other than UNRWA's due to the current financial crisis of the PA and declining levels of income. An increased hospitalization budget will enable the field to respond to an expected increase in demand for referrals.

Through the mobile clinic programme, refugees isolated by the separation barrier, checkpoints and roadblocks have access to primary health care services in their own areas, avoiding the need for long and often difficult journeys by public transport. The

programme also allows chronically ill patients in target areas to have access to prescription medication.

Report on Delivery: January to May 2006

For Gaza Field, this represents a new intervention and therefore there is no delivery to report in the first half of the year.

In the West Bank, a new preventive care component has been added to the mobile clinic programme, with five fixed stations established in different areas of the West Bank. Additional staff have been recruited through the Health Department and Job Creation Programme. The mobile clinics have completed 575 visits, receiving a total of 54,828 patients during the first five months of the year, an average of 10,966 per month. In addition, the Health Department has initiated procurement procedures for additional drugs and other medical supplies.

Additional Activities Proposed: July to December 2006

In Gaza, this intervention is wholly additional. To respond to an expected 35 percent increase in demand the following resources are required:

- Additional medical supplies;
- Additional running costs, including storage rental; and
- Hospitalization subsidies.

Staffing needs in Gaza will be handled through the Job Creation Programme.

In the West Bank, the Agency expects a 25 percent increase in general provision of primary health care and a 20 percent increase in patients attended by the mobile clinics. UNRWA thus requires additional resources as follows:

- additional medical supplies for mobile clinics
- additional drugs
- overtime and additional staff
- hospitalisation subsidies

To implement and monitor the increased Health activities in the West Bank, UNRWA will recruit three Health Area Coordinators (budgeted under the Capacity/Coordination component)

Monitoring

The Health Department in both fields will closely monitor increases in demand for health service provision. Mobile clinics in the West Bank, submit reporting returns to the Field Office Health Department on a regular basis. Field visits will be conducted by the Emergency Appeal Unit to monitor the project. The Health Department issues monthly reports which form the basis of quarterly reporting to donors.

Budget

	Gaza Strip	West Bank	Total
Original Budget (12 Months)	0	895,593	895,593
Additional requirements (July-Dec)	1,208,235	899,532	2,107,767
Revised Requirements (Jan-Dec)	\$1,208,235	\$1,795,125	\$3,003,360

Emergency Environmental Health Programme (Gaza Strip only)

Aim and Objectives

To provide emergency relief and assistance where municipalities hosting refugee camps are unable to cope with pressing public health emergencies and maintain vital public utilities such as water treatment plants, waste disposal systems, water wells, and pest control.

Note that this represents a new intervention for this revised Emergency Appeal.

Activities

The Agency will provide emergency supplies required to maintain essential public services directly to the service provider. The required supplies will be procured from local vendors.

UNRWA will acquire an emergency response capacity in the environmental health sector when supplies run out. For example:

1. There are reported shortages of fuel and other supplies for the operation of water pumps and sanitation facilities in the Gaza Strip. As a result, it has been reported that only 70 percent of Gaza City's fleet of sanitation trucks are operating and only at 30-40 percent capacity. This will result in an increase of solid waste throughout the city, particularly during the summer months, which could have serious public health implications.
2. There are reports of shortages of chemicals needed to purify water and eliminate vermin and mosquitoes and other materials required to ensure the continued operation of basic and vital services.

At the point where shortages of vital supplies threaten refugees' environmental or public health, UNRWA will – where possible – intervene to provide the supplies necessary to avert or mitigate the consequences.

UNRWA may also act to provide assistance to ensure that the operation of important basic services, such as sewerage systems and clean water, does not cease.

Such support is designed to help prevent public health catastrophes in the Gaza Strip and prevent a significant deterioration of the environment and resulting negative effects on public health.

Impact on Beneficiaries

Providing supplies required for maintaining vital public utilities would help prevent further contamination of the Gaza environment. UNRWA can react to public health issues as they arise to help prevent a serious deterioration. In extreme cases, UNRWA can provide supplies necessary to avert water-borne diseases, or the proliferation of dangerous levels of solid waste and sewage.

Report on Delivery: January to May 2006

As this represents wholly additional provision, no activities have been undertaken to date.

Additional Activities Proposed: July to December 2006

UNRWA is seeking US\$ 500,000 (excluding programme support costs) for a cash reserve fund to enable it to respond to increasing requests for emergency support in this sector.

Budget

	Gaza Strip	Total
Original Budget (12 Months)	0	0
Additional requirements (July-Dec)	555,000	555,000
Revised Requirements (Jan-Dec)	\$555,000	\$555,000

Operations Support Officer Programme

Aims

Note that this programme works on a specific cycle and under specific funding arrangements. Hence its activities will be reviewed separately. In both fields, the programme is funded until the end of August 2006.

To reinforce and facilitate the maintenance of UNRWA's education, health and relief social services programme in the context of the emergency situation in the oPt.

In Gaza, security permitting, the aims of the programme may be expanded to include monitoring of humanitarian conditions in the field and issues affecting the general welfare of the refugee population, to enable the Agency to respond in a timely and efficient manner.

Revised Objectives

- To provide logistical support, facilitate access to humanitarian aid and enable UNRWA to respond quickly and alleviate any undue suffering in the current crisis.
- To ensure the integrity and neutrality of the Agency's installations and programmes.

Activities

- Monitor rapidly changing humanitarian conditions in refugee camps, towns and villages.
- Report problems affecting the general welfare of the population and endeavour to ensure that UNRWA's emergency programmes respond adequately and efficiently to any perceived need for emergency assistance.
- Facilitate the delivery of food and medical assistance and negotiate the passage of UNRWA personnel, supplies and vehicles, including ambulances, through Israeli military checkpoints.
- Monitor issues relating to access of Agency personnel, vehicles and supplies into, out of and within the West Bank.
- Inspect UNRWA's installations and any assets that the Agency controls to assess any damages sustained as a consequence of hostilities and ensure that they are used only as intended.
- In their interactions with the refugee communities, explain the purpose of UNRWA's mandate and neutrality.
- Gather data and prepare reports with a view to improving the services UNRWA provides to refugees.
- Intervene with Israeli military and police to safeguard the immunities and privileges that UNRWA enjoys under international law and through prior agreement with the Government of Israel.

Impact on Beneficiaries

The expected outcome is that both regular and emergency programmes will continue during the current emergency situation and that the right of the refugee population to access services is respected.

Report on Delivery: January to May 2006

In the Gaza Strip, the programme comprises four teams of international officers accompanied by Area Operations Support Officers. Due to the deterioration in the security situation only one international staff member is currently in Gaza. The OSO programme has been disrupted since September 2005 due to the relocation of international staff as a result of the declining security situation.

In West Bank 10 international OSOs have been active during the first half of 2006, in facilitating staff access to Jerusalem and movement in the West Bank and ensuring the integrity of the Agency's installations and programmes through daily inspections of UNRWA's premises.

Additional Activities Proposed: July to December 2006

To follow.

Budget

	Gaza Strip	West Bank	Total
Original Budget (12 Months)	243,509	656,910	900,419
Additional requirements (July-Dec)	0	0	0
Revised Requirements (Jan-Dec)	\$243,509	\$656,910	\$900,419

Coordination and Capacity Development

Aim

To strengthen the capacity of the Emergency Programme, including emergency preparedness and contingency planning. This covers two areas in particular: overall coordination and management, and field monitoring.

Currently the Agency has scarce management resources for the planning, coordination and delivery of emergency interventions – and no dedicated resources at senior level. The evaluation of UNRWA's Emergency Programme, recently conducted by the UK Overseas Development Institute¹⁹, clearly highlights this shortcoming. In spite of the considerable levels of activity involved in the Emergency Programme, to date it has been managed through existing and often part-time resources at field level, placing undue levels of stress on existing systems. For example, monitoring of all aspects of the Emergency Programme (including food and cash distributions) is carried out by small, overstretched teams, particularly in the Relief and Social Services field departments. This must be urgently addressed, especially in the context of increased needs (and hence stepped up emergency activities) outlined in this revised Emergency Appeal.

Objectives

- To strengthen monitoring and management of emergency programmes through increasing programme capacity in the Gaza and West Bank Fields by providing additional staff to the relief and social services, job creation and health programmes.
- To strengthen managerial support to the Emergency Programme by providing dedicated managerial capacity at senior field management level; to ensure that the management of emergency activities is based on systematic assessments, and regular monitoring and evaluation.
- To provide support to both Fields in the planning, implementation and monitoring of interventions through strengthening the strategic and programme management capacity in the Office of the Director of Operations at Headquarters.
- To provide the necessary support to the Emergency Task Force to achieve optimal coordination between Fields and maintain a harmonized approach to emergency interventions.

Activities

The functions of needs assessment, situational analysis and programme planning and design need strengthening in the Fields, with Headquarters providing strategic guidance, tools, oversight and coordination.

Specific activities will include:

- Establishment of an Emergency Preparedness and Response Officer post in the Office of the Director of Operations at HQ Amman, at P-4 level. This post will be tasked with coordination functions relating to the four areas of activity outlined above. Under the overall supervision of the Director of Operations, whose office has been recently restructured, the post will maintain

¹⁹ The ODI report will be issued shortly.

programmatic oversight of emergency activities in both fields and ensure that needs/impact assessment, planning, implementation, monitoring and evaluation are pursued within a common framework of best practice and accomplished to uniformly high standards. (Note: the establishment of this post will also be included in the overall Organizational Development reform proposal, shortly to be issued by UNRWA, with a clear reference that funds to cover the post have been requested under this revised appeal.)

- Strengthening capacity at the field level will include a number of interventions. Note: the respective structures of the two field offices (West Bank and Gaza) present considerable differences, reflecting different situations and response requirements; and that the Gaza Field Office's portion of the Emergency Programme is larger in scope and size, thus requiring a different level of additional management resources:
 - Establishment of an Emergency Programme Manager function in both fields to reinforce the overall planning and implementation of emergency programmes and activities. In Gaza, this function will be entrusted to a P-5 Assistant Director; in the West Bank, to a P-4 Emergency Programme Manager.
 - Additional managerial and operational staff (including monitors) are required for relief and social services and job creation activities in both fields to meet increased demand and to provide accurate assessments of the eligibility of petitioners. This will ensure that emergency programmes are administered in accordance with Agency guidelines and principles and guarantee that the integrity of the process will not be compromised by the increased workload.

Impact on Beneficiaries

It is expected that an enhanced management capacity for the Agency in the delivery of its emergency interventions will result in increased efficiency and effectiveness in the delivery of outputs and hence improved quality of service for refugees.

Report on Delivery: January to May 2006

This is a new intervention and therefore no activity has been recorded for the first part of the year.

Additional Activity Proposed: July 2006 to June 2007

The posts proposed under this heading are wholly additional. Note that budgetary costs supplied are for 12 months to ensure continuity of support beyond the six months covered by this revised appeal and to assist in the recruitment of appropriately qualified and suitably skilled staff.

Monitoring

All posts will be subject to performance appraisal as per Agency procedures. The Emergency Task Force, drawn from both fields programme departments and headquarters support departments will continue to have an oversight role over both emergency policy and implementation.

Budget

	Gaza Strip	West Bank	HQ	Total
Original Budget (12 Months)	0	0	0	0
Remaining Requirements under Original Budget (July-Dec)				
Additional requirements (July-June)	\$3,638,786	\$481,190	\$193,473	\$4,313,449
P4 Emergency Programme Manager	0	193,473	193,473	386,946
Monitors		79,920		79,920
Additional RSS	1,864,096	29,251		1,893,347
Additional Health Staff	0	29,251		29,251
Additional JCP	1,548,083	149,295		1,697,378
P5 Assistant Director	226,607			226,607
Revised Requirements (July-June)	\$3,638,786	\$481,190	\$193,473	\$4,313,449

Overall Financial Summary

Original 2006 Emergency Appeal				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	27,794,713	18,223,960	0	46,018,673
Indirect Hire	0	1,635,434	0	1,635,434
Food Aid	28,103,732	4,578,572	0	32,682,304
Cash Assistance	8,821,564	4,531,230	0	13,352,794
Health	0	895,593	0	895,593
Environmental Health	0	0	0	0
OSO	243,509	656,910	0	900,419
Capacity	0	0	0	0
Total	64,963,518	30,521,699	0	95,485,217

Additional Requirements				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	20,846,034	11,768,663	0	32,614,697
Indirect Hire	0	6,604,500	0	6,604,500
Food Aid	9,329,211	5,234,120	0	14,563,331
Cash Assistance	6,378,659	8,100,771	0	14,479,430
Health	1,208,235	899,532	0	2,107,767
Environmental Health	555,000	0	0	555,000
OSO	0	0	0	0
Capacity	3,638,786	481,190	193,473	4,313,449
Total	41,955,925	33,088,776	193,473	75,238,174

Total Revised 2006 Emergency Appeal				
Intervention	Gaza Strip	West Bank	HQ	Total
Direct Hire	48,640,747	29,992,623	0	78,633,370
Indirect Hire	0	8,239,934	0	8,239,934
Food Aid	37,432,943	9,812,692	0	47,245,635
Cash Assistance	15,200,223	12,632,001	0	27,832,224
Health	1,208,235	1,795,125	0	3,003,360
Environmental Health	555,000	0	0	555,000
OSO	243,509	656,910	0	900,419
Capacity	3,638,786	481,190	193,473	4,313,449
Total	106,919,443	63,610,475	193,473	170,723,391

Note: Programme Support Costs of 11% have been applied to all activities.