



occupied Palestinian territory

# emergency appeal 2017



# 2017 oPt emergency appeal

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## About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and is mandated to provide assistance and protection to a population of some 5 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip achieve their full potential in human development, pending a just solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, microfinance and emergency assistance. UNRWA is funded almost entirely by voluntary contributions.

## About Emergency Appeals

This Emergency Appeal outlines the UNRWA programmatic response to the humanitarian needs in the occupied Palestinian territory (oPt) in 2017. The programmes and associated budget are separate from the Agency's regular requirements, which support core UNRWA services.

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**Cover Photo:** Repairing the water network in Jabalia camp, northern Gaza © 2015 UNRWA Photo by Khalil Adwan



## foreword by the commissioner-general

As we approach 2017 and 50 years of Israeli occupation of the West Bank and Gaza Strip, the situation of Palestine refugees is as critical as it has ever been. For 16 years now, UNRWA has provided emergency humanitarian assistance to address the devastating effects of a protracted crisis that continues to exact devastating human, economic and social costs for a Palestinian population that is forced to endure conditions of insecurity and enforced poverty.

In the Gaza Strip, the impact of the 10-year illegal blockade, destruction caused by three major conflicts during this period, and the devastation of infrastructure and basic service provision have resulted in the denial of basic rights and a human standard of living. Today, almost the entire Palestine refugee population is dependent on aid hand outs, while development indicators have regressed.

In the West Bank, including East Jerusalem, violence, military operations by Israeli security forces, access restrictions, forced displacement and demolitions in the context of a restrictive and discriminatory planning regime have increased significantly since October 2015. As a result of this intensified protection crisis, Palestinian living standards and the psychosocial health of refugee children are being undermined and the demand for UNRWA humanitarian assistance interventions remains high.

The Agency's 2017 oPt Emergency Appeal is a direct reflection of the humanitarian consequences of the unresolved conflict. Emergency assistance provided by UNRWA plays a key role in meeting the urgent needs of Palestine refugees, which in turn significantly contributes to maintaining stability in a volatile region. While expressing profound appreciation to host countries and donors who make it possible for the Agency to carry out its humanitarian mission, it is only through further collective action that we will find concrete ways to live up to our commitment to Palestine refugees. In this context, it is important to underline the change commitment made during

the New York Declaration on Refugees and Migrants, endorsed by Heads of State and Government, that the Agency should receive sufficient funding to be able to carry out its activities effectively and in a predictable manner.

UNRWA would like to acknowledge the continued and generous support from its many donors that have allowed the Agency to extend emergency assistance to Palestine refugees throughout the occupied Palestinian territory. Despite this, unprecedentedly low levels of funding for the Agency's emergency operations were received in 2016. As a result, many critical activities were not implemented, further impacting Palestine refugee living standards and coping capacities. It is vital that this reduction in funding is reversed in 2017 so that the Agency can meet the most urgent needs of those affected by the devastating effects of the protracted crisis in an effective and predictable manner. The lack of a political horizon and personal opportunities is draining Palestine refugees of their hope, creativity and resolve. A generation of Palestine refugees is growing up losing faith in negotiation and diplomacy, denied the common humanity and dignity that the international community reaffirmed at the May 2016 World Humanitarian Summit.

Supporting the UNRWA Emergency Appeal is not a substitute for an urgently needed political solution to the underlying conflict. It is, however, a means to provide some comfort and dignity to the highly vulnerable Palestine refugee population in Gaza and the West Bank.

I urge donors to support this Appeal generously.

Pierre Krähenbühl

UNRWA Commissioner-General

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# acronyms and abbreviations

<b>CBO</b>	Community-based organization	<b>OCHA</b>	UN Office for the Coordination of Humanitarian Affairs
<b>CfW</b>	Cash-for-Work	<b>oPt</b>	occupied Palestinian territory
<b>CMHP</b>	Community Mental Health Programme	<b>OSO</b>	Operations Support Office
<b>CSC</b>	Camp Service Committee	<b>OSOs</b>	Operations Support Officers
<b>DES</b>	Designated emergency shelters	<b>PCBS</b>	Palestinian Central Bureau of Statistics
<b>EA</b>	Emergency Appeal	<b>PHC</b>	Primary health care
<b>EiE</b>	Education in Emergencies	<b>PMTF</b>	Proxy-means test formula
<b>ERW RE</b>	Explosive remnants of war risk education	<b>SCSN</b>	Special Children, Special Needs
<b>GBV</b>	Gender-based violence	<b>SEFSec</b>	Socio-Economic Food Security Survey
<b>GRM</b>	Gaza Reconstruction Mechanism	<b>SFWs</b>	Summer Fun Weeks
<b>HC</b>	Health centre	<b>SSD</b>	Safety and Security Division
<b>HPC</b>	Humanitarian programme cycle	<b>ToT</b>	Training of Trainers
<b>IDF</b>	Israel Defense Forces	<b>TSCA</b>	Transitional shelter cash assistance
<b>IDP</b>	Internally displaced person	<b>UN</b>	United Nations
<b>IHL</b>	International humanitarian law	<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>IHRL</b>	International human rights law	<b>US\$</b>	United States Dollar
<b>ISF</b>	Israeli security forces	<b>WASH</b>	Water, sanitation and hygiene
<b>NCG</b>	National Consensus Government	<b>WFP</b>	World Food Programme
<b>NGO</b>	Non-governmental organization		



# executive summary

In 2016, Palestine refugees across the occupied Palestinian territory (oPt) faced continued Israeli occupation, repeated violations of human rights and high levels of violence. In Gaza, the political and security situation remains volatile. Two and a half years on from the 2014 hostilities, which caused unprecedented destruction and loss of life, 6,750 Palestine refugee families remain displaced and repairs to tens of thousands of homes have yet to be completed. The land, air and sea blockade of Gaza will enter its eleventh year in June 2017. With opportunities for employment stifled by the blockade – the unemployment rate remains among the highest rates worldwide – almost 1 million Palestine refugees are dependent on food assistance, a tenfold increase on the 100,000 that required such support in 2000.

The situation in the West Bank is increasingly precarious. Palestine refugees continue to experience difficult socioeconomic conditions rooted in occupation-related policies and practices imposed by the Israeli authorities. These include a recent rise in the number of house demolitions, including punitive demolitions, as well as access and movement restrictions. In addition, Palestinians continue to experience high levels of food insecurity, with those living in refugee camps particularly affected. The lack of progress on the political track and the continued expansion of Israeli settlements only add to this burden.

In 2016, US\$ 403 million was required to cover the cost of emergency interventions; however, as of 10 November, only US \$148 million had been pledged, corresponding to 36.7 per cent of total financial requirements. In Gaza, funding gaps, coupled with the restricted movement of materials, forced the Agency to dramatically scale back shelter repair and reconstruction efforts, leaving some 50,000 families either without a home or living in damaged shelters. Cash-for-Work (CfW) programming was also scaled back; there is now a five-year wait list for temporary employment. In addition, the Agency was unable to implement school feeding and mother and child nutrition programming, as well as cash assistance interventions in Gaza. The impact of underfunding was equally felt in the West Bank, where the majority of emergency food assistance requirements were left unmet,

forcing UNRWA to reduce its planned caseload from 155,000 to 46,500, reaching only those with the highest rates of food insecurity among persons identified as eligible for assistance. The CfW programme was similarly affected, while in the area of protection, community-led projects that addressed protection threats in Area C, the Hebron H2 area, and the 'Seam Zone' (areas between the Green Line and the Barrier) were left unimplemented. Emergency services provided by UNRWA constitute the minimum support necessary to meet the critical needs of Palestine refugees, with a reduction in such support having a potentially destabilizing effect on the oPt. The humanitarian problems faced by Palestine refugees today must be addressed as a matter of shared international responsibility.

The 2017 Emergency Appeal (EA) addresses the priority humanitarian needs of Palestine refugees in Gaza and the West Bank. It is guided by the following four strategic priorities:

**Strategic Priority 1: Food-insecure households and those facing acute shocks have increased economic access to food** through food aid/food vouchers, cash assistance and Cash-for-Work.

**Strategic Priority 2: Crisis-affected refugees enjoy their basic rights to services and assistance**, including education; health; water, sanitation and hygiene (WASH); and shelter repair.

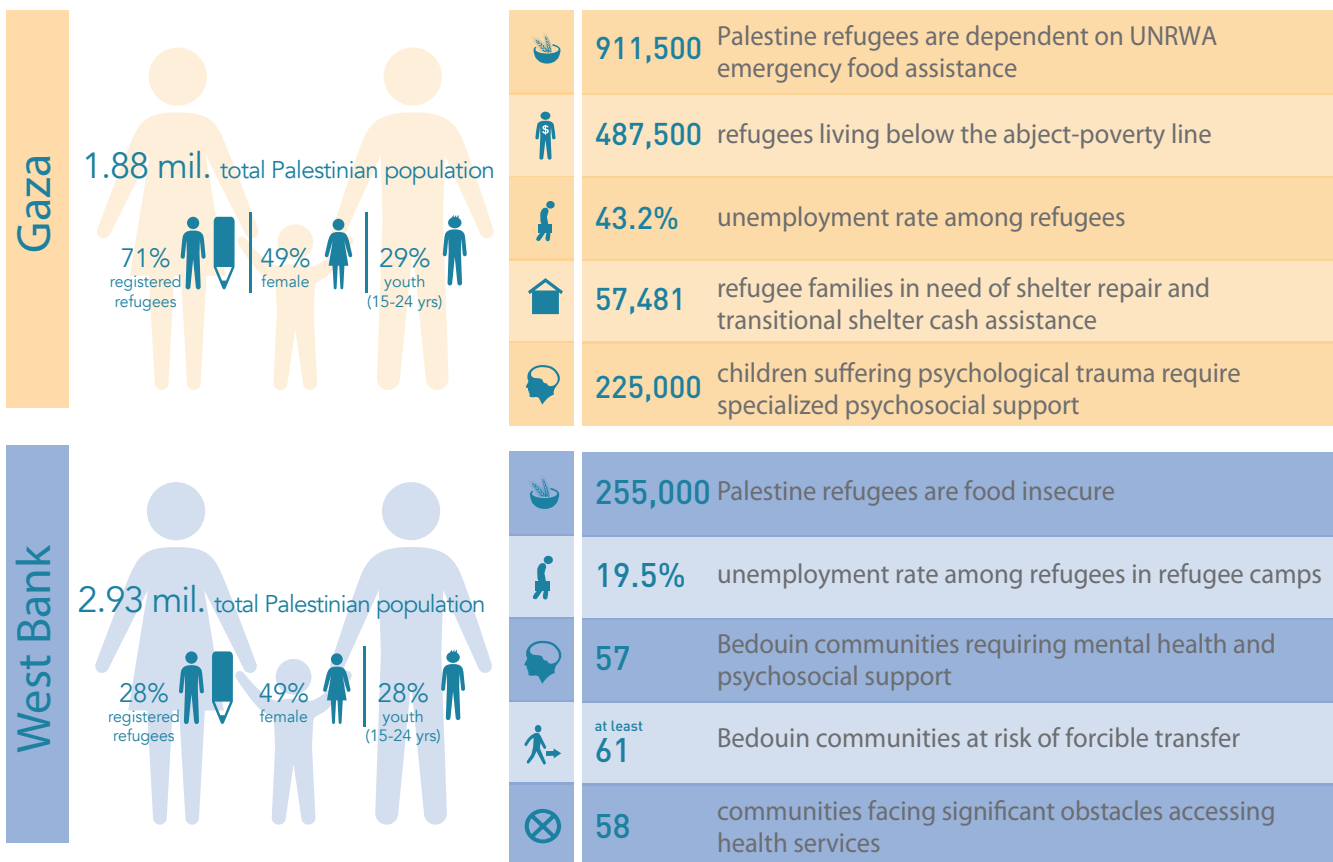
**Strategic Priority 3: Protection of Palestine refugees from the effects of the conflict and violence through access to services and advocacy**, awareness-raising and the provision of mental health assistance.

**Strategic Priority 4: Effective management and coordination of emergency response**, to improve the effectiveness, efficiency and neutrality of programme delivery.

UNRWA continues to call on all parties to provide a just and durable solution for Palestine refugees in accordance with international law. Until this goal is achieved, Palestine refugees will continue to depend on UNRWA to meet critical life-saving needs, strengthen resilience and coping strategies, and realize their basic rights.



# oPt Emergency Appeal | 50 Years of Occupation



## Total funding requirements: US\$ 402,391,857

Strategic Priority	Item	Requirement	Current Funding	Gap	Percentage
Strategic Priority 1	emergency food assistance	\$ 89,353,718	\$ 24,589,687	\$ 197,082,544	49%
	emergency cash-for-work	\$ 69,999,123	\$ 13,029,016		
	livelihoods	\$ 111,000			
Strategic Priority 2	emergency health/mobile health clinics	\$ 4,500,000	\$ 1,082,237	\$ 172,984,519	43%
	education in emergencies	\$ 5,000,000			
	emergency environmental health	\$ 4,500,000			
	emergency shelter repair	\$ 138,366,282			
	transitional shelter cash assistance	\$ 19,536,000			
Strategic Priority 3	community mental health	\$ 9,000,000	\$ 439,923	\$ 16,730,927	4%
	protection	\$ 500,000	\$ 2,237,699		
	resilience (children and youth)		\$ 415,305		
	explosive remnants of war education	\$ 138,000			
Strategic Priority 4	summer fun weeks	\$ 4,000,000		\$ 15,593,867	4%
	coordination and management	\$ 6,993,861	\$ 1,644,568		
	neutrality	\$ 1,887,000	\$ 3,287,836		
	safety and security	\$ 1,114,139			
<b>Total</b>		<b>\$ 354,999,123</b>	<b>\$ 46,726,271</b>	<b>\$ 666,463</b>	



# planning scenario: context

## Gaza<sup>1</sup>

The blockade, punctuated by cycles of conflict, restrictions on entry and exit to Egypt, and the current political divide, form the basis of the humanitarian crisis in Gaza. In 2017, the blockade will enter its eleventh year. Despite relative calm over the past 12 months, security remains volatile, with the firing of rockets by militants, incursions and airstrikes by the Israel Defense Forces (IDF), and instances of civil unrest. At least 38 persons, including eight children, were injured by live fire in Gaza during the first half of 2016.<sup>2</sup>

Notwithstanding the formation of a National Consensus Government (NCG) in June 2014, internal Palestinian political divisions between Gaza and the West Bank persist. Uncertainty as to municipal elections, announced in June 2016 but later withdrawn, has contributed to further disillusionment, while a long-standing salary crisis undermines basic service delivery and deepens the development crisis facing Gaza's 1.8 million residents. Coupled with intermittent violence and the effects of the blockade in conjunction with movement restrictions to Egypt, mental health and psychosocial difficulties are widespread, as manifested in depression, anxiety, familial disruptions, difficulties at school and within homes, and other stress-related symptoms.<sup>3</sup>

The blockade continues to significantly impede the enjoyment of basic human rights, undermine livelihoods and severely curtail opportunities for the revitalization of a devastated private sector. The unemployment rate was 43.2 per cent in the third quarter of 2016, increasing for the second consecutive quarter and remaining among the highest rates worldwide.<sup>4</sup> Youth are particularly affected by the employment crisis (60.1 per cent unemployment). Combined with high food prices and falling purchasing power, almost half (47 per cent) of the population is trapped in food insecurity.<sup>5</sup>

The economy in Gaza remains extremely depressed, with most growth in the private sector driven by conflict-related reconstruction and not in productive sectors, such as manufacturing and agriculture, which are essential for expanding and sustaining employment. Living conditions are worse today than two decades ago, with a 20 per cent drop in real wages during the period 2000-2015. While there has been a steady increase in the number of people crossing into Israel through Erez in recent years, new restrictions introduced in 2016 have further constrained Palestinians' access from Gaza, further impoverishing the population, stifling the private sector and harshly affecting the few categories of people that have been traditionally granted travel permits to exit Gaza. During the first half of 2016, 1,500 traders, more than half of all traders with permits, had their permits cancelled or not renewed<sup>6</sup>, while only 70 per cent of medical case permit applications were approved.<sup>7</sup>

The reconstruction of private homes, infrastructure projects and private sector activities faced significant disruptions in 2016 due to considerable delays in securing approval for the entry of raw materials and industrial equipment.<sup>8</sup> The suspension of cement imports in April and May 2016 caused significant delays in the building of new houses<sup>9</sup> and while imports resumed on 23 May, the interruption contributed to the disruption of 5,742 construction jobs between the first and the second quarters of the year.<sup>10</sup> The water and energy crisis in Gaza is becoming increasingly acute. Recurrent conflict and chronic underinvestment in infrastructure means that 95 per cent of Gaza's groundwater is contaminated, while approvals for the entry of materials required to construct and sustain the operation of essential water, sanitation and hygiene (WASH) services are increasingly hard to obtain. Less than 45 per cent of Gaza's electricity needs are currently being met, with rolling blackouts of 12 to 22 hours per day. Public services, including health care, water supplies and sanitation, devastated by recurrent conflict and chronic energy shortages, struggle to meet the increasing demands posed by a growing population.<sup>11</sup>

## West Bank<sup>12</sup>

The situation in the West Bank, including East Jerusalem, continues to be characterized as a protracted protection crisis with humanitarian consequences as the occupation enters its fiftieth year in 2017. The continued expansion of settlements and increased restrictions on Palestinian movement further exacerbates food insecurity; limits access to essential services, such as education and primary health care (PHC); and continues to result in human rights violations.

A considerable surge in violence was observed in 2016, in particular in East Jerusalem and the Hebron governorate. From 1 January through 31 October, 94 Palestinians, including 23 adult and four child refugees, were killed and 3,015 Palestinians, including 309 adult and 67 child refugees, were injured by Israeli security forces (ISF). Settler-related violence continued within an environment of relative impunity. A total of 28 settler-related incidents resulted in Palestinian casualties, while 70 incidents resulted in property damage. This wave of violence was accompanied by frequent military operations inside camps that resulted in casualties, detentions and damage to property. During the same period, 577 ISF search and arrest operations were conducted in refugee camps, resulting in five fatalities (including one child) and 338 injuries (including 64 children).<sup>13</sup> Also during this same period, 12 Palestinians (including 2 refugees) were involved in alleged stabbings or vehicle rammings. Twelve Israelis were killed by Palestinians, a reduction on the 23 Israeli fatalities in 2015.<sup>14</sup>

Within the context of a regime that facilitates the development and expansion of settlements contrary to international law,

Israel continues to advance plans for the transfer of Palestinian Bedouin communities in the central West Bank, where the majority are refugees, to proposed new sites, driving at-risk communities from their homes. In this regard, more than 61 Bedouin and herder communities are at risk of forcible transfer, prohibited under international law, and the loss of their assets. During the first 10 months of 2016, 1,528 people were displaced<sup>15</sup>, surpassing the 777 persons displaced during the whole of 2015 and the previous record high of 1,215 displaced in 2014.<sup>16</sup> Administrative demolitions, the result of restrictive and discriminatory planning and zoning regimes, continue to represent a major source of forced displacement and dispossession, with a monthly average of 99 Palestinian-owned structures demolished by the Israeli authorities during the first 10 months of 2016 (a total of 986 structures). This represents a significant increase over the total number of administrative demolitions during the whole of 2015 (544).<sup>17</sup> Punitive demolitions that target the family homes of suspected perpetrators of attacks, a form of collective punishment prohibited under international law<sup>18</sup>, are also on the rise. Between 1 January and 31 October, 27 structures, including 23 residences, six of which belonged to refugees, were demolished. This compares with 25 residential structures that were demolished or sealed on punitive grounds in 2015.<sup>19</sup>

The second quarter of 2016 witnessed increased restrictions on access to services and movement in the West Bank, particularly in Area C, the 'Seam Zone' (areas between the Green Line and the Barrier), East Jerusalem and some areas in the Hebron governorate, in response to attacks or alleged attacks by Palestinians. Such restrictions have had a negative impact on Palestinian residents, including Palestine refugees, hindering their access to work, education, markets and essential services, including medical care.<sup>20</sup> During the period 1 January to 31 October 2016, 118 access incidents were reported by UNRWA staff that related to delayed or denied access at checkpoints, resulting in the loss of 133 working-day equivalents. Approximately 50 per cent of reported incidents occurred at East Jerusalem checkpoints.

Children in the West Bank, including East Jerusalem, face the daily risk of violence living under long-standing occupation. An increasing number of children were killed, injured and detained in 2015 and 2016. A further disturbing manifestation of the violence and its impact is being seen in the behaviour and evident despair of children in UNRWA schools, with levels of developmental regression, cases of post-traumatic stress disorder and poor classroom performance causing serious concern.<sup>21</sup>

# planning scenario: needs analysis

## Gaza

In 2014, 47 per cent of households in Gaza were food insecure<sup>22</sup>, an increase on 2013 levels (45 per cent).<sup>23</sup> Approximately 50 per cent of the population suffers from more than one micronutrient deficiency, with 72 and 64 per cent of female adolescents suffering from deficiencies in Vitamins D and A, respectively.<sup>24</sup> UNRWA projects that some 1 million Palestine refugees in Gaza will require food assistance in 2017, including 98,000 abject poor who receive assistance under the Programme Budget.<sup>25</sup>

During the 2014 hostilities, 140,354 Palestine refugee homes were damaged or destroyed in Gaza, 12,718 of which were rendered uninhabitable<sup>26</sup>, affecting 14,000 families. Currently, 6,750 Palestine refugee families (about 40,000 individuals) remain displaced<sup>27</sup>, raising a range of humanitarian concerns, including limited access to services, crowded temporary shelter arrangements, and the increased exposure of women and children to violence, including gender-based violence (GBV).<sup>28</sup> As of 29 September 2016, repair works had been completed on 71,222 homes, including 67,079 that sustained minor damages, 3,771 severely damaged and 372 totally destroyed properties; repairs on a further 12,086 homes are ongoing. Due to a lack of funding and the restricted movement of materials, 57,046 family homes requiring minor and major repairs have yet to be repaired. The 6,750 displaced families with uninhabitable shelters will continue to require transitional shelter cash assistance (TSCA) – a small subsidy to support temporary accommodation that is discontinued when repair works have been completed.

Health-care providers have also been severely affected by the protracted crisis in Gaza. Shortages of essential medicines, a lack of medical equipment and the unavailability of treatment for some conditions are the main reasons for patient referrals outside of Gaza. The above-referenced June 2016 tightening of movement restrictions has prevented many from seeking such treatment outside of Gaza, as illustrated by the fact that between January and June 2016 the monthly average of cancer patients whose Israeli permit requests were rejected increased by 75 per cent.<sup>29</sup> In addition, years of conflict and poverty have gradually eroded the resilience of refugee communities, with limited governmental, communal and familial capacity to provide psychological support to vulnerable children and adults. Youth are at particular risk.<sup>30</sup>

The blockade has had a devastating impact on children in Gaza, affecting their physical and mental health, as well as their learning environment. Most children have never left the 365 sq km enclave and have lived through three major conflicts in six years. According to Palestinian non-governmental organizations (NGOs), 51 per cent of children in Gaza suffer from post-traumatic stress disorder as a result of the 2014 hostilities.<sup>31</sup> Children, particularly girls in the

densely populated enclave, have few opportunities for safe play outdoors, compounding the health impacts of food insecurity, pollution, and poor socioeconomic and security conditions. Access to formal education is at constant risk of interruption due to the potential for a return to conflict, closure, isolation and other restrictions, including movement restrictions to Egypt since 2014. In this context, refugees in Gaza are increasingly dependent on UNRWA, both for basic services and emergency assistance.

Palestine refugees in Gaza remain vulnerable to man-made and natural disasters, including flooding, that could cause further displacement. Within this context, UNRWA, humanitarian partners and communities should further develop emergency preparedness and response capacities.

## West Bank

Levels of food insecurity in the West Bank reached 16 per cent of the total population in 2014, with Palestine refugees more vulnerable (22 per cent) than non-refugees (14 per cent). Food insecurity is even more prevalent among refugees residing in West Bank camps (29 per cent).<sup>32</sup> The situation is primarily rooted in restricted economic access to food at the household level, caused by unemployment (19.5 per cent of refugees are unemployed, compared to 17.1 per cent of non-refugees)<sup>33</sup> and unstable labour markets.

Palestine refugees in the West Bank, particularly those residing in Area C and the Seam Zone, face serious restrictions on their ability to access services, most notably primary health care (PHC). Communities located in Area C, constituting up to 60 per cent of the total area of the West Bank, are under full security and administrative control by Israel as the Occupying Power. With most of these areas lacking health-care facilities, under a restrictive planning regime applied by the Occupying Power<sup>34</sup>, residents in need must travel long distances, sometimes through checkpoints and roads in close proximity of settlements, to reach a PHC provider. This has left thousands of refugees dependent on the mobile health services provided by UNRWA and other humanitarian actors.

Those in Area C, particularly Bedouin communities in the periphery of the East Jerusalem E1 Area slated for settlement expansion, face the ever-present threat of forcible transfer and enhanced access restrictions to land and resources, while surrounding settlements continue to expand. Living under such conditions has taken a toll on the psychosocial and mental health of many residents. UNRWA psychosocial interventions have proven effective in supporting the resilience of Bedouin communities, increasing their capacity to absorb shocks through the provision of community mental health counselling, activities and public awareness campaigns.

The need for structured psychosocial activities that allow children to deal with trauma has also become more

pronounced. This is particularly the case for children residing in refugee camps and other areas exposed to repeated episodes of violence.

Finally, the continued violation of Palestine refugee rights requires the ongoing monitoring, documentation and reporting of these incidents to the relevant authorities. Advocacy activities, including field visits and briefings organized for diplomats and other members of the

international community and engagement with the relevant international human rights mechanisms are needed for reasons of accountability and to mobilize support for the protection of refugee rights. Victims of demolitions, both administrative and punitive, also require assistance to help them cope with the psychological and financial shocks associated with the loss of their personal property and to resist the daily reality associated with their displacement.

# planning scenario: assumptions

## Gaza-Specific Planning Assumptions

- Gaza will remain under blockade with no meaningful economic recovery. The absence of significant changes to the access regime, coupled with decreasing levels of essential construction materials entering Gaza, will continue to stifle opportunities for trade and growth. Poverty and food insecurity will remain at very high levels, further depleting household purchasing power and requiring continued food assistance from UNRWA. The combination of a rapidly growing registered population eligible for assistance under the Programme Budget and the need for emergency assistance under the Emergency Appeal (EA) will add pressure to the Agency's organizational capacity.
- The political situation will remain unstable, with the continuation of the political divide, non-payment of public sector salaries and increased social unrest. The Palestinian agreement on holding joint legislative and presidential elections within six months, a key condition when the NCG was formed in 2014, is unlikely to materialize. A similar fate may be in store for municipal elections announced in June 2016.
- The security situation could deteriorate. The ceasefire agreed on 26 August 2014 was open-ended. It did not address the underlying causes of conflict, and the security situation remains fragile. In the absence of a political solution to the conflict, and given the political stalemate and dire economic environment, the likelihood of further escalations and civil unrest will remain high, impacting UN operations in Gaza. Security developments in Egypt and especially in the Sinai will directly impact on Gaza, notably with regard to the continued closure of the Rafah crossing point.
- Environmental and resource concerns, including acute water and land shortages and waste management gaps, will continue to threaten the Gaza Strip. If not urgently addressed, the deterioration will be irreversible, rendering Gaza unliveable.
- Protection concerns will continue to affect all citizens of Gaza, including Palestine refugees. They will continue to suffer from the denial of their rights under international law, including human rights law, with the ongoing illegal blockade, restricted access to Egypt and recurrent conflict, all of which denies Palestine refugees the hope

and opportunities required for a dignified life. Women will remain vulnerable to GBV and economic insecurity, while children and youth will remain susceptible to protection risks, such as exploitation, abuse and limited employment opportunities.

- There are limited prospects of accountability in relation to the 2014 hostilities – in particular, effective remedies for victims – exacerbating the other concerns listed above.

## West Bank-Specific Planning Assumptions

- Israeli access and movement restrictions in the West Bank will continue to disrupt all aspects of Palestinian life by limiting the interchange of people, goods and services and contributing to unemployment, poverty and food insecurity. Refugees, and especially those living in the 19 West Bank refugee camps, will continue to be particularly affected by higher levels of food insecurity and unemployment than other residents of the West Bank.
- The expansion of settlements, displacement under a restrictive and discriminatory planning regime, and risk of forcible transfer of Bedouin communities in Area C contrary to international law create a constant need for humanitarian and protection interventions.
- The humanitarian consequences associated with the Israeli occupation are expected to persist in the West Bank, with the possibility of increased violence and serious concerns of excessive use of force by Israeli authorities, particularly within refugee camps. This creates a continuing demand for emergency assistance from UNRWA.
- The high number of protection threats to Palestine refugees related to the Israeli occupation, including threats to the rights to life, liberty, security, health and adequate housing and the risk of forced displacement, dispossession and damage to private property is expected to persist and increase, affecting the daily life of Palestine refugees in the West Bank.
- Local community cooperation, most notably through Camp Service Committees (CSCs), will play a crucial role in facilitating continuous UNRWA operations in the camps without any service and activity disruptions.



# strategic approach and priorities

## Gaza Intervention Plan

UNRWA will extend emergency assistance to Palestine refugees affected by recurrent hostilities and the impact of the ongoing blockade. The Agency will provide emergency in-kind food assistance, tailored to poverty level and family size, to 911,500 Palestine refugees living beneath the absolute-poverty line.<sup>35</sup> The Agency will also create 53,193 emergency CfW opportunities in Gaza to improve economic access to food and restore coping capacities. Refugees living beneath the poverty line will be prioritized for assistance, along with other vulnerable groups, such as female refugees (in particular, female heads of households), the unemployed and youth. The Agency will also support more sustainable and resilient livelihood opportunities for women in the embroidery sector.

The emergency health programme will allow UNRWA to maintain sufficient levels of medical equipment and supplies in order to continue the provision of quality PHC, offsetting increased demand and shortages in the Gaza health sector that are the result of years of blockade, conflict and the current political divide. A total of 11,600 children will be provided with in-depth medical assessments and treatment, while 1,800 poor patients will have access to life-saving secondary or tertiary care. UNRWA will ensure access to protective, inclusive and child-friendly quality education for Palestine refugee students in Gaza. To this end, under the EA, the Agency will hire 1,060 teachers to support low-achieving students in Arabic and maths, while also providing these students with remedial materials. At the start of each semester, school supplies will be distributed to enable access to education for all. Summer Fun Weeks (SFWs) for 140,000 children will mitigate the impact of both conflict and poverty on students' physical and mental health and on their learning and development, while also employing 2,500 Palestine refugees through the CfW programme. The Agency will carry out emergency water and sanitation interventions in refugee camps to avoid a critical deterioration in public health. This response includes system monitoring, provision of a stop-gap emergency fuel supply to keep essential utilities and services operational, emergency repair of water and sanitation networks, clearing of unofficial solid waste sites, and vector control. UNRWA will also support displaced refugee families to uphold their right to adequate shelter through the provision of TSCA for approximately 6,500 families and the means to repair 51,000 shelters.

Humanitarian principles, including in particular Agency neutrality, will be safeguarded through quarterly unannounced visits by a team tasked with visiting all UNRWA installations and the organization of a series of awareness-raising events.

UNRWA will address the protection concerns of a refugee population in Gaza that has been rendered vulnerable by the blockade, increasing unemployment and continued impoverishment. By mainstreaming protection across its

programming, the Agency will ensure coordinated and consistent responses, in particular with regard to the most urgent and serious concerns, including GBV and child protection. These efforts will be furthered through the engagement of front-line staff by dedicated protection committees at the area level and through community participation. In addition, the effectiveness of protection case referral and management will be enhanced through strengthened internal capacity to identify and manage individual cases within UNRWA facilities. The Agency will also organize visits by delegations, ensuring first-hand understanding of the situation on the ground and supporting advocacy efforts, and will engage in other advocacy to promote respect for international law and accountability.

Through the Community Mental Health Programme (CMHP), a network of 267 school based counsellors and 84 psychosocial facilitators will attend to individual refugee, family and communal psychosocial needs. A total of 13,300 refugee children will receive individual counselling, while a further 21,000 will receive specialized group counselling. Approximately 5,000 adults attending UNRWA health centres (HCs) will benefit from individual and group psychosocial counselling and protection referral services, with an emphasis on addressing GBV. An additional 46,000 adults will participate in structured adult education sessions oriented towards positive parenting, supporting children with difficulties, self-care and stress management. A continued effort to educate and raise awareness on conflict and disaster risk reduction, particularly on explosive remnants of war (ERW), will target 1,000 UNRWA staff members that will receive advanced training in this area.

## West Bank Intervention Plan

In response to increased violence and forced displacement and within the context of a prolonged military occupation affecting all aspects of daily life in the West Bank, UNRWA will prioritize emergency interventions that alleviate refugee needs related to food and access to health and psychosocial care for vulnerable communities, children and young adults. The Agency will also step up advocacy efforts, calling for action to prevent a further escalation of violence and violations of both international humanitarian law (IHL) and international human rights law (IHRL).

Through electronic food vouchers, UNRWA will provide emergency food assistance to 25,833 food-insecure refugee households (155,000 individuals) that live outside of West Bank refugee camps. Inside camps, targeted emergency CfW opportunities will be provided to 8,000 food-insecure refugee households. Jobs will be directed towards improving camp environments and will actively promote female and youth participation. The Agency will also continue to partner with the World Food Programme (WFP) to distribute food to vulnerable



Bedouin and herder households in Area C, benefiting almost 36,000 individuals.

Preventative and primary health care will be provided to at least 58 communities facing significant obstacles in accessing health services. In addition, UNRWA will continue to deploy six mobile Community Mental Health Teams that serve 57 vulnerable Bedouin communities in Area C and the Seam Zone, responding to mental health problems, supporting psychosocial well-being, and strengthening the resilience and coping capacities of those facing protection threats, including forced displacement. At least 15 Bedouin community committees will also be supported to prevent and respond to crises and emergencies.

To enhance resilience and address psychosocial trauma, the most vulnerable children and youth from refugee camps and other areas affected by conflict and/or the threat of forced displacement will be given opportunities to play, learn and grow in a safe environment through UNRWA family and child protection interventions. Structured and unstructured activities, including open days, counselling sessions and awareness-raising activities will be organized throughout the year to help children and adolescents deal with the impact of the continuous exposure to violence.

To ensure UNRWA integrity and neutrality, Operations Support Office (OSO) teams will conduct quarterly unannounced site inspection visits to all Agency installations. The Agency will continue to liaise with the authorities to promote and ensure access for Agency personnel, vehicles and supplies. Furthermore, access incidents and violations of UNRWA privileges and immunities will be addressed with relevant duty bearers.

Throughout 2017, UNRWA will monitor, document and report on IHL and IHRL violations that affect Palestine refugees, with a focus on refugee camps, barrier-affected communities, Palestinian Bedouin and herders in Area C, communities affected by settler violence and settlement expansion, and

East Jerusalem. Documented violations will be presented to responsible authorities with the aim of generating positive responses and increased duty-bearer accountability. In response to home demolitions, the Agency will provide cash assistance to victims and referrals to external psychosocial, legal and protection support services. Monitoring data and field knowledge will inform advocacy initiatives and briefings for members of the international community to encourage accountability and redress. UNRWA will also ensure that protection is mainstreamed throughout emergency programme service delivery, especially in the areas of CfW, health and mental health. In communities facing specific protection threats, UNRWA will implement small-scale community-based protection projects to address specific threats (such as risk of land confiscation or settler violence) and enhance community resilience. The OSO field presence will continue to add to the protective impact of Agency operations.

## **oPt and Headquarters Intervention Plan**

Dedicated management and support services are required at the Headquarters level to assist in the implementation of the oPt emergency response. UNRWA Headquarters will provide support in the areas of procurement, logistics, transport, safety and security, protection, and systems and processes for monitoring the implementation of activities against expected results. Funding will support the retention of a Senior Emergency Officer within the Department of Planning. The Agency, through the Department of Legal Affairs, will also continue to engage the international human rights system and will provide other protection-related support. UNRWA will ensure greater consistency between fields in the implementation of emergency activities and improved capacity to identify and apply lessons from fields experiencing emergency situations. The Agency will also support emergency preparedness activities through capacity-building of staff.

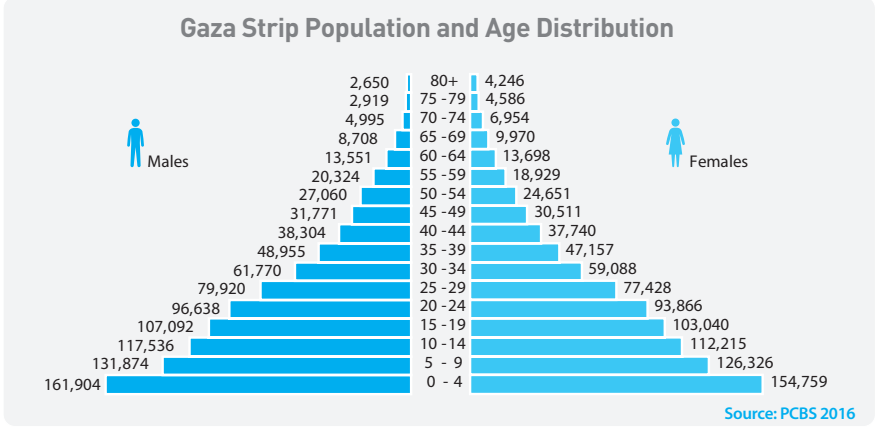
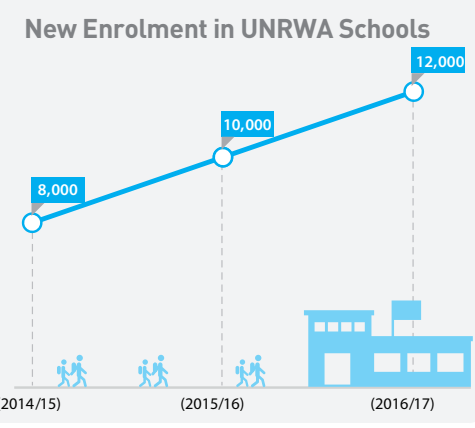
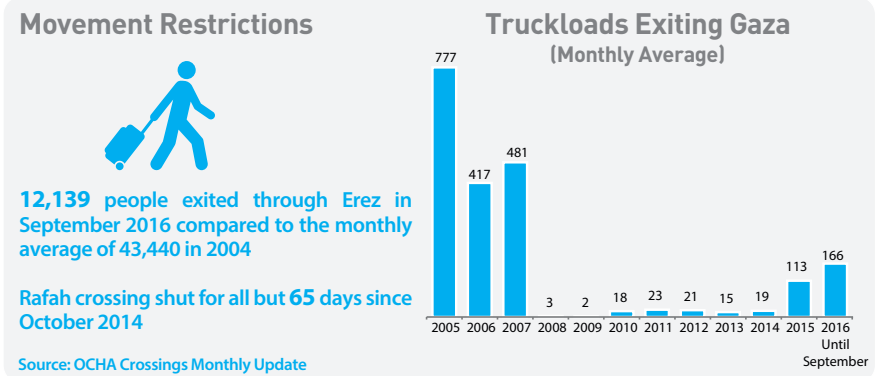
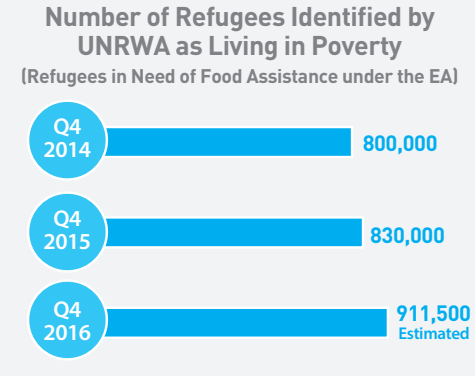
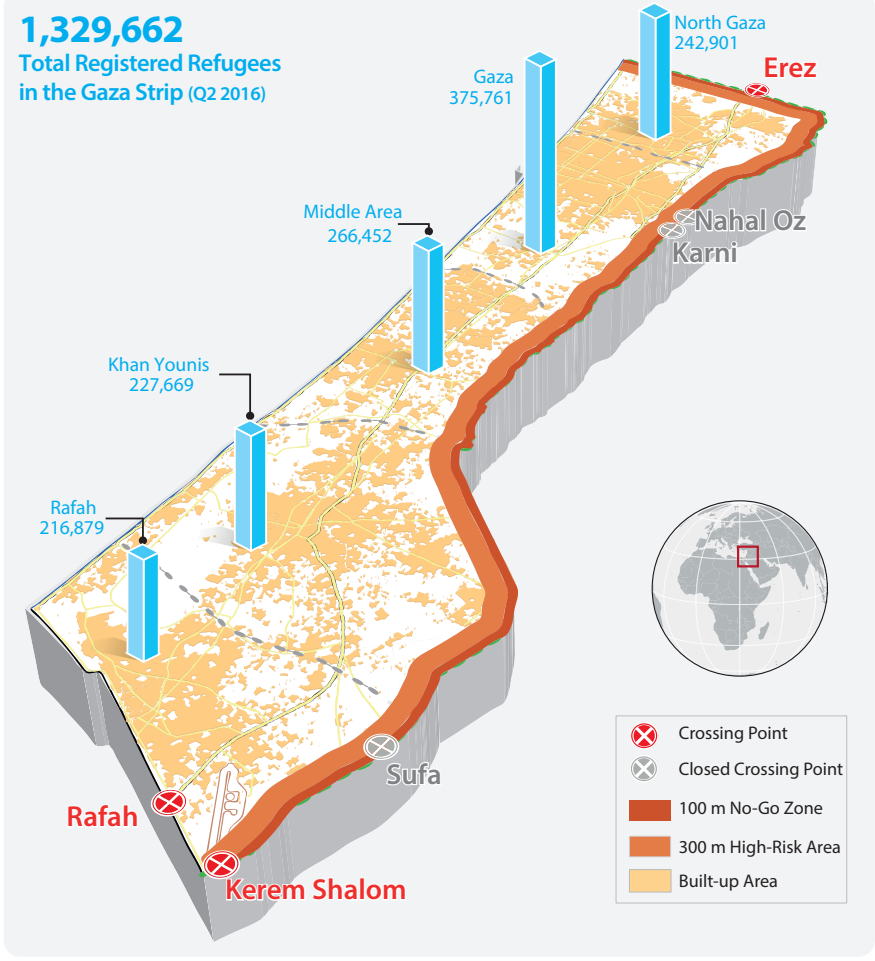
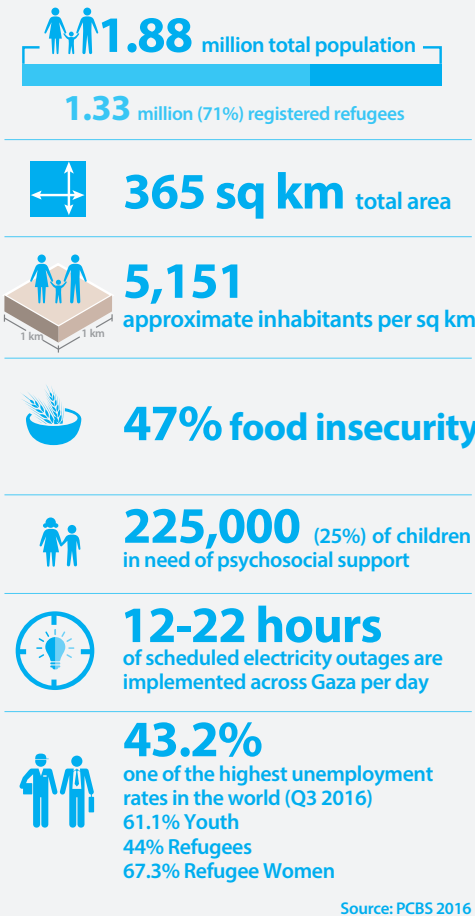
# programme requirements

Programme Requirements	Gaza	West Bank	UNRWA HQ	Subtotal
<b>strategic priority 1: food-insecure households and those facing acute shocks have increased economic access to food</b>				
emergency food assistance <sup>36</sup>	89,353,718	24,589,687		113,943,405
emergency cash-for-work	69,999,123	13,029,016		83,028,139
livelihoods	111,000			111,000
<b>subtotal</b>	<b>159,463,841</b>	<b>37,618,703</b>		<b>197,082,544</b>
<b>strategic priority 2: crisis-affected refugees enjoy their basic rights to services and assistance</b>				
emergency health <sup>37</sup> /mobile health clinics	4,500,000	1,082,237		5,582,237
education in emergencies	5,000,000			5,000,000
emergency environmental health	4,500,000			4,500,000
emergency shelter repair <sup>38</sup>	138,366,282			138,366,282
transitional shelter cash assistance	19,536,000			19,536,000
<b>subtotal</b>	<b>171,902,282</b>	<b>1,082,237</b>		<b>172,984,519</b>
<b>strategic priority 3: protection of palestine refugees from the effects of the conflict and violence through access to services and advocacy</b>				
community mental health	9,000,000	439,923		9,439,923
protection	500,000	2,237,699		2,737,699
resilience (children and youth) <sup>39</sup>		415,305		415,305
explosive remnants of war education	138,000			138,000
summer fun weeks	4,000,000			4,000,000
<b>subtotal</b>	<b>13,638,000</b>	<b>3,092,927</b>		<b>16,730,927</b>
<b>strategic priority 4: effective management and coordination of emergency response</b>				
coordination and management	6,993,861	1,644,568	666,463	9,304,892
neutrality	1,887,000	3,287,836		5,174,836
safety and security	1,114,139			1,114,139
<b>subtotal</b>	<b>9,995,000</b>	<b>4,932,404</b>	<b>666,463</b>	<b>15,593,867</b>
<b>total (US\$)</b>	<b>354,999,123</b>	<b>46,726,271</b>	<b>666,463</b>	<b>402,391,857</b>

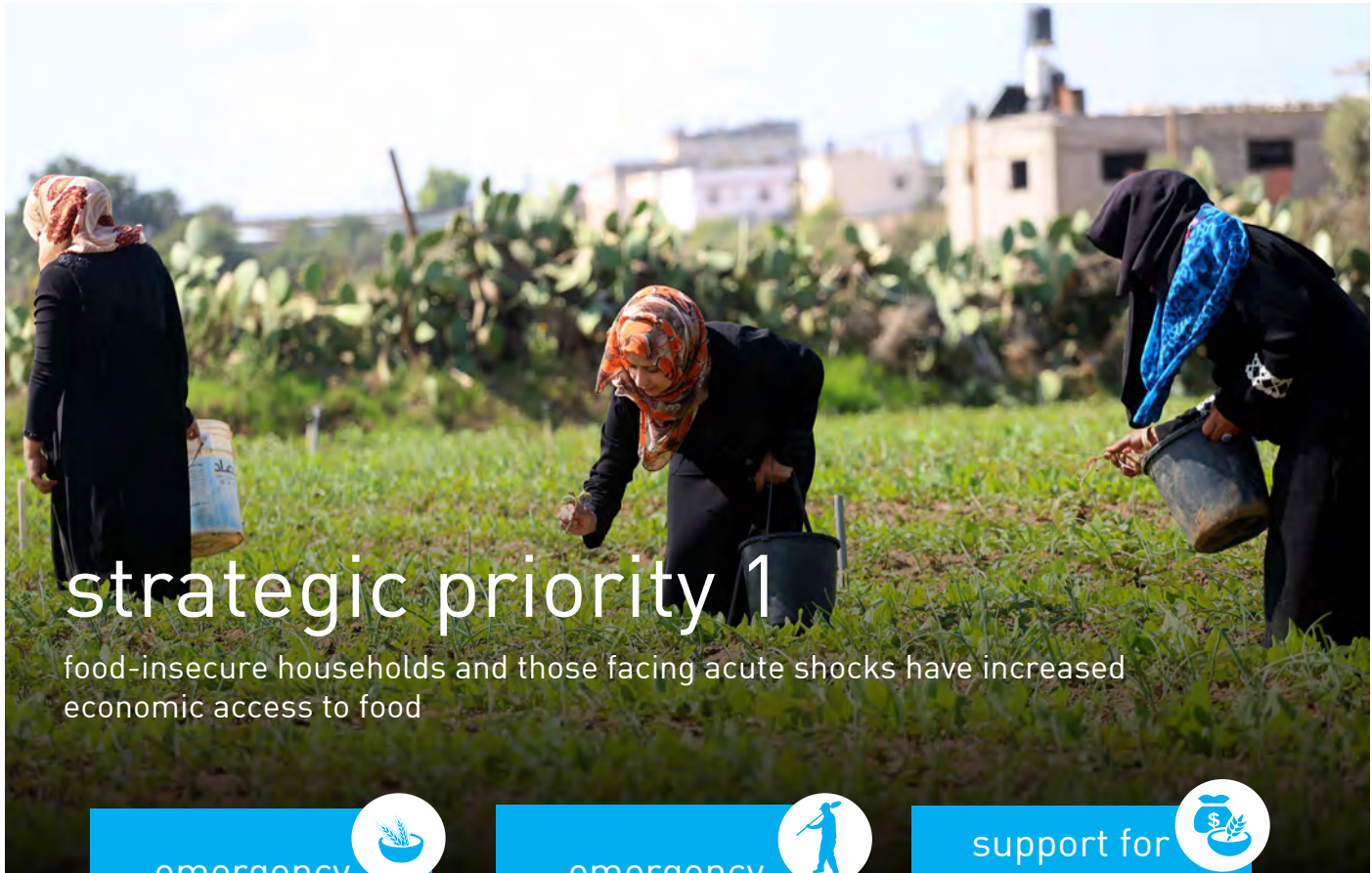


# Gaza Strip | 50 Years of Occupation 10 Years of Blockade

October 2016




# gaza: sector-specific interventions




## strategic priority 1


food-insecure households and those facing acute shocks have increased economic access to food

 emergency food assistance

to meet the food requirements of  
**911,500**  
 food-insecure refugees including  
 487,525 abject poor  
 424,023 absolute poor

 emergency cash-for-work

to provide temporary employment opportunities for  
**53,193**  
 Palestine refugees

 support for resilient livelihoods

to create income opportunities for more than  
**200**  
 self-employed Palestine refugee women

## Emergency Food Assistance

	Indicator	Target
Refugee households living in poverty meet their most basic food requirements.	Number of refugees living beneath the poverty line of US\$1.74 who received emergency food assistance	487,525 (247,905 male) (239,620 female)
	Number of refugees living beneath the poverty line of US\$3.87 who received emergency food assistance	424,023 (215,754 male) (208,269 female)
The severity of refugee food insecurity is tempered.	Percentage of abject-poor caloric needs met through food distributions	80%
	Percentage of absolute-poor caloric needs met through food distributions	43%

UNRWA will provide emergency food assistance to approximately 911,500 Palestine refugees who do not have the financial means to cover their basic food needs, including 447,800 women and 17,400 female-headed households. Approximately 487,500 refugees living below the abject-poverty line of US\$ 1.74 per person per day will receive quarterly food parcels covering 1,675 kcal per person per day, equivalent to 80 per cent of a person's daily caloric requirements. Approximately 424,000 refugees living between the abject-poverty line and the absolute-poverty line of US\$ 3.87 per person per day will receive 902 kcal per person per day, equivalent to around 43 per cent of their daily caloric needs. Eligibility for emergency food assistance

is determined through the results of a Poverty Assessment Survey (PAS), conducted through home visits on a biennial basis by UNRWA social workers. This system captures essential household characteristics such as age, gender, housing conditions, household composition, asset ownership and employment status. It also takes into account more vulnerable populations that may not be able to access emergency food assistance through regular channels, such as wives in polygamous marriages, divorced women, and separated or abandoned women. All eligible individuals receive food baskets containing flour, rice, sugar, sunflower oil, whole milk, chickpeas, lentils and canned sardines.

## Emergency Cash-for-Work

	Indicator	Target
Men and women earn wages, short-term, to cover their food needs and restore their coping capacities.	Percentage of CfW beneficiaries using earnings to purchase fresh food items	80%
	Percentage of CfW beneficiaries using earnings to pay debts	50%
	Number of refugees benefiting from short-term CfW	424,023 (215,754 male) (208,269 female)
	Total value provided to CfW beneficiaries	80%
	Percentage of skilled contracts awarded to women	43%

UNRWA will offer short-term<sup>40</sup> CfW employment opportunities to 53,193 Palestine refugees, for a total of 5,441,384 workdays that will inject more than US\$ 62 million into households while generating 18,894 full-time equivalent jobs over the course of 2017. An additional estimated 255,326 dependents will benefit indirectly. The Agency aims to provide 40 per cent of skilled CfW work opportunities to women and 40 per cent of all CfW work opportunities to youth, with priority being given to poor families. CfW positions will be based at a number of locations throughout Gaza, including partner community-based organizations (CBOs), NGOs, local utility companies, service providers and UNRWA installations.

UNRWA will identify placements that have high community impact, such as in economically deprived areas, so as to play a role in revitalizing the local public infrastructure and facilities. In response to community feedback and lessons learned from previous experience, the Agency will continue its efforts to ensure that contracts – particularly unskilled positions generally perceived as conforming to male roles – are more accessible to women. By injecting much-needed cash into the economy, CfW will contribute to a temporary reduction in unemployment, while avoiding distortions in the local market by maintaining wage levels at below the private sector average.

## Support for Resilient Livelihoods

	Indicator	Target
Employment opportunities created leading to sustainable livelihoods for women.	Number of self-employment opportunities for skilled women through Sulafa	200

UNRWA will support livelihood opportunities for women, a group that is particularly vulnerable and disproportionately affected by unemployment in Gaza. Over the course of the year, the Agency’s Sulafa Project will create income opportunities for approximately 200 self-employed, skilled Palestine refugee women within the embroidery sector. This intervention

represents an important opportunity for Palestine refugee women to earn skilled, market-driven income, within a flexible system that allows them to balance their workloads with other obligations. This is accomplished by affording participants the choice of when and where to work, as well as the volume of orders that they will take on.



## strategic priority 2

crisis-affected refugees enjoy their basic rights to services and assistance

### emergency health



to medically assess approximately

**11,600**

students referred or identified as having possible disabilities or learning difficulties

### education in emergencies



to support the learning environment of

**262,112**

UNRWA students through the provision of learning materials and school supplies

### emergency shelter & repair



to provide cash repair grants for

**51,000**

Palestine refugee families whose homes were damaged as a result of the 2014 hostilities

### emergency water & sanitation



to improve the physical sanitary environment of camps through the removal of

**60,000**

tons of solid waste from unofficial dumping sites in densely populated areas

## Emergency Health

	Indicator	Target
The crisis-affected refugee population is able to access primary health care, and the poorest are given minimal financial support to access secondary or tertiary health care.	Percentage of health centres with no 'stock-out' of twelve tracer items	100%
	Number of poor refugees patients receiving secondary or tertiary health care	1,800 (450 male) (1,350 female)
Students with special needs are able to participate in educational activities.	Percentage of children identified with special needs who receive support	100%
	Number of students referred to 'Special Children, Special Needs' (SCSN) receiving a comprehensive medical examination	11,600 (6,032 male) (5,568 female)

Funding under the 2017 EA will ensure that the Agency's 21 HCs across Gaza are adequately supplied with life-saving emergency medical equipment and drugs, items in short supply as a result of the limited capacity of public and private health-care providers. In addition, UNRWA will provide health screenings for refugee students in Agency schools to identify and treat children with health conditions that might otherwise go undiagnosed and for which treatment outside of UNRWA facilities may be unavailable. Agency medical teams will also conduct in-depth medical assessments for approximately 11,600 refugee students referred through school health team

screenings or identified by UNRWA teachers as having possible learning difficulties. Subsequently, the Agency will provide students in need with medical treatment and assistive devices, such as hearing aids, artificial limbs, glasses, orthopedic shoes and psychosocial counselling, if required. Finally, to ensure that refugees living below the abject-poverty line are able to access secondary and tertiary care, UNRWA will offer subsidies (95 per cent reimbursement of the cost) to support medical treatment at non-UNRWA facilities. Patients requiring life-saving or time critical care will be prioritized.

## Education in Emergencies

	Indicator	Target
The effects of violence and poverty are countered by addressing students' needs within a supportive learning environment.	Number of Palestine refugee students provided with educational materials (self-learning materials, back-to-school kits, PSS/recreational kits, stationery)	262,112 (135,328 male) (126,784 female)
	Number of support teachers hired to facilitate students' education	1,060 (636 male) (424 female)
Students whose learning abilities are undermined by their environment fulfil their educational potential.	Percentage of low achievement students (boys and girls) supported	100%

The 2014 hostilities, coupled with the blockade, continue to have a deleterious impact on the learning environment for Palestine refugee children. By way of response, the UNRWA Agency-wide Education in Emergencies (EiE) approach provides inclusive, equitable, quality and safe education to Palestine refugee children and youth in times of emergencies. The EiE approach builds on the existing scholastic system, while introducing innovations to sustain the delivery of quality education. It is implemented in 267 UNRWA schools across Gaza by: (i) supporting students struggling to meet

minimum academic standards in Arabic and maths and (ii) ensuring that all children have access to basic school and learning materials. To these ends, under this Appeal, UNRWA will hire 1,060 support teachers to assist underachieving students in Arabic and maths. In addition, subsequent to first semester assessments, remedial materials will be provided to students in grades 4 to 9 who are under performing, with the aim of providing students with the basic concepts and skills required for success under the second semester curricula. The Agency will also develop additional tools that allow

teachers to effectively assess student achievement while taking into account individual differences between children. Programming will help students develop self-confidence; contribute to a reduction in absenteeism and dropouts; and, more generally, promote well-being. At the start of each semester, UNRWA will distribute school supplies (including copybooks, pens, pencils and erasers) to support attendance in schools by the most economically disadvantaged.

The UNRWA satellite TV channel ('UNRWA TV') will continue to serve as a key tool in furthering the EiE approach, with the

production of English, maths, Arabic and science programming for grades 4 to 9 and the provision of high-quality self-learning supplements, ensuring that refugee children can access education, even in areas of instability, restoring routine and giving them hope. With the aim of counteracting the negative impacts of conflict, poverty and isolation, interactive multimedia lessons will include animation, songs, child drama and storytelling, and will be based on learning and teaching practice curricula and life skills reform principles.

## Emergency Water and Sanitation

	Indicator	Target
A critical deterioration in public health among refugees is avoided through emergency water and sanitation interventions.	Incidence of diarrhoea in children under 5 years of age	<13%
Outbreaks of water-borne diseases originated by water and sanitation systems not functioning are prevented.	Number of WASH facilities supported by UNRWA (disaggregated by UNRWA/non-UNRWA WASH facilities)	10 UNRWA facilities 280 non-UNRWA facilities
	Total litres of fuel provided to support WASH facilities	4,200,000
	Percentage of emergency repairs needed in the water and sanitation networks within the refugee camps supported	100%
Exposure of refugee population to disease-transmitters and breeding grounds reduced.	Number of identified mosquito breeding sites cleared	3
	Tons of waste removed from unofficial dumping sites	60,000

UNRWA will continue to support the functioning of water wells, desalination plants, wastewater treatment and waste management services through the provision of fuel according to priorities identified by the WASH Cluster and in consultation with other stakeholders (including the Coastal Municipalities Water Utility and local communities). The Agency will also undertake vector control activities, clear three vector

breeding sites and remove approximately 60,000 tons of solid waste from unofficial dumping sites in and near Gaza's eight Palestine refugee camps. In addition, UNRWA will make emergency repairs to damaged and degraded water and wastewater networks in camps, including Jabalia and Rafah in northern and southern Gaza, respectively.

## Emergency Shelter and Shelter Repair

	Indicator	Target
Refugee families displaced or affected by military activity or natural disaster have their right to adequate shelter upheld.	Percentage of affected families receiving shelter assistance	100%
Displaced refugee families have increased means to access a temporary housing solution.	Number of refugee families receiving TSCA	6,521
	Percentage of housing cost coverage by TSCA	80%
Refugee families affected by military operations or natural disaster are able to return to their homes.	Number of families receiving shelter repair assistance	50,960
	Number of refugee families in need of winterization items provided with required materials	5,000

UNRWA will assist approximately 51,000 refugee families whose homes suffered minor and major damages as a result of the 2014 hostilities. Assistance will take the form of cash grants that enable recipients to complete necessary repairs. Grant value is determined by a technical assessment carried out by UNRWA engineers. To avoid duplication and improve efficiency, comprehensive coordination and cross-checking have been maintained between all relevant organizations (particularly UNRWA, the United Nations Development Programme or UNDP, and the Ministry of Public Works and Housing) in Gaza through the Shelter Cluster's unified database. In addition, approximately 6,500 eligible families whose homes have been assessed as uninhabitable as a result of hostilities and who have been unable to repair or rebuild

will be provided with TSCA, paid through bank transfers. This is a rental subsidy of between US\$ 200 and US\$ 250 per month that is tailored to family size and which supports temporary housing solutions while homes are being rebuilt. Eligibility is based on verification by UNRWA social workers and engineers. Finally, UNRWA will prepare 50 additional schools to function as designated emergency shelters (DES) in the event of another conflict or natural disaster. This is one of the most important activities that UNRWA will implement following a lessons-learned exercise conducted after the 2014 hostilities. In this regard, the Agency will equip all new DES with shading, showers, solar panels to generate an independent power supply, an autonomous water supply, and other needed facilities.

## strategic priority 3

protection of palestine refugees from the effects of the conflict and violence through access to services and advocacy

### psychosocial support



to organize structured parent and community education sessions for

**46,000**

adults to learn about issues related to mental health

### protection



to mitigate the impact of the continued erosion of coping mechanisms among Palestine refugees and of the increasing levels of poverty

### erw risk education



to train 1,000 UNRWA education staff to provide students with explosive remnants of war (ERW) risk education

### gaza summer fun weeks



to mitigate the impact of conflict and poverty on the mental health of

**140,000**

Palestine refugee children



## Community Mental Health Programme

	Indicator	Target
The psychosocial functionality of vulnerable refugees, households and vulnerable communities is promoted.	Percentage of cases showing improved psychosocial functionality, out of the total number of individual counselling cases	70%
	Number of children benefiting from structured psychosocial interventions (life skills and group guidance)	262,112 (135,328 male) (126,784 female)
	Number of children at UNRWA schools receiving individual counselling and case management support	13,300 (6,916 male) (6,384 female)
	Number adults benefiting from psychosocial and protection interventions at UNRWA health facilities	5,000 (750 male) (4,250 female)
	Number of Palestine refugees benefiting from public awareness sessions in UNRWA schools, health centres and other facilities (parent and community education groups)	46,000 (20,700 male) (25,300 female)
	Number of children at UNRWA schools receiving group counselling	21,000 (10,710 male) (10,290 female)

Through its CMHP, UNRWA will provide different forms of psychosocial support to both children and adults, promoting a holistic and integrated approach to child and family well-being. CMHP-structured life skills and the school guidance programme will ensure that all students have essential life skills (e.g. peer relations, tolerance and conflict resolution skills) to succeed in life. CMHP counsellors will also identify and support children experiencing neglect or abuse and will follow up with students who have dropped out of school in order to facilitate their return. The Agency will provide individual and group counselling to 13,300 and 21,000 students respectively.

Efforts to build resilience among children are more likely to succeed if they are supported by families and communities. As such, UNRWA will organize structured parent and community education sessions to promote positive parenting and

family lives, while also increasing the coping capacity and resilience of approximately 46,000 adults. This will enhance family relations and help ensure that children are supported, not only at UNRWA schools, but within their homes and communities. As well as supporting adults suffering from conflict-related trauma, 5,000 female survivors of GBV will be supported through individual and group counselling in HCs and referrals to both UNRWA and external service providers (including medical, social and legal advisory services). At the community level, the Agency will use various participatory tools, including expressive and creative arts therapy, the development of animation films, radio spots, drama and sports, to build resilience and capacity to protect vulnerable groups in camps from all forms of violence, abuse, neglect and exploitation.

## Protection

	Indicator	Target
Delegations are better equipped to advocate on the protracted crisis affecting the refugee population in Gaza.	Number of stakeholder-awareness initiatives conducted on areas of focus (field visits/briefings with donors, politicians, researchers, journalists)	25
Strengthened prevention and protection response for Palestine refugees	Percentage of individuals identified as having a protection concern (women, girls, boys and men) provided with assistance	100%
	Number of staff members trained on protection	1,000 (500 male) (500 female)



UNRWA will continue to monitor developments in the local humanitarian and protection environment in Gaza. Through its programmes and services, the Agency will mitigate the impact of the erosion of coping mechanisms and increasing poverty that heightens protection risks for the most vulnerable refugees. The newly established Gaza Field Office (GFO) Protection Committee will promote protection mainstreaming while also enabling UNRWA to ensure that all of its operations in Gaza are informed by an analysis of protection issues and concerns. In addition, five Area Protection Committees, established in 2016, will contribute to the identification of opportunities and challenges, developing responses informed by the knowledge and experience of front-line staff.

The UNRWA Department of Relief and Social Services and the Community Mental Health Programme in Gaza will maintain a crucial role with regard to protection responses. Particular focus will be given to improving the management of the most challenging protection cases, including in the areas of GBV and child protection. The Agency will also seek to strengthen referral systems in relation to cases identified through UNRWA health centres and schools and the Agency's protection database. Through the organization and briefing of foreign delegations, UNRWA will continue to raise awareness on protection issues affecting Palestine refugees while advocating for respect for their rights. The Agency will also focus on strengthening interprogramme protection coordination and referral systems.

## Explosive Remnants of War Risk Education

	Indicator	Target
ERW risk education is provided in all UNRWA schools in Gaza and to UNRWA staff.	Number of UNRWA education staff that receive advanced ERW training	1,000 (710 male) (290 female)
	Percentage of UNRWA Designated Emergency Shelters whose staff is trained on ERW	100%

Since 2014, UNRWA and the United Nations Mine Action Service (UNMAS) have provided training on explosive remnants of war risk education (ERW RE), targeting front-line staff and training UNRWA school teachers to provide ERW RE to children attending Agency schools. In 2017, the Agency will build on this experience through the provision of an advanced

training of trainers for approximately 1,000 UNRWA staff members who will be assigned to work at the 50 Agency DES in the event of further hostilities and displacement of civilians. The advanced training will contribute to further reducing the risk of harm from ERW for both UNRWA staff and beneficiaries.

## Summer Fun Weeks

	Indicator	Target
The physical and emotional well-being of children, both girls and boys, is supported.	Number of students who have participated in at least one recreational and extracurricular activity during the summer	140,000 (72,800 male) (67,200 female)
	Number of refugees receiving employment opportunities with SFWs	2,500 (1,500 male) (1,000 female)
	Percentage of children reporting a positive experience during Summer Fun Weeks	85%

To mitigate the impact of conflict and poverty on Palestine refugee children's learning, development and physical and mental health, UNRWA will convene SFWs for approximately 140,000 girls and boys. Through this intervention, children will take part in structured recreational activities, including sports, crafts and theatre in safe, supervised spaces. These activities

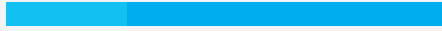
will introduce coping strategies, creating opportunities for children to share experiences, build friendships and develop support networks. Implementing SFWs activities will also provide short-term CfW employment opportunities for approximately 2,500<sup>41</sup> Palestine refugees living beneath the poverty line, in particular for young people.



# West Bank | 50 Years of Occupation

November 2016

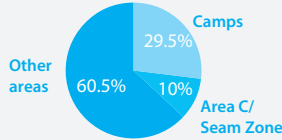
West Bank population **2.9** million



Approximately

**0.8** million registered refugees

Where do Palestine refugees live in the West Bank?



Source: UNRWA Q2 Registration Statistical Bulletin and UNRWA Information Statistics Report



**29%** food insecurity among refugees residing in camps



**19.5%** unemployment rate among refugees in camps compared to 17% in urban and rural areas

Source: SEFSec 2014, released September 2016; PCBS, 2016, Labour Force Survey Q1 and Q2, 2016

## MOVEMENT & ACCESS RESTRICTIONS



**70** checkpoints across the West Bank. The Barrier and settlement expansion contribute to further movement restrictions, especially within Area C.

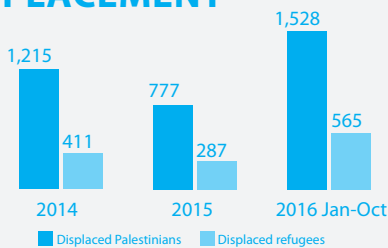
**118** access incidents were reported by UNRWA staff delayed or denied access at checkpoints

Loss of **133** staff-days due to access restrictions

**50%** of reported incidents occurred at East Jerusalem checkpoints

Source: UNRWA OSO database and OCHA database, December 2015

## DISPLACEMENT

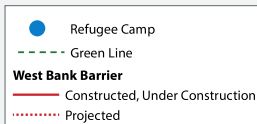
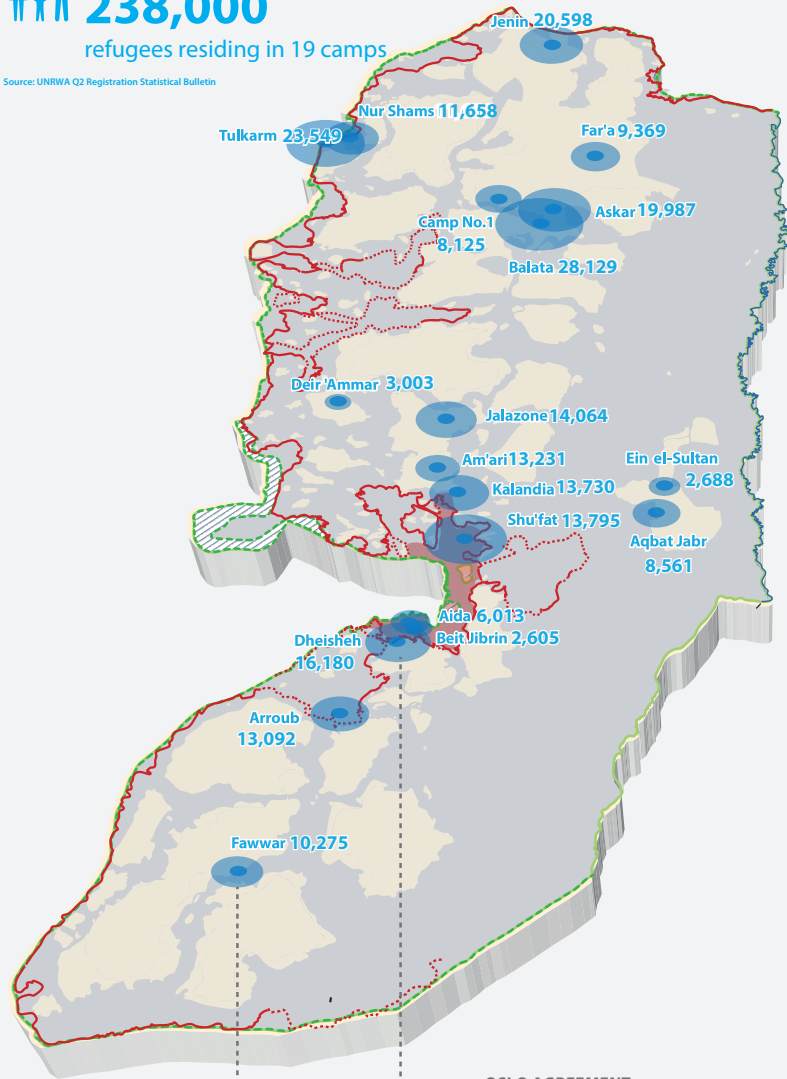


Source: UNRWA database



Over **238,000** refugees residing in 19 camps

Source: UNRWA Q2 Registration Statistical Bulletin



### OSLO AGREEMENT

**Area C:** Full Israeli control over security, planning and construction (61% of the West Bank)

**Area A:** Full Palestinian civil and security control

**Area B:** Full Palestinian civil control and joint Israeli-Palestinian security control

## PROTECTION THREATS



**5** refugees killed, including 1 minor (in camps)



**577** search and arrest operations (in camps)



**296** confrontations with live ammunition used in 95 instances (in camps)



**70** settler-related incidents resulting in damage to Palestinian property or land



**338** refugees injured, including 64 minors (in camps)

**547** detentions, including 98 minors (in camps)

**28** settler-related incidents led to Palestinian casualties

### FAWWAR & DHEISHEH

In 2016, refugee camps in the West Bank witnessed an increase in ISF operations. Fawwar and Dheisheh have been heavily impacted.

**95** incursions

**57** clashes

**1** refugee killed

**104** refugees injured, including 26 children

Source: UNRWA OSO database and OCHA Protection of Civilians report, 1-14 November

# west bank: sector-specific interventions



## strategic priority 1

food-insecure households and those facing acute shocks have increased economic access to food

emergency  
food assistance



to meet the food  
requirements of over

**191,000**

food-insecure refugees  
outside camps

emergency  
cash-for-work



to provide temporary  
employment opportunities for

**8,000**

food-insecure Palestine  
refugee households

## Emergency Food Assistance

	Indicator	Target
The severity of refugee food insecurity is tempered.	Number of food-insecure refugee households receiving voucher food assistance	25,833
	Number of food-insecure refugees receiving food assistance (gender disaggregated)	155,000 (78,275 male) (76,725 female)
	Total value of electronic vouchers provided to food-insecure refugees	US\$ 19,158,000
	Number of individuals benefiting from the joint WFP-UNRWA food distribution for vulnerable Bedouin and herder communities in Area C	36,000 (18,360 male) (17,640 female)

Under the 2017 EA, food-insecure refugees living in urban and rural settings outside of camps in the West Bank will be provided with electronic food voucher assistance through an UNRWA-WFP partnership.<sup>42</sup> Recipient households will be selected for assistance under the proxy-means test formula (PMTF) that assesses essential characteristics to enable UNRWA to identify and prioritize the most vulnerable and food insecure. Assistance levels will be tailored to household size. In total, 25,883 households (comprising 155,000 individuals) in 138 localities will receive support to meet 60 per cent of their basic daily food needs. Households will be able to choose from a range of 14 basic food items based on their individual needs in one of 110 local shops registered with WFP. A focus on fresh food items, such as eggs, milk and yoghurt sourced from Palestinian producers in the West Bank will support both

quality food consumption with high nutritional value and diversity while providing a financial injection into the local economy by supporting the local producers and shop owners that participate in the scheme.

Bedouin and herder communities in Area C, representing some of the most vulnerable populations in the West Bank in terms of both protection threats and food insecurity, will be separately targeted for food assistance by an existing cooperative arrangement between UNRWA and WFP. In this regard, both refugee and non-refugee households will receive quarterly food parcels procured by WFP and distributed by UNRWA.<sup>43</sup> The UNRWA-WFP joint intervention will provide regular food distribution to approximately 36,000 Bedouin/herders across Area C of the West Bank.

## Emergency Cash-for Work

	Indicator	Target
Food-insecure refugees living in refugee camps earn short-term wages to cover their basic food needs and restore their coping capacities.	Number of food-insecure refugee households engaged in short-term Cash-for-Work	8,000
	Total number of food-insecure refugees benefiting from Cash-for-Work assistance	48,000 (24,480 male) (23,520 female)
	Total value provided to Cash-for-Work beneficiaries	US\$ 10,080,000
	Number of Cash-for-Work projects realized in the camps	19

UNRWA will support 8,000 food-insecure refugee households (48,000 individuals) across 19 West Bank camps to meet their most basic food and non-food needs through the provision of short-term CfW contracts. As is the case for households benefiting from emergency food voucher assistance, CfW recipients will also be selected using the PMTF to ensure that the most vulnerable are targeted for assistance. This emergency measure will translate into a direct household-level cash injection valued at US\$10,080,000 in support of food security. CfW labourers will be offered contracts of three or four months in duration<sup>44</sup> with cash subsidies of US\$ 380 per month. CfW participants will work in a variety of roles that support the general camp environment, for example as sanitation workers, minor maintenance and rehabilitation

workers and guards and in support of CBOs as administrative staff, couriers, kindergarten staff and in other support roles. UNRWA will promote the participation of women, youth (aged 18-24) and persons with disabilities, dedicating 35 per cent of opportunities to women and 20 per cent to youth.

Alongside regular CfW opportunities, UNRWA will partner with CBOs to implement camp-based projects. Such projects may include the rehabilitation of CBO facilities and public infrastructure and the landscaping of playgrounds, public parks and other communal spaces. In addition to the provision of labour (through the CfW programme), UNRWA will also contribute to the procurement of tools and materials and will supply engineering and technical expertise.



# strategic priority 2

crisis-affected refugees enjoy their basic rights to services and assistance

mobile  
health clinics



to provide access to  
preventative and curative  
health-care services in

58

localities across  
the West Bank

## Mobile Health

	Indicator	Target
Palestine refugees facing access and movement restrictions, or located in isolated communities, are able to access quality preventative and curative services.	Percentage of regular visits conducted per community, as scheduled	100%
Access to health services for the vulnerable in remote areas is ensured.	Number of communities provided with improved access to health services through mobile health clinics	58
	Number of patient consultations provided in mobile health clinics	109,276 (65,566 female) (43,710 male)

UNRWA mobile health clinics, working with civil society organizations<sup>45</sup>, will provide access to preventative and curative health-care services in 58 localities across the West Bank. A number of target communities located in Area C, including in the East Jerusalem periphery and the Seam Zone, face significant obstacles in accessing essential health services. By way of response, six mobile health teams consisting of medical officers, nurses, midwives, mental health counsellors, pharmacists and support staff will deliver health-care services such as medical consultations, treatments and prescription

drugs, free of charge. Health care will be available to all, with particular focus on women, children, the elderly and the chronically ill. Priority will also be given to the provision of adequate antenatal and reproductive health services to women, who often carry the responsibility of child care while suffering from a lack of health services. It is expected that women and girls will make up around 60 per cent of patient consultations, with under-fives accounting for around 17 per cent of consultations.





## strategic priority 3

protection of palestine refugees from the effects of the conflict and violence through access to services and advocacy

### protection



to monitor, document and report on violations of international humanitarian and human rights law affecting refugees

### resilience for children and youth



to address the psychosocial needs of children and youth living in communities that face protection threats

### community mental health



to support  
**57**  
Bedouin communities where the majority of the population are refugees

## Community Mental Health Programme

	Indicator	Target
The psychosocial well-being of vulnerable refugees, households and in vulnerable communities is promoted.	Percentage of targeted vulnerable communities provided with counselling or psychosocial activities	100%
Psychosocial well-being in targeted vulnerable communities is increased.	Number of group psychosocial activities/sessions	660
	Number of individual, group or family counselling sessions	600
	Number of individuals with access to psychosocial and mental health services through mobile mental health units (total catchment population)	10,377 (5,015 male) (5,362 female)
	Number of community and committee members trained in prevention and response to crises and psychosocial emergencies	400 (175 male) (225 female)

UNRWA will provide community mental health and psychosocial support across 57 Bedouin communities – where the majority of the population are refugees. Residents of these communities, identified as among the most vulnerable populations in the West Bank, face multiple protection threats, including the risk of forcible transfer and displacement due to demolition, settler violence and loss of traditional lifestyles following the confiscation of land by the Israeli authorities. Six mobile mental health teams, each comprising two psychosocial counsellors, will visit Bedouin communities on a regular basis to prevent, detect and respond to psychosocial and mental health issues. A catchment population, estimated at 10,377, will benefit from access to 660 group psychosocial activities/sessions and 600 individual, group

or family counselling sessions conducted throughout the year. Particular attention will focus on children, youth and women, who tend to bear the brunt of stress/pressure in these communities. Cases in need of specialized follow-up will be identified, referred and monitored. In addition to weekly community visits, the Agency will also implement activities such as community open days and summer camps. UNRWA will also continue to support at least 15 Bedouin community committees and other community members towards the further development of resilience and coping mechanisms. This will be accomplished through the provision of training in leadership and communication skills, basic first aid, and the prevention of and response to crises and psychosocial emergencies.

## Protection

	Indicator	Target
Refugees receive protection from the immediate effects of the conflict/occupation, respect for IHL and IHRL is promoted, and abuses are mitigated.	Percentage of UNRWA interventions on protection issues that prompt positive responses from authorities	20%
Enhanced systematic follow-up of authorities responsible for IHL and IHRL violations.	Percentage of documented and transmissible <sup>46</sup> incidents/issues presented to the relevant authorities	80%
Delegations are better equipped/ informed to advocate on the protracted crisis affecting the refugee population in West Bank.	Number of protection (advocacy) interventions targeting external actors	70
The immediate needs of refugee women, men and children facing home demolition, forcible eviction or damage to their property are addressed.	Percentage of refugee families suffering displacement due to demolition who received emergency cash assistance according to the Crisis Intervention Model	100%
	Percentage of refugee families suffering from violence and/or damage to their private property who received emergency assistance according to the Crisis Intervention Model	50%
The risk of forced displacement of vulnerable communities is reduced and their coping capacities are increased.	Number of at-risk communities supported through community-driven protection projects	12

Under the 2017 EA, UNRWA will monitor, document and report on IHL and IHRL violations that affect Palestine refugees. In addition, field visits and briefings will be organized for diplomats and other members of the international community to mobilize action on protection issues affecting refugees, encouraging them to seek accountability and redress for violations. In parallel, the Agency will intervene with relevant authorities responsible for violations to advocate for accountability and corrective measures. In addition, the OSO will support field briefings to donors and will engage in protection awareness raising and advocacy.

In response to forced displacement due to home demolitions and damages caused to private property during law enforcement/military operations and incidents involving Israeli settlers, UNRWA will provide emergency support to

affected refugee families through the Crisis Intervention Model. Under this model: (i) cash assistance will be provided to support temporary housing for those displaced or as a means to rebuild damaged private property<sup>47</sup> and (ii) referrals will be issued to access internal/external specialized services, including health care, psychosocial support, legal support and health care, based on a needs assessment conducted by protection social workers. The Agency will also continue to provide emergency protection assistance in coordination with other humanitarian actors, particularly with regard to the post-demolition response. Finally, in particularly vulnerable communities, UNRWA will support small-scale community-driven protection projects that address threats and enhance resilience.

## Resilience and Coping Mechanisms for Children and Youth

	Indicator	Target
Children and youth living in areas facing protection threats and those continuously affected by conflict-related violence are provided with structured activities in order to strengthen their resilience/positive coping mechanisms.	Number of children and youth participating in summer/winter activities	2,120 (1,060 male) (1,060 female)
	Number of children and adolescents benefiting from individual and group counselling sessions	1,970 (970 male) (1,000 female)
Communities and families of children and youth at risk of harm are provided with structured activities to address negative consequences on their mental health.	Number of children and youth participating in psychosocial assistance activities (e.g. psychodramas, theatre activities etc.)	49,000 (20,200 male) (28,800 female)
	Number of children and youth referred to individual counselling/specialized services following child/youth resilience activities	Depending on need

UNRWA is committed to addressing the psychosocial needs of children and youth living in communities that face protection threats, particularly in Area C, the Seam Zone and East Jerusalem.<sup>48</sup> Many of these children experience traumatic and stressful events on a regular basis that include home demolitions, movement restrictions on their way to school, and/or military and settler harassment. Such events have a negative impact on children's well-being and mental health.<sup>49</sup> In response, UNRWA will deliver the following three types of emergency interventions<sup>50</sup>:

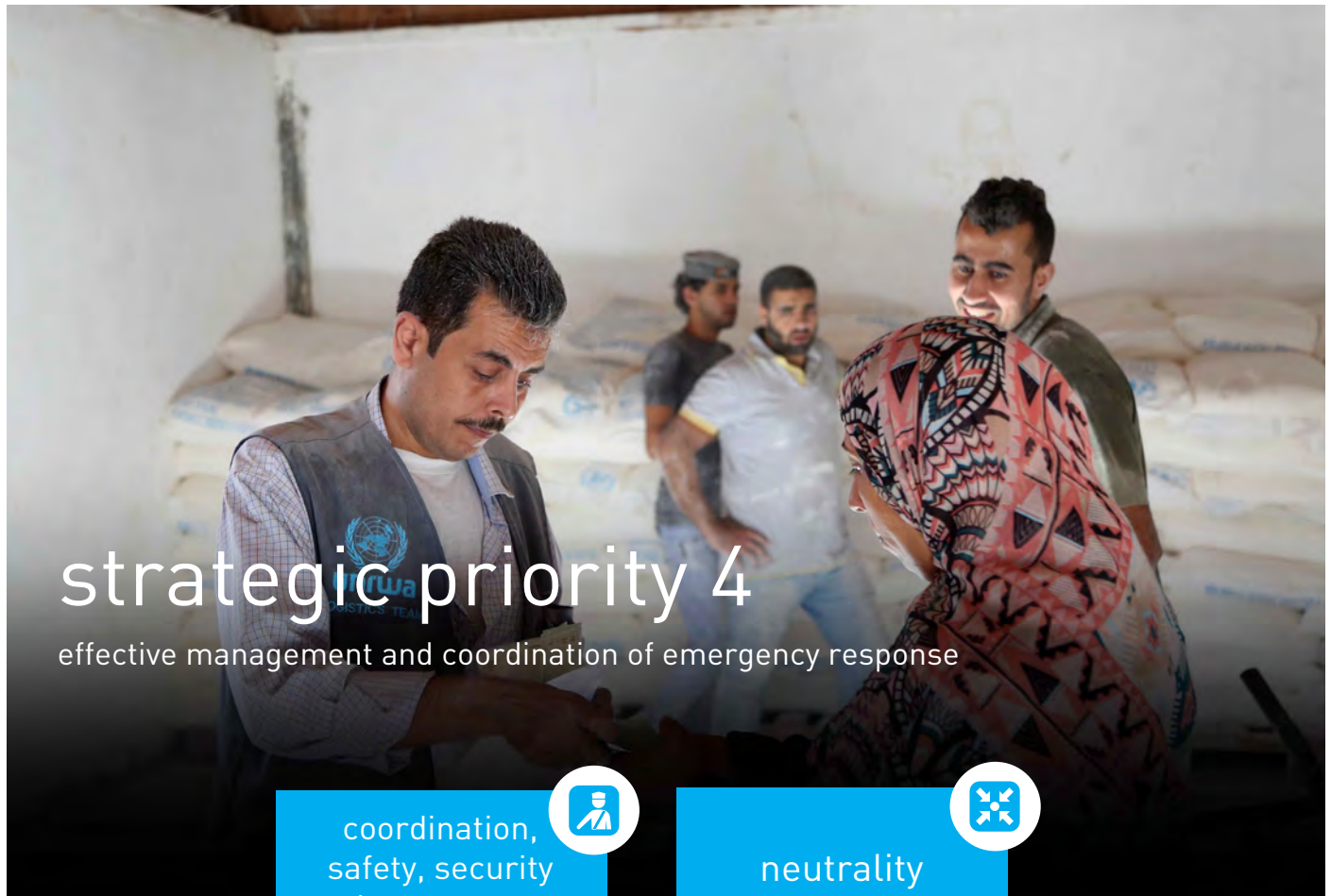
i. Summer and winter camps for children and youth that provide psychosocial and recreational activities and capacity development in order that they can identify and refer peers in distress. Through these means, UNRWA aims to ensure that children most exposed to conflict-related violence receive stress-relieving activities, as well as adequate follow-up in accordance with their needs;

ii. Year-round structured psychosocial activities for children and youth affected by conflict-related violence. These activities will address the child and youth needs in specific camps and areas that are continuously affected by the negative effects of occupation practices, such as Aida, Shu'fat and Jalazone camps; Silwan; and the H2 area in Hebron. In addition, counsellors will receive the assistance required to safely and effectively perform their duties; and

iii. Emergency psychosocial response, including the organization of large-scale open days – structured recreational activities – that target schools and refugee communities across the West Bank whenever they have to deal with particularly difficult security incidents/conflict-related violence.

As part of this response, the Agency will also engage communities, families and UNRWA staff.

# gaza, west bank and headquarters



## strategic priority 4

effective management and coordination of emergency response

coordination,  
safety, security  
and management



to reinforce the planning,  
management, monitoring and  
evaluation of emergency  
interventions and the safety  
and security of staff and  
refugees

neutrality



to safeguard the neutrality  
and integrity of UNRWA



## Coordination, Safety, Security and Management

	Indicator	Target
The Agency has adequate response capacity for protracted crisis and sudden-onset emergencies.	Number of staff trained in emergency preparedness and response	2,000 (Gaza) (1,700 male) (300 female)  65 (WB) (52 male) (13 female)
The response, as funded, is effectively implemented and managed.	Mid-year Emergency Appeal Progress Report issued within 90 days of the end of the reporting period	90 days
	Draft annual Emergency Appeal Report issued within 120 days of the end of the reporting period	120 days
	Annual review of emergency response and preparedness plans	1
	Emergency Appeal implementation is reviewed through mid-year and annual results reviews	2

UNRWA requires additional capacity to reinforce the planning, management, monitoring and evaluation of emergency interventions, ensure the safety and security of staff and refugees, and safeguard the neutrality of its facilities. This is vital for the efficient and effective delivery of activities and to maintain and further develop capacity to effectively respond to rapid-onset emergencies. Further to the recommendations of the United Nations Headquarters Board of Inquiry to improve the security of UNRWA schools, other installations and the safety of its personnel, UNRWA requires continued and strengthened capacity to support the management and training efforts of the Safety and Security Division (SSD) and the fielding of an appropriate guard force to address security and other risks. Resources are also needed to ensure effective coordination with other humanitarian organizations, bilaterally and through established multi-agency structures, including the Humanitarian Country Team, the clusters, the Food and Agriculture Organization of the United Nations (FAO), the WFP Food Security Analysis Unit, and the Socio-Economic Food Security Survey (SEFSec).

In Gaza, UNRWA will ensure the appropriate procurement of goods and contracting of services necessary to support the ongoing operation of emergency programme activities. This will include resources required for coordination with the Israeli authorities, in particular with regard to the import of 'dual-use' items under the Gaza blockade, and emergency stockpiling, warehousing and the delivery of emergency stockpiles. Contingency and scenario-planning will be prioritized to enhance operational readiness for immediate response and crisis management.

In the West Bank, due to the continuous nature of ISF incursions inside refugee camps and resulting damage to UNRWA installations, funding will support emergency maintenance requirements for impacted buildings to avoid interruptions in service provision.

UNRWA also seeks to strengthen its emergency preparedness and risk management capability in Gaza and the West Bank. This will be achieved through a continued focus on staff training, engagement in inter-agency preparedness and planning activities, and the refinement and testing of internal mechanisms and protocols through simulations and lessons learned. This includes the development of functional rosters to ensure effective and timely responses and strengthening preparedness in the areas of emergency WASH, food and non-food items.

UNRWA will continue to improve channels of communication with Palestine refugees and refugee communities, including through formal mechanisms, such as complaint and appeal channels in relation to specific services and through the provision of clear information on available UNRWA services and other issues, to affected communities during crises.

At the HQ level, the Department of Planning is responsible for the planning and coordination of emergency response activities. Under this Appeal, a senior emergency officer will oversee monitoring and reporting of activities and support the development of an Agency-wide emergency response framework.<sup>51</sup> Reporting will be managed through an online results-based monitoring system that allows the Agency to track actual results against planned priorities on a quarterly basis, facilitating regular consolidated reporting. UNRWA will also maintain other HQ functions in support of emergency operations, including procurement, external relations and legal services, including engagement with relevant international human rights system mechanisms, promoting accountability, and legal support regarding the protection of the rights of Palestine refugees.



## Neutrality: Gaza

	Indicator	Target
Agency neutrality and integrity is safeguarded.	Percentage of UNRWA installations receiving four or more neutrality inspections	100%
	Number of staff members trained on UN principles of neutrality	400 (200 male) (200 female)

Operations Support Officers (OSOs) in Gaza will continue to safeguard the neutrality of UNRWA operations to facilitate the provision of humanitarian services within a challenging operational environment. Over the course of 2017, the OSO team will conduct four unannounced inspections of all Agency installations (266 as of September 2016) to ensure that they are used for their intended purposes only. Breaches of neutrality will be reported and promptly addressed. The

OSO team will also discuss issues regarding neutrality with managers and other staff and advise on securing community understanding. In addition, through the facilitation of training, workshops, direct engagement and the provision of other support, the OSOs will improve knowledge and understanding of neutrality, as well as other humanitarian principles, among the staff (more than 12,000) and the community.

## Neutrality: West Bank

	Indicator	Target
Agency access and neutrality is safeguarded.	Percentage of cases where OSO intervention resulted in safe passage of UNRWA staff, goods, services	60%
Agency neutrality and integrity is safeguarded.	Percentage of UNRWA installations receiving four or more neutrality inspections	100%
	Number of staff members being trained to respect UN principles of neutrality	600 (300 male) (300 female)
Agency access is facilitated and infringements of humanitarian space countered.	Percentage of reported access incidents raised with relevant authorities	100%
	Percentage of access incidents to which OSO teams dispatched	10%

The OSO team in the West Bank, similar to Gaza, will ensure the neutrality of UNRWA operations while facilitating the safety and movement of UNRWA staff and beneficiaries, reporting incursions by Israeli and Palestinian forces against the Agency's 245 installations that compromise the integrity of the Agency and its ability to provide services. To these ends, OSOs will conduct quarterly site inspections of all UNRWA installations, confirming compliance with intended use. Neutrality breaches will be documented and followed up on to ensure that identified issues are addressed. In addition, 600 staff members will be trained on the UN principles of

neutrality, including the importance of this principle in using social media.

Incidents such as delayed or denied access at checkpoints that limit the free movement of the Agency's goods and 4,500 staff members will be monitored and reported. Upon need, an OSO team will be dispatched to negotiate safe passage without any breach in UN principles. Both access incidents and neutrality violations will be addressed through communication with the Israeli Civil Administration.

Event	Consequences	Mitigation/Coping Mechanisms	Monitoring
<p><b>Hazards</b></p> <ul style="list-style-type: none"> <li>Escalated conflict in Gaza and the West Bank (local and regional in origin) leading to increased humanitarian vulnerability and possible interruptions to UNRWA services/assistance</li> <li>Escalation and increase in IHL and IHLR violations affecting Palestine refugees and refugee camps</li> <li>Increased internal Palestinian division leading to greater instability in the oPt</li> <li>Inability of the NCG to provide salaries to civil servants, with subsequent security and service delivery implications</li> </ul>	<ul style="list-style-type: none"> <li>Increased humanitarian needs among Palestine refugees</li> <li>Increase in protection issues, violations of IHL/IHLR, fatalities, injuries and people detained due to law enforcement operations or armed conflict</li> <li>Tightened restrictions in the movement of people, goods and services in and out of the Gaza Strip and access restrictions in the West Bank including East Jerusalem</li> </ul>	<ul style="list-style-type: none"> <li>GFO and the West Bank Field Office (WBFO) have strengthened their emergency and rapid response capacity through the review and improvement of relevant systems. GFO uses lessons from the 2014 hostilities towards revised emergency preparedness. A thoroughly reviewed emergency response manual and related SOPs will strengthen GFO-integrated management and coordination during the emergency phase.</li> <li>During 2013-2014, WBFO field and area staff participated in emergency response training focusing on needs assessments, response plan preparation and the management of personal security in the field. There are plans to extend emergency response training in 2017.</li> <li>UNRWA can access existing logistical and administrative capacities during emergencies, thereby providing a surge capacity mechanism during a crisis.</li> <li>GFO and WBFO have minimum-preparedness steps in place, such as updated emergency supply lists, critical/essential staff lists and the ability to utilize the Agency's emergency staff roster.</li> <li>UNRWA coordinates with United Nations Country Team (UNCT)/United Nations Department of Security and Safety (UNDSS) to ensure maximum coverage and efficiency. Both GFO and WBFO actively participate in inter-agency simulations and emergency preparedness/response workshops.</li> <li>The UNRWA SSD works with UNDSS to closely and continuously monitor the political and security situation to allow, where possible, pre-emptive planning for escalations.</li> <li>Security briefings for incoming staff support conduct and behaviour that reduce risk, both to the individual and to the Agency.</li> </ul>	<ul style="list-style-type: none"> <li>Close monitoring of the political environment, trends analysis, protection incidents and early identification of factors that can trigger an escalation</li> <li>Regular use of the Security Information Management System (SIMS), including ongoing collection and coordination of security data through the UN Security Management Team and UN Security Cell</li> <li>Daily media reviews</li> </ul>
<p><b>Strategic</b></p> <ul style="list-style-type: none"> <li>Inadequate funding level to meet rising needs</li> <li>The suspension of peace talks, if sustained, could lead donors to reconsider their long-term commitment</li> </ul>	<ul style="list-style-type: none"> <li>Service delivery to refugees interrupted and/or service is not delivered to most vulnerable beneficiaries</li> <li>Not meeting expected results due to a reduction in donor assistance</li> <li>Negative impact on public perceptions of UNRWA</li> <li>Threats to staff/service delivery</li> </ul>	<ul style="list-style-type: none"> <li>More effective resource mobilization</li> <li>Regular briefings to donors</li> <li>Community outreach/communication</li> <li>Resource rationalization</li> <li>Contingency planning</li> </ul>	<ul style="list-style-type: none"> <li>Engagement with the External Relations and Communications Department (ERCD) to track income/pledges</li> <li>Engagement with ERCD to diversify donors and donor income to the EA</li> <li>Monitoring of service interruptions and refugee satisfaction and reactions</li> </ul>

<p><b>Operational</b></p> <ul style="list-style-type: none"> <li>Employee dissatisfaction as a result of perceived (or actual) emergency programme cutbacks, as well as dissatisfaction towards employment conditions</li> <li>No clear separation between the responsibilities and authority of the NCG, the de facto authorities and armed groups</li> </ul>	<ul style="list-style-type: none"> <li>Industrial action resulting in interruption of service delivery</li> <li>Misuse of materials and assets</li> </ul>	<ul style="list-style-type: none"> <li>UNHQ and Field Office management have regular meetings with the Area Staff</li> <li>Unions to discuss specific issues of staff concern.</li> <li>In case of industrial action, within 48 hours, both offices are capable of relocating to remote locations with necessary support.</li> <li>Regular updates with stakeholders (staff and institutional partners) are provided to ensure understanding of reforms and structural reorganization requirements.</li> <li>Through consultations between supervisors, supervisees and HR representatives, constructive staff dialogue is promoted.</li> <li>Access to and use of staff portal and social media platforms for GFO and WBFO staff as a tool for effective communication with staff</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring/documenting key issues to the union and union messaging</li> <li>Updates to donors on key developments affecting Agency operations</li> <li>Periodic review of business continuity plans</li> <li>Regular interaction and communication with the Commissioner-General and Executive Office staff, including the UNRWA Staff Relations Adviser</li> <li>Regular updates through communication with Field Office management</li> <li>Periodic monitoring and review of staff survey results</li> </ul>
<p><b>Financial</b></p> <ul style="list-style-type: none"> <li>Fiduciary risks in operational implementation</li> </ul>	<ul style="list-style-type: none"> <li>Donors reduce their contributions</li> <li>Financial viability of projects/programmes compromised</li> <li>Dissatisfaction among beneficiaries towards UNRWA due to negative perception of Agency operations and potential cuts</li> </ul>	<ul style="list-style-type: none"> <li>Maintain up-to-date resource management practices, particularly the implementation of a comprehensive Enterprise Resource Planning system.</li> <li>Conduct regular and periodic training in procurement and financial policies, procedures and guidelines for staff involved in expenditure and procurement processes.</li> <li>UNRWA systems are monitored and audited to identify and address operational and financial risks.</li> <li>Continued bilateral and ad hoc engagement with donors by ERCD to elaborate on the necessity of and benefits associated with continued financial support</li> </ul>	<ul style="list-style-type: none"> <li>Monthly meetings in GFO and WBFO with Projects Office, EA Finance Unit, Director and Deputy Directors to view trends, consider challenges and identify solutions</li> <li>Quarterly results-based monitoring (RBM) of the effectiveness of the implementation of EA programmes. Timely corrections are undertaken if deviation from budget and plan is detected</li> <li>In consultation with ERCD, periodic communication with the donor community on the status of funding and critical needs</li> </ul>

## Sociopolitical

- Real or perceived breach of UNRWA neutrality as a humanitarian actor
- Beneficiary expectations go unmet due to a perceived (or actual) decrease in humanitarian assistance

- Death or injury of refugees accessing services/UNRWA staff
- Donors reduce financial support
- Reputation of UNRWA as a non-neutral actor creates mistrust among partners and beneficiaries
- Incursions in UNRWA installations create general insecurity in the refugee community
- Unstable/unfavourable community relationships
- Obstruction of service delivery for the beneficiaries
- Exposure of UNRWA staff to threats and compromising situations
- Mistrust towards UNRWA among Palestine refugees who do not receive the expected support

- In the case of a neutrality breach in an UNRWA installation by third parties (e.g. incursions), GFO and WBFO have reporting procedures in place through the OSO. Incidents are protested in writing to relevant interlocutors.
- Controls are in place to protect against the misuse of UNRWA assets for criminal, political or military activity to ensure all equipment is present and accounted for. In addition, the car log system protects against theft/misuse of Agency vehicles. Staff outreach through communications, annual/biannual presentations and workshops on neutrality/access/protection. OSOs in WBFO and GFO play a key role in safeguarding neutrality.
- Proper inductions are provided for newly hired staff that includes training on UN privileges and immunities and humanitarian principles; including neutrality.
- Allegations concerning neutrality breaches are investigated and disciplinary action is engaged where the facts warrant.
- Interventions with key interlocutors, sometimes jointly with other UN agencies
- Update and implement communication plans that include regular meetings with beneficiaries, GFO and WBFO Area Staff Unions, Camp Service Committees and the Palestinian Authority (PA).
- Seek feedback and address stakeholder concerns and improve transparency through stronger community-level engagement.
- The WBFO Emergency Unit opened a hotline to enable refugees to enquire about their poverty status and eligibility for CFW or food vouchers and to request household visits for new applications and updates. This improves transparency and has reduced frustration, especially at the camp level. It also limits the extent to which camp service officers and other front-line staff are exposed to/deal with complaints regarding emergency assistance.
- GFO and WBFO conduct protection audits in 2017 to ensure UNRWA services are delivered in a way that ensures the dignity and protection of beneficiaries is upheld and security for staff guaranteed.
- The GFO Monitoring and Evaluation Unit conducts independent beneficiary satisfaction surveys that both increase management awareness of areas of discontent among target groups and improves effectiveness and targeting.
- The GFO and WBFO OSO team maintains regular contact with beneficiaries, explaining their service access rights, as well as the reasons for any cuts implemented.
- The GFO-reformed PAS enables the Field Office to refine its poverty-targeting mechanism to identify Gaza's poorest and most marginalized families. The new poverty assessment survey is more rapid, accurate and fair and includes a robust appeal mechanism.
- Information collected from beneficiaries is fed back to senior management in order that their expectations can be positively managed.
- UNRWA TV is utilized through DUO/CG/DCG programmes on broad issues, answering broader questions from refugees.
- GFO communications has dedicated communication with communities/outreach stream to ensure better flow of two-way dialogue with refugees.
- Field security management and monitoring is ensured through coordination with the Security Officer and links with UNDSS.
- GFO increases outreach efforts through Communications with Communities (CwC) that provides refugees greater access to information on UNRWA activities, service access rights and rationale of distribution of available funds, while also ensuring refugees' voices are heard and taken into account in decision-making processes related to the provision of humanitarian services.
- GFO regular meetings with Palestinian Refugee Committees

- Tracking and analysis of neutrality violations in UNRWA installations
- An updated record of staff members trained on humanitarian principles, including neutrality, is kept.
- Media analysis and follow-up
- Regular donor contact
- Results of internal surveys and evaluations from non-UNRWA sources
- Staff expectations recorded as part of Appeal programme design
- Media analysis
- SIMS reporting on incidents and complaints

Risks Specific to GFO			
Event	Consequences	Mitigation/Coping Mechanisms	Monitoring
<b>Sociopolitical</b>			
<ul style="list-style-type: none"> <li>Restrictions imposed by Israeli authorities on access for UNRWA supplies to Gaza</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of UNRWA projects is significantly delayed or is ceased due to limited equipment and supplies.</li> </ul>	<ul style="list-style-type: none"> <li>Procurement, coordination and logistics processes are flexible and quickly adapted to increased import barriers in order to minimize the impact of delays in the delivery of commodities.</li> <li>Timelines for procurement processes and delivery take into consideration unforeseen delays in order to minimize final delivery and distribution delays.</li> <li>Whenever necessary, UNRWA undertakes steps that see the Israeli authorities allow unhindered humanitarian relief into Gaza.</li> <li>Support is sought from the international community and donors to use their position in advocating for the unhindered access of humanitarian assistance into Gaza.</li> <li>As part of preparedness and business continuity planning, GFO ensures that predetermined stock levels of essential items are maintained.</li> </ul>	<ul style="list-style-type: none"> <li>Clear external reporting on the impact of access barriers on programme delivery</li> <li>Regular communication with the Israeli authorities</li> <li>Analysis of incidents and trends</li> <li>Monitoring the environment to identify events that could result in more restrictions on the movement of goods between Gaza and Israel</li> <li>Monitoring of the media and dialogue with local economic actors</li> </ul>
<ul style="list-style-type: none"> <li>Political interference by government in UNRWA activities</li> </ul>	<ul style="list-style-type: none"> <li>Delays in the implementation of activities, with possible cancellations</li> </ul>	<ul style="list-style-type: none"> <li>The humanitarian purpose and neutrality of UNRWA interventions are highlighted</li> <li>Open communication channels with stakeholders who advocate for the Agency's humanitarian mandate</li> <li>Close observance of and constant reminders provided on the UNRWA mandate and scope of work</li> <li>Reporting mechanisms from all programmes and installations to inform on incidents of interference by government representatives on UNRWA activities</li> <li>Briefings and inductions with new staff and regular review/reminders with all staff on the humanitarian purpose of UNRWA interventions</li> </ul>	<ul style="list-style-type: none"> <li>Record and ensure analysis of incidents.</li> <li>Maintain regular contacts with key stakeholders, including donors.</li> <li>Depending on the case, and if required, communicate publicly.</li> </ul>
<b>Financial</b>			
<ul style="list-style-type: none"> <li>Decline in purchasing power</li> </ul>	<ul style="list-style-type: none"> <li>Increased needs among Palestine refugees</li> <li>Market volatility obliges the Agency to reduce the scope of activities or adjust the number of beneficiaries.</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of intensive reforms designed to improve efficiency in beneficiary targeting</li> <li>UNRWA moves from a status to a poverty-based targeting system, with beneficiaries in Gaza targeted solely through a proxy-means benchmarking mechanism in line with international best practice. The Agency initiates a large-scale reassessment process for its food assistance caseload to best capture and respond to the needs of families coping with unexpected shocks that affect their ability to meet basic caloric requirements.</li> <li>Strengthened/planned procurement processes ensure better anticipation of requirements and thus lower prices.</li> </ul>	<ul style="list-style-type: none"> <li>Bi-weekly price monitoring system (collection of prices for 15 key food commodities).</li> <li>Socioeconomic analysis carried out by UNRWA Programme Support Unit using PCBS data on labour force, national accounts, poverty and prices, as well as other primary and secondary sources.</li> <li>Information provided by other humanitarian actors.</li> </ul>
<ul style="list-style-type: none"> <li>Disruption to the effective functioning of the Gaza Reconstruction Mechanism (GRM)</li> </ul>	<ul style="list-style-type: none"> <li>Increased monitoring/implementation costs for UNRWA</li> <li>Increased/ongoing TSCA caseload</li> <li>Public frustration over stalled recovery/reconstruction</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced efforts to secure funding for self-help repair/reconstruction</li> <li>Possible use of contracted construction to meet shelter needs</li> </ul>	<ul style="list-style-type: none"> <li>Shelter tracker, engagement with GRM stakeholders</li> </ul>
<b>Environmental</b>			
<ul style="list-style-type: none"> <li>Worsening of environmental problems</li> </ul>	<ul style="list-style-type: none"> <li>Water crisis becomes irreversible (Gaza 2020).</li> <li>Steps taken by international actors do not equally benefit refugees.</li> <li>Families use makeshift power solutions that put them at risk.</li> </ul>	<ul style="list-style-type: none"> <li>Increased focus on environmentally sustainable solutions (e.g. desalination plants, solar panels)</li> <li>Prevention measures are established, such as those to counter flooding.</li> </ul>	<ul style="list-style-type: none"> <li>UNRWA internal installation report</li> <li>Information provided by other humanitarian actors</li> </ul>



<b>Risks Specific to WBFO</b>			
<b>Event</b>	<b>Consequences</b>	<b>Mitigation/Coping Mechanisms</b>	<b>Monitoring</b>
<b>Programmatic</b>			
<ul style="list-style-type: none"> <li>Further economic deterioration in the West Bank and a decline in purchasing power due to persisting unemployment rates and rising food prices in global and local markets</li> <li>Increased IHL and IHRL violations affecting Palestine refugees and refugee camps</li> <li>Fiduciary risks in operational implementation</li> </ul>	<ul style="list-style-type: none"> <li>Increased food insecurity among Palestine refugees</li> <li>Difficulties to meet humanitarian needs due to less purchasing power, decreasing funds and growing numbers in need</li> <li>Increased protection threats and humanitarian needs, as well as reliance on humanitarian assistance</li> <li>Increased tension and frustration of refugees in WB in case of cuts in services</li> </ul>	<ul style="list-style-type: none"> <li>Strategy developed/being implemented to move beneficiaries from dependence on aid towards economic empowerment through more sustainable programming and an emphasis on livelihoods and self-reliance.</li> <li>A more diversified and effective food security programme was implemented in 2014 (to date) to ensure cost-efficiency and a comprehensive response based on priority needs. This included the introduction of electronic food vouchers for food-insecure refugees living outside camps, in partnership with WFP.</li> <li>Improved targeting capacity and improvement of proxy-means testing data for food-insecure/vulnerable households, ensuring the most vulnerable are always assisted first</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly monitoring of each project/ programme through the UNRWA RBM system</li> <li>Economic, household and labour market analysis conducted by UNRWA or other actors</li> <li>Following trends and discussions through active participation of UNRWA WBFO in the Food Security Sector and Food Security Analysis Unit</li> </ul>
<b>Strategic</b>			
<ul style="list-style-type: none"> <li>Failure in responding to the needs of refugees to improve their conditions and build their resilience</li> </ul>	<ul style="list-style-type: none"> <li>Limited impact of UNRWA services on the immediate needs of Palestine refugees and limited contribution to resilience</li> </ul>	<ul style="list-style-type: none"> <li>UNRWA Quarterly Management Reviews and semi-annual Results Reviews are in place to periodically monitor programmatic implementation progress.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly monitoring of each project/ programme through the UNRWA RBM system</li> <li>Review through EA reporting mechanisms</li> </ul>
<b>Sociopolitical</b>			
<ul style="list-style-type: none"> <li>Practices of and imposed rules by the Israeli authorities related to the occupation affect the programme's ability to be effectively implemented in Area C, including closed military areas.</li> <li>Political tensions and dialogue are affected due to perceived or actual reduction of UNRWA services.</li> </ul>	<ul style="list-style-type: none"> <li>Disruptions in service implementation</li> <li>Obstruction of donor-funded structures in Area C due to lack of building permits</li> <li>Disruptions in UNRWA staff and services being delivered to beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>WBFO liaises with the Israeli authorities on access/protection issues through OSOs. In some instances, issues are raised at the level of the UNRWA Deputy Commissioner-General or Commissioner-General with Israeli counterparts, at times jointly with other UN agencies.</li> <li>Specific programme teams implement activities in Area C, including in closed military areas, on a regular basis and ensure monitoring and feedback loops.</li> <li>UNRWA has adopted the Humanitarian Country Team Area C Framework Policy.</li> </ul>	<ul style="list-style-type: none"> <li>Daily access monitoring through the UNRWA Radio Room</li> <li>Documentation and reporting of access incidents</li> <li>Monitoring and follow-up through the International Protection Working Group and inter-agency forums, e.g. UNCT</li> </ul>

# endnotes

1. Please see the infographic on p. 11 for further overview information.
2. UNSCO, Report to the AHLC, September 2016.
3. UNRWA, Gaza Situation Report 168, 3 November 2016. <http://www.unrwa.org/newsroom/emergency-reports/gaza-situation-report-168>.
4. Palestinian Central Bureau of Statistics (PCBS), Press Release on the Results of the Labour Force Survey (July-September 2016), 10 November 2016.
5. PCBS, Food Security Sector (FSS), 2014 Socio-Economic and Food Security Survey, 30 September 2016.
6. United Nations Office for the Coordination of Humanitarian Affairs (OCHA), oPt, August 2016 Humanitarian Bulletin, 6 September 2016. See also Gisha, Security blocks restricting travel through Erez Crossing, September 2016.
7. UNSCO, Report to the AHLC, September 2016.
8. Civilian items essential for reconstruction that Israel considers can be used for both civilian and military purposes.
9. OCHA oPt, Gaza Two Years After.
10. UNRWA GFO calculation comparing PCBS Labour Force Surveys for Q1 and Q2 2016.
11. For further information, please see, UNCT, 'Gaza 2020 – An unlivable place?' 27 August 2012.
12. Please see the infographic on p. 22 for further overview information.
13. These fatalities and injuries form a subset of the overall totals listed above.
14. OCHA Protection of Civilians, weekly report, 1-14 November 2016. See also, UNRWA Operations Support Office data October 2016.
15. Including 565 refugees.
16. OCHA/UNRWA figures.
17. UNRWA Operations Support Office data, October 2016.
18. Art. 33(1) Fourth Geneva Convention as well as international human rights law.
19. OCHA Periodic Monitoring Report 1 Jan-30 Jun 2016; OCHA/UNRWA data.
20. OCHA Protection of Civilians report, published 5 July 2016.
21. See, 'Children in Distress: Raising the Alarm for 2016 and Beyond', briefing note, April 2016. See also, 'Defense for Children in Palestine', November 4 2016 [http://www.dci-palestine.org/children\\_in\\_israeli\\_detention](http://www.dci-palestine.org/children_in_israeli_detention).
22. In accordance with the 1996 World Food Summit, "food security exists when all people, at all times, have physical and economic access to sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life." Food insecurity exists when people do not have adequate physical, social or economic access to food as defined above.
23. PCBS, FSS, 2014 Socio-Economic and Food Security Survey, 30 September 2016.
24. Ministry of Health, Palestinian Micronutrient Survey, 2014.
25. UNRWA identifies refugees in need of assistance through a Poverty Assessment Survey whereby Agency social workers conduct biennial home visits to existing and new programme participants to determine initial and continuing eligibility for food assistance.
26. UNRWA technical shelter assessment. Of the 12,817 uninhabitable housing units, 7,400 (over 7,000 refugee families) were totally destroyed during the 2014 conflict. Work on totally destroyed shelters falls outside of the scope of the current appeal. Of the 5,417 severely damaged homes, repair work on 3,771 homes has been completed. Of the 7,400 totally destroyed homes, reconstruction work on 372 homes has been completed, while work on 2,224 homes severely or totally damaged is ongoing.
27. UNRWA shelter update, as of end of September 2016.
28. UN Country Team in the State of Palestine, Gaza Two Years After, 26 August 2016.
29. Security blocks restricting travel through Erez Crossing Gisha, September 2016.
30. PCBS, Press release on International Youth Day, 12 August 2016.
31. OCHA oPt, Gaza Two Years On: The Psychosocial Impact on Children, see <http://www.ochaopt.org/content/gaza-two-years-psychosocial-impact-children>, 6 September 2016.
32. Socio-Economic and Food Security Survey 2014, published September 2016.
33. PCBS, 2016. Labour Force Survey Q1 and Q2, 2016.
34. Israeli planning and zoning regimes in Area C all but prohibit Palestinian construction.
35. This amounts to an increase of approximately 80,000 on the numbers included in the 2016 EA, reflecting: (i) natural

population growth of approximately three per cent and (ii) new applicants (approximately 50,000 families) that were assessed under the poverty assessment survey between June 2015 and September 2016. Of these new applicants, 64 per cent were found to be eligible for food assistance.

36. In the West Bank, the Emergency Appeal budget under emergency food assistance is approximately US\$ 17 million higher than the amount listed within the Humanitarian Programme Cycle (HPC) funding requirement. This is because the full breadth of refugee humanitarian needs could not be reflected in the HPC. UNRWA appeals separately through this EA as refugees residing outside camps continue to need assistance due to high food insecurity levels caused by the protracted crisis and restrictions on access to food. Bedouin refugees in Area C of the West Bank are particularly affected in this regard.
37. The emergency health intervention in Gaza was not included in the HPC as it did not fall within the overall scope of the 2017 Strategic Response Plan. This activity is included in the current EA as UNRWA assessed emergency health as addressing humanitarian need.
38. The total projected cost of providing shelter assistance in 2017 to Palestine refugees affected by the 2014 conflict in Gaza amounts to US\$ 138,366,282; however, the UNRWA budget for shelter in the HPC is US\$ 40,449,474. This amount is not sufficient to address the repair caseload. As such, only a proportion of the total repair caseload was included in the HPC appeal. With sufficient funding and the continued functioning of the GRM, UNRWA considers that it would be possible for the vast majority of families whose homes were damaged during the 2014 conflict to complete repair works in 2017.
39. Resilience, focusing on children and youth in the West Bank, was not included in the HPC as it did not fall within the overall scope of the oPt 2017 Strategic Response Plan. This activity is included in the current EA as UNRWA has assessed the resilience intervention as addressing humanitarian needs among children and youth affected by IHL and IHRL violations.
40. The average duration of CfW contracts are three months for unskilled labourers, six months for skilled labourers and one year for professional posts (e.g. for doctors).
41. These positions form a subset of the 53,193 opportunities referenced in the above CfW section.
42. Under this partnership, UNRWA covers voucher costs while WFP and UNRWA co-manage the voucher distribution system and monitoring/reporting.
43. Note that the food distribution to Bedouin and herder communities in Area C is budgeted for under the Strategic Priority related to coordination and management.
44. CfW contracts for certain positions, including sanitation labourers, may be extended up to six months in duration.
45. Palestinian Medical Relief Society, Al Islah Society, CARE and Medico International.
46. Documented cases that can be presented to the authorities, on consent from those materially involved.
47. The level of cash assistance provided will depend on family size, the location of their residence (in East Jerusalem or inside the Barrier) and the extent of the damages.
48. Minimum standards for child protection in humanitarian action: Standard 10: "Girls' and boys' coping mechanisms and resilience are strengthened and severely affected children are receiving appropriate support."
49. UNRWA (2016), Children in Distress <http://www.unrwa.org/resources/reports/children-distress-raising-alarm-2016-and-beyond>.
50. Differing from CMHP efforts that focus on Bedouin communities, these interventions target child and youth refugees residing in all 19 refugee camps in the West Bank.
51. Costs will be shared between this Appeal and the Syria Regional Crisis Emergency Appeal.



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وكالة الأمم المتحدة لإغاثة وتشغيل  
اللاجئين الفلسطينيين في الشرق الأدنى