



**UNRWA**

Emergency Appeal  
2007







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## Preface

Violence, poverty and despair are overtaking hopes of recovery and prospects for development in the occupied Palestinian territory (oPt). The international isolation of the Palestinian Authority (PA), the conditions of siege imposed on Gaza and the ongoing fragmentation of the West Bank are destroying the fabric of Palestinian society, creating an ever more distressed, degraded and angry population. Youth are becoming increasingly radicalized and lawlessness and internal conflict have reached critical levels.

The year began very differently. When UNRWA launched its 2006 emergency appeal for the oPt I expressed my hopes that no such appeal would be required in 2007. Israel's withdrawal from its settlements in Gaza and parts of the West Bank had generated guarded optimism of a resumption of negotiations between the Government of Israel and the PA. At that time, UNRWA stood ready with a major development plan to improve the living conditions of Palestine refugees and contribute to Palestinian economic recovery. This plan has effectively been shelved as we are forced to respond to growing humanitarian needs.

This year, I make no pledges, except that UNRWA will deliver vital assistance as effectively as it can. Living conditions in Palestinian areas are now deplorable, slumping to levels unseen since 1967. Every aspect of life has been affected; the entire Palestinian population is suffering. The

majority are now dependent on food and cash handouts. Palestine refugees - over 40 percent of the population - are particularly vulnerable to the effects of the current crisis, due to their dependence on public sector salaries, which have not been fully paid since February, and their concentration in Gaza, which continues to bear the brunt of the conflict.

To meet the most pressing basic needs of Palestine refugees in 2007, UNRWA is appealing for \$246m in emergency funding. By some distance this is the largest emergency appeal the Agency has launched since September 2000. However, it represents only a fraction of the opportunity cost of continuing conflict and steady dismantling of the foundations of the Palestinian state, in which the international community has invested so heavily over the past decade.

Emergency assistance is no substitute for a comprehensive political solution; it can only mitigate the effects of the crisis on the most vulnerable. Recently available data has confirmed the positive impact of UNRWA's emergency assistance over the past six years. This year, it is needed again urgently. I call on you to support this appeal generously.

A handwritten signature in dark ink, which appears to read 'Karen Koning AbuZayd'.

**Karen Koning AbuZayd**  
Commissioner-General, UNRWA



## Executive Summary

Since late-2000, the occupied Palestinian territory (oPt) has been in deep crisis. The collapse of the economy, brought on by severe and sustained restrictions on access and movement of Palestinian goods and persons, has seen dramatic declines in living conditions, with soaring unemployment and poverty rates and marked reductions in household income and consumption levels.

Socio-economic and humanitarian conditions have deteriorated more rapidly during 2006. Following the January elections to the Palestinian Legislative Council, official donor assistance to the Palestinian Authority (PA) has been withheld and the Government of Israel (GoI) has impounded PA customs and VAT revenues. A *de facto* sanctions regime has starved the PA of resources. Its ability to provide public services has been undermined and approximately a quarter of the population – PA employees and their dependents – have been deprived of their main source of income, with the majority falling into poverty. Earlier World Bank predictions that 2006 could be the worst year in Palestinian economic history do not appear unfounded.

The Palestinian population of the oPt – the bulk of whom are below 18 years of age – has become increasingly dependent on emergency humanitarian assistance, perhaps more so than at any point during the past 40 years. Opportunities for economic and human development, on which the viability

of any future Palestinian state depend, are diminishing. Basic education and health services, particularly in the West Bank, have been crippled for much of the latter half of 2006 through strikes by unpaid workers. UNRWA's health centres in Gaza and West Bank have experienced major spikes in demand during this period. Municipal services across the oPt have also been disrupted for much of the year, prompting further fears of public health emergencies.

The entire Palestinian population of the oPt is suffering the effects of the crisis. Refugees, who before 2006 endured higher poverty rates and worse socio-economic conditions than non-refugees, have been particularly affected, due to their disproportionate dependence on PA salaries and concentration in Gaza.

The turmoil created by the international boycott of the PA has been compounded by increased restrictions on access and movement for Palestinians throughout much of 2006. The continued construction of the West Bank Barrier and its associated system of closures, as well as the tightening of the permit and residency regime, has severed increasing numbers of Palestinians from access to land, employment and services, and led to further fragmentation of Palestinian areas. Despite the provisions of the November 2005 *Agreement on Movement and Access* (AMA), the Gaza Strip has been locked down for long periods and the 1.4m population effectively imprisoned,



with dire economic and social consequences. Closure of the crossing points for commercial and construction goods – at Karni and Sofa – has reached unprecedented levels, bringing the war-torn economy to a virtual standstill, whilst movement of persons through Rafah has been seriously curtailed since mid-year.

Renewed Israeli-Palestinian hostilities and a downward spiral of Palestinian internecine fighting have left the Palestinian population increasingly vulnerable. There has often been disproportionate suffering amongst refugee communities, particularly in Gaza, where Palestinian property and public infrastructure have been widely targeted by the Israeli Army (IDF) and hundreds have been killed and injured.

Following an attack on an IDF military post in Kerem Shalom on 25 June in which two IDF soldiers were killed and one taken captive, the conflict intensified dramatically. According to UNRWA data, between 25 June and 15 November, 382 Palestinians were killed in Gaza by the IDF, and a further 1,229 were injured. During the same period three Israeli soldiers were killed and 18 injured in Gaza, whilst one Israeli civilian was killed and 26 injured by Palestinian rocket fire. Thousands of Palestinians were displaced from their homes as Israeli shelling, ground incursions and air raids increased. On 28 June, the IDF bombed

the only power plant in Gaza, which provided almost half of Gaza's electricity and drove municipal water and sewage pumps. A return to full capacity is not expected for several months.

A recent IDF operation into Beit Hanoun, aimed at halting Palestinian rocket fire into Southern Israel, left 82 Palestinians dead and 260 injured, including 39 women and children<sup>1</sup>.

In order to address the impact of the crisis on refugees, UNRWA is launching a new appeal for basic humanitarian needs. In total, the Agency is appealing for \$246,159,636 in emergency funds in 2007. Interventions will provide basic social safety net support, in the form of food aid, job creation and cash assistance, respond to increased demand on UNRWA's health and environmental health services, and address the impact of conflict and non-conflict related violence on the most vulnerable. Additional capacity will ensure a more efficient, responsive and cohesive approach to emergency operations.

UNRWA has recently launched a special Flash Appeal for Beit Hanoun to fund repairs to over 1,000 refugee shelters damaged and destroyed in the operation and provide shelter for affected refugee families<sup>2</sup>. These funding needs are not duplicated in this appeal.

## Emergency Appeal Budget Summary

	Gaza Strip	West Bank	HQ Amman	Total
<b>Food Assistance</b>	67,954,480	27,260,890	0	95,215,370
<b>Direct Hire Employment</b>	64,205,730	28,063,692	0	92,269,422
<b>Indirect Hire Employment</b>	0	3,542,805	0	3,542,805
<b>Emergency Cash Assistance</b>	22,500,000	12,628,112	0	35,128,112
<b>Emergency Health</b>	1,789,800	2,356,625	0	4,146,425
<b>Environmental Health</b>	1,110,000	0	0	1,110,000
<b>Emergency Support to CBOs</b>	2,497,500	1,083,300	0	3,580,800
<b>Building a Protective Environment</b>	0	286,284	0	286,284
<b>Psycho-social Support</b>	2,331,000	0	0	2,331,000
<b>Operations Support Officers</b>	1,355,000	2,173,943	0	3,528,943
<b>Emergency Capacity</b>	3,640,000	1,184,225	196,250	5,020,475
<b>TOTAL</b>	<b>\$167,383,510</b>	<b>\$78,579,876</b>	<b>\$196,250</b>	<b>\$246,159,636</b>

<sup>1</sup> As of 15 November. UNRWA Gaza Field Office data. OCHA estimates that at least 1,700 rockets were fired into Israel from Gaza between September 2005 – November 2006.

<sup>2</sup> [http://www.un.org/unrwa/emergency/appeals/BeitHanoun\\_FA\\_Nov06.pdf](http://www.un.org/unrwa/emergency/appeals/BeitHanoun_FA_Nov06.pdf)

## The dimensions of the current phase of the crisis

The current phase of the crisis is characterized by a public sector starved of resources. The International Monetary Fund (IMF) has recently estimated that the PA's resources have shrunk by 60 percent in the last 12 months, from \$1.2 billion to \$500 million<sup>3</sup>.

Since February 2006, the GoI has halted the transfer of customs and VAT revenues to the PA, in violation of signed agreements between the two parties. In 2005, these averaged \$65m/month, or around half of all PA expenditure. Whilst this is not the first time that such transfers have been suspended, previous revenue loss has been offset by significant amounts of budget support. However, in 2006 direct budget support to the PA, which last year amounted to around a quarter of expenditures, was virtually nil. Further, domestic revenues, which previously represented 25 percent of PA expenditures, have also shrunk from \$33m/month during first quarter 2006 to \$20m/month in second quarter 2006 as a result of declining economic activity.

External support has been provided, but this has largely bypassed the PA and the Single Treasury Account of the Ministry of Finance. In June, donors established a mechanism – the Temporary International Mechanism (TIM) – to fund assistance to key PA institutions through the PA President's Office<sup>4</sup>. The TIM is currently mandated to run until end-2006. By the end of September, \$244m had been pledged, with \$65m disbursed during third quarter 2006. Arab donors have also provided funds to the President's Office estimated at \$300m between April and September.

UNRWA has sought to measure the impact of the current phase of the crisis, in particular with regard to the specific socio-economic impact on refugees, in order to guide its emergency plans and programming for 2007. This impact analysis has been based largely on specific sets of time series data acquired by special request from the Palestinian Central Bureau of Statistics (PCBS) and covering the period up to first-half 2006. A detailed report is available at [www.unrwa.org](http://www.unrwa.org).



<sup>3</sup> The PA's wage budget is estimated to have grown by an estimated 20 percent over the same period. *Recent fiscal and financial developments, IMF West Bank and Gaza, October 2006.*

<sup>4</sup> The TIM provides support for essential services (Ministries of Health, Education and Social Affairs), the provision of equipment and supplies and social allowances.





## The Impact of the Crisis

### Socio-economic strife and increasing basic needs

As a direct result of the ongoing crisis, Palestinian living conditions in the oPt have become wretched, slumping to levels unseen since the start of the Israeli occupation in 1967<sup>5</sup>. The decline since the start of 2006 has been rapid and the consequences will not be short lived, even with a swift return to pre-January 2006 conditions. Real GDP has declined by nine percent during the first half of the year, i.e. at a level comparable to the total decline in GDP during the previous five years of intifada. Preliminary third quarter indicators show that this trend is continuing, and that the annual reduction is likely to be of the magnitude (27 percent) predicted by the World Bank in March, which prompted their assessment that 2006 could be the worst year in Palestinian economic history.

During first half-2006, the PA fiscal crisis resulted in an estimated decline of \$500m in household incomes. Most significantly, the PA has been unable to pay full salaries

of approximately 165,000 employees since March<sup>6</sup>. This has resulted in severe income losses - estimated at \$330 million between January and June 2006 - for around one quarter of the workforce and their dependents, or around one million persons.

This income shortfall was felt disproportionately by refugees and Gazans, who are more likely to be employed by PA central government than their non-refugee and West Bank counterparts. During second quarter 2006, the PA's workforce accounted for 31.7 percent of employed refugees compared to 20 percent of non-refugees. Further, 42 percent of all employed persons in Gaza worked for the PA, compared to only 17 percent of employed persons in the West Bank. In other words, residents of Gaza were 150 percent more vulnerable to the direct economic effects of the non-payment of PA salaries relative to residents of the West Bank, whilst refugees were 50 percent more vulnerable compared to non-refugees<sup>7</sup>.

<sup>5</sup> Report on UNCTAD's assistance to the Palestinian People, July 2006, paragraphs 5 - 6.

<sup>6</sup> PA employees received the equivalent of only 2.5 months' salary, or 40 % of total wages, during first half 2006. Reduced PA expenditures on social welfare and purchases from private sector vendors resulted in a further decline in household incomes of USD180m over the same period.

<sup>7</sup> During Q2 2006 almost half of all 161,500 PA employees (76,500 persons) were refugees, whilst refugees account for around 40 percent of the Palestinian population of the oPt. Likewise, 45 percent of all PA employees are based in Gaza, whilst only 37 percent of the Palestinian population of the oPt live there.

In absolute terms, during second quarter 2006, 76,500 refugees were employed by the PA - 52,400 in Gaza and 24,100 in West Bank - or 46 percent and 19 percent of all employed refugees in Gaza and West Bank respectively. They supported an estimated 500,000 persons, or nearly a third of the total registered refugee population in Gaza and West Bank.

Additionally, and despite sizeable expansions in public sector hiring in second-half 2005 (albeit not fully paid), unemployment rates have continued to rise over the past 12 months. During second quarter 2006, 38.7 percent of labour force participants in Gaza and 24.2 percent in the West Bank were out of work, an increase of two to three points over the same period in 2005<sup>8</sup>. A total of 265,000 Palestinians were unemployed, more than double the pre-intifada rate (125,000). This figure includes 118,000 refugees<sup>9</sup> (71,000 in Gaza and 47,000 in the West Bank), representing 38.5 percent of the refugee labour force in Gaza and 26.7 percent in the West Bank. Levels of joblessness remained highest amongst the 20–24 age group, reaching 50 percent in Gaza and 25 percent in West Bank<sup>10</sup>.

Of perhaps greater long term economic consequence are the underlying weaknesses of the private sector and the further damage that has been wrought during 2006, in the face of heightened restrictions on access to labour in Israel. Current trends bode ill for prospects for sustainable economic growth amongst a young and rapidly growing labour force.

The growth in unemployment has had a knock-on effect on dependency ratios, i.e. the number of persons supported by each worker, which stood at 8.3 in Gaza and five in West Bank during second quarter 2006. On the eve of the intifada, these rates were 5.9 and 4.3 in Gaza and West Bank respectively.

<sup>8</sup> PCBS labour force surveys, according to the relaxed definition of employment, i.e. including those actively seeking work and 'discouraged' workers.

<sup>9</sup> In PCBS surveys, refugees are defined as those who identify themselves as such; they may or may not be registered with UNRWA.

<sup>10</sup> According to ILO definition, i.e. only those actively seeking work.

<sup>11</sup> Except where indicated, all data from PCBS surveys, based on income definition of poverty.

Poverty has become more pervasive, with both the number of families below the poverty line and the depth of poverty increasing significantly during 2006<sup>11</sup>. PCBS data indicates two thirds of all oPt households, or approximately 2.7 million persons, were below the income poverty line in June 2006, up from 50 percent at end 2005. Most of those affected - 2.4 million persons - were living in deep poverty, i.e. unable to provide for their basic needs of food, clothing and housing. Poverty is now endemic in Gaza; an estimated 87.7% of households were living in poverty, and 79.8% in deep poverty, in mid-2006. In West Bank, 55.6 percent of households were in poverty and 43.2 percent in deep poverty. Amongst households where work in the public sector constituted the main source of income, PCBS have estimated a growth in poverty from 22.9 percent at the end of 2005 to 75.8 percent by mid-year.

PCBS data also indicates that refugees remained more vulnerable than non-refugees, with 72.4 percent of refugee households living



below the poverty line by mid-2006 compared with 60.9 percent of non-refugee households<sup>12</sup>. More recent surveys by Near East Consulting support these findings and suggest that the gap may have grown in recent months<sup>13</sup>.

### Increased access restrictions

Palestinians in the oPt continue to face debilitating restrictions on movement and access as a result of an Israeli-imposed closure regime. A permanent feature of life since the late-80s and significantly expanded with the start of the second *intifada* in September 2000, closures have crippled the private sector, creating an environment inimical to sustained growth or investment. They affect all aspects of Palestinian life. Movement restrictions continue to seriously constrain opportunities for education, learning and development amongst Palestinian youth.

Gaza's borders were closed for long periods in 2006, with 1.4 million persons and commercial exports prohibited from leaving and basic commodities often unable to enter. Gaza

remains severed from the West Bank, where increased numbers of checkpoints and obstacles and the continued construction of the Barrier have been the precipitator for increasing economic fragmentation and dislocation of communities and reduced commercial activity.

### Gaza Strip

The November 2005 *Agreement on Movement and Access* (AMA) provided a new framework for the continual operation of Gaza border crossings, enhancing and regularizing the movement of goods between Gaza, West Bank and third countries. The AMA, which was intended to promote peaceful economic development, has effectively been mothballed since the start of the year due to Gol security concerns.

According to the AMA, exports through Karni, the major crossing point for commercial goods, were to rise from 150 truckloads per day by end-2005 to 400 per day by end-2006. Recent OCHA data indicates that average daily exports during 2006 have reached 12 trucks<sup>14</sup>, or only three percent of the year-end target. Levels of imports have also been much lower this year than over the previous 18 months. The Palestine Trade Center (PalTrade), estimates that the crossing had been completely closed on 27 percent of agreed opening days by end-October; when open, it has often functioned at reduced capacity<sup>15</sup>.

Closures have led to increased prices and the sporadic unavailability of certain basic commodities on the market, including foodstuffs, as well as increased transaction costs and reduced efficiency for businesses and humanitarian organizations. Although UNRWA has made alternative arrangements



<sup>12</sup> During 2001 – 2005 PCBS data indicates that refugees constituted around half of all poor and deep poor households in the oPt, but only around 41 percent of the total population. Source: PCBS data sets prepared for UNRWA by special request.

<sup>13</sup> [www.neareastconsulting.com](http://www.neareastconsulting.com), *The Palestinian Poverty Monitor*.

<sup>14</sup> CAP 2007.

<sup>15</sup> *PalTrade Al Montar/Karni Terminal Movement Monitoring monthly report October 2006*. As at 31 October, Karni had been closed on 71 of 261 agreed operating days, or 27 % of the time, compared with 18% in 2005 and 19% in 2004. Earlier this year, PalTrade estimated that daily losses when Karni was closed were ~\$600,000.



for the transit of humanitarian supplies when Karni has been closed (through Sofa crossing), passage has been one-way, contributing to an ever-increasing back-log of empty containers inside Gaza. Additional storage, transport and demurrage costs since January 2006 have now passed the \$1m mark.

Further structural damage has been suffered by the private sector and businesses able to maintain operations during the second intifada. Partnerships built and fostered over the course of several years are collapsing. In a May 2006 report, *The Peres Center for Peace* described this economic damage as 'fatal', referring also to the harm being done to the middle classes<sup>16</sup>. Available data indicates that the manufacturing industry – touted as an activity with potential to absorb many of Gaza's unemployed – has contracted by as much as 12 percent during first-half 2006<sup>17</sup>.

Movement of Palestinian labour to Israel through Erez, which averaged 27,000 per day on the eve of the intifada or 15 percent of the workforce, has ceased since March 2006, following the Gol's earlier assertion that Palestinian labour in Israel would be phased out by 2008<sup>18</sup>.

Rafah terminal, the only crossing point for Palestinians exiting Gaza, has been almost completely closed since the June 25 attack by Palestinians on Kerem Shalom. Those affected include Palestinian medical patients unable to return to Gaza after receiving treatment in Egypt<sup>19</sup>.

### West Bank

Increased numbers of physical obstacles in the West Bank during 2006 and the continued construction of the Barrier have created further dislocation of Palestinian areas, both within the West Bank and between the West Bank and Jerusalem. The creation of border-like crossings within the West Bank is disrupting



trade, communication and access. Commerce to Jerusalem in particular has reduced to a trickle.

A revised map published by the IDF in April 2006 indicated that the Barrier's total length will be 703km. By October 2006 406km had been completed, with a further 65km under construction; according to the published route, only 20 percent of the Barrier's length will run along the Green Line. If the Barrier is completed based on the current route, 60,500 Palestinians living in 42 towns and villages will reside in areas between the Barrier and the Green Line or in closed areas<sup>20</sup>. Over half a million Palestinians live within a one kilometre strip on the eastern side of the Barrier and need to cross it to access land and employment. In June 2006 UN staff observed 73 gates in the Barrier, of which only 38 were accessible to Palestinians with the correct permit. These

<sup>16</sup> *Palestinian and Israeli Private Sectors Severely Hurt by Prolonged Closure of Karni Border Crossing*, May 2006.

<sup>17</sup> PCBS estimates.

<sup>18</sup> Source: Haaretz, 8 March 2005. Palestinian labour in Israel has declined consistently since the early 90s. During the late-80s, approximately 40 percent of Gaza's work force was employed in Israel or Israeli settlements.

<sup>19</sup> As at 15 November the crossing had only been open for 26 days since the Kerem Shalom attack, or 18 % of all days (143).

<sup>20</sup> OCHA, *Preliminary Analysis of the Humanitarian Implications of the April 2006 Barrier Projections*.

gates operate erratically and opening hours are restricted.

Access to Jerusalem is increasingly problematic. Approximately a quarter of all 230,000 Palestinians holding East Jerusalem residency permits are located on the east side of the Barrier. They can only cross through four designated crossing points, controlled by Israeli Border Police.

Barrier construction is affecting access to basic services, including health and education. UNRWA has reported changes in usage patterns. For example, the Bedouin community of Al Khan Al Ahmar, between Jerusalem and Jericho, is no longer able to access Augusta Victoria Hospital and UNRWA Jerusalem Health Centre for primary and secondary health care. They are now forced to use Aqabat Jaber Health Centre and Jericho Public Hospital, where quality of services is considerably lower, costs higher and waiting lists for surgery longer.

A permanent checkpoint at the main entrance to Shufat camp, as well as further access restrictions around Jerusalem, is also preventing refugees - and in particular Bedouins - from accessing services at UNRWA's Jerusalem Health Centre in the Old City.

Within the West Bank, OCHA has reported an increase in the number of physical barriers during 2006, up to 528 by October - a 40% hike since August 2005. The permit system has also been reinforced, with restrictions based on age and residency coming into effect. Palestinians living in the northern West Bank face particular difficulties in traveling south. OCHA report that over 100,000 Palestinian males have been prevented from traveling south from Nablus on most days since 19 July. Palestinian access to the Jordan Valley has also been constrained, in particular for those who live in other parts of the West Bank who have landholdings or economic activities in the area. Export of

Palestinian agricultural produce, an economic mainstay, has been severely restricted during the past 12 months.

### **Renewed conflict: loss of life, destruction of property and infrastructure**

Levels of Palestinian-Israeli violence increased alarmingly in 2006, as did internal Palestinian fighting across the oPt. UNRWA data indicates that 635 Palestinians were killed in the oPt between 1 January and 15 November 2006 in direct conflict-related incidents, almost three times the number killed throughout 2005<sup>21</sup>; there were at least 110 children amongst the dead. During the same period 24 Israelis were killed in the oPt and Israel, according to OCHA and UNRWA data, compared with 47 throughout 2005<sup>22</sup>.

There has been a marked upsurge in hostilities in Gaza since 25 June, following an attack by Palestinians on an IDF border post in Kerem Shalom in which two Israeli soldiers were killed, four injured and one taken captive. Israel responded with Operation Summer Rains, which has included daily shelling, ground incursions and air operations, causing widespread damage and leading to high numbers of civilian casualties. By 15 November 382 Palestinians had been killed and a further 1,229 Palestinians had been injured<sup>23</sup>. During the same period, three IDF soldiers have been killed and 18 injured; one Israeli civilian has been killed and 26 injured by rockets fired into Israel. Eighteen Palestinians civilians were killed and 55 injured by IDF artillery shells in Beit Hanoun on 8 November following a six-day operation aimed at halting the firing of Palestinian rockets.

As part of Operation Summer Rains, Israel has launched repeated attacks on civilian infrastructure in Gaza, causing severe and continuing distress for the entire population. The bombardment of Gaza's only power plant

<sup>21</sup> UNRWA data indicates that 220 Palestinians were killed in IDF related incidents during 2005. Number of children killed: source – draft oPt CAP, 2007.

<sup>22</sup> United Nations OCHA-oPt, *Summary Monthly Statistics 2005-2006, weekly briefing notes 1-14 November 2006*, UNRWA daily situation reports.

<sup>23</sup> UNRWA field office data.



on 28 June cut off the supply of 43 percent of Gaza's electricity. Despite the recent installation of new transformers at the plant, supplies remain sporadic. The impact has been widespread and diverse, with families unable to keep fresh food, businesses and service providers facing increased operating costs and the quality of water/sewage services deteriorating. UNRWA has estimated the additional cost of fuel for generators at health centres to be approximately \$125,000 per month. Provision of health care has also been affected by power shortages, including dialysis and elective surgery, neo-natal and immunization services<sup>24</sup>.

Israel has resumed land incursions across Gaza, with thousands of Palestinians forced to flee their homes during the summer; 5,000 were provided with shelter in UNRWA schools. In total, 294 families have had their homes destroyed since the start of the year; the vast majority (286) are refugees. The homes of a further 1,740 families have been damaged<sup>25</sup>.

Levels of internal violence have also escalated in Gaza, with UNRWA data indicating that 174 Palestinians have been killed there and 922 injured as a result of internal disputes

and factional violence between 1 January and 15 November 2006. Such incidents are symptomatic of growing lawlessness and factionalization in Gaza and are an issue of major concern as tensions between rival security forces continue and personal and clan disputes increasingly involve the use of arms.

The conflict has also intensified in the West Bank during 2006. Following the January 2006 elections, the IDF has expanded its search and arrest campaigns; arrests have averaged over 500 per month, up from 300 per month in 2005. An average of 179 Palestinians were injured each month in the West Bank during 2006, up from 120 in 2005, and fatalities have increased slightly, from 10 per month in 2005 to 13 per month in 2006. IDF operations have primarily targeted the northern West Bank, in particular Nablus and Jenin, and parts of Area A, i.e. those areas under the control of Palestinian security forces.

In both fields, levels of violence remain high in refugee camps, as indicated by PCBS data highlighting the high incidence of violence against children in these areas.



<sup>24</sup> See Draft B'Tselem report: *Israel's Bombing of the Gaza Power Plant and its Effects*.

<sup>25</sup> UNRWA data, as at 15 November. Includes homes destroyed damaged during IDF operation Autumn Clouds in Beit Hanoun during 1-8 November.



## UNRWA's Role

UNRWA is one of the main service providers in the oPt. The Agency provides basic services and humanitarian assistance to over 1.7 million registered refugees in the oPt through education, health, relief and social services and microfinance and microenterprise programmes. Since late-2000 the Agency has launched a series of emergency appeals to address deteriorating humanitarian and socio-economic conditions facing refugees.

In 2006, in the wake of Israel's disengagement and despite the continued deterioration of key humanitarian indicators, UNRWA reduced its emergency funding requirements relative to previous years. The Agency's original Emergency Appeal budget in 2006 was \$95.5m, representing less than half of the funding requirements during the two previous years. Where appropriate emergency activities, in particular in the domain of job creation, were reoriented within a longer-term transitional framework of recovery and development<sup>26</sup>. UNRWA worked closely with the Office of the Quartet Special Envoy, the Palestinian Authority and sister UN Agencies at both technical and policy levels as part of a national plan to 'revive and relieve' the Palestinian economy.

However, in response to rapidly deteriorating humanitarian conditions in early 2006, the Agency revised its 2006 Emergency Appeal from \$95.5m to \$170.7m, as part of the revised Consolidated Appeals Process (CAP) for the oPt. By the end of October 2006, \$139.5m had been received or pledged, representing 82 percent of total funds required, and enabling the Agency to respond to increased needs and demand for assistance amongst the refugee population.

For 2007 the Agency is appealing for \$246.2m with the bulk of financial requirements targeting the refugee population in Gaza, which has borne the brunt of the escalation in the conflict since January 2006 and where the majority of refugees live. The Agency will maintain and expand social safety net support programmes - food aid, temporary employment and cash assistance - to address rising poverty, unemployment and dependency ratios amongst refugees. Additional resources will be allocated to basic and environmental health services to respond to increased emergency-related demand. Special interventions will ensure provision of community-based and psycho-social support to the most vulnerable, including through a pilot protection project

<sup>26</sup> Special package of interventions for refugees in the occupied Palestinian territories, UNRWA December 2005.

in the West Bank. The Agency will continue to dedicate resources towards capacity, coordination and monitoring.

UNRWA has launched a special Flash Appeal for Beit Hanoun to cover the cost of repairs

to over 1,000 refugee shelters damaged and destroyed in a recent IDF operation and to provide shelter for affected refugee families<sup>27</sup>. These funding needs are not duplicated in this appeal.

## The impact of UNRWA's assistance

Over the course of the intifada, UNRWA has been the main provider of humanitarian / emergency assistance in the oPt<sup>28</sup>, and by far the largest provider of support to refugees. Since October 2000 the Agency has appealed for US\$1.1 billion and received US\$681m in pledges. Available PCBS data for 2004 and 2005 indicates that humanitarian assistance was more effective in reducing poverty amongst refugees than non-refugees. In 2004 humanitarian assistance reduced the total deep poor count of refugees by 16.8 percent, whilst in 2005 the reduction was 24.1 percent; amongst non-refugees, assistance reduced the deep poor count in 2004 and 2005 by 10.6 percent and 16.8 percent respectively. On the face of it, humanitarian assistance was 50 percent more effective in alleviating poverty amongst refugees compared to non-refugees.

Research suggests that this is due to more accurate targeting of assistance and therefore less 'leakage' to the non-poor, attributable in large part to the relatively well-developed physical and institutional capacity of UNRWA vis-à-vis its refugee constituency, as well as the resources provided to UNRWA by donors. Levels of 'leakage' were found to be the least amongst refugees living in refugee camps, i.e. those localities where levels of poverty are highest<sup>29</sup>.



<sup>27</sup> [http://www.un.org/unrwa/emergency/appeals/BeitHanoun\\_FA\\_Nov06.pdf](http://www.un.org/unrwa/emergency/appeals/BeitHanoun_FA_Nov06.pdf).

<sup>28</sup> IJED *Palestinian Public Perceptions Reports* 1 – 10.

<sup>29</sup> PCBS, *World Bank Deep Palestinian Poverty in the Midst of Economic Crisis* (Ramallah and Jerusalem, Oct 2004), page 30; PCBS *Poverty in the Palestinian Territory, 2005, Main Findings Report*, June 2006, page 11.





## UNRWA's Response

### Emergency food assistance

#### Aim

To alleviate problems of constrained economic access to adequate nutrition amongst refugees.

#### Objectives

- Gaza: to distribute four rounds of emergency food assistance to 158,000 refugee families (approximately 791,450 persons).
- West Bank: to distribute four rounds of emergency food assistance to 102,000 refugee families (approximately 612,000 persons).

#### Activities

UNRWA is seeking funds for four rounds of emergency food assistance for 260,000 refugee families in the Gaza Strip and West Bank. In both fields, food procured under the 2006 appeal will be distributed in January and February 2007 with distributions funded through the 2007 Emergency Appeal (EA) commencing thereafter and proceeding on a quarterly basis. The final round of distribution will run into 2008, covering first quarter needs.

Food parcels will contain flour, rice, sugar, whole milk, lentils and sunflower oil. Parcels are designed to cover food needs which refugee beneficiaries cannot acquire from

their own resources. Consequently, refugees in the Gaza Strip, which has borne the brunt of the crisis in 2006 and where levels of poverty and unemployment are highest, will receive greater quantities of food than refugees in the West Bank.

In Gaza, commodities purchased in 2007 will be distributed in individual rations, with each beneficiary receiving a parcel covering 76 percent of recommended daily needs. In the West Bank, parcels are designed for three persons, with each covering an estimated 35 percent of daily needs for three persons. Larger families will receive multiple parcels.

In an effort to address ongoing problems of chronic micronutrient deficiencies, UNRWA will continue to distribute iron-fortified flour. In consultation with the PA Ministry of Health and other providers of food aid, UNRWA has recently introduced vitamin fortifications to its flour. Under a separate UNICEF project included in the 2007 CAP, refugee children and pregnant women and breastfeeding mothers will receive iron, folic acid and vitamin supplements. The Agency will continue to explore policy alternatives for addressing endemic micro-nutrient deficiencies amongst refugees. To this end, UNRWA has recently

conducted a follow-up study on the prevalence of anaemia amongst pregnant women and children aged 6 – 36 months; the results will be available soon.

### Eligibility

Food aid will be extended to refugee families without a source of income, including those affected by the non-payment of PA salaries and heightened restrictions on movement. Assistance will also be provided to spouses and children of women married to non-refugees, in accordance with a recent UNRWA policy initiative to ensure gender equality in service provision.

Ad-hoc distribution of food parcels to internally displaced families or those living in

areas under siege during IDF operations may also be authorized on an exceptional basis. In all cases, eligibility criteria will be assessed by UNRWA social workers.

### Impact

UNRWA's emergency food assistance will mitigate the effects of increasing food insecurity resulting from increasing poverty, unemployment and dependency ratios amongst refugee families in the oPt. It will also result in a reduction in the amount of money that households need to allocate towards food staples from scarce financial resources to enable allocation to other household priorities, including fresh food.

### Budget

	Gaza Strip	West Bank	Total
<b>Operating costs</b>	61,220,252	24,559,360	85,779,612
<b>Administrative costs (11%)</b>	6,734,228	2,701,530	9,435,758
<b>TOTAL</b>	\$67,954,480	\$27,260,890	\$95,215,370



### Emergency employment programmes – direct hire

#### Aim

To relieve economic hardship at the household level for families without a breadwinner through provision of temporary work opportunities.

#### Objectives

- Gaza: to create 4,722,500 work days of temporary employment for an estimated 55,950 refugee beneficiaries.

- West Bank: to create 1,672,800 work days of temporary employment for an estimated 42,400 refugee beneficiaries.

#### Activities

Through this programme UNRWA creates temporary positions in its installations, as well as in external bodies such as municipalities, NGOs and community based organizations. In Gaza, job opportunities for unemployed graduates and apprentices will also be created within private sector institutions to target specific problems of joblessness amongst Palestinian youth. The programme will run from January to December 2007 in Gaza and April 2007 to March 2008 in the West Bank.

UNRWA is proposing a major expansion of its direct hire job creation programme in Gaza under this appeal. Currently the programme offers around 8,500 rolling contracts. This will rise to 10,000 contracts per month during first quarter 2007 and thereafter in monthly installments to reach the target of 22,500 by December 2007. The expansion of the



programme will be made possible through the establishment of sustainable partnerships with a wide-range of institutions and the strengthening of internal capacity.

In both fields the majority of placements will be for unskilled job opportunities, such as labourers, cleaners, guards and clerks, with some semi-skilled positions in both fields and skilled work in Gaza only. Jobs will be of short duration to ensure maximum outreach. In West Bank 12,400 positions will be created within UNRWA facilities and installations with a three-month contract duration, whilst 30,000 one-month positions will be created within municipalities and village councils. In Gaza all unskilled positions (85 percent of all job-days, around four million days) will be of three-month duration and skilled positions, including supervisory, professional and graduate job opportunities (15 percent of all job days, around 700,000 days) will be of nine to twelve month duration. Salaries will vary according to field and type of position. In West Bank, all job holders will receive \$360/month, approximately \$14 dollars a day on a six day base. In Gaza, unskilled workers will receive approximately \$260/month, i.e. \$10/day on a six-day base. Skilled labourers and supervisors will receive approximately \$370/month, i.e. \$17/day, professionals will receive approximately \$500/month, i.e. \$23/day, and graduate trainees will receive approximately \$250/month, i.e. \$11/day, all on a five-day base.

### Eligibility

Eligibility criteria will be based on refugee status, availability of alternative sources of assistance and family size. PA employees or their dependents will not be eligible for the programme, nor will relatives of another JCP contractor currently in employment or of UNRWA staff, with the exception of the graduate training programme in Gaza, where a small number of placements will be made available

to families of staff members. Beneficiaries will not be eligible for selective or emergency cash assistance for the duration of their contracts; in West Bank, beneficiaries will also be ineligible for food aid whilst in employment. Special priority will be afforded to Special Hardship Cases and disabled applicants. Both fields will aim to maximize the percentage of female job holders. Women held approximately 17 percent of all JCP positions in 2006<sup>30</sup>.

To ensure that the programme responds effectively to the expected continuing deterioration of the economic situation, the Agency is enhancing programme capacity in both fields and streamlining application procedures for organizations and individuals. In Gaza, the Agency will develop a more focused approach to the identification of new job opportunities quickly, including custom-made projects to maintain and rehabilitate public infrastructure and facilities targeting specific economic groups, with participation of local actors. Consequently, a funding provision has been made for the procurement of tools, implements and other supplies necessary to support projects to rehabilitate public infrastructure and facilities.

### Impact

The payment of cash for work will enable beneficiaries to earn and allocate scarce financial resources to household priorities other than food. In addition to assisting individual refugee household coping strategies, the accumulation of work experience, in particular through training programmes and the use of expertise and skills will ultimately have a positive impact on economic recovery. The injection of income into a cash-starved economy will also have second-round benefits for local retailers and service providers.

### Budget

	Gaza Strip	West Bank	Total
<b>Operating costs</b>	57,843,000	25,282,605	83,125,605
<b>Administrative costs (11%)</b>	6,362,730	2,781,087	9,143,817
<b>TOTAL</b>	\$64,205,730	\$28,063,692	\$92,269,422

<sup>30</sup> Up to end-October.

## Emergency employment programmes – indirect hire (West Bank only)

### Aim

To relieve economic hardship at the household level for families without a breadwinner through provision of temporary work opportunities, whilst improving living conditions through development of infrastructure.

### Objectives

To generate at least 75,363 work days of temporary employment for an estimated 5,797 refugee beneficiaries through camp popular committees (CPCs) inside West Bank refugee camps and local organizations in villages.

### Activities

UNRWA will fund the recruitment of refugees by CPCs and village councils across the West Bank to implement small-scale infrastructure projects which generate temporary employment. Activities include the upgrading or construction of physical infrastructure in camps, i.e. the laying, repair or maintenance of pathways sewers and drains; the building of retaining/boundary walls; rehabilitation of cisterns; maintenance of agricultural roads and drains; and cleaning and removal of solid waste. To maximize economic impact, contracts are of limited duration, with positions rotated on a fortnightly or monthly basis, depending on the specific activity.

### Eligibility criteria

Eligibility criteria are as under the direct hire programme, above. CPCs and village councils have responsibility for recruitment of workers based on these criteria. UNRWA will coordinate closely with the CPC and village councils – effectively sub-contractors for the Agency – to ensure selection of appropriate projects and well-managed implementation. UNRWA will undertake regular monitoring to ensure that selection criteria and Agency regulations are adhered to.

### Impact

Labourers, who constitute the majority of those working on the projects, receive an average daily wage of \$13.50, whilst foremen receive \$15.40. In addition to the income generated and injected into the local economy, refugees in camps and villages will also benefit from a cleaner environment, as well as improved infrastructure and sanitation (for example through widened roads, paved dirt tracks, upgraded drainage systems and timely repairs to damages). There will also be second round benefits to manufacturers of materials used in the selected projects. Other impacts are as listed under direct hire, above.

### Budget

	West Bank	Total
Operating costs	3,191,716	3,191,716
Administrative costs (11%)	351,089	351,089
<b>TOTAL</b>	<b>\$3,542,805</b>	<b>\$3,542,805</b>



## Emergency cash assistance

### Aim

To alleviate increasing poverty amongst Palestine refugees through the provision of cash subsidies and in-kind assistance.

### Objectives

- Gaza: provision of \$20,270,270 in emergency cash grants to an estimated 77,000 refugee families (approximately 385,000 persons).
- West Bank: provision of \$10,500,000 in emergency cash grants to an estimated 42,000 refugee families (approximately 252,000 persons) and provision of school bags to 12,000 needy refugee pupils.

### Activities

UNRWA will continue to provide cash subsidies to particularly vulnerable refugee families with pressing emergency needs, according to the following categories:

- families that have lost their source of income as a result of lost employment or the death or serious injury to the breadwinner;
- families made homeless with no alternative source of accommodation, to cover the cost of rental subsidies or offset evacuation/transportation costs;
- families in need of support to cover the cost of post-injury social care;
- families unable to cover funeral costs;
- families whose homes have been damaged through fires.

The size of the grant will vary according to category and will be determined by family size and, where appropriate, the economic status of the deceased/injured person within

the household. The average size of the grant will be around \$250, with the exception of relocation fees, which will average \$365.

In Gaza, the Agency may approve payment of cash assistance grants for other emergency related initiatives, as occurred in 2006 through the *Back to School* initiative<sup>31</sup>. In West Bank, the Agency will provide school supplies to 12,000 refugee pupils from vulnerable households in advance of the new school year in 2007.

### Eligibility

Eligibility will be based on social worker assessments and, in the case of damaged/destroyed homes, by UNRWA engineers. In order to maximize the benefits of the programme, job creation beneficiaries will not be eligible for emergency cash assistance for the duration of their contracts. Families will be eligible for support once during the course of the appeal, with the exception of relocation/accommodation fees, where assistance will be provided on a six-monthly basis and a second payment may be authorized in the event of continuing need. In exceptional circumstances



<sup>31</sup> During autumn 2006, the Agency paid NIS100 to all refugee pupils at UNRWA schools on two occasions to address unprecedented economic hardship faced by refugees and the lack of (previously available) in-kind assistance due to protracted closures.



cash grants to cover loss of income may also be payable on more than one occasion. Payments may be authorized to non-refugees in exceptional circumstances and where no alternative source of assistance exists.

### Impact

The payment of one-off grants will boost individual household coping strategies and

enable refugees to allocate scarce financial resources to household priorities other than food staples. The provision of school bags in the West Bank will also free up scarce financial resources for other needs. Payment of relocation related expenses will enable displaced families whose shelters are damaged during IDF military operations to find temporary, alternative accommodation.

### Budget

	Gaza Strip	West Bank	Total
<b>Operating costs</b>	20,270,270	12,934,725	33,204,995
<b>Administrative costs (11%)</b>	2,229,730	1,422,820	3,652,550
<b>Sub-total</b>	22,500,000	14,357,545	36,857,545
<b>Minus available resources</b>	0	1,729,433	1,729,433
<b>TOTAL</b>	\$22,500,000	\$12,628,112	\$35,128,112



- Gaza: procurement of additional medical supplies and equipment to respond to an expected 35 % increase in demand, assisting an estimated 148,000 refugees.

### Activities

#### *West Bank*

Six mobile clinics will be operational during 2007. Five of these will be maintained from previous years, serving 60 different locations (25,000 persons) around five villages in different areas of the West Bank (Barta'a in Nablus, Hableh in Jenin, Budros in Ramallah, Rashaydeh and Beit Awwa in Hebron). A sixth clinic will be established to provide care to 57,000 deprived Bedouin of the Jordan Valley.

Schedules of visits for the mobile clinics will be established at field level and coordinated with other service providers. Visits will be announced through mosques, community-based centres and word of mouth. An estimated 13,200 patient consultations will be conducted by each mobile unit per month.

The focus of this intervention is on basic preventive and curative services for persons in isolated areas, including treatment of non-communicable diseases, provision of vaccines and ante-natal care, provision of medication for diabetes and hypertension and general primary health care services.

## Emergency health

### Aim

To guarantee access to primary health care services for Palestine refugees in the oPt, mitigating the impact of closures and responding to increased demand for services

### Objectives

- West Bank: improve outreach of curative and preventive primary health services in isolated areas and those most affected by movement restrictions and the Barrier. This will be achieved through the operation of six mobile health clinics and the establishment of a new health centre for refugees no longer able to access Jerusalem. An estimated 98,000 refugees, including 57,000 Bedouins in the Jordan valley, will be assisted.

Bethany Health Centre, located in the suburbs of Jerusalem, will be equipped and staffed, to provide primary health care services for 16,000 refugees who will be unable to access UNRWA's Jerusalem Health Centre upon completion of the Barrier.

Hospitalization contracts will be signed with three additional hospitals to facilitate provision of health services to refugees in Nablus and Hebron areas isolated from previously contracted hospitals. Funding will also be provided for the recruitment of programme support staff to meet continued increase in demand on health services in the West Bank due to the ongoing crisis, estimated at five percent in 2007.

#### *Gaza*

Funds are required to procure \$1,084,500 of medical supplies to meet expected continuation of increased demand on services, as well as the replacement of medical, laboratory and physiotherapy equipment valued at \$527,900. The following items are proposed for procurement:

- additional medical supplies (including antibiotics, dressing supplies, prophylactic supplies and life saving non-catalogue supplies);

- physiotherapy accessories;
- laboratory supplies;
- medical equipment;
- physiotherapy equipment;
- laboratory equipment.

In both fields medical supplies will be procured locally where possible; supplies otherwise unavailable and replacement equipment will be sourced externally through competitive tender.

#### **Eligibility criteria**

Mobile clinics will provide services to both refugees and non-refugees without adequate access to health services. Other services will be provided in accordance with standard UNRWA procedures.

#### **Impact**

This intervention will support the provision of universal coverage of primary healthcare services to refugees in the oPt by guaranteeing the availability of sufficient medical supplies and equipment in both fields and ensuring access to care for refugees in isolated areas of the West Bank.

#### **Budget**

	<b>Gaza Strip</b>	<b>West Bank</b>	<b>Total</b>
<b>Operating costs</b>	1,612,400	2,325,464	3,937,864
<b>Administrative costs (11%)</b>	177,400	255,801	433,201
<b>Sub-total</b>	1,789,800	2,581,265	4,371,065
<b>Minus available resources</b>	0	224,640	224,640
<b>TOTAL</b>	\$1,789,800	\$2,356,625	\$4,146,425





## UNRWA's Psycho-social Support Programme

UNRWA established a psycho-social support programme in the oPt in 2002 to provide assistance to Palestine refugee children and youth and their families living in extremely violent and stressful circumstances. The effects of the ongoing violence on children and youth in the oPt are both short-term (intense fear, episodes of bed wetting, difficulty in concentrating, eating and sleeping disorders, irritability, hyper-activity) and long-term (increase in anti-social behaviour during adolescence and neurotic problems during adulthood). The programme aims to promote the development of constructive coping mechanisms for refugees in crisis situations so preventing long-term psychological consequences. Specially-trained counselors work from UNRWA installations – schools, health centres and relief offices – and also conduct home visits to refugee families. To date, this programme has been funded through bilateral arrangements; such arrangements continue in the West Bank. To facilitate the continuation of the intervention in Gaza in 2007, it is included as part of the EA.

### Emergency psycho-social support (Gaza only)

#### Aim

To ensure access to psycho-social and mental health services for the most vulnerable refugees in the Gaza Strip.

#### Objectives

To assist refugee family coping mechanisms by addressing psycho-social distress caused by the prevailing violence in the Gaza Strip, with a particular focus on children and youth.

#### Activities

Funding will be used to maintain the operation of specially-recruited community workers and counselors/animators, trained by a specialized NGO contracted by UNRWA, working from UNRWA health centres, schools, relief offices and community-based organizations (CBOs) across Gaza.

Counselors will work through group sessions and individual interventions and will also conduct home visits. Where more specialized services are required, the Agency will continue to provide a referrals service.

Another programme component will focus on awareness of mental health issues, through public education campaigns primarily focused on children and their parents, and targeted programme interventions, including before and after school activities.

#### Impact

The continuation of the psycho-social support programme in Gaza during 2007 will mitigate the effects of prevailing violence on the refugee population, in particular children and youth. Through the range of interventions provided by professional counseling staff, refugee households will be encouraged to develop and foster positive coping strategies to address their needs and contribute towards community development.

This intervention will promote positive mental health issues and the prevention of mental illness. It seeks to increase public awareness of mental health issues, overcome widespread social stigma and foster self-care amongst the most vulnerable.

#### Budget

	Gaza Strip	Total
<b>Operating costs</b>	2,100,000	2,100,000
<b>Administrative costs (11%)</b>	231,000	231,000
<b>TOTAL</b>	\$2,331,000	\$2,331,000



## Emergency environmental health (Gaza only)

### Aim

To prevent public health catastrophes in the Gaza Strip and ensure adequate water and sanitation services.

### Objectives

To provide emergency relief and assistance to resource-starved municipalities unable to maintain vital public utilities including: water treatment plants, waste disposal and sewage systems, water wells and pest control in camps and surrounding areas in the Gaza Strip.

### Activities

UNRWA will continue to provide financial and technical support to municipalities in the Gaza Strip, to ensure they are able to replenish fuel stocks and other supplies necessary to maintain ongoing operations. This intervention will provide UNRWA with a rapid response capacity and ensure it is able to respond flexibly to the situation on the ground, providing support where shortages of supplies threaten environmental and

public health conditions in Gaza. The scope of activities will include the following:

- provision of spare parts and other vital supplies to Gaza municipalities for operation of water and wastewater treatment plants;
- provision of spare parts and other vital supplies to solid waste management providers for operation of machines and equipment;
- hiring of contractors to remove waste from unofficial landfills to official landfill sites following IDF military operations, when the former are used for collection and dumping of waste when roads are closed during IDF operations;
- provision of chemicals, solar oil, tools and other vital supplies to enable municipalities to conduct mosquito eradication campaigns in breeding sites, particularly in stagnant water pools in Wadi Gaza;
- supply of water plastic tanks, toilet units and shower units where families are temporarily displaced as a result of IDF operations.

UNRWA will continue to coordinate planning, design and implementation activities with relevant PA institutions and other agencies.

### Impact

This intervention will mitigate public and environmental health risks through the

rapid provision of emergency support to public service bodies critical to public health throughout the Gaza Strip. This will help avert potential public health catastrophes and prevent further contamination and degradation of environmental health conditions.

### Budget

	Gaza Strip	Total
Operating costs	1,000,000	1,000,000
Administrative costs (11%)	110,000	110,000
<b>TOTAL</b>	<b>\$1,110,000</b>	<b>\$1,110,000</b>



### Support to community-based organizations (CBOs)

#### Aim

To ensure access to essential community services and activities for vulnerable refugees in the Gaza Strip and West Bank.

#### Objectives

- West Bank: to provide safe recreational areas in various locations across the West Bank for 9,000 refugee children and youth, including children with disabilities.
- Gaza: to provide emergency financial support – through grants up to \$30,000 - to community-based organizations across the Gaza Strip offering services to children and youth, persons with disabilities, the elderly and women.

### The Special Role of CBOs

CBOs offer a range of services to refugees across UNRWA's areas of operation, including skills training, special education, sports and recreational activities, civic education and physical rehabilitation. CBOs focus on the most vulnerable community groups: camp dwellers, children and youth, the disabled, the elderly and women. UNRWA has previously provided modest financial and technical support to such organizations, which are administered by locally-recruited committees and staff. The financial viability of CBOs in the Gaza Strip and West Bank has been compromised since the start of the intifada, with the situation now approaching crisis point. Avenues of external funding and income generation prospects as well as refugees' ability to contribute towards cost have been seriously reduced at a time when refugee needs are increasing.



## Activities

### West Bank

UNRWA will offer safe play and recreational facilities for refugee children and youth who have suffered the effects of protracted displacement, conflict and movement restrictions. This will be achieved through:

- organizing workshops and learning events in camps;
- supporting community projects and developing community support structures;
- organizing recreational activities in 30 of the most affected locations;
- organizing training on child and youth leadership for 60 summer camp leaders;
- organizing training on programme design for 120 members of CBO administrative committees;
- establishing 16 libraries accessible to refugee youth, inside and outside camps;
- establishing 10 play areas inside and outside camps.

### Gaza

UNRWA will provide grants likely ranging between \$100 and \$30,000 to support the implementation of projects from CBOs geared towards the continued operation of essential services and activities. Priority will be given to services benefiting refugee children and youth, the disabled, the elderly and women.

UNRWA will also provide support to maintain the essential staffing of these organizations through the job creation programme.

In both fields, the programme will be implemented in coordination with CBO representatives, to ensure that activities meet the priority needs of affected communities. In Gaza, the Agency will maintain a continual dialogue with CBO representatives, refugee communities and other relevant actors to discuss the nature and scale of project proposals. Projects receiving grants will be subject to field monitoring by staff of the Relief and Social Services Department and the Operations Support Officer Programme.

## Impact

The provision of emergency support will enable CBOs to continue delivering essential services and activities to particularly vulnerable groups within refugee communities across the oPt. In the West Bank, 61 CBOs will be assisted, providing support to 9,000 children and youth, whilst in Gaza the number assisted will depend on the specific project proposals received. Particular care will be exercised to avoid the creation of a dependency relationship so that the sector may quickly resume its independence of operation as soon as possible.

## Budget

	Gaza Strip	West Bank	Total
<b>Operating costs</b>	2,250,000	975,946	3,225,946
<b>Administrative costs (11%)</b>	247,500	107,354	354,854
<b>TOTAL</b>	<b>\$2,497,500</b>	<b>\$1,083,300</b>	<b>\$3,580,800</b>





### A lack of protection

Palestinians continue to suffer the effects of widespread violation of their human rights. Data and other information show increased vulnerability of camp communities to intensified armed conflict, pervasive internal violence - in streets, homes and schools - and the effects of prolonged occupation. This situation is compounded by restrictions on movement and access to employment, services and livelihoods caused by the Barrier and its associated regime of closure.

Levels of violence have increased significantly in 2006, as a result of an escalation in the conflict and concurrent breakdown in law and order. Children and youth are a particular concern. Nablus is one of the worst affected areas in the West Bank, with the highest number of direct conflict-related deaths and injuries and IDF search and arrest campaign of all governorates in the West Bank during 2006, according to UNRWA and OCHA data.

### Building a protective environment

#### Aim

A pilot project to develop a protective environment in a West Bank refugee camp for refugee children and youth.

#### Objective

To support children and youth in Balata camp, Nablus and those working with them to formulate strategies, build capacities

and implement projects to create a more protective local environment in the context of widespread protection failures. This will be achieved through training and development of 380 community members and 200 UNRWA staff. The project will benefit the entire population of Balata camp (est. 20,000).



## Activities

Employing the principles and standards of the Convention on the Rights of the Child, the Building a Protective Environment (BPE) intervention will support child-and-youth identified initiatives that address urgent protection needs and gaps and failures at the community level. The BPE will adapt UNICEF's eight-point Protective Environment Framework. It will focus on those components that are within the capacity of the community and UNRWA to address (culture and customs, life skills, knowledge and participation, capacities of families and communities, essential services) and link up with other entities with expertise in remaining areas (e.g. legislation and enforcement).

Specific activities will include:

- workshops and learning events in (a) human/child/refugee rights training and awareness building and (b) violence, livelihoods, gender and disability mapping;
- support child/ youth/ community identification and implementation of protection responses and initiatives (e.g. anti-violence, resilience, inclusion and employment);

- joint community-UNRWA skills-building and learning events to develop youth and community participation and management/local ownership of projects and services (e.g. map UNRWA services schedules and evaluate quality and responsiveness, co-manage infrastructure projects, develop capacity in project/ programme cycle management);
- development of partnerships with International/Palestinian (I/P) NGOs and UN agencies to build protection capacity and fill gaps and develop community support structures.

## Impact

Children and youth will be empowered to identify, implement, monitor and evaluate initiatives that address urgent protection needs, gaps and failures. The process of participatory assessment, building partnerships and supporting capacity building on protection issues at the community level will help to mobilize communities' engagement in their own protection. This will form the basis for UNRWA's development of a participatory, human rights protection approach in its work with refugee communities, both inside and outside camps, throughout its areas of operations.

## Budget

	West Bank	Total
<b>Operating costs</b>	257,914	257,914
<b>Administrative costs (11%)</b>	28,370	28,370
<b>TOTAL</b>	\$286,284	\$286,284



## Operations Support Officer Programme

### Aim

To reinforce UNRWA's education, health and social service programmes in the context of the emergency situation in the oPt.

### Objectives

- To improve delivery of UNRWA's humanitarian assistance through:
  - regular and systematic monitoring and reporting on refugee living conditions and issues affecting the general welfare of the refugee population.
  - provision of logistical support and facilitation of access to humanitarian aid convoys.
- To safeguard the neutrality and integrity of UNRWA's programmes and installations.
- To bring protection issues to UNRWA's attention, consistent with the Agency's mandate.
- To monitor the effects of conflict and closure on the refugee population.

### Activities

Operations Support Officers (OSOs) will continue to circulate through Palestinian areas and monitor rapidly changing humanitarian conditions, enabling the Agency to respond quickly to alleviate undue suffering amongst refugees as a result of the current crisis. Through collection of data on key humanitarian indicators, OSOs will support delivery of UNRWA's main programmes and improve Agency efficiency and responsiveness. They will monitor refugees' access to humanitarian services from UNRWA and other service providers as well as issues that affect the human dignity, physical safety, protection and welfare of Palestine refugees.

OSOs will also conduct regular inspections of UNRWA's property, facilities and installations 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 community, OSOs will reinforce the purpose of UNRWA's mandate and the Agency's neutrality.

OSOs will also monitor issues related to access of Agency personnel, vehicles and supplies into, out of and within Palestinian areas. They will continue to facilitate the delivery of food and medical assistance, and negotiate the passage of UNRWA personnel, supplies and vehicles, including ambulances through Israeli military checkpoints.

### Impact

This programme will enable UNRWA to prevent disruptions in its humanitarian services and improve the efficiency and effectiveness of its humanitarian assistance and protection role. OSOs enable the Agency to monitor the needs of the refugees in changing circumstances



and safeguard the integrity of its installations through regular inspections. The programme assists the Agency in responding to operational challenges on the ground while providing visible reassurance to the refugees so that UNRWA remains a source of strength and stability.

### Budget

	Gaza Strip	West Bank	Total
<b>Operating costs</b>	1,220,721	1,958,508	3,179,229
<b>Administrative costs (11%)</b>	134,279	215,435	349,714
<b>TOTAL</b>	\$1,355,000	\$2,173,943	\$3,528,943

Note: this programme is fully funded until August 2007. Due to contracting and recruitment requirements, under this appeal the Agency is seeking funding from September 2007 – August 2008.

## Emergency Capacity

### Aim

To strengthen the capacity of the Agency's emergency programme, including improved coordination, management and monitoring, emergency preparedness and contingency planning.

### Objectives

- To enhance planning, management and monitoring/evaluation of emergency activities through dedicated capacity at field and HQ level, in order to ensure that UNRWA is able to efficiently and effectively respond to increased demand for emergency services.
- To maintain consistent and coordinated planning and implementation of emergency programmes in the two fields, in accordance with programme activities in other areas of UNRWA's work.

### Activities

UNRWA is seeking continued funding for capacity components included in the 2006 revised appeal, in order to strengthen the functions of needs assessment, situational analysis and programme planning and design. Additional resources are sought at operational and strategic levels through support to HQ, senior field management and programme delivery. Within these parameters the scope of activities will include:

- establishment of an emergency programme management function in both fields to reinforce the overall planning and implementation of emergency programmes and activities. This function will be entrusted to a P-5 Assistant Director in Gaza and a P-4 Emergency Programme Manager in West Bank Field Office;



- establishment of a Monitoring and Evaluation Unit in the West Bank;
- retention of a P-4 Emergency Officer at HQ level;
- in Gaza, the employment of essential field staff to cope effectively with the increased workload, and the procurement of goods and contracting for services (incl. infrastructure works) necessary to support the ongoing operation of expanded emergency programme activities.

The OCHA-coordinated Needs Analysis Framework (NAF) and the impact of UNRWA's

emergency programme activities will also be periodically evaluated using external research and surveys.

### Impact

These resources for capacity and co-ordination will enable the Agency to meet the growing demand for emergency programme services and to implement expanding programmes efficiently and effectively in accordance with established criteria through improved co-ordination, management and field monitoring.

### Budget

	Gaza Strip	West Bank	HQ Amman	Total
<b>Operating costs</b>	3,279,280	1,066,869	176,800	4,522,949
<b>Administrative costs (11%)</b>	360,720	117,356	19,450	497,526
<b>TOTAL</b>	<b>\$3,640,000</b>	<b>\$1,184,225</b>	<b>\$196,250</b>	<b>\$5,020,475</b>

Note: this programme is fully funded until June 2007. Due to contracting and recruitment requirements, under this appeal the Agency is seeking funding from July 2007 – June 2008

### Coordination, Monitoring / Reporting

UNRWA continues to play a central role in the development of common needs and context analysis and emergency planning in the oPt with sister UN agencies and NGOs, in the context of the CAP and supporting NAF. As part of the 2007 CAP UNRWA participated in eight of the CAP/NAF sector working groups:

- Protection
- Job creation and cash assistance
- Health
- Psycho-social support and child protection
- Water and Sanitation
- Food Aid and Food Security
- Education
- Coordination, Security and Support Services

UNRWA submitted projects to all of these sectors, with the exception of Education. Submissions were peer reviewed by working group participants and approved for inclusion in the 2007 CAP. The substance is reproduced in the preceding pages. UNRWA retained the chair of the job creation and cash assistance working group, and in this capacity

will continue to contribute to the OCHA Humanitarian Monitor, a monthly tool which provides quantitative and qualitative data on key indicators and analysis of emerging trends.

In mid-2006 the Agency commissioned a study to examine the impact of the current phase of the crisis, in particular for refugees, based on data and information sets from the PCBS. The first phase of this study - a rapid economic assessment of current socio-economic conditions, as well as humanitarian and development assistance trends, in the first 100 days of the new PA government - was finalized in November 2006. It has guided the Agency's emergency planning process in 2007. As part of the follow up UNRWA is currently developing macro and socio economic frameworks for ongoing monitoring of refugee living conditions in the oPt throughout 2007 to further enhance its capacity for strategic, programme and contingency planning.

The results of a survey conducted in late-2005 by the University of Geneva's Graduate Institute of Development Studies (IUED) and Catholic University of Louvain (UCL) on refugee living conditions across UNRWA's five fields will also furnish baseline data for use in future emergency planning. Further, data from a planned IUED perceptions study – the latest in a series – will provide insight into refugee household level needs and satisfaction with UNRWA services.

In 2005 UNRWA contracted the Overseas Development Institute to conduct an independent evaluation of its emergency programming since the start of the second

Intifada. The study was finalized in autumn 2006 and copies are available at UNRWA. Many of the key recommendations in the report are already being addressed through the Agency's ongoing Organizational Development process, whilst others find reflection in proposals for expanded capacity that are outlined above. The report is currently under review and will continue to be discussed – both internally and externally – in the coming months.

UNRWA will provide quarterly progress reports on implementation of activities under this appeal, in addition to reporting to individual donors, according to specific bilateral arrangements.





## Emergency Appeal Budget Summary

	Gaza Strip	West Bank	HQ Amman	Total
<b>Food Assistance</b>	67,954,480	27,260,890	0	95,215,370
<b>Direct Hire Employment</b>	64,205,730	28,063,692	0	92,269,422
<b>Indirect Hire Employment</b>	0	3,542,805	0	3,542,805
<b>Emergency Cash Assistance</b>	22,500,000	12,628,112	0	35,128,112
<b>Emergency Health</b>	1,789,800	2,356,625	0	4,146,425
<b>Environmental Health</b>	1,110,000	0	0	1,110,000
<b>Emergency Support to CBOs</b>	2,497,500	1,083,300	0	3,580,800
<b>Building a Protective Environment</b>	0	286,284	0	286,284
<b>Psycho-social Support</b>	2,331,000	0	0	2,331,000
<b>Operations Support Officers</b>	1,355,000	2,173,943	0	3,528,943
<b>Emergency Capacity</b>	3,640,000	1,184,225	196,250	5,020,475
<b>TOTAL</b>	\$167,383,510	\$78,579,876	\$196,250	\$246,159,636





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