



## RELIEF AND EARLY RECOVERY APPEAL FOR NAHR EL-BARED CAMP

September 2008 to December 2009



**UNRWA**  
الأونروا

providing humanitarian assistance  
to palestine refugees since 1950

Official launch September 2008



Nahr el-Bared camp and the adjacent area post-destruction

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## 1. EXECUTIVE SUMMARY

Approximately 27,000 Palestine refugees were displaced from Nahr el-Bared camp (NBC) and its adjacent areas in northern Lebanon in mid-2007, as a result of the conflict between the Lebanese Armed Forces (LAF) and the extremist Fatah Al-Islam group. The camp was pounded with heavy artillery and aerial bombardments during the three month siege and an estimated 95% of all buildings and infrastructure were either destroyed or damaged beyond repair. The first stages of a major reconstruction and recovery effort – to rebuild the camp and allow displaced refugees to return to their homes – are now underway. A phased approach to reconstruction is planned, through which families will begin to return to their homes inside the camp by the end of 2009. The reconstruction is due to be completed by mid-2011.

From the outset, UNRWA has led the relief effort for displaced refugees, in close coordination with the Lebanese government, through the Lebanese-Palestinian Dialogue Committee (LPDC), and a wide range of local and international partners. Families fled without any belongings and with only limited resources and the initial emergency response focused on provision of critical life saving assistance, including food, water/sanitation and basic healthcare and shelter. As the extent of the crisis became clear, interventions have been enhanced to meet the basic needs of families facing a long period of displacement. Temporary shelters and related infrastructure were upgraded and facilities and equipment at prefabricated schools and health centres improved. Livelihoods activities have also been initiated, to support the social and economic recovery for displaced communities.

However, the socio-economic conditions of most refugee families displaced from NBC remain poor. Already high unemployment and poverty levels have risen further as a result of the conflict; only a quarter of businesses active in NBC and its adjacent areas before May 2007 have reactivated and most of those are functioning at reduced capacity, with a limited customer base.

The trauma of the conflict, and the prospect of protracted displacement, is having a damaging effect on psycho-social health and well-being, with children and youth particularly vulnerable, and continuing to show signs of anxiety and anger. Whilst displaced families are living in safety and have access to adequate basic utilities, including water, sanitation and electricity, many are housed in cramped and unsuitable conditions and are struggling to rebuild their lives. Dependence on aid remains high.

In light of continued need amongst families affected by the NBC crisis, and in parallel with the reconstruction and recovery plan, UNRWA is launching a new appeal for relief and early recovery assistance, covering the period September 2008 to December 2009. Interventions will ensure the continuation of social safety net support for the most vulnerable, including food aid, health care and shelter, and will guarantee access to basic education, health and social services. Improved water and sanitation services will also be provided, whilst a broad range of protection strategies are planned to help refugees cope with the aftermath of the conflict. Funding is also sought for a limited number of early recovery initiatives, aimed at supporting the reconstruction and recovery effort, including through employment, skills training and the completion of rubble removal work. The approach proposed reflects the UN Country Team efforts in mainstreaming employment and decent work in the various phases of the NBC recovery and reconstruction process. The employment related initiatives presented in this appeal are aimed at ensuring stabilisation, socio-economic integration and long-term inclusive and remunerative employment opportunities. In all cases, priority will be given to particularly vulnerable groups, including women, children and youth, the elderly and the disabled.

Over the duration of the Appeal and as early recovery activities gather momentum, UNRWA will seek to transfer increasing numbers of families from food assistance rolls to livelihoods programmes, including employment support and skills training. Throughout, assistance will be provided on the basis of need. In total, the Agency is seeking **US\$ 42,711,715** for relief and early recovery interventions covered in this appeal.





## A. Budget Summary

Cluster / Sector	Cost / US\$
Food	6,168,789
Non-Food Items	777,572
Shelter	9,363,640
Water and Sanitation	3,015,787
Health	1,843,813
Education	2,672,930
Protection	354,263
Early Recovery	11,938,155
Capacity / Coordination / Security	6,576,766
<b>TOTAL</b>	<b>42,711,715</b>

## B. Background

Between 20 May and 2 September 2007, the LAF had to lay siege to NBC after it came under attack by the Fatah Al-Islam group. The army engaged in fierce combat with members of this group who had established a base in the camp amidst approximately 27,000 Palestine refugees. The fighting – the most intense the country had seen since the end of the civil war in 1990 – involved heavy artillery and aerial bombardments, as well as house-to-house raids and intense street battles.

By the time the Government of Lebanon declared an end to hostilities on 2 September, an estimated 95% of the camp and large swathes of the surrounding ('adjacent') areas had been destroyed or severely damaged<sup>1</sup>. Homes, commercial properties, mosques and community facilities lay in ruin, as did roads, water and sewage networks and other infrastructure. The UNRWA NBC compound, which housed schools, clinics and relief offices, had also been destroyed and subsequent surveys have indicated the presence of large quantities of unexploded ordnance in the camp.

In total, 180 Lebanese soldiers were killed in the fighting, in addition to 287 insurgents and 47 civilians, including one UNRWA staff member. The entire population of the camp, and thousands of families from surrounding areas, were displaced – around 27,000 persons. Most fled within days of the start of the fighting, seeking refuge in nearby Beddawi camp or in other parts of the country. A major relief effort was launched to meet life-saving needs, with priority given to provision of food, water and sanitation, adequate shelter and emergency health care. Several thousand families were given temporary shelter in UNRWA and government schools, community centres, mosques and kindergartens, and others stayed with friends and relatives in often cramped and overcrowded conditions. The population of Beddawi camp increased from 16,000 to over 30,000 persons and quickly became the main focus of relief operations.

In early June 2007, UNRWA, in collaboration with the Lebanese government and the Palestine Liberation Organization (PLO), launched a three month *Flash Appeal* for US\$ 12.7 million to meet the immediate humanitarian needs of displaced families and provide support to hosting families in Beddawi camp and

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<sup>1</sup> These estimates are based on an assessment carried out by UNRWA engineers in April 2008.



elsewhere. This was followed by a 12 month *Emergency Appeal* for US\$ 54.8 million issued in August 2007. To date around US\$ 60 million has been pledged, effectively enabling UNRWA and its partners to fully cover the cost of planned activities. In addition to the life-saving activities outlined above, emergency funding has supported the provision of education and psycho-social support programmes, recreational activities for children and improved temporary shelter; funds have also been secured for immediate post-conflict recovery, to prepare the groundwork for the reconstruction and rehabilitation of the camp.

As the extent of the damage became clear during the second half of 2007, UNRWA adapted its response to address the needs of families facing a long period of displacement. Temporary shelters and related infrastructure were improved, and facilities and equipment at pre-fabricated schools and health centres upgraded<sup>2</sup>. In parallel, the Agency and its partners began the planning process for the eventual reconstruction of the camp and adjacent areas. It is estimated that this will be completed by the middle of 2011<sup>3</sup>.

### C. Humanitarian Needs Analysis, June 2008

Ongoing relief efforts, including those beyond the scope of UNRWA's emergency appeals, have mitigated some of the worst impacts of the crisis on affected families, ensuring access to shelter, food, water and sanitation and other basic services<sup>4</sup>. A recent UN World Food Programme (WFP) food security assessment concluded that levels of nutrition amongst displaced families were 'good' and there have been no recorded outbreaks of communicable diseases since the start of the crisis. Furthermore, all refugee students were able to cover the full curriculum for the 2006-2007 school year and are close to completing their studies for 2007-2008.

However, living conditions for the vast majority of refugee families displaced from NBC and adjacent areas remain poor. Families fled without any belongings and have few assets at their disposal; most breadwinners remain out of work and already limited coping strategies are often exhausted, leaving households extremely vulnerable. Many of the displaced are living in cramped, overcrowded quarters with little privacy; some remain in unacceptable conditions in garages and commercial units. UNRWA has improved the design of its temporary shelters and the condition of collective centres over the past 12 months, and intervened to ensure provision of basic utility services to the displaced, including electricity and waste disposal. Temporary facilities still lack adequate heating and hot water for the winter.

Due to the extent of the damage caused during the conflict, only a small minority – 713 families – have so far been able to return to their homes, all in the adjacent areas (see tables below for more details). Where possible, the Agency has facilitated the return process through making funds available for infrastructure repair and maintenance in these areas. Whilst the Agency foresees an increase in the number of returnee families over the coming 16 months as the first phases of the reconstruction process are completed, by the end of this Appeal period the majority of displaced families will remain in makeshift accommodation<sup>5</sup>.

The trauma caused by the conflict has been compounded by prospects of protracted displacement. Children and youth have been particularly affected, with many showing signs of psychological and

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<sup>2</sup> For more details, see progress report on UNRWA's Emergency Appeal for Northern Lebanon, at [www.unrwa.org](http://www.unrwa.org).

<sup>3</sup> For more details see "A Common Challenge, a Shared Responsibility", prepared for the international donor conference for Nahr el-Bared in Vienna in June 2008, available at [www.lpdc.gov.lb](http://www.lpdc.gov.lb) or [www.unrwa.org](http://www.unrwa.org).

<sup>4</sup> This includes services normally provided through UNRWA's regular programmes in Lebanon, and previously available at installations in the UNRWA compound inside NBC. This compound, which was completely destroyed during the siege, included 4 school buildings (housing 7 schools) and a 5<sup>th</sup> that was under construction; 2 health centres, 1 kindergarten and 2 community-based organisations were also located inside the compound.

<sup>5</sup> This includes an additional 546 families who will move from host families and poor quality rental accommodation to temporary shelters in the adjacent areas in November-December 2008.



psychiatric problems, including anti-social and violent behaviour, concentration difficulties and disobedience. The conflict has also heightened the risk of tension between displaced families and surrounding communities – both Palestinian and Lebanese – and exacerbated the already significant protection concerns of Palestine refugees in the country.

High levels of poverty and unemployment have risen further amongst the affected population. The latest unemployment data – collected in September 2007 – indicates that around 79 percent of the workforce is jobless, up from 29 percent on the eve of the conflict, with rates even higher amongst those in the 15-24 age bracket<sup>6</sup>. Despite the legal restrictions on Palestine refugee access to labour markets in Lebanon, NBC had enjoyed a relatively vibrant informal economy prior to the conflict, with strong links to local and regional markets. This has all but disappeared, with the destruction of around 85 percent of business premises and assets. Only 25 percent of the 1,512 enterprises that operated in NBC and the adjacent areas before May 2007 have reactivated<sup>7</sup>; most are idling by on limited capacity and customer bases, whilst other business owners have now become reliant on food aid handouts. Although economic activities are beginning to resume, particularly in the adjacent area and including through initiatives

Table 1

**Location of NBC displaced Palestine refugees as at 15 May 2008, excluding returnees to adjacent areas**

Location	No. of families and type of accommodation
Beddawi camp	1,363 (1,139 in rented accommodation, 22 in clubs/ community centres, 202 with host families)
Other parts of northern Lebanon	1,847 (1,691 in rented accommodation, 156 with host families)
Outside northern Lebanon	343 (all in rented accommodation)
<b>TOTAL</b>	<b>3,553</b>

Table 2

**NBC displaced refugees residing in the adjacent areas as at 15 May 2008**

Type of accommodation	Number of families
UNRWA temporary shelters	429
UNRWA collective centres	160
Rented accommodation	506
Living with a host family	164
Returned to own homes	713
Free accommodation in empty house or apartment	28
<b>TOTAL</b>	<b>2,000<sup>8</sup></b>

<sup>6</sup> UNRWA-ILO survey of displaced families, August 2007.

<sup>7</sup> UNRWA Microcredit Community Support Programme, *NBC Damaged/Destroyed Businesses Survey*, January 2008.

<sup>8</sup> The total number of displaced NBC families stood at 5,553 on 15 May 2008, up from 5,449 in September 2007 mainly as a result of new marriages during the past year.



spearheaded by UNRWA, there is little scope for major socio-economic improvement in the short and medium term. As such, reliance on UNRWA for social safety net support and provision of basic services will remain high.

#### D. UNRWA strategic framework for the reconstruction and recovery of NBC and adjacent areas

UNRWA, the Lebanese government and the Palestinian community representatives made a decisive commitment to rebuilding NBC in its original location and to rehousing all displaced refugees in the camp. The Agency's strategy for NBC is articulated in the *UNRWA Relief, Recovery and Reconstruction Framework 2008-2011* (RRR Framework, May 2008), and is reflected in the Government of Lebanon's overall recovery and reconstruction strategy, which includes the camp, its adjacent areas and neighbouring Lebanese communities<sup>9</sup>. Total funding needs are estimated at US\$ 455 million<sup>10</sup>. Funding for recovery and reconstruction activities will be channeled either through a World Bank administered Multi-Donor Trust Fund (MDTF) or via parallel financing to the Government of Lebanon or UNRWA, or through direct donor implementation.

UNRWA's planning framework for NBC, that came as a result of the partnership with the Lebanese government and the Palestinian community, is based around the following strategic outcomes:

- (i) To ensure that the humanitarian needs of the displaced NBC refugees continue to be met during the recovery and reconstruction phases;
- (ii) To ensure that the basic preconditions for the recovery of physical and economic infrastructure are put in place;
- (iii) To rebuild NBC on its original site and rehouse all displaced refugees in the reconstructed camp by 2011.

The Agency's planning framework envisages an enhanced physical and social environment in the reconstructed camp, through improved designs for residential, commercial and public buildings, better infrastructure and support to bolster economic opportunities. To ensure the successful implementation of its plans, UNRWA is working closely with the refugee community and the Government of Lebanon.

#### E. UNRWA's Relief and Early Recovery Strategy

The overall objective of UNRWA's relief and early recovery strategy is to ensure that the most pressing needs of NBC refugees are met until all families have been able to return to a reconstructed NBC or to homes in the adjacent areas. Special provision will be made to guarantee continued access to services normally available as part of UNRWA's regular assistance programme, whilst livelihoods strategies will support refugees' economic rehabilitation and recovery and lessen dependency on aid.

The focus of the relief effort will remain on families displaced from NBC and the adjacent areas; however, where appropriate, and particularly for early recovery activities, assistance will also be extended to those families able to return to their damaged or partially destroyed homes. The caseload includes a small

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<sup>9</sup> See: "A Common Challenge, a Shared Responsibility", at [www.lpdg.gov.lb](http://www.lpdg.gov.lb) or [www.unrwa.org](http://www.unrwa.org).

<sup>10</sup> This covers the cost of recovery and reconstruction activities only and does not include ongoing relief activities for the displaced population.





number of Lebanese families who were living alongside refugees in the adjacent area and were directly affected by the conflict.

As the reconstruction and recovery processes progress and on the basis of improvements in living conditions, the Agency will seek to steadily reduce its humanitarian assistance caseload. In parallel, efforts will continue to ensure that assistance is tailored towards the specific needs of the vulnerable.

More specifically, as part of this appeal, the Agency seeks to:

- Provide a social safety net for vulnerable families, through targeted programmes of food and non-food assistance, temporary shelter and essential utility services, to ensure that basic humanitarian needs are met, and families are able to live in dignity, security and safety during their period of displacement.
- Guarantee access to basic health and education services for refugee families, with a view to protecting the health status of the displaced and minimising the impact of the crisis on education outcomes and opportunities.
- Support a range of protection strategies to help vulnerable refugees cope with the aftermath of the conflict and the impact of the protracted displacement, with special consideration for the specific needs and concerns of women, children and youth and the elderly.
- Ensure priority support to the most vulnerable displaced refugees (women, children and youth, the disabled and elderly), including support for community-based interventions and psycho-social support as well as employment and skills training opportunities for jobless young people, mitigating the long-term consequences of the crisis on refugee and community well-being.
- Facilitate the reconstruction and recovery of NBC through the successful completion of rubble removal works in the camp and adjacent areas and support for priority early recovery activities not budgeted in the MDTF framework.

This document outlines plans and UNRWA's funding requirements for relief and early recovery activities from September 2008 to December 2009. Subsequent appeals will be launched as humanitarian needs will persist beyond this period and cannot be met through UNRWA's Regular Budget.

## F. Planning Assumptions

The strategies and activities outlined in this appeal are based on a number of assumptions that have been agreed by UNRWA and its partners, as follows:

- very few refugees displaced from NBC will be able to return to their dwellings during the timeframe of this appeal, but more than 500 families will return to the adjacent areas;
- the reconstruction and recovery process outlined in the RRR Framework will proceed according to plan, including access to NBC, de-mining, rubble removal and identification of landfill sites and expropriation of NBC land from its owners by the Government of Lebanon.



- demand for humanitarian assistance will gradually reduce as livelihoods activities expand but the majority of the displaced will continue to require support for the duration of this appeal.
- UNRWA will be the only organisation providing regular food aid support for displaced families during the appeal period.
- the security situation in and around NBC will remain stable and will not disrupt operations.
- complementary funding for livelihoods activities and staffing costs will be channeled through the World Bank-administered MDTF or parallel financing to UNRWA.

In the event of any major changes to these assumptions, sector response plans will be revised accordingly.



## 2. SECTOR RESPONSE PLANS

### A. Food and Non-Food Assistance

#### Aim

To alleviate problems of constrained economic access to adequate nutrition and maintain acceptable levels of hygiene amongst displaced refugees and returnees to NBC.

#### Objectives

- To maintain adequate nutritional standards for displaced families and returnees to NBC.
- To contribute to household income by distributing food parcels to 4,800 families, infant parcels to 1,400 children between six months and three years and non-food items to 1,100 families.
- To ensure that basic requirements for non-food items amongst displaced families are met, thus helping them to cope during their period of displacement.

#### Activities

UNRWA is appealing for funds to distribute supplementary food parcels to an average of 4,800 families each month. This includes Palestine refugee families affected by the crisis and small numbers of Lebanese families living in neighbouring areas. Parcels will contain rice, sugar, milk powder, vegetable oil, tuna, pulses, tomato paste, tea and noodles and cover an average of 700kCals per person per day for a 30 day period.

UNRWA is also seeking funding to distribute: (i) special baby and infant parcels, including cereal, milk and nappies, to approximately 1,400 infants and children (between six months and three years) on a monthly basis; and (ii) non-food items, including hygiene kits and winterisation items (blankets and pillows) to over 1,100 families living in temporary shelters and collective centres.

Under the previous *Emergency* and *Flash Appeals* UNRWA distributed food aid to all displaced and returnee families. A single parcel containing 17 different items was provided to all families, covering approximately 800kCals per person per day for five persons over 30 days. As part of this Appeal, and based on the recommendations of a food security assessment conducted by WFP in April 2008, UNRWA is seeking to rationalise its support. The main elements of the modified programme are summarised below:

A more targeted intervention: as socio-economic conditions stabilise for displaced families, including through other safety nets, employment and income generation interventions proposed under this Appeal and UNRWA's *Relief, Recovery and Reconstruction Framework*, the Agency will gradually reduce its food aid caseload. Changes to the caseload will be based on social worker assessments, in accordance with UNRWA's social safety net criteria. An appeals mechanism will be introduced to ensure that families excluded from the programme can be reinstated on a needs basis. The Agency estimates it will be able to reduce the caseload from 5,700 families per month at the start of the appeal period to around 4,000 families per month by December 2009.



A modified food parcel: under this Appeal the number of commodities included in the food parcel will be reduced, focusing on essential staple items only. The contents of the parcel are based on consultations with beneficiaries conducted as part of the recent WFP assessment. Different parcel sizes will also be introduced to ensure improved support to larger families. Each person will receive an average of 700kCals per day.

Suspension of the food component of the Special Hardship Case (SHC) programme for NBC families: emergency food distributions provided under this Appeal will become the only UNRWA food aid programme for displaced families. All SHC families displaced from NBC (approximately 1,500 families) will continue to receive the NBC emergency programme and the cash component (US\$ 10 per person per month) of the SHC assistance package.

The food security situation of all displaced families will be regularly monitored by UNRWA social workers to ensure that families are consuming adequate amounts of food.

#### Implementation arrangements

UNRWA will implement all activities directly and will coordinate closely with NGOs providing food assistance.

#### Impact

The distribution of in-kind assistance to vulnerable families will help maintain basic standards of living, including minimal nutritional standards, and contribute to household income for poor families. The food parcels will reduce the amount of money that households need to allocate to staple foods from scarce financial resources and make funds available for other priorities, including fresh foodstuffs. Beneficiaries will also be protected from the effects of recent rapid escalation in food prices.

#### Budget

FOOD ITEMS	
Operating costs	\$5,557,468
Administrative costs (11%)	\$611,321
<b>TOTAL</b>	<b>\$6,168,789</b>

NON-FOOD ITEMS	
Operating costs	\$700,515
Administrative costs (11%)	\$77,057
<b>TOTAL</b>	<b>\$777,572</b>



## B. Shelter

### Aim

To guarantee that displaced families and returnees to the adjacent areas have access to safe and secure accommodation and related basic services

### Objectives

- To ensure that the standard of existing temporary accommodation in collective centres and temporary shelters is maintained and, where necessary, improved
- To ensure that displaced families living in rented accommodation have rent for adequate housing

### Activities

UNRWA is seeking funds to maintain and repair collective centres and temporary shelters in the adjacent area of NBC. This includes minor repairs, infrastructure work and 'winter upgrading' for shelters and centres housing over 1,100 families<sup>11</sup>. Funding will be used to retain teams of on-site maintenance workers and for necessary equipment and materials.

The Agency is also planning to provide monthly rental subsidies of US\$ 200 to an average of 2,500 families each month over the course of the Appeal. This assumes a gradual reduction in the number of families benefiting from rental assistance from 3,100 per month<sup>12</sup> at the start of this Appeal to around 2,000 in December 2009, based on current projections of need and the planned rate of temporary shelter construction. The planned reduction in the caseload is due to a combination of factors: (i) construction of additional temporary shelters and further NGO-managed shelter rehabilitation in the adjacent area; (ii) removal from the programme of families in receipt of a regular source of income, including those benefiting from livelihood support, on the basis of social worker assessment; (iii) distribution of rental subsidies on a household and not a family basis, reducing payments to families living in shared apartments; (iv) planned return of some families to reconstructed homes in NBC before the end of the Appeal period, according to the timeline of the reconstruction/recovery plan.

An appeals mechanism will be introduced to allow families to appeal any decision to remove them from UNRWA's shelter assistance rolls.

### Implementation

UNRWA will implement all activities, in close coordination with NGOs active in the Shelter/WATSAN Cluster.

### Impact

This intervention will ensure safe, dignified and adequate standards of housing for families displaced from NBC and the adjacent areas whilst permanent solutions are in process.

### Budget

<b>SHELTER</b>	
<b>Operating costs</b>	<b>\$8,435,712</b>
<b>Administrative costs (11%)</b>	<b>\$927,928</b>
<b>TOTAL</b>	<b>\$9,363,640</b>

<sup>11</sup> This includes families currently housed in temporary shelters (429) and collective centres (160) and around another 546 who will move to temporary shelters in November-December 2008.

<sup>12</sup> As at May 2008, around 3,600 families displaced from NBC were living in rented accommodation, including 3,100 assisted by UNRWA.





## C. Water and Sanitation

### Aim

To ensure that displaced families from NBC and returnees to the adjacent area have access to basic sanitation and adequate and safe water supplies.

### Objectives

- To guarantee access to water, sanitation and electricity services to approximately 2,500 families returning to the adjacent areas of NBC.
- To ensure continuity of services through maintenance and repair of water, wastewater and supporting power networks.
- To minimise the risk of public health hazards through quality control and vector and pest control campaigns.
- To ensure adequate hot water facilities for families in temporary shelters and collective centres through installation of a solar heating system.
- To continue solid waste management (collection and disposal) in the adjacent areas until concerned municipalities can assume responsibility for this activity.

### Activities

Under this Appeal, UNRWA seeks to upgrade and improve water services for approximately 2,500 families<sup>13</sup> in adjacent areas through replacement of tankered supplies with more sustainable solutions. In partnership with NGOs and United Nations Children's Fund (UNICEF), the Agency will continue to carry out repairs to damaged water supply networks and re-establish connections with existing and newly established wells in the adjacent areas. Funding under this Appeal will be used to cover the costs of fuel to run pumps at these water wells and to purchase and install around 7,000 metres of water pipes and related equipment.

UNRWA will restore sewage and stormwater networks for families returning to adjacent areas, including through the installation of 3,000 metres of sewer pipes and 400m of reinforced storm water channels. The Agency will also cover the cost of maintenance and minor water/sanitation repairs at collective centres and temporary shelters to minimise disruption to services. Regular testing of water quality provided to families in adjacent areas will be maintained as will vector and pest control activities. UNRWA will also continue the solid waste collection services in the adjacent areas which started in October 2007 until the two surrounding municipalities are equipped to takeover this activity.

Further, provision is made for running costs of temporary electricity networks in the adjacent areas, including fuel for generators and associated maintenance works, pending the planned reconnection to Electricité du Liban networks, in September 2008. To address heating and hot water needs, particularly during winter, UNRWA will also install and maintain solar panels in temporary shelters and collective centres.

### Implementation

All activities under this appeal will be implemented by UNRWA, in coordination with other UN Agencies and NGOs active in the Shelter/WATSAN Cluster.

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<sup>13</sup> This includes around 2,000 families living in adjacent areas at the time of writing and a further 500 who will move to temporary shelters in these areas during the course of the appeal.



## Impact

Public and environmental health risks for the displaced returnees families in the adjacent areas will be mitigated by ensuring appropriate sanitation services, provision of electricity and solid waste management. Interventions will also ensure adequate supply of safe water in the adjacent areas.

## Budget

WATER & SANITATION	
Operating costs	\$2,716,925
Administrative costs (11%)	\$298,862
<b>TOTAL</b>	<b>\$3,015,787</b>



## D. Health

### Aim

To maintain access to basic health services, hospital care and life-saving medication for families affected by the crisis, including returnees to the adjacent areas.

### Objectives

- To provide primary health care services to approximately 27,000 refugees, including displaced and returnee families, through two emergency clinics in the adjacent areas and existing health centres in Beddawi camp and other areas of Lebanon.
- To support access to out-patient care for families through alternative radiology and laboratory facilities and specialised/life-saving medicines.
- To support access to secondary and tertiary care through subsidised hospitalisation costs at specially contracted hospitals.
- To raise awareness amongst the target population of health risks and to control and prevent communicable and other diseases.

### Activities

UNRWA aims to ensure that refugees from NBC continue to have access to the full range of health services normally available to refugees in Lebanon under the Agency's regular programme of assistance. Special provisions are made to support access to secondary and tertiary care, in light of the socio-economic conditions of the displaced.

The Agency is seeking funds to maintain two emergency clinics operating in the adjacent areas. These clinics will provide services to around 2,500 families residing in these areas, including those living in collective centres and others who have been able to return to their homes, and also to refugees who previously received support at the Agency's health centre in NBC. Funding will also address increased demand for services at existing clinics in Beddawi camp, through additional staff and running costs where these are not covered by the Agency's General Fund.

The Agency will continue to pay for specialised and life saving medicines not available on its medical supply catalogue for patients from NBC who are unable to cover the costs of treatment due to their displacement. Medicines will be provided through a specially-contracted pharmacy in Beddawi camp, which has been delivering such support since the onset of the crisis.

The Agency will cover 85 percent cost of secondary and tertiary care for all displaced and returnee families, including out-patient and hospitalisation care, through five specially contracted hospitals. This includes cardio-vascular and heart surgery, kidney dialysis care and management of cancer. This level of subsidies is higher than UNRWA would normally provide to refugees in Lebanon and consistent with the support provided by the Ministry of Health to Lebanese nationals. Laboratory and radiology services will be provided to the displaced at contracted hospitals, and also at UNRWA's two emergency clinics and the Agency's health centre in Beddawi camp (laboratory services only).

In close coordination with NGOs and other health service providers, UNRWA will also maintain a programme of health education and awareness activities. UNRWA health staff will continue to carry out home visits to needy patients, providing counseling and referrals where necessary.



## Implementation

All activities in this sector will be coordinated with other health providers, and members of the Health Cluster, including World Health Organization (WHO), UNICEF, Palestine Red Crescent Society (PRCS), NGOs and the Lebanese Ministry of Public Health.

## Impact

Continued access to basic, secondary and tertiary health services for displaced refugees and returnees will be ensured through guaranteeing the availability of medical services and supplies and provision of specialist support. The intervention will also preserve and improve the health of the target population and reduce the risk of outbreaks of communicable diseases.

## Budget

HEALTH	
Operating costs	\$1,661,093
Administrative costs (11%)	\$182,720
<b>TOTAL</b>	<b>\$1,843,813</b>



## E. Education

### Aims

To guarantee access to adequate education services and safe facilities for all students and to mitigate the impact of the crisis on their behavior and learning abilities.

### Objectives<sup>14</sup>

- To support provision of schooling for approximately 5,000 refugee pupils from NBC, ensuring the same level of support as existed pre-crisis.
- To enable 300 displaced Baccalaureate graduates to continue their studies at universities through provision of financial grants.
- To maintain psycho-social support services for pupils and those who have returned to the adjacent areas.

### Activities

#### a. **Basic Schooling**

Through this appeal, UNRWA will support the continued delivery of basic education services to around 5,000 refugee pupils displaced from NBC as a result of the conflict in 2007. Activities will run for the 2008-2009 school year and the first four months of the 2009-2010 year.

Since the start of the crisis, UNRWA has maintained education services for displaced refugees through a range of interventions, including rental of temporary premises, construction of pre-fabricated buildings and integration pupils into existing schools. The Agency continues to adapt its response to the needs and locations of displaced students, to ensure minimal disruption to the education process.

Based on current planning projections, at the start of the 2008-2009 school year UNRWA estimates that around 3,800 displaced pupils will be housed in five pre-fabricated schools in adjacent areas and Beddawi camp, with 800 in second shifts at Agency schools in Beddawi and the remaining 400 in UNRWA schools in other parts of the country.

Funding under this Appeal will cover the ground rental and maintenance costs of the pre-fabricated schools in northern Lebanon, as well as the installation of heat insulation and toilet blocks for these structures. UNRWA will also construct three computer labs at the pre-fabricated schools and pay for replacement furniture and equipment, which has been damaged by overuse.

To support continued high enrolment and attendance levels and in light of the continued hardship of affected families, the Agency will waive voluntary contributions for displaced pupils, which average around US\$ 11 per pupil per year, and also provide uniforms, bags and stationary. Transport will be provided, to ensure that displaced pupils and teachers are able to reach their schools.

UNRWA is also seeking to continue remedial education and recreational activities for poorly performing pupils during the 2009 summer vacation.

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<sup>14</sup> Vocational and technical training initiatives introduced under the previous appeal will be maintained and expanded using other sources of funding and are therefore not budgeted under this Appeal.





**b. University assistance**

UNRWA will provide financial support to successful Baccalaureate II students from NBC who wish to continue their studies in universities in Lebanon and who do not have the financial means to cover the cost of tuition. Based on the experience of the *Emergency* and *Flash Appeals*, the Agency estimates that 300 students will qualify for such assistance, including 100 students who received support during the 2007-2008 year and are now seeking to continue their studies, and a further 200 students who will matriculate in 2008 and 2009.

**c. Psycho-social support**

Continued support is required to enable refugee children and youth to cope with the trauma of the conflict and the protracted displacement and upheaval. UNRWA is seeking to maintain psycho-social support interventions introduced as part of the previous emergency appeal. The Agency will maintain the services of 20 counselors, for whom funding is secured until the start of the 2009-2010 academic year, and will also continue to work with NGO partners. A range of targeted interventions will be provided, including: (i) guidance sessions in school, (ii) individual and group counseling, (iii) recreational activities; and (iv) awareness raising activities for teachers, parents and families. A referral mechanism will also remain in place to ensure specialised professional care is provided where necessary.

**Implementation**

UNRWA, in coordination with UNICEF, the UN Educational, Scientific and Cultural Organization (UNESCO) and local NGOs.

**Impact**

These interventions will reduce the impact of the protracted displacement on the educational performance of refugee students. They will also guarantee access to further education for Baccalaureate II students. Through psycho-social counseling, the impact of the conflict on the mental health and well being of refugee children and youth will be mitigated.

**Budget**

EDUCATION	
Operating costs	\$2,408,045
Administrative costs (11%)	\$264,885
<b>TOTAL</b>	<b>\$2,672,930</b>



## F. Protection

### Aim

To meet the immediate and longer-term protection needs of displaced and returnee families, thereby reducing threats to the physical safety and security of the population and maintaining dignity during the recovery and reconstruction of NBC.

### Objectives

- To develop mechanisms to monitor and respond to protection concerns, threats to physical safety and security and other human rights violations, such as allegations of harassment, arrests on discriminatory grounds, ill-treatment, torture and violence against vulnerable groups, in an effort to prevent or mitigate the worst affects of these abuses.
- To integrate protection considerations into the activities of other clusters active in the NBC response, including ensuring non-discriminatory access for vulnerable groups to adequate health, education, shelter and economic opportunities.
- To enhance child protection mechanisms in support of the implementation of UN Security Council Resolution 1612 on violations against children in situations of armed conflict.
- To develop conflict prevention and peace-building initiatives to facilitate the resolution of inter- and intra-communal tensions between Palestinians and Lebanese communities surrounding NBC.

### Activities

UNRWA will continue capacity building initiatives for members of the Protection Cluster in North Lebanon Area. These will be led by OHCHR, the cluster lead, and will include support for a monitoring group that collects information on human rights violations and identifies protection needs through training needs and guidance. Information generated by this group will be used to liaise and negotiate with Lebanese authorities, community leaders and other stakeholders – including UN agencies – to inform planning, programming and response.

The cluster will also conduct periodic situation analyses of protection needs of the displaced population to identify threats and vulnerabilities, offering recommendations on remedial actions and coordinating adequate responses with other clusters and partners. Targeted preventive actions will be taken, including dissemination of information kits and educational materials and awareness raising activities on human rights and other protection issues.

In addition, UNRWA and UNICEF will establish a mechanism to monitor and report on UN Security Council Resolution 1612, concerning violations against children in situations of armed conflict. The Agency will also work with UNICEF to strengthen child protection networks by coordinating meetings with partners and developing protection tools, such as workshops and training materials and community outreach activities to protect children from violence and abuse.

Further, volunteers will be trained – in partnership with a local NGO – on conflict resolution methods and techniques to lead a summer camp of 25 Palestinian and Lebanese young people from NBC and surrounding areas. A joint action plan will be developed by camp participants to develop community-based conflict development and peace building activities.



## Implementation

UNRWA, in partnership with OHCHR, UNICEF and international and national NGOs active in the Protection Cluster.

## Impact

The establishment of sustainable monitoring and response mechanisms will help meet immediate and longer term protection needs and reduce threats to displaced and returnee families' physical safety and security.

Provision of targeted assistance to vulnerable groups, in particular children and youth, will empower these groups to identify and implement initiatives that address their own priority protection needs.

## Budget

PROTECTION	
Operating costs	\$319,156
Administrative costs (11%)	\$35,107
<b>TOTAL</b>	<b>\$354,263</b>



## G. Early Recovery

### Aim

To facilitate the recovery and reconstruction of Nahr el-Bared camp and its adjacent areas for the safe return and reintegration of displaced refugees.

### **Activity 1: Rubble Removal**

#### Objective

- To ensure the safe removal of rubble from NBC camp and adjacent areas, including the safe disposal of toxic and non-toxic solid waste, in order to prepare the ground for the reconstruction and rehabilitation of the camp.

#### Activities

Under the previous emergency appeal, UNRWA sought US\$ 10 million for removal of rubble from NBC, based on preliminary assessments conducted by United Nations Development Programme (UNDP) whilst hostilities were ongoing. This component of the appeal was fully funded.

Since the cessation of fighting, UNDP has completed a more detailed damage assessment and now estimates the cost of rubble removal from NBC and adjacent areas at US\$ 18.5 million. UNRWA and UNDP have already signed a Memorandum of Understanding covering removal of rubble from the old camp and its disposal, with the cost of the project estimated at US\$ 15.5 million<sup>15</sup>.

As part of this appeal, UNRWA is seeking US\$ 5.5 million to cover the estimated budgetary shortfall for removal and safe disposal of rubble from NBC camp, as per the terms of the UNRWA-UNDP Memorandum of Understanding (MoU). The Agency is also seeking US\$ 3 million for the removal of the remaining rubble from previously inaccessible parts of the adjacent areas and which were outside the scope of the original MoU. Costs remain estimates at this stage; where possible and in accordance with relevant grant agreements with donors, the Agency will look to redirect any surplus funding for this activity towards cash for work activities that are under development.

UNDP will manage all works in coordination with UNRWA and monitor progress against the rubble removal plan. The two agencies will ensure that contracts for rubble removal activities require contractors to employ as many unemployed refugees from NBC as possible in rubble sorting activities.

In accordance with UNRWA's masterplan for the reconstruction of NBC, the Agency aims to complete all rubble removal activities in NBC and adjacent areas by August 2009. This is contingent on UNRWA, its partners and contractors being granted timely access to the camp.

#### Implementation

UNRWA and UNDP, through a partnership agreement.

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<sup>15</sup> A detailed risk survey has already been completed. Rubble clearance in the UNRWA compound inside the camp began on 5 June.



## Impact

The removal of rubble from NBC and adjacent areas and the safe disposal of toxic and non-toxic waste will create a safe environment in preparation for the reconstruction of these areas.

Temporary employment of refugees in rubble sorting activities will generate income for vulnerable families, reducing dependency on humanitarian assistance.

## Budget

<b>RUBBLE REMOVAL</b>	
<b>Operating costs</b>	<b>\$8,500,000</b>
<b>Administrative costs (11%)</b>	<b>\$935,000</b>
<b>TOTAL</b>	<b>\$9,435,000</b>





## Activity 2: Livelihoods

### Objective

- To support local employment creation and skills development to help displaced refugees and local enterprises recover from the crisis.

### Activities

The restoration of livelihoods is a central plank of *UNRWA's Relief, Recovery and Reconstruction (RRR) Framework* for NBC. A range of activities, including advisory services and focused interventions, will be rolled out over the next four years to help refugees recover from the crisis and improve their longer term employment prospects, whilst also gradually reducing dependency on relief assistance.

As part of this appeal, UNRWA is seeking funds for the continuation and expansion of interventions introduced as part of the 2007-2008 *Emergency Appeal*. These activities, which will complement a larger package of interventions included in the RRR Framework, can be summarised as follows:

- Technical assistance to expand the services of two Emergency Employment Services Centres (EESCs) in North Lebanon Area, established in June 2008 by UNRWA in coordination with ILO. These centres will link job seekers with job and training opportunities and self-employment support programmes. Through developing necessary contacts with private sector institutions the centres will provide support to businesses to find qualified and skilled individuals, monitor labour market dynamics and identify market niches. They will also offer advisory services on market needs to training organisations. It is expected that approximately 2,000 North Lebanon Area job seekers will benefit from EESC services over the course of this Appeal.
- The Emergency Employment Services will be the interface for the local community and the various actors implementing projects in the recovery process of NBC. It will form an umbrella institution within the Livelihood Cluster and will support the other clusters in providing information on labour market developments, the supply and demand situation, and will support all actors in creating the highest possible impact regarding sustainable and gainful employment and self-employment for the crisis affected population. It will also link employment and skills development.
- Skills upgrading for 250 unemployed young people, through vocational training and apprenticeship placements of six to twelve months' duration. Curricula for vocational courses will be developed based on the findings of assessments conducted by the EESCs but will likely include the construction, automotive and service/trade sector. Theoretical training will be provided at the temporary UNRWA vocational training centre in north Lebanon which is due to begin operations in September 2008<sup>16</sup>. EESCs will identify suitable companies for apprenticeship placements and also monitor the employment status of trainees following the completion of their training.

UNRWA, as a member of the global UN inter-agency task force on post-conflict employment creation, income generation and reintegration, will work with relevant UN agencies, notably ILO and UNDP, in ensuring the application of the relevant UN guiding principles and programming guidelines as well as maximise the impact, coherence and efficiency of employment and livelihoods initiatives based on the principle of decent work. UNRWA's livelihoods strategy will be further informed through a socio-economic survey of refugee living conditions in NBC and Beddawi camp that the Agency will conduct in July 2008 in

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<sup>16</sup> This project is part of the UNRWA-Lebanon Camp Improvement Initiative.



coordination with ILO. Response plans and interventions may be adapted on the basis of the results of this assessment.

#### Implementation

UNRWA, in partnership with the ILO.

#### Impact

Activities under this appeal will have immediate and longer term impact on economic and business opportunities in NBC. Vocational training courses and apprenticeship placements will provide unemployed refugees with the skills and human capital they require to participate in the job market, thus contributing to economic recovery in NBC. As the economy picks up, the trainees in the programme will be able to turn the skills and human capital that they have accumulated through their on-the-job training placements into job experience that will make it easier for them to find work with regular employees. Local employers will also receive the necessary human resource support to help them recover from the crisis.

#### Budget

LIVELIHOODS	
Operating costs	\$1,998,944
Administrative costs (11%)	\$219,884
<b>TOTAL</b>	<b>\$2,218,828</b>



### **Activity 3: Support for Community Based Organisations**

#### Objectives

- To guarantee access to essential community and support services for vulnerable groups, and support and enhance their participation in the recovery and reconstruction of NBC.
- To empower community-based organisations to take a leading role in the rehabilitation process of returnees and displaced families, through engaging them in income generation and community rebuilding activities.

#### Activities

Before May 2007 UNRWA supported three community-based organisations (CBOs) inside NBC, which provided services to particularly vulnerable groups of refugees, including women and girls, children and youth and persons with disabilities. In accordance with Agency policy and practice, all were managed by representatives of the local community and received technical and financial support from UNRWA. With financial assistance from UNRWA, these CBOs are in the process of reestablishing their activities in the adjacent areas, operating out of temporary, rented premises.

As part of this appeal, UNRWA will continue to offer technical and financial support to these re-established CBOs, in the form of capacity building and subsidies towards running costs. The Agency will provide financial support and basic equipment to enable the CBOs to increase their capacity and the quality of services they deliver. UNRWA will also extend technical and financial support the Local Administrative Committees that oversee the work of the CBOs.

UNRWA will support the implementation of capacity building activities that empower vulnerable groups who benefit from CBO services, to mitigate the effects of the crisis and facilitate the process of return to normality. Planned activities include the following:

- awareness raising activities for up to 2,500 women, girls, children and youth focusing on the development of constructive coping mechanisms, recreational, social and educational activities.
- support for the development of income generation activities aimed at facilitating employment during the reconstruction phase of NBC through targeted skills training.

Provision is also made for the delivery of services and assistance to persons with disabilities, aimed at mitigating the impact of the crisis and maintaining access to core services. These include:

- support for the provision of rehabilitation services, such as prosthetic devices for disabled refugees affected by NBC crisis.
- support the provision of rehabilitation and therapy services for 100 children with various forms of disability.
- provision of sanitary wear for approximately 250 disabled persons.

Targeted social services support will be provided for the elderly through the establishment of a Centre for Active Ageing in the adjacent area. Building on the experience of the active ageing house that opened in Bourj el-Barajneh camp in April 2006, the centre will provide a secure 'home from home' for elderly persons to ensure that basic needs are met. A range of services are planned for elderly persons, including hot meals, awareness raising on health care issues and recreational activities. Priority for support will be afforded to around 30 elderly persons living alone or without family support networks, or those whose families lack the financial means to support them.



UNRWA does not envisage any direct financial support for CBOs in Beddawi camp under this appeal but, where appropriate, capacity building and technical assistance initiatives will be extended.

#### Implementation

UNRWA will implement these activities directly in coordination with the CBOs and other local associations and NGOs.

#### Impact

These interventions will ensure that vulnerable groups are able to maintain basic standards of living and have access to pre-conflict levels of social service provision.

#### Budget

<b>SUPPORT FOR CBOs</b>	
<b>Operating costs</b>	\$256,150
<b>Administrative costs (11%)</b>	\$28,177
<b>TOTAL</b>	<b>\$284,327</b>



## H. Capacity, Coordination, Security

### Aim

To strengthen UNRWA's capacity to manage and deliver relief and recovery operations and services to refugees affected by the crisis.

### Objective

- To reinforce planning, management, delivery and monitoring/evaluation of emergency and recovery operations in NBC and adjacent areas, whilst ensuring the safety of staff and assets.

### Activities

UNRWA is seeking funds to maintain core staff involved in the delivery of relief and early recovery assistance in NBC and adjacent areas. This includes staff from the Agency's Project Management Unit (PMU), which is responsible for implementation of all activities in NBC, as well as technical and support services departments at the Lebanon Field Office. Funding is also sought to maintain support for cluster and inter-cluster coordination and to strengthen PMU capacity in key areas, including through the recruitment of dedicated resources for finance and administration and project management and reporting.

Furthermore, funding will be used to maintain a dedicated security unit in North Lebanon Area, aimed at ensuring the safety and security of all staff involved in the delivery of humanitarian services to NBC displaced and returnee families. This includes a security operations room which provides round-the-clock security support and advice to all UN staff operating in the area and to delegations visiting NBC and Beddawi camps. Funding will cover staffing and related supplies and equipment, including two armored vehicles. The Agency is also appealing for funds to ensure that the new compound which the Agency will build in the adjacent area is equipped with the necessary security and protective measures.

### Implementation

All activities will be implemented directly by UNRWA.

### Impact

Resources for capacity and management will enable UNRWA to continue efficient and effective management and planning of emergency operations to families affected by the NBC crisis.

Security measures will enhance the safety and security of UNRWA staff and operations and support a safer working environment for staff involved in the delivery of emergency operations in and around NBC.

### Budget

<b>CAPACITY, COORDINATION, SECURITY</b>	
<b>Operating costs</b>	<b>\$5,925,014</b>
<b>Administrative costs (11%)</b>	<b>\$651,752</b>
<b>TOTAL</b>	<b>\$6,576,766</b>





### 3. COORDINATION, MONITORING AND REPORTING

Since the onset of the crisis in May 2008, UNRWA has led the relief effort for NBC displaced families, in close coordination with a range of stakeholders, including UN partner agencies, the ICRC, representatives of the Palestinian community, the Lebanese-Palestinian Dialogue Committee, the Lebanese Higher Relief Committee and local and international NGOs. Throughout, these partners have provided coordinated support and technical assistance.

Operations are organised around six clusters, namely:

- shelter and water/sanitation
- health
- education
- relief (food and non-food items)
- livelihood
- protection

UNRWA leads all clusters with the exception of the Protection Cluster, which is chaired by the Office of the High Commissioner for Human Rights (OHCHR), whilst the Livelihood Cluster is jointly led by UNRWA and International Labour Organization (ILO). The six cluster groups hold regular meetings to address policy and operational issues, whilst inter-cluster forums are also convened, with the support of the UN Resident Coordinator's Office, to discuss planning and response and ensure that gaps across sectors are filled. Within UNRWA, responsibility for implementation and coordination of all NBC activities lies with the Project Management Unit (PMU), a dedicated unit established in North Lebanon Area in December 2007 to coordinate the Agency's response to the crisis.

The cluster system will remain in place for the duration of this appeal and UNRWA will continue to work closely with all partners, including the UN Country Team and Resident Coordinator's Office. In particular, the Agency will seek to further strengthen its engagement in cluster and inter-cluster mechanisms, to ensure a timely and efficient response to prevailing needs.

UNRWA is committed to improved monitoring and evaluation of relief and early recovery activities, thereby ensuring a more responsive, needs based approach to delivery of assistance. To this end, a dedicated monitoring and evaluation unit will be established to develop and manage a monitoring and evaluation system for all relief and recovery activities in NBC. Further, the Agency will develop a comprehensive socio-economic profile of NBC refugees, including living conditions and assistance needs and priorities, through a joint UNRWA-ILO assessment planned for July 2008. The Agency will also seek to strengthen its dialogue and coordination with the refugee community, including through Camp Popular Committees, refugee representatives on temporary shelter sites and other community bodies.

UNRWA is the appealing Agency for all funds associated with this Appeal. The Agency will provide mid-term and final reports on implementation of activities, in addition to reporting to individual donors based on specific bilateral arrangements.



# Relief and Early Recovery Appeal for Nahr el-Bared Camp

## BUDGET SUMMARY

Cluster / Sector	Cost / US\$
Food	6,168,789
Non-Food Items	777,572
Shelter	9,363,640
Water and Sanitation	3,015,787
Health	1,843,813
Education	2,672,930
Protection	354,263
Early Recovery	11,938,155
Capacity / Coordination / Security	6,576,766
<b>TOTAL</b>	<b>42,711,715</b>