

syria regional crisis



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الأونروا

2014 syria crisis response  
annual report



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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 to 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.

This Annual Report captures one calendar year (i.e., from 1 January to 31 December 2014).

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Cover photo: A young girl stands in the rubble of Qabr Essit, near Damascus. In 2014, UNRWA was able begin rebuilding facilities within the neighbourhood, including a school and community centre © 2014 UNRWA Photo by Taghrid Mohammad

## contributors to the appeal

UNRWA would like to thank the following donors for their support to the UNRWA Syria Crisis Response Appeal, January-December 2014:

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PALTEL GROUP  
SAP  
SOCIETY OF WIVES OF ARAB AMBASSADORS AND HEADS OF MISSIONS IN JAPAN

## acronyms and abbreviations

<b>ACAPS</b>	Assessment Capacities Project	<b>LFO</b>	Lebanon Field Office
<b>ATM</b>	Automated teller machine	<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>ARDD</b>	Arab Renaissance for Democracy and Development	<b>PRS</b>	Palestine refugees from Syria
<b>AUB</b>	American University of Beirut	<b>RRIS</b>	Regional Refugee Information System
<b>CARE</b>	Catastrophic Ailment Relief Programme (Lebanon)	<b>PLD</b>	Procurement & Logistics Department
<b>DTC</b>	Damascus Training Centre	<b>PSEA</b>	Prevention of Sexual Exploitation and Abuse
<b>ERT</b>	Emergency Response Training	<b>RRP6</b>	Regional Response Plan 6
<b>ESCWA</b>	The Economic and Social Commission for Western Asia	<b>RSS</b>	Relief and Social Services
<b>ETB</b>	Emergency trauma bag	<b>SGBV</b>	Sexual and gender- based violence
<b>EWARS</b>	Early Warning Alert and Response System	<b>SHARP</b>	Syria Humanitarian Assistance Response Plan
<b>FIP</b>	Field Implementation Plan	<b>SSAFE</b>	Safe and Secure Approach for Field Environment
<b>GAPAR</b>	General Authority for Palestine Arab Refugees (Syria)	<b>SFO</b>	Syria Field Office
<b>GBV</b>	Gender-based violence	<b>SCPR</b>	Syrian Centre for Policy Research
<b>GIZ</b>	German Federal Enterprise for International Cooperation	<b>SNAP</b>	Supplemental Nutrition Assistance Program
<b>GSO</b>	General Security Office	<b>SYP</b>	Syrian Pound
<b>HEAT</b>	Hazardous Environment Awareness Training	<b>TOT</b>	Training of trainers
<b>HDI</b>	Human Development Index	<b>UASC</b>	Unaccompanied and separated children
<b>IDP</b>	Internally displaced person	<b>UNCT</b>	United Nations Country Team
<b>ILP</b>	Interactive Learning Programme	<b>UNDSS</b>	United Nations Department of Safety and Security
<b>INEE</b>	International Network of Education in Emergencies	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>JHAS</b>	Jordanian Health Aid Society	<b>UNICEF</b>	United Nations Children's Fund
<b>JFO</b>	Jordan Field Office	<b>UNSMS</b>	United Nations Security Management System

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## executive summary

The conflict in Syria has continued to become ever more complex and deadly. UNRWA has been able to continue to fulfil its mandate to assist Palestine refugees, by adapting, moving with refugees, and innovating. This annual report covers the UNRWA Syria regional crisis response from January to December 2014 and provides a detailed description of UNRWA efforts, successes, challenges and lessons learned, covering each of its three strategic priorities and each affected field of operation. The Agency's response has two main pillars: emergency humanitarian aid, mainly through cash assistance, and continued provision of UNRWA services, mainly healthcare, education and technical-vocational training and micro-finance.

**The conflict.** All twelve Palestine refugees' camps and all 560,000 registered Palestine refugees registered in Syria have been profoundly affected by the conflict. While a fragile calm enabled refugees to return to one camp, Qabr Essit, the conflict raged unabatedly in almost all other areas of Syria. Movement and access have become more difficult in the areas around Aleppo, Dera'a and parts of Damascus. While securing access to the thousands trapped in Yarmouk was a breakthrough in January 2014, the year ended as it began: with humanitarian access impossible. The population did not experience further mass displacement in 2014, but those displaced earlier continued to live in temporary collective shelters and alternative accommodation, many now for more than two years. The continuing violence emphasized the futility of the pursuit of military solutions in Syria. UNRWA continued to demand parties to the conflict desist from conflict in Palestine refugee camps and other civilian areas, and appeals to the parties to the conflict to peacefully seek a negotiated solution.

In 2014, all legal crossings out of Syria closed to Palestine refugees, as Syria's neighbours Lebanon and Jordan increasingly felt the strain of the crisis. Palestine refugees feel trapped, singled out and unwelcome in the region. Many choose to leave Syria by unsafe routes to Turkey and have risked their lives in unprecedented numbers at the mercy of sea traffickers. The regional protection needs of Palestine refugees are acute and urgent. Ensuring their resilience is an imperative of regional humanitarian, political and strategic importance.



A woman and her child in Jaramana Camp Collective Shelter, Damascus. In 2014, 12,679 Palestine refugees were housed in UNRWA's collective facilities  
© 2014 UNRWA Photo by Taghrid Mohammad

**Funding.** The 2014 UNRWA appeal was only 53 per cent funded. Only by substantially reducing individual assistance has UNRWA been able to continue serving all those in need. The effects of underfunding are felt across all affected fields and decades of development gains, made possible by the international community, are in danger of being lost. Core services suffer a steady decline as investments are impossible and the strain of conflict wears down capacity. In 2014, cash assistance was distributed at only a portion of the minimal needs required: on average, US\$0.60 per day in Syria, and roughly US\$1 per day in Lebanon and Jordan.

**UNRWA response.** In terms of response, UNRWA has adapted, moved with refugees as the conflict permits, and innovated, to be able to fulfil its mandate to assist Palestine refugees. At the end of 2014, UNRWA estimates over 95 per cent of the 480,000 Palestine refugees remaining in Syria are in continuous need of humanitarian aid, with UNRWA more than ever a critical life-line. UNRWA introduced innovations in its cash assistance programme, making possible implementation rates of around 95 per cent, reducing distribution rounds by half, and reaching all concentrations of Palestine refugees through Agency offices and partnership with the private sector. Even though one third of UNRWA facilities in Syria have been rendered inoperable as a result of damage or active conflict, the Agency has maintained its capacity to provide services like education and health, mainly through staff courageously reporting to duty, and by innovation like opening temporary health points and producing distance learning materials.

In Lebanon, the number of Palestine refugees from Syria stabilized at 44,000, with entry effectively barred for since May 2014. Many Palestine refugees from Syria have irregular status, and live a marginalized existence, with limited movement and access to services and civil registration procedures. They are increasingly vulnerable and food insecure, and as many as 95 per cent report UNRWA cash assistance as their main source of income.

In Jordan, 15,000 Palestine refugees from Syria have been recorded with UNRWA. With a policy of non-admission remaining in place, the vast majority of Palestine refugees from Syria face increased marginalization and vulnerability. A risk faced by the majority is refoulement, of which the Agency is aware of 117 cases in 2014. In 2014, the Agency introduced vulnerability-based targeting in Jordan, and phased out in-kind assistance in favour of electronic money transfers. Funding shortfalls have meant no shelter assistance was provided for the entire year and winterization assistance was reduced.

## funding summary

Table 1: Funding Summary by Field, January to December 2014 (US\$)<sup>1</sup>

Programme Interventions		Amount	Total	Allocation Syria	Allocation Lebanon	Allocation Jordan	Allocation Regional	
Strategic Objective 1	Cash assistance for essential needs, including food, shelter, NFIs	<i>required</i>	241,559,536	190,907,125	43,671,763	6,580,648	400,000	
		<i>funded</i>	123,772,619	96,694,563	19,753,849	7,038,616	285,591	
		<i>difference</i>	117,786,917	94,212,562	23,917,914	0	114,409	
	Non-food Items (NFIs)	<i>required</i>	19,919,786	19,811,854	0	107,932	0	
		<i>funded</i>	3,374,450	2,145,750	1,228,700	0	0	
		<i>difference</i>	16,545,336	17,666,104	0	107,932	0	
	Food Assistance	<i>required</i>	58,514,545	58,514,545	0	0	0	
		<i>funded</i>	33,403,166	33,403,166	0	0	0	
		<i>difference</i>	25,111,379	25,111,379	0	0	0	
	Livelihoods (Microfinance, Vocational Training, Income Generation)	<i>required</i>	6,355,000	6,105,000	0	0	250,000	
		<i>funded</i>	1,000,000	1,000,000	0	0	0	
		<i>difference</i>	5,355,000	5,105,000	0	0	250,000	
	Strategic Objective 2	Emergency Health	<i>required</i>	17,109,209	6,660,000	9,136,212	812,997	500,000
			<i>funded</i>	11,135,269	3,725,167	6,029,142	991,917	389,044
			<i>difference</i>	5,973,940	2,934,833	3,107,070	0	110,956
Emergency Education		<i>required</i>	31,698,598	20,038,963	8,715,260	2,444,375	500,000	
		<i>funded</i>	23,147,038	16,457,428	4,215,077	2,371,952	102,582	
		<i>difference</i>	8,551,560	3,581,535	4,500,184	72,423	397,418	
Protection		<i>required</i>	3,158,386	1,110,000	1,335,704	512,682	200,000	
		<i>funded</i>	2,559,951	0	2,191,828	368,123	0	
		<i>difference</i>	598,435	1,110,000	0	144,559	200,000	
Shelter		<i>required</i>	11,815,998	6,660,000	1,586,871	3,569,127	0	
		<i>funded</i>	238,300	182,800	55,500	0	0	
		<i>difference</i>	11,577,698	6,477,200	1,531,371	3,569,127	0	
Emergency Environmental Health		<i>required</i>	4,272,909	1,554,000	2,718,909	0	0	
		<i>funded</i>	2,734,366	897,730	1,836,636	0	0	
		<i>difference</i>	1,538,543	656,270	882,273	0	0	
Strategic Objective 3	Capacity and management support	<i>required</i>	17,433,057	13,238,476	1,800,000	476,497	1,918,084	
		<i>funded</i>	11,292,600	9,177,392	1,194,767	720,442	200,000	
		<i>difference</i>	6,140,457	4,061,084	605,233	0	1,718,084	
	Safety and Security	<i>required</i>	1,902,321	1,554,000	280,000	68,321	0	
		<i>funded</i>	1,137,065	1,061,408	75,657	0	0	
		<i>difference</i>	765,256	492,592	204,343	68,321	0	
	Emergency repair and maintenance of UNRWA installations	<i>required</i>	3,775,000	2,775,000	1,000,000	0	0	
		<i>funded</i>	1,090,171	978,122	112,049	0	0	
		<i>difference</i>	2,684,829	1,796,878	887,951	0	0	
To be allocated	<i>funded</i>	1,891,357	1,115,291			776,066		
<b>TOTAL</b>	<i>required</i>	<b>417,404,345*</b>	<b>328,818,963</b>	<b>70,244,719</b>	<b>14,572,579</b>	<b>3,768,084</b>		
	<i>funded**</i>	<b>216,776,351</b>	<b>166,838,815</b>	<b>36,693,203</b>	<b>11,491,049</b>	<b>1,753,283</b>		
	<i>difference</i>	<b>200,627,994</b>	<b>162,090,148</b>	<b>33,551,516</b>	<b>3,081,530</b>	<b>2,014,801</b>		

\* To be reconciled with an additional US\$ 110,000 incorrectly reported in the 2014 progress report.  
\*\* Including confirmed but not received pledges.

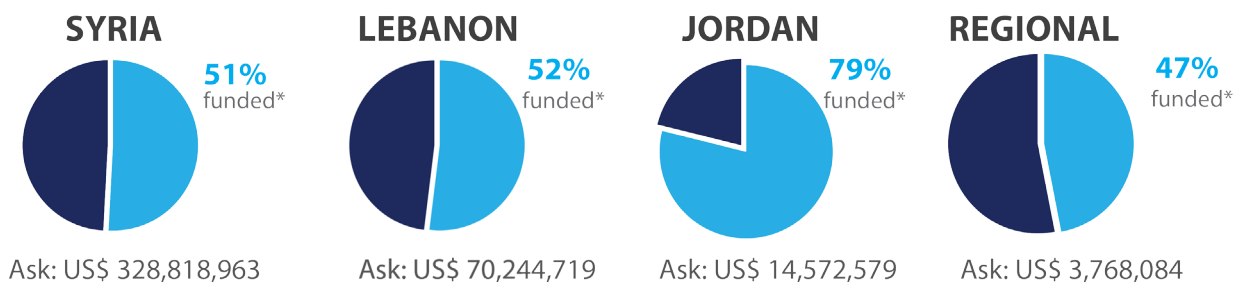
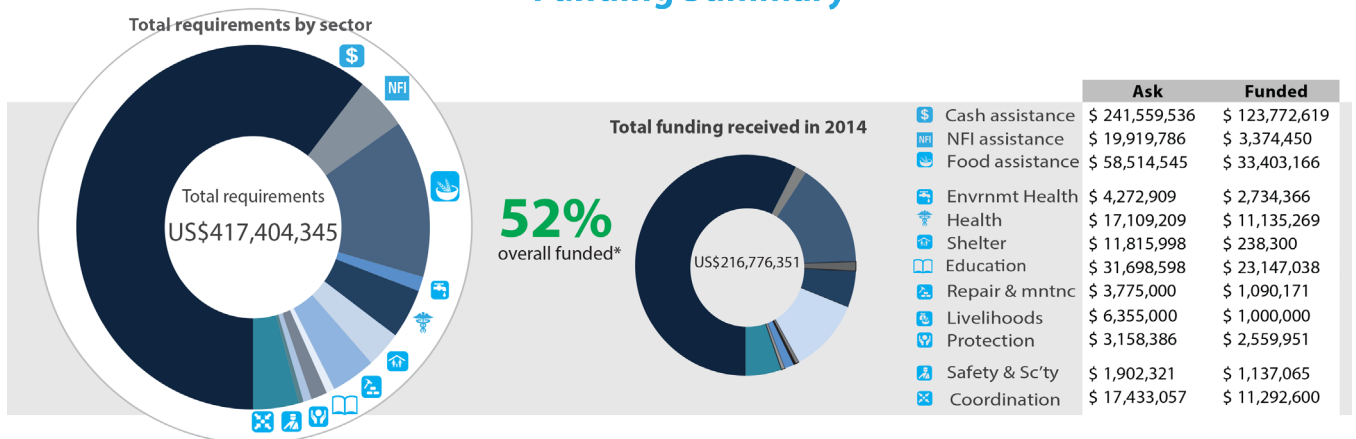
<sup>1</sup> Amount of US\$1,628,619 representing the monetary value of in-kind donations made towards the 2014 Syria Crisis Response is included in the funding summary. Monetary value of the in-kind donation was calculated based on donors' estimations of their in-kind donations



Table 1.a – (2013 to 2014) carry over balances as 2015

Field/Department	2013 appeal Carry Over (US\$)	2014 appeal Carry Over (US\$)	Total Carry Over (US\$)
Syria	2,564,283	56,415,231	58,979,514
Lebanon	5,609,491	3,913,681	9,523,172
Jordan	-	2,574,520	2,574,520
Regional	792,403	1,080,993	1,873,396
<b>Grand total</b>	<b>8,966,177</b>	<b>63,984,424</b>	<b>72,950,601</b>

## 2014 Syria Crisis Response Plan Funding Summary



\* Total funded is including the confirmed pledges but not received for 2014

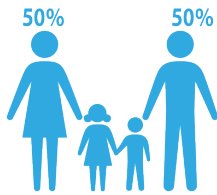
# chapter one: syria

**480,000** Palestine refugees inside Syria

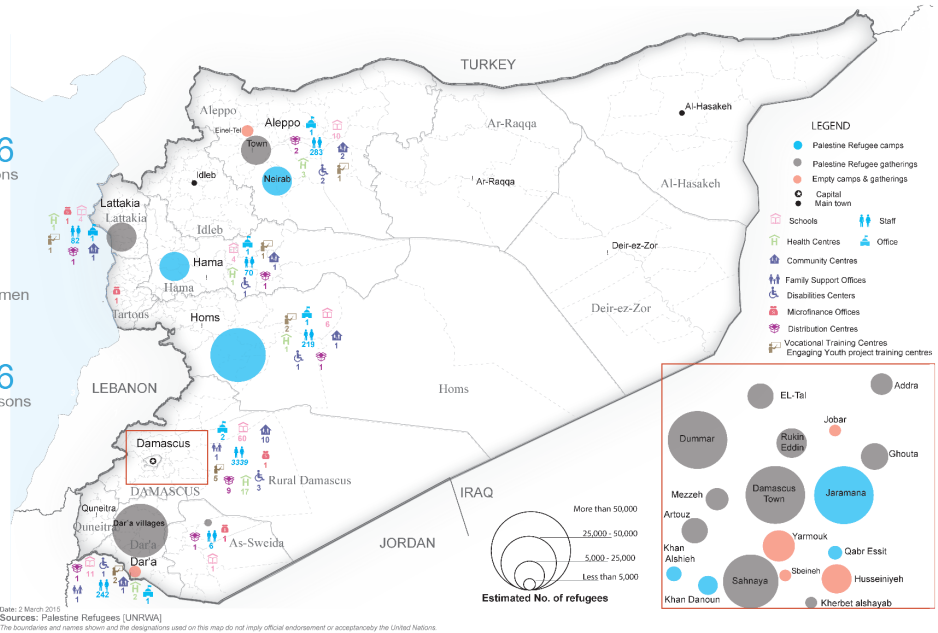
**96%** of refugees are vulnerable

- 270,000** internally displaced
- 46,386** elderly persons living alone
- 115,647** are children under the age of twelve
- 5,191** pregnant women
- 25,875** female-headed households
- 16,766** disabled persons

### refugees by age and gender



33% of whom are children



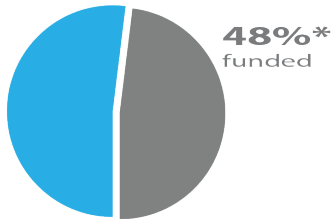
## Programme and Financial Results (up to December 2014)

### Targeted relief



**470,540 PRS** have received cash assistance (for food and NFIs)

**147,448 PRS** have received in kind NFI assistance



Total req.: US\$275,338,524

### Protective framework through services



**955,190 PRS** visits for UNRWA's health care services

**45,802 children** are enrolled in UNRWA Schools

**11,582 SLMs** self-learning material conducted

**451 GBV cases** identified and responded to



Total req.: US\$36,022,963

### Coordination & management



**4,000 staff** hazard payments

**307 staff** have undertaken emergency training



Total req.: US\$17,567,476

\* Total funded is including the confirmed pledges but not received for 2014

## syria - situation overview

2014 was marked by unimaginable levels of violence in Syria, inflicting profound suffering on civilians and resulting in one of the worst humanitarian disasters in decades. Palestine refugee communities are disproportionately affected by the conflict, with over half of them internally or externally displaced and with all camps and gatherings experiencing armed violence at some point of the crisis. The presence of UNRWA remains critical to alleviating the hardship of refugee communities, as they live through a devastating, protracted crisis. Long-term displacement and persistent exposure to conflict are compounded by a degraded infrastructure and economy. Over 95 per cent of Palestine refugees have become dependent on UNRWA to meet their most basic needs.

The operational context in Syria is extremely complex. Continued access to UNRWA core and relief services remains critical for Palestine refugees in Syria, as alternative services are severely curtailed and needs are increasing. Core and emergency UNRWA service delivery is becoming all the more critical to sustain lives and prevent further reversal of critical indicators of human development, particularly in health and education.

Facing extraordinary personal risk, some 4,000 staff continue to respond to the needs of 480,000 Palestine refugees remaining in Syria. UNRWA has expanded its operational capacity significantly throughout the year, concurrently implementing emergency and resilience interventions, alongside programmes in education, health, relief, and projects in support of youth and women. The Agency has the operational capacity to reach the vast majority of refugees affected by the conflict, providing services and humanitarian assistance directly in Damascus, Aleppo, Dera'a, Homs, Hama and Latakia. Besieged and hard-to-reach areas are often served by staff and facilities within those areas, through dedicated missions such as in Yarmouk, or by the use of alternative modalities and distribution facilities in adjacent areas (Khan Eshieh, Ramadan, Jillien and Mzeirib), where civilian traffic is still permitted.

During 2014, UNRWA was able to resume a minimal level of assistance to besieged Yarmouk, distributing life-saving food and non-food assistance to civilian populations trapped there since July 2013. In Qabr Essit camp, a few kilometres south of Yarmouk, the Agency repaired a number of damaged facilities and restored services for the returning Palestine refugee community. UNRWA has had to adapt to the context to maintain and expand provision of education, health, relief and other services to the fullest extent possible. The operational complexity is further compounded by lack of safe and uninterrupted humanitarian access to all camps and gatherings: approximately 10 per cent of the refugee population lives in besieged and hard to reach areas.

Northern Syria has witnessed intense armed engagements since February 2012, exacerbating the vulnerability of civilians, including some 30,000 Palestine refugees living in the area. In 2014, access to Aleppo and Neirab Camp was regularly interrupted by armed conflict, most recently in early November. For the estimated 22,000 Palestine refugees in Neirab Camp, armed conflict has become less frequent, although the camp's location in the volatile east of Aleppo and its proximity to the military airport make for a high risk of renewed insecurity. Ein El Tal Camp, to the north of Aleppo, has remained inaccessible since April 2013, when its 6,100 Palestine refugee residents were forced to flee as opposition armed groups established a presence in the camp.

Given the high strategic value of central Syria, many areas in the centre of the country have seen some of the most ferocious fighting in the Syria conflict. Indiscriminate violence intensified in the latter half of 2014, as illustrated by an incident on 1 October, when two vehicle-borne explosive devices detonated close to a school in Homs killed dozens of school children, including a Palestine refugee child. Homs Camp, which has experienced indirect fire and damage, but no active armed engagement, is now home to a Palestine refugee community of approximately 22,400, including 5,000 people displaced from other parts of Syria.

Approximately 80 per cent of Palestine refugees in Syria currently reside in the city of Damascus and surrounding suburbs. The south and east of Damascus have suffered intense, continuous armed engagements since early 2012. Yarmouk is a grievous illustration of the suffering that civilians in Syria endure. Following the establishment of an armed opposition presence, this bustling suburb with a population of over a million civilians was transformed into a closed theatre of war, displacing over 140,000 Palestine refugees and leaving approximately 18,000 Syrians and Palestinians trapped and almost entirely dependent on humanitarian assistance. Civilians in Yarmouk endured near-total closure for more than twelve months before UNRWA was allowed limited distribution of assistance in January. The Agency has the capacity to deliver 1,000 parcels per day, but tenuous and unreliable access meant UNRWA was able to distribute only 32,503 food parcels over 131 days spread over the whole of 2014. This is equivalent to only 400 calories per person per day, drastically short of the daily intake of 2,100 calories recommended by the World Food Programme.

Palestine refugees, many of whom have experienced displacement more than once, are concentrated in Jaramana Camp, Dahiyet Qudsaya, Mezzeh, Khan Dannoun Camp and Damascus City. Humanitarian access is severely hampered in several areas where armed opposition groups are present. UNRWA continues to advocate for the return of Palestine refugees to their homes and the restoration of UNRWA services in Husseiniyeh and Sbeineh Camp, south of Damascus City, where government control was restored in October 2013. UNRWA was able to undertake rubble removal, and reconstruction of UNRWA facilities in order to restore services in Qabr Essit Camp when Palestine refugees were allowed to return to their homes there in early 2014.

In southern Syria, home to some 23,000 Palestine refugees, the armed conflict has increased in intensity and expanded in Dera'a City, the border regions and the countryside. In Jillien and Muzeirib, significant numbers of Palestine refugees continue to reside, with limited access to services and assistance. Since mid-2012, frequent and intense armed engagements have rendered Dera'a Camp inaccessible, except on foot. The overwhelming majority of its residents has moved to safer areas of Dera'a City, to the countryside or further afield.

The prolonged armed conflict has left Syria's economy devastated, further exacerbating the vulnerabilities of Palestine refugee communities, as they struggle to meet their most basic needs. Since the beginning of the crisis, the cost of bread increased by 387 per cent, with shortages of food reported in Dera'a and Rif Damascus Governorate. Shortages of water, electricity and fuel plague daily life. Unemployment is expected to reach 66 per cent in 2015, forcing families to rely on humanitarian assistance to survive. The cost of rent rose by 150 per cent. By the end of 2014, 59.4 per cent of the Syrian population was estimated to live in extreme poverty<sup>2</sup>. UNRWA services and humanitarian response can be expected to be necessary to maintain the resilience of Palestine refugees for a long time, as the crisis shows no sign of resolution.

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<sup>2</sup> Defined by the World Bank as a condition characterised by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. Extreme poverty widely refers to earning below the international poverty line of US\$ 1.25 per day ('Report of the World Summit for Social Development', March 1995). UNRWA currently calculates that over 460,000 refugees are abject poor, requiring at least US\$ 2.57 to meet their basic needs.

## syria - reporting results: january to december 2014

Strategic Priority 1: Preserve the Resilience of the Community through Targeted Relief			
<b>Aim</b>	Preserve the resilience of the Palestinian communities, including those displaced inside Syria and those forced to flee to a neighboring country, through targeted relief in a form of cash, food or non-food assistance.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Cash assistance:</b> 470,590 refugees received at least one round of cash assistance in 2014. Average distribution rate of 10,456 refugees per day.</p> <p><b>Food assistance:</b> 447,800 refugees received at least one food parcel. More than 18,700 metric tons of food procured and distributed.</p> <p><b>Non-food items:</b> 147,448 refugees received winterization assistance.</p>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Percentage of vulnerable PRS receiving one or more UNRWA emergency assistance interventions	100%	100%
	No. of PRS families receiving food assistance (cash and food parcels)	118,813	110,000
	No. of PRS families receiving NFI assistance (cash and NFIs)	118,813	110,000
	No. of PRS families provided with winterization assistance	36,862	50,000

### Cash assistance

In 2012 and 2013 nearly 280,000 refugees fled their homes with what little they could carry. Displaced and highly vulnerable, they have required significant support ever since. In 2014, UNRWA targeted 440,000 conflict-affected Palestine refugees with cash, food and NFI distributions, reaching up to 470,540 with humanitarian assistance. The assistance provided by UNRWA covers the most fundamental needs of conflict-affected Palestine refugees. Despite increasing numbers of refugees requiring monthly assistance, funding constraints have limited the response to six months of cash assistance in 2014, and 95 per cent of the Palestine refugee population remain unable to meet their most basic food and household needs at the start of 2015.

Cash assistance forms an essential component of UNRWA emergency assistance programme, enabling the Agency to reach refugees throughout Syria in a very short timeframe. In 2014, the Agency completed three rounds of distribution, each worth approximately US\$ 64 per person for two months. While refugees spent most of their assistance on food in 2013, rent became the priority expenditure in 2014, with most governorates reporting an average of 54 per cent decrease in rental space, while the average cost of rent has increased by 150 per cent since March 2011 and 44 per cent of governorates have reported a lack of collective shelters.

UNRWA conducted a comprehensive evaluation of the cash assistance programme in Syria in 2013 and 2014. The evaluation consisted of 790 refugee interviews, focus group discussions, and key informant interviews. Sample groups were taken from all major refugee locations, including Damascus, Aleppo, Hama, Homs, Latakia and Dera'a. Overall needs were the same in all areas, with the exception of Dera'a, where localised inflation has led to high food prices. Ninety-five per cent of the refugee sampled preferred cash to food, as it enabled them to meet shifting needs throughout the seasons and regardless of the conflict status in their area. The preference shifted slightly more towards food in Dera'a, where food prices are very high, but cash remains the overwhelming preference for refugee across the country.

The evaluation found that the programme is an appropriate and relevant response to refugee needs as it provides beneficiaries with the flexibility to cover their most urgent needs at the time of receipt. The assistance contributed to the ability of refugees to maintain a level of resilience through the crisis.

Many of the evaluation's recommendations have already been implemented within the cash programme. It recommended conducting regular market surveys, redirecting the majority of refugees to the most cost efficient distribution points (al-Haram and commercial banks), and addressing overcrowding at certain distribution points. The Agency reduced the number of refugees assisted through the less cost-effective distribution points and adapted its collection mechanisms to address specific overcrowding issues in Dera'a. UNRWA undertook three awareness campaigns to encourage refugees to come forward and update their contact details. UNRWA also works closely with community groups, in addition to its own staff and facilities, to disseminate information about upcoming distributions as widely as possible. Spot checks at distribution points, follow-up calls and regular monitoring of the distribution lists enable effective monitoring of the programme. In the third round of distribution, 95 per cent of targeted beneficiaries received their cash without any appeal or complaint.



Imad Ali a double amputee reliant on UNRWA cash assistance. UNRWA collective shelter, Damascus, July 2014  
© 2014 UNRWA Photo by Taghrid Mohammad

“Without the cash assistance we receive, we would be lost,” says Imad Ali Mdardas. Imad could not access the healthcare or medicine required to treat his diabetes. As a result, he lost his second leg to diabetes, the amputation took place in a makeshift clinic in Yarmouk and he is now wheelchair-bound.

Imad's disability has placed an unsustainable financial burden on his family. Neither he nor his wife has a regular source of income. They have been depending on emergency cash assistance from UNRWA, which Imad says has been critical to his family's survival. “It helps us cover some of our daily needs and pay for basic essentials.”

Palestine refugees in Syria who live with disabilities struggle to find the care they require. In 2014, UNRWA has covered the cost of 17,000 hospitalizations. It has provided 1,000 Palestine refugees with wheelchairs and/or hearing aids and 75 with artificial limbs.

Lessons learned from each distribution round contributed to the improved efficiency and effectiveness of the following round. The number of appeals has also dropped significantly, from 15,068 families in the first round of 2014 to 3,312 families in the third round (less than 3 per cent of the total caseload). At the same time, the number of refugees receiving cash has increased, indicating that UNRWA assistance responds to real needs and makes a genuine difference to their lives.

The evolution and development of the cash programme over the course of the year resulted in greater efficiency in the programme enabling the Agency to reach more people in a shorter space of time with every distribution round. By the time the third round was completed, UNRWA was able to distribute cash to 470,540 refugees in just nine weeks. This equates to 10,456 beneficiaries per distribution day, and 337 refugees per distribution point per day.

The following tables indicate the expansion of the cash programme to meet increasing needs throughout the year:

	1st Round 2014	2nd Round 2014	3rd Round 2014
Number of Families	114,593	118,047	118,813
Number of Individuals	459,290	469,708	470,540

	1st Round 2014	2nd Round 2014	3rd Round 2014
Number of Males	226,983	233,991	235,058
Number of Females	232,307	235,717	235,482
Total	459,290	469,708	470,540

Age Group	1st Round 2014	2nd Round 2014	3rd Round 2014
Less than 18	146,507	152,005	150,161
Between 18 and 40	177,412	186,610	186,182
Between 41 and 60	101,575	95,489	98,705
>61	33,796	35,604	35,492
Total	459,290	469,708	470,540

### Food assistance

In-kind food distribution remains essential in a context of unchecked inflation, particularly for basic food commodities. A comparative cost analysis within the cash evaluation found that the cost of delivering cash is much lower than the cost of delivering food parcels<sup>3</sup>. However, the evaluation also noted that food remains an important form of assistance, particularly in areas such as Dera'a, where inflation has caused many food items to become unaffordable. Rapid fluctuations in food prices across the country justify the continued distribution of food parcels to refugees in all areas.

The Agency has diversified the size of its food parcels to more accurately meet the needs of different sized families. Parcels have been tailored for families of three or fewer, 4-6, 7-9 and ten or more family members. UNRWA also distributed additional quantities of fresh food and jam to refugees in Yarmouk, particularly following long gaps in distribution.

<sup>3</sup> Average costs of distributing cash can be as low as 0.64 per cent of the value of the cash distributed, whereas the cost of distributing a food parcel is approximately 12.12 per cent of the total value of the food parcel.

UNRWA carried out four distribution rounds in 2014, distributing monthly food parcels to up to 447,800 refugees (111,950 families). The first round reached a total of 111,950 families; the second reached 93,550 families, while the third and fourth rounds are on-going due to significant delays in the procurement of milk powder and refugees not being able to collect their assistance when originally allocated. The third round reached 99,508 families and the fourth round reached 74,295 families in 2014, with distributions to a further 31,021 families as part of the 2014 rounds continuing in early 2015.

The following table illustrates the location and number of food parcels distributed in 2014. The expansion of the food parcel sizes from the second round onwards saw a reduction in the total number of food parcels distributed:

Governorate	Area	1 <sup>st</sup> Round	2 <sup>nd</sup> Round	3 <sup>rd</sup> Round	4 <sup>th</sup> round
Aleppo	Aleppo	1,379	5,604	0	0
Damascus	Alliance	18,201	21,785	27,674	22,161
	Sehnaya	17,013	14,236	15,525	13,169
	Qudsayya	12,309	10,190	9,534	8,474
	Khan Dunoun	3,681	3,461	3,096	3,072
	Zahera	13,007	10,834	11,335	10,013
	Jaramana	20,722	14,965	13,575	12,784
	Qabr Essit	1,416	3,471	2,732	2,291
	Ramadan	0	0	191	0
Dera'a	Dera'a	12,825	151	5,749	1,386
Hama	Hama	2,500	2,175	2,175	0
Homs	Homs	4,887	3,332	3,631	663
Latakia	Latakia	4,010	3,346	4,012	0
Sweida	Sweida	0	0	279	282
Total	-	111,950	93,550	99,508	74,295

The table highlights the significant challenges faced by the Agency in reaching certain refugee populations with in-kind food items. For example, access to Hama was not possible in the second quarter of the year, resulting in rounds two and three being distributed simultaneously in the third quarter. Refugees in Aleppo only received two rounds in the year and those in Dera'a only three, further highlighting the importance of maintaining complementary cash and food assistance modalities.

Ramadan Camp, 40 kilometres to the east of the centre of Damascus, also suffers from irregular access. When UNRWA was not able to distribute in the camp, refugees were able to collect their food from the nearest distribution centre, in Alliance. Similarly, refugees from hard to reach areas of the Dera'a countryside managed to cross into the city to collect food parcels. The table also highlights the emergence of new needs as a result of ongoing displacement. Nearly 300 families displaced to Sweida from Dera'a were identified by UNRWA in the second half of the year, and a temporary distribution point was established to meet their food needs.

UNRWA operates the above 14 distribution centres, in addition to the distribution point on the edge of Yarmouk. Over the course of the year, UNRWA distributed 32,503 food parcels in Yarmouk, averaging just 89 parcels per day. UNRWA estimates that it needs to distribute at least 400 parcels per day to meet the full needs of the 18,000 civilians trapped in the area. WFP recommends a daily intake of 2,100 kcals during a crisis, and this level of distribution only guaranteed an average of 400 kcals per person per day. UNRWA remains deeply concerned for the welfare of the civilians in the area, and renews its calls for full and unhindered humanitarian access to Yarmouk.



In addition to the food programme targeting 460,000 refugees, UNRWA also provides daily meals to more than 12,600 refugees and Syrian IDPs in its Damascus shelters.



UNRWA workers distribute food assistance in the Yarmouk, Damascus © 2014 UNRWA

### Non-food items

UNRWA distributes a wide range of non-food items to displaced Palestine refugees in Syria, particularly those living in collective shelters supported by the Agency. The 12,600 refugees in collective shelters require particular support due to their loss of livelihoods and safety nets. The majority of those still living in shelters are considered particularly vulnerable and include female-headed households, single elderly persons and infants. UNRWA therefore distributes monthly quantities of sanitary towels, infant and adult diapers, baby kits, hygiene kits and food items, including one hot meal per day. UNRWA has also distributed approximately 150 tents to help deal with overcrowding in certain shelters. At the end of the year these tents were raised off the ground to help improve insulation ahead of winter.

As part of the winterisation campaign at the beginning and end of the year, UNRWA distributed blankets, mattresses and clothing kits to 147,448 refugees, in addition to small quantities of heating fuel in parts of Damascus. A total of 147,448 blankets, 50,424 mattresses, 92 kitchen sets, 2,881 baby kits and 4,802 jerry cans were distributed in Aleppo, Hama, Homs Latakia, Damascus and Dera'a. UNRWA also planned to distribute clothing kits in Yarmouk as part of the winterisation campaign at the end of 2014, but lack of access became an increasing problem and distribution had to be postponed.

### Livelihoods

As part of its response plan, UNRWA has focused on improving the resilience of Palestine refugees by adapting its vocational training and microfinance programmes to meet shifting market needs and shrinking business opportunities.

The UNRWA vocational training programme is unique within Syria, providing a range of face-to-face and online courses to prepare trainees to enter a challenging job market in Syria. Research conducted by The Economic and Social Commission for Western Asia (ESCWA) indicates that approximately 54 per cent of the active population was unemployed in 2014, with that figure set to rise to more than 66 per cent in 2015. UNRWA is extremely conscious of the future recovery and reconstruction needs, and conducted a market survey in June to identify current market trends. As a result, new courses in housing refurbishment, aluminium pressing and mechanics were created. Courses in auto body repair, car painting and auto electrics were cancelled due to clear lack of demand for such services. The department will continue to monitor emerging needs based on market surveys and enrolment rates.

In 2014, the Agency opened two new temporary training centres in Homs and Dera'a, with plans to construct three permanent centres in Homs, Dera'a and Latakia in the coming period. UNRWA now operates a total of 12 vocational training centres in Damascus, Sweida, Dera'a, Hama, Homs and Latakia, currently providing 79 short- and long-term courses to 1,817 students. 2,493 students graduated from short- and long-term courses in 2014 marking an increase of more than 25 per cent on 2013 results. UNRWA also supports graduates in finding employment or establishing their own businesses, and 2,781 students have received employment advice and training from UNRWA in 2014. Thirty per cent of male graduates and 25 per cent of female graduates are currently employed in a job related to the training they received from UNRWA.

Following the success of the self-learning materials (SLM) pilot in the education programme, UNRWA launched an e-portal, which provided online training for students in hard to reach or inaccessible areas. The online content is integrated with the courses provided at each centre, ensuring continuity of study in cases where students are unable to attend on some days. Some 250 students are now using the online portal, with the prospect of more students taking up the option in 2015 as travel costs continue to rise and movement through checkpoints – particularly for male students – becomes more difficult.

The UNRWA Microfinance Department has continued to provide loans to Palestine refugees and Syrians with a current value of SYP 236,898 million. Offices are located in Damascus, Sweida, Latakia and Tartous, where businesses have been less affected by conflict and displaced refugees have sought a new start. The department also provides a valuable source of research and understanding of the economic situation across Syria. As part of its collaboration with UNDP and the Syria Centre for Policy Research, the Department produced a quarterly report on the socioeconomic situation in Syria in May 2014, which found that private consumption had decreased by 25 per cent at the start of the year, while the consumer price index (CPI) indicated that prices for basic goods had risen by 178 per cent since the start of the conflict. In the last six months of 2014 the retail price of rice rose by 20 per cent, and the price of butane gas rose by 32.3 per cent compared with the same month in 2013<sup>4</sup>. These recent price increases belie the notion that the crisis is stabilising, with refugees' vulnerabilities deepening faster than ever.

Some micro-enterprises nevertheless continue to function in this context, and UNRWA financed 9,800 loans in 2014. Of those, over 35 per cent have been made to women and youth (aged 18-30). Youth unemployment has more than doubled since 2011; at 70 per cent, it is much higher than the national average<sup>5</sup>. Such loans have helped to encourage micro entrepreneurs and informal enterprise in an economy now adapted to the conflict.

As the Syria conflict enters its fifth year, UNRWA support to Palestine refugees affected is more critical than ever. In 2014, the unemployment rate in Syria reached 58 per cent, and is expected to reach 66 per cent in 2015. Children are dropping out of school to help support their families. The cost of food has increased with the price of rice alone rising by 387 per cent since 2011. By the end of 2014, more than 95 per cent of the 480,000 Palestine refugees remaining in Syria relied on UNRWA to meet their minimum daily needs, including food, cash, health care and shelter assistance. Many Palestine refugees have been forced to reduce their food intake to one meal a day. For Nisreen, a mother of three in Damascus, the UNRWA food assistance is essential, "The food basket brings food to my family at this extremely difficult time."



Nisreen, mother of three, prepares a meal from an UNRWA food parcel, Damascus, Nov 2014 © 2014 UNRWA Photo by Taghrid Mohammad

<sup>4</sup> WFP, "Market Price Watch Bulletin" Issue 3, December 2014.

<sup>5</sup> UN Economic and Social Commission for Western Asia (ESCWA).

## Strategic Priority 2: Provide a Protective Framework for Palestine Refugee Communities and Help Mitigate their Vulnerability

<b>Aim</b>	Provide a protective framework for Palestinian communities and help mitigate their vulnerability by maintaining access to basic services and promoting the rights of Palestine refugees from Syria.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Emergency Health:</b> 955,190 consultations and 17,084 hospitalizations provided in 2014. Prosthetics fitted for 75 refugees, 40 per cent of which were for war-related injuries.</p> <p><b>Emergency Education:</b> 45,802 students enrolled for the new academic year, education continuing for 11,000 students in besieged and hard to reach areas through self-learning materials.</p> <p><b>Protection:</b> Expansion of Family Support Office services, detecting 451 cases of GBV and providing legal advice, counselling and referrals to other UNRWA service providers.</p> <p><b>Shelter:</b> More than 12,600 displaced refugees and Syrian IDPs continue to receive shelter in 37 UNRWA-managed facilities.</p> <p><b>Environmental Health:</b> Regular maintenance and repair of all UNRWA facilities, garbage collection and sanitation work in nine camps. 40,000 hygiene kits distributed to besieged areas and collective shelters.</p>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Percentage of PRS population accessing UNRWA primary, secondary and tertiary health care services (visits)	96%	75%
	Total No. of hospitalizations of PRS (secondary and tertiary)	17,084	16,000
	No. of PRS students graduating from basic education	3,974	4100
	No. of education staff trained in delivering psychosocial support	155	200
	Percentage of women reporting forms of violence against themselves or their children and responded to through receipt of receiving integrated assistance	78%	100%
	No. of UNRWA staff receiving training in protection in emergencies, SGBV, PSEA, child protection, psychosocial assistance, and other relevant topic	525	4200
	No. of PRS female-headed families receiving shelter assistance	153	50
	No. of displaced refugees receiving shelter at UNRWA facilities	9,776	8,000

### Emergency Health

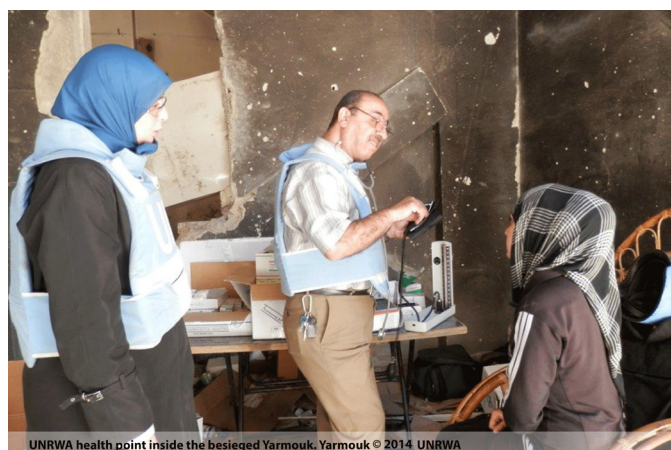
The Syrian healthcare system has been severely compromised by damage and destruction to medical facilities and infrastructure, the collapse of the pharmaceutical industry, and the death or flight of large numbers of trained medical staff. UNRWA has seen a growing demand for its primary health services over the last year, as health needs rise and the availability of alternative health services in the wider sector shrink. It is currently estimated that 45 per cent of all public hospitals are out-of-service, and inflation has had significant impacts on refugees' ability to purchase life-saving medicines. Staff and refugees alike continued to face significant challenges accessing health facilities due to insecurity and checkpoints operated by various armed actors.

In early 2014, UNRWA operated 13 health centres and nine health points in Damascus, Aleppo, Hama, Homs, Latakia and Dera'a. The Agency had provided more than 650,000 consultations in the previous year, despite unpredictable and frequent displacement. With the relative stabilization of conflict lines, 2014 provided an opportunity to adapt and expand operations to new refugee locations and needs. Flexible operating hours enabled staff and refugees to better access health facilities despite unpredictable levels of conflict. Upgrading and renting of new premises resulted in a total of 14 health centres and 11 health points operational across the country. On 25 July the Agency also established a temporary health point on the edge of Yarmouk on food distribution days, providing 7,258 consultations to civilians in the besieged area.

As a result of this expansion UNRWA was able to provide a total of 955,190 primary health consultations through all health centres and points, representing an increase of over 46 per cent on the previous year. UNRWA is not able to record and verify the number of female and male visits in all health points, with capacity being improved continuously, but at least 464,134 consultations were provided to women and 412,660 to men. The health points, located in eight collective shelters and three private rented facilities, constitute a key intervention, providing 14 per cent of the total consultations in 2014 (compared with 8 per cent in 2013).

The increase in consultations is reflective of the improved level of access refugees now have, but also of the increased needs. Health costs have risen by more than 60 per cent since the crisis started<sup>6</sup> and reliance on UNRWA is becoming ever greater. Anti-microbial prescription rates are up by more than 7 per cent compared to the same time last year, and the number of dentistry consultations is up from 9,991 to 25,748 in the same period. UNRWA will continue to monitor the prescription of antibiotics, as consumption is higher even than pre-crisis levels. The number of patients approaching UNRWA for support with non-communicable diseases more than doubled from 8,696 in 2013 to 20,210 in 2014.

Access to hospital care throughout Syria has become progressively more challenging due to the extensive destruction of medical facilities. UNRWA does not operate its own hospitals in Syria but had already long-term relationships with some hospitals to subsidize secondary and tertiary care for the most vulnerable refugees prior to the crisis. Since April 2014, the Agency has reimbursed costs for hospital care received by any Palestine refugee in Syria at any public or private hospital, dramatically increasing refugees' access to vital treatment. UNRWA supported the costs of an increasing number of hospitalizations, up from 16,609 in 2013 to 17,084 in 2014. UNRWA also increased the subsidy to 75 per cent of all costs, and 95 per cent for extremely vulnerable special hardship cases. The average total cost of hospital care subsidized by UNRWA rose from US\$ 121 per patient to US\$ 150 over the course of the year.



UNRWA health point inside the besieged Yarmouk. Yarmouk © 2014 UNRWA

UNRWA doctors in Syria describe how they are managing the increase demands on UNRWA health-care services. One doctor working in a collective shelter for internally displaced refugees near Damascus said, "We are still dealing with chronic diseases like diabetes and have noticed a spike in patients with high blood pressure, stress and depression." Commenting on the crowded living conditions, "We have also seen an increase in skin diseases like in the spread of scabies".

For those living in besieged or areas in conflict, UNRWA has observed a rise in water-borne disease like the reported outbreaks of typhoid and jaundice in Yarmouk. Yet UNRWA has been able to manage the increase of disease burden due to a successful early warning system. Every patient who visits an UNRWA health clinic or temporary health point is tested for the most common contagious diseases. Stockpiles of appropriate medicine are kept in case of an outbreak and individual clinics also stock three months' worth of medicine in case of an interruption in supply from Damascus.

<sup>6</sup> Syrian Center for Policy Research (SCPR), "Squandering Humanity: Socioeconomic Monitoring Report on Syria", May 2014, available at [http://www.unrwa.org/sites/default/files/scpr\\_report\\_q3-q4\\_2013\\_270514final\\_3.pdf](http://www.unrwa.org/sites/default/files/scpr_report_q3-q4_2013_270514final_3.pdf).

In addition to its hospitalization programme, UNRWA also provides support to refugees who require assistive devices and physiotherapy. In 2014, 75 refugees received prosthetic devices and physiotherapy. 30 cases were referred as a result of conflict-related injuries, with the remainder consisting of congenital malformations, road accidents and peripheral vascular disease. 28 beneficiaries were under the age of 16. UNRWA also provided more than 250 hearing aids, 531 pairs of glasses and 122 wheelchairs through collaboration between the Health Department, Relief and Social Services, and the UNRWA network of CBOs. There is currently a lack of suitable partners to provide the fitting of prosthetics. UNRWA coordinates with a local organization in Aleppo, but many potential partners in other areas have either left the country or closed down. Needs will continue to rise, especially in the case of prosthetics fitted for children, which will have to be constantly refitted as the children grow.

UNRWA works closely with the United Nations Country Team (UNCT) health sector to implement the Early Warning Alert and Response System (EWARS) developed by WHO to monitor and respond to incidence of infectious diseases. The Agency actively participated in the country-wide polio vaccination campaign, inoculating more than 125,000 refugee children over the course of the year, including in Yarmouk. UNRWA also responded to a typhoid outbreak in Yarmouk, distributing vaccines to 200 patients within 24 hours and preventing its further spread. 28 cases of tuberculosis were treated, in addition to a Hepatitis A outbreak in some of its collective shelters.

### Emergency Education

The impact of reduced education services can already be felt across Syria, with increased prevalence of psychosocial issues amongst children and dropping attendance/pass rates. National drop-out rates currently stand above 46 per cent, compared with 4 per cent in 2011, as displacement and protection issues continue to prove significant barriers to education. The UNRWA Education in Emergencies (EiE) efforts seek to mitigate the risk of drop-out and lack of access to regular classes amongst Palestine refugee students this year, bolstered by the use of alternative teaching spaces and diversified learning modalities.

Pass rates continue to be above the national average<sup>7</sup>, with 84.1 per cent of those taking their Grade 9 exams successfully graduating from primary education. Pass rates for Grade 1-8 also remain higher than the national average and, of 39,172 students who applied to take the exam, 37,263 successfully passed to the next Grade. This represents a pass rate of 95 per cent. UNRWA focused on providing additional support to particularly vulnerable student populations, in particular those sitting the Grade 9 exam marking the end of basic education. With support from UNICEF, remedial classes were provided to 5,016 9th Grade students at the start of 2014, and UNRWA provided accommodation, daily meals and a small stipend to 145 Grade 9 students who were able to leave the besieged area of Yarmouk to sit their exams. As an indication of the level of education they still receive, 109 students (75 per cent) managed to graduate from basic education.

UNRWA re-opened some of its schools in the second half of the year, including in Neirab and Qabr Essit refugee camps, and additional Ministry of Education facilities are being used for afternoon shifts. A total of 48 UNRWA and 47 non-UNRWA schools are currently operational, in addition to eight teaching points at collective shelters. Expanding school locations enabled approximately 46,000 students to enrol for the new academic year in 2014-15, up from 23,000 in December 2012, but still below the pre-crisis total of 67,000. The gender balance remains roughly reflective of the wider population, with 23,409 boys and 22,393 girls enrolling.

Nevertheless, drop-out remains a huge risk for Palestine refugee students in Syria. Based on the demographic projections<sup>8</sup> of the MoE, about 110,400 Palestine refugees are of school-going age, out of the Palestine refugee population estimated to be remaining in Syria. MoE figures estimate that 16,500 Palestine refugee children are enrolled in governmental schools and private schools for the school year 2014-2015, in addition to the 45,802 students in UNRWA schools.

<sup>7</sup> "Passing rate in primary education exams is 74.44%", SANA News, 21 June 2014, available at: <http://213.178.225.235/eng/387/2014/06/21/551379.htm>.

<sup>8</sup> It is estimated that 38.2 per cent of the Syrian population are aged between 3 and 17, the official age bracket for school attendance (Syria HNO 2014). UNRWA provides school from grade 1 to 9, i.e. age 6 to 15, which would correspond to an estimated 23 per cent of the population. Based on the number of Palestine refugees estimated to be left in Syria (480,000), it can be assumed that approximately 110,400 Palestine refugees are of UNRWA school age (from 6 to 15).

Children who have not been able to access school for long periods of time are much more likely to eventually drop-out of the education system altogether. Therefore, UNRWA will focus on keeping enrolled children in schools, and ensure that children in areas where access to school is challenging have access to SLMs and other forms of educational support.

Classrooms are overcrowded due to a lack of adequate school facilities. 99 per cent of the schools operate two shifts, with two schools operating three shifts each day; this reduces the amount of contact time per student considerably. Average class sizes are around 43 students, but class sizes can be much higher, particularly in areas where displaced refugees have gathered. Al-Muhdatha School in Jaramana currently has an average class size of 67 students.

In response, UNRWA has developed a range of materials and modalities to improve the level of education each child receives. UNRWA conducted the first trial of its self-learning materials (SLMs) in the countryside of Dera'a in 2014. The SLMs advance key learning principles in four core subjects (Arabic, English, mathematics and science) in line with the Syrian national curriculum. The pilot was conducted in Mzerieb and Jillien where ongoing armed conflict has resulted in frequent school closures. UNRWA has since distributed SLMs to a total of 11,582 students in Dera'a, Khan Dunoun, Jaramana and Khan Eshieh, which is often inaccessible. As part of its roll-out of the materials to the wider Syrian student population, UNICEF has committed to providing UNRWA with a further 50,000 printed SLM copies, expected to be delivered in 2015.

UNRWA also addresses drop outs and lack of regular attendance through broadcasting 400 lessons on the UNRWA satellite TV channel and voluntary summer catch-up classes. The catch-up classes in 2014 proved more successful than in 2013; between June and July 2014, 13,142 students attended additional classes in the four core subject areas.

UNRWA continues to provide education services to 1,512 students in Yarmouk. Eleven UNRWA teachers and more than 40 volunteers continue to provide a basic level of education and, in May 2014, 145 9th gradestudents were permitted to leave the area to take their exams. In October 2014, the Agency was permitted to distribute textbooks and stationery to the besieged students for the new school year.

Children continue to suffer from the gravest consequences of armed conflict and UNRWA continues to improve its inclusive education programme in collaboration with the departments of education and health. 2,332 students with disabilities (five per cent of total student population) were enrolled in the most recent school year, up from 4.58 per cent in the previous academic year. It is expected that this percentage will continue to rise as long as the conflict continues. Students with disabilities are provided with prosthetics, wheelchairs and other assistive devices as required.

Furthermore, psychosocial support will be a critical intervention for years to come. To date, 55 school counsellors have been provided with training from UNFPA and UNICEF. They are now positioned at UNRWA schools to start to address some of the most prevalent issues arising from displacement and exposure to conflict. 42 non-UNRWA facilities outside Damascus do not yet have dedicated counsellors and this issue will need to be addressed in 2015. Nevertheless, training has been provided to a total of 155 education staff, including Training of Trainers, stress management and Psychosocial Support (PSS) training, with an estimated 39,200 students directly benefitting.

### **Protection**

Protection interventions continue through two Family Support Offices, community centres, and collective shelters. The latter deserve particular attention because of overcrowding and the presence of particularly vulnerable refugees, such as female-headed households, elderly persons living alone, and infants. There is an urgent need to develop viable interventions to address domestic violence, bullying, sexual harassment, alcoholism and drug use. Likewise, psychological issues such as depression, post-traumatic stress and personality disorders are amplified in such conditions, requiring carefully-targeted interventions. UNRWA has provided a series of trainings on psycho-social support (PSS) to both shelter managers and displaced refugees, and to date PSS training has been provided to more than 510 staff members across all front-line and support departments.

The courses deal with recognising psychosocial issues and developing both formal and informal referral pathways. A social worker is also assigned to each collective shelter, and they work in collaboration with the Agency's health, education and gender-based violence (GBV) teams.

The GBV team has provided training to all departments within the Agency on referral pathways and identification of GBV-related issues. 19 out of the 25 active health centres and points now have at least one clinical staff member trained to detect and refer cases. In the first full year of full GBV response mainstreaming, a total of 451 cases were identified; 91 cases were identified and responded to by the health department, including providing consultations and medical treatment where appropriate. The education department detected a total of 71 GBV cases and the relief department detected 289 cases. All cases have been successfully referred. In 72 per cent of the cases, violence was committed by the husband and in 78 per cent of the cases, victims were provided with specialised UNRWA services such as medical help, legal support and counselling.

The Agency operates two Family Support Offices in Damascus and Dera'a, providing psychological, legal and social support to Palestine refugees. Together with community centres, these offices provided human rights training to a total of 1,982 refugees, provided legal advice to 57 refugees and provided extra-curricular activities such as sports, a drawing competition and collective birthday parties for 13,271 children (6,607 boys and 6,664 girls).

UNRWA will roll out an Area Support Officer (ASO) programme in early 2015, assigning protection and operations support teams to UNRWA area offices in Damascus, Aleppo, Dera'a and Homs. These units will be responsible for implementing protection incident tracking and referral systems, while ensuring protection is mainstreamed throughout UNRWA programme delivery and humanitarian operations. UNRWA continues to advocate strongly on Palestine refugee protection issues in the UN Country Team and with the Office of the Special Envoy of the Secretary General for Syria. UNRWA primary government interlocutors in Syria are GAPAR, the Ministry of Foreign Affairs and Ministry of Social Affairs, which recently established a dedicated protection unit.

### **Shelter**

UNRWA manages a total of 37 shelters across Syria, including 30 in Damascus, three in Latakia, two in Hama and two in Aleppo. While numbers fluctuate somewhat, an average of 9,776 Palestine refugees and 2,903 Syrian IDPs receive shelter in 16 UNRWA facilities and 21 non-UNRWA shelters managed by the Agency. The shelters are a mixture of UNRWA schools, community centres mosques and a factory, all of which have been upgraded to accommodate large numbers of people.

Many of the 10,800 refugees receiving shelter in Damascus were originally displaced from Yarmouk in December 2012 and have been living in cramped conditions ever since, forced to establish new livelihoods, new support networks and replace lost household items. UNRWA provides daily meals, cooking equipment, and regular supplies of blankets and mattresses to an average of 12,679 refugees living in the 37 shelters every month.

UNRWA provides regular maintenance and upgrading of communal clothes-washing facilities, water supply and sanitation systems in all shelters to ensure minimum hygiene standards are maintained. As part of its 2014 winterization programme, the UNRWA Engineering and Construction Services Department also raised all remaining tents in collective shelters off the ground, to ensure adequate drainage in the event of further rain water and snow.

Health care remains a key priority in all collective shelters. Health points have been established in eight of the largest shelters, providing more than 130,000 consultations in 2014. Overcrowding remains an issue, facilitating the spread of lice and scabies, but the greatest challenge remains addressing the significant behavioural and psychosocial issues of displaced refugees living there. The level of communicable diseases remained within the normal range throughout 2014.

UNRWA conducted a nutrition survey across all Damascus shelters in June, assessing the status of 730 children between 6-59 months. The children were screened for malnutrition by measuring their mid-upper arm circumferences (MUAC). The MUAC screening detected one case of severe acute malnutrition and six cases of moderate acute malnutrition which were subsequently treated.



Jaramana collective shelter, Damascus © 2014 UNRWA Photo by Taghrid Mohammad

### Environmental Health

UNRWA provided essential maintenance, plumbing and upgrades to all collective shelters and all accessible camps and gatherings. The Agency also provided garbage collection services to Qabr Essit, Khan Eshieh, Khan Dunoun, Jaramana, Neirab, Hama, Homs, Dera'a and the collective shelter at the Damascus Training Centre. Ninety-eight sanitation labourers continue to work in all of the above camps and gatherings.

Access to clean water supplies remains a priority, and in September 2014, the main supply to Yarmouk was damaged. UNRWA responded by distributing chlorine tablets and 1,729 jerry cans full of water to the besieged population of 18,000 civilians. UNRWA distributed 3,073 jerry cans of drinking water to a number of shelters in Damascus and monthly supplies of chlorine tablets to all collective shelters. The Agency also monitored and responded to new needs in areas of displacement, distributing water to more than 920 families in Sweida and Khirbet al-Sheyyab in Rif Damascus/Quneitra.

UNRWA also distributed 40,657 hygiene kits to displaced and conflict-affected refugees in collective shelters and Yarmouk. Yarmouk distributions were possible from 24 May, and a total of 10,429 kits were distributed in the besieged area by the end of the year. Each kit contains sufficient washing detergent, shampoo, toothpaste, disinfectant and other sanitary items to last a family of four for one month.



### Strategic Priority 3: Strengthen Humanitarian Capacity, Coordination and Management

<b>Aim</b>	Strengthen humanitarian capacity, coordination, communication and management to improve the effectiveness and efficiency of emergency programme delivery.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	UNRWA continues to maintain its Emergency Response Unit, consisting of three Humanitarian Response Officers (cash, food and NFIs) and administrative staff. The Unit manages projects in coordination with the Programme Support Office and regular programme departments. The Agency's ability to respond to ever greater needs and significantly scale up its emergency programmes has enabled more than 470,000 refugees to receive humanitarian assistance in the past year.		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Emergency response contingency plans updated in coordination with United Nations agencies and NGOs * (FIP indicator)	1	1
	No. of periodic review of regional humanitarian response plans	1	1

UNRWA central concerns in 2014 included advocating for full and safe access to meet the urgent humanitarian needs of refugees throughout the country; emphasizing the neutrality of refugees in a country that has historically provided safe refuge to Palestine refugees; and the continuation of regular services to refugees who have otherwise lost many of their traditional coping mechanisms.

Many UNRWA staff are also Palestine refugees and have not been spared the most horrific consequences of the conflict, including exposure to armed violence, loss of homes and assets and prolonged displacement. Many staff members have provided shelter to two or three displaced families and have become the sole remaining income-generator for extended families. As the conflict lasts, it will continue to exact an unbearably high price on area staff. The Agency redoubled its efforts to provide psycho-social support, first aid and security training to staff. Nineteen frontline staff from health, education and RSS departments undertook the Safe and Secure Approaches to Field Environments (SSAFE) training, and 274 staff have taken psycho-social support training. Fourteen staff from Hama, Homs and Aleppo took the ToT PSS course provided by UNFPA and are currently providing follow up training in the area offices.




Safety and security of staff remains a key priority. UNRWA will continue to advocate for the safety and security of humanitarian personnel to be guaranteed by all parties to the conflict. The Agency has established operations rooms at the Field Office in Damascus, monitoring the security situation throughout the Agency's area of operation, track all staff missions and advise staff on incidents in their vicinity, in close coordination with UNDSS. UNRWA is an active member of the Security Management Team and works with UNDSS to ensure missions are in strict accordance with security processes. Six armoured vehicles and 20 PPE kits were procured and fitted to facilitate missions. The UNRWA Emergency Response Unit manages projects in coordination with the Programme Support Office and regular programme departments.

UNRWA is an active and fully engaged member of the United Nations Country Team (UNCT), including at the inter-agency coordination level and through the sector and cluster working groups. The Agency works collaboratively with all other Agencies to assess needs and respond to the emergency.

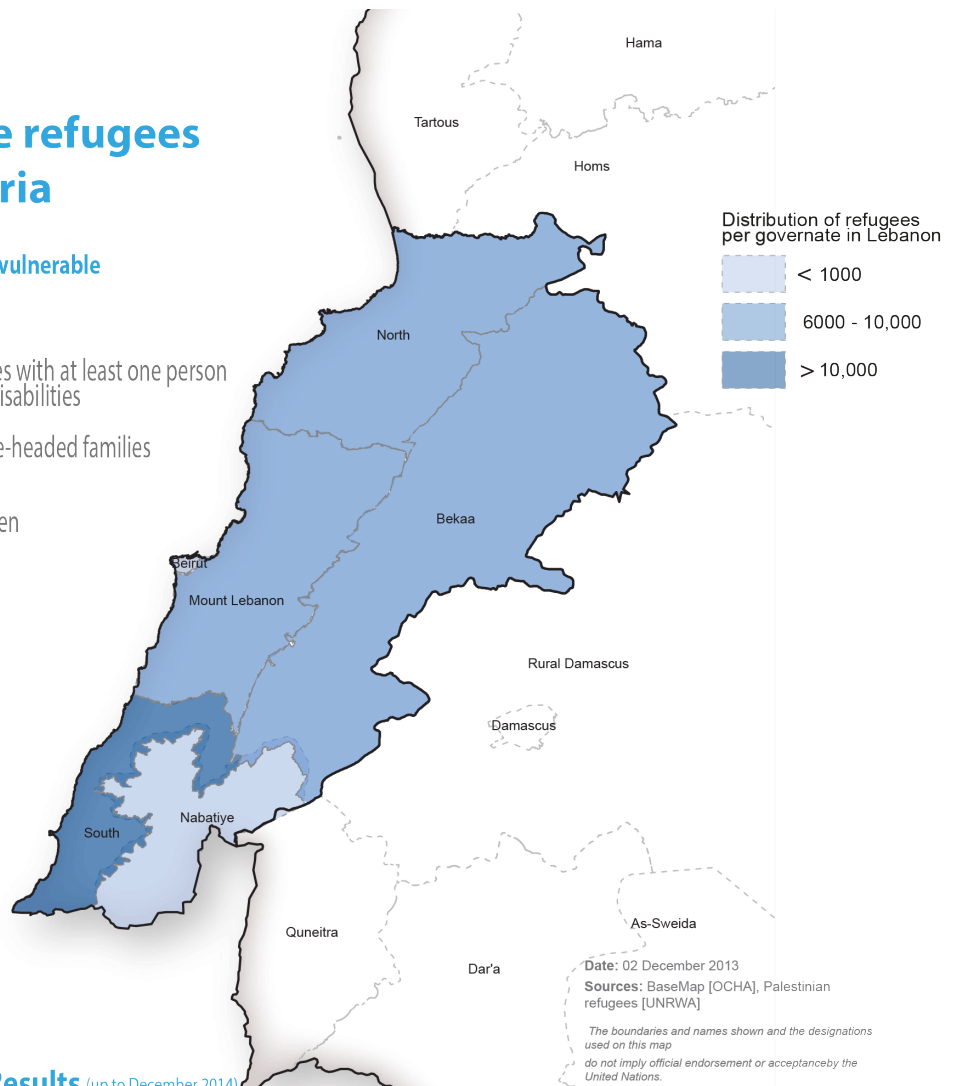
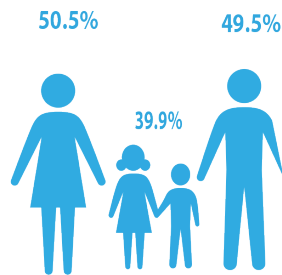
## chapter two: lebanon

### 44,000 Palestine refugees from Syria




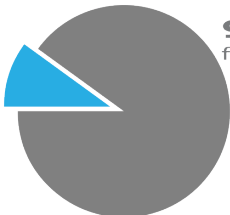
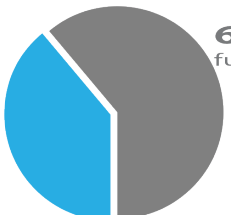
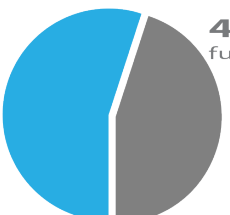
96% of refugees are vulnerable

-  **1,305** families with at least one person with disabilities
-  **27%** female-headed families
-  **17,550** children

#### refugees by age and gender



### Programme and Financial Results (up to December 2014)

Targeted Relief	Protective Framework through Services	Coordination, Communication & Management
		
<p><b>16,141</b> PRS families have received cash assistance in 2014 (for food and shelter)</p> <p><b>10,356</b> PRS families have received NFI assistance</p>	<p><b>3,735</b> PRS have accessed life-saving hospitalisation through UNRWA health services</p> <p><b>6,600</b> children were enrolled in UNRWA Schools in 2014</p> <p><b>84,5%</b> of women who reported violence against themselves or their children received assistance</p>	<p><b>448 staff</b> recruited in response to the continued crisis (including teachers)</p>
 <p><b>90%*</b> funded</p>	 <p><b>61%*</b> funded</p>	 <p><b>45%*</b> funded</p>
Total req.: US\$ 43,671,763	Total req.: US\$23,492,956	Total req.: US\$3,080,000

\* Total funded is including the confirmed pledges but not received for 2014

## Lebanon - situation overview

In Lebanon, the influx of Palestine refugees from Syria (PRS) began in July 2012, with most fleeing Syria between December 2012 and August 2013. In 2014, the number of PRS seeking refuge in Lebanon decreased and then stabilized towards the end of the year. UNRWA completed a headcount and vulnerability assessment of PRS needs in Lebanon in the second half of 2014, when 44,000 PRS were recorded with UNRWA in Lebanon. This means 17 per cent more Palestine refugees are present in Lebanon compared to before the crisis. PRS who have crossed into Lebanon find themselves in a country where the existing Palestine refugee population faces an array of discriminatory laws restricting, among others, their right to work and own property. The marginalized status of Palestinians in Lebanon exacerbates the vulnerability of PRS. As a result, PRS in Lebanon are highly dependent on host communities, including Palestinians, and in need of a wide range of humanitarian support.

In August 2013 and again in May 2014, increased border restrictions resulted in the denial of entry to large numbers of PRS to Lebanon. Further restrictions have been implemented on PRS already inside the country seeking to maintain regular legal status by extending their visas. PRS with irregular visa status face a broad array of protection concerns including restrictions on freedom of movement, which can limit access to specialized health services and the inability to complete civil registration procedures. UNRWA and its donors and partners continue to advocate for the entry of PRS into Lebanon and the ability to renew legal status.

The UNRWA database and needs assessments show that the average PRS family size is 3.6 individuals, while the average household has 6.6 individuals. Approximately 51 per cent of PRS live in the 12 Palestine refugee camps in Lebanon, while the rest live outside the camps or in informal gatherings. Twenty-seven per cent of households are headed by females. Nineteen per cent of PRS suffer from chronic illness and four per cent have a disability.

By the end of 2014, the majority of the PRS recorded with UNRWA had been in the country for at least one year. Regular post-distribution monitoring since April 2014 has shown that the PRS population is increasingly vulnerable. Increasingly food insecure; more of them borrow money to cover their necessary expenditures. Most have depleted their savings and sold any assets they might have had when they arrived. Over 95 per cent reported UNRWA cash assistance as their main source of income and less than 20 per cent had any income from work or casual labour, showing an increasing rate of reliance on assistance from UNRWA.

Despite the challenging environment in UNRWA schools and health centres, and with overcrowding in Palestine refugee camps, UNRWA is committed to ensuring access to services. This includes primary, secondary and tertiary health care for PRS, as well as ensuring continued access to education for students.

UNRWA provides emergency relief assistance, mainly through the provision of cash assistance for food, housing and NFIs, so that PRS can respond to their emergency needs in the manner of their choosing. UNRWA has also prioritized environmental health assistance in the 12 Palestine refugee camps throughout Lebanon, to reduce the risk of outbreaks of disease that commonly occurs in confined living spaces. Additional efforts are made to strengthen protection services, such as advocacy activities with the Lebanese authorities and joint mapping of child protection and gender-based violence.

## Lebanon - reporting results: january to december 2014

Strategic Priority 1: Preserve the Resilience of the Community through Targeted Relief			
<b>Aim</b>	Preserve the resilience of the Palestinian communities, including those displaced inside Syria and those forced to flee to a neighbouring country, through targeted relief in a form of cash, food or non-food assistance.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Cash assistance:</b></p> <ul style="list-style-type: none"> <li>• Cash assistance provided via ATM cards on a monthly basis from February 2014.</li> <li>• PRS families provided with US\$100 each for shelter.</li> <li>• Monthly cash assistance maintained despite funding shortfalls.</li> <li>• PRS families in the Beqaa Valley (and residing above 500 meters countrywide) received critical winterization assistance.</li> </ul> <p><b>Food assistance:</b></p> <ul style="list-style-type: none"> <li>• Cash assistance for food provided on a monthly basis since February 2014 (US\$30 per PRS individual).</li> <li>• Food assistance has been partially funded by WFP since August 2014.</li> </ul> <p><b>Non-food items:</b></p> <ul style="list-style-type: none"> <li>• 10,356 PRS families received NFIs, including small and large family kits, mattresses and kitchen and hygiene kits.</li> <li>• In the second half of 2014 there was a move away from NFIs to providing cash for NFIs.</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Percentage of vulnerable PRS receiving one or more UNRWA emergency assistance interventions	100%	100%
	No. of PRS families receiving food assistance (cash and food parcels)	16,141	14,921
	No. of PRS families receiving NFI assistance	10,356	14,921
	No. of PRS families provided with winterization assistance	11,241	6,563

The high cost of living in Lebanon, over-crowding in camps and gatherings, restrictions on legal rights, and lack of access to many services, make Lebanon a problematic haven for the 44,000 PRS registered with UNRWA by end 2014.

UNRWA is the primary provider of humanitarian assistance to PRS, with the bulk of its emergency relief assistance consisting of cash assistance for food and housing. Since September 2013, UNRWA has provided cash assistance through ATMs, to provide greater convenience to refugees and to reduce security risks and the costs of physical distribution. Between January and December 2014, UNRWA credited the ATM cards of 16,141 PRS families, representing the accumulated number of PRS families recorded in Lebanon during the year<sup>9</sup>.

In August 2014, UNRWA and the World Food Programme (WFP) signed an agreement to provide cash for food assistance for PRS. WFP funded up to 50 per cent of UNRWA's monthly food assistance from August through December 2014.

Between February and December 2014, there were 11 cash distribution rounds on a monthly basis for food and shelter assistance. Beneficiaries received approximately US\$ 30 per person for food assistance (an average of 47,000 per round) and US\$ 100 for housing assistance (an average of 13,000 PRS families per round)<sup>10</sup>. The harsh winter in Lebanon underscored the vulnerability of PRS from Syria.

<sup>9</sup> This reflects the total number of families that received cash assistance for at least one month in 2014. The number of families per month fluctuates depending on beneficiary movement.

<sup>10</sup> Monthly number of PRS receiving cash assistance fluctuated throughout the year based on situation in Syria and visa restrictions placed upon PRS by the Government of Lebanon.

UNRWA worked with partners to provide critical winterization assistance for PRS through the cash transfer programme. Through UNRWA coordination efforts and its partners, all PRS in the Beqaa Valley and over 500 meters countrywide received assistance from ICRC through UNRWA ATM cards in November 2014 to support them through the winter. UNICEF also provided US\$ 30 per child country-wide for clothing through UNRWA ATM cards and fuel for schools in the Beqaa in December 2014.



Palestine refugees from Lebanon collecting winterization items in Wavel camp, Beqaa Valley. Dec 2013 © 2013 UNRWA Photo by Kawthar Fahs

In one small room, 58-year old Abu Ali Naddaf, lives with the other ten members of his family. "When the shelling intensified, all I could think about was my grandchildren and their safety", he says.

After their house was destroyed in Yarmouk, the family took shelter for two nights in a cemetery located in the vicinity of the camp. Fearing that they will not survive the war in Syria, they headed to Lebanon. "After a difficult journey to enter Lebanon, we finally settled in Wavel Camp in Baalbeck," Abu Ali recounts. Even though they were warmly welcomed by the residents of the camp, the cold weather and an ill-equipped room forced the family to cross a distance of 300 meters on a daily basis to secure potable water. The room also lacked basic home supplies: fuel, heaters and blankets.

"We left a prosperous house in Syria and came empty-handed to Lebanon," states Um Ali. "If it weren't for the assistance we received from UNRWA, we wouldn't have made it through the freezing winter, or any other season."

The rent of the room is US\$ 200, which the family manages from the cash assistance it receives from UNRWA, in addition to in-kind and medical assistance, "However, we are barely making ends meet, for we are a large family, with large debts," Abu Ali laments.

## Strategic Priority 2: Provide a Protective Framework for Palestine Refugee Communities and Help Mitigate their Vulnerability

<b>Aim</b>	Provide a protective framework for Palestinian communities and help mitigate their vulnerability by maintaining access to basic services and promoting the rights of Palestine refugees from Syria.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Emergency Health:</b></p> <ul style="list-style-type: none"> <li>• UNRWA provided access to primary health care for PRS from Syria. In 2014, over 255,444 consultations were provided at UNRWA health centres to PRS patients</li> <li>• Hospitalization support was provided to 3,735 PRS.</li> </ul> <p><b>Emergency Education:</b></p> <ul style="list-style-type: none"> <li>• 89 per cent of enrolled PRS students passed to the next grade</li> <li>• 14 UNRWA schools ran double-shifts and 5 UNRWA schools ran special morning classes to accommodate the additional 7,530 students until the end of the 2013/2014 scholastic year.</li> <li>• As of December 2014, around 6,600 PRS students were enrolled at UNRWA schools across Lebanon – the drop in the number of students enrolled was due to several factors (including PRS families leaving Lebanon).</li> <li>• Up to 6,397 PRS and PRL students participated in annual summer recreational activities during the summer of 2014.</li> <li>• The 2013/2014 school year was extended by one month to provide learning support for PRS students. 6,248 students attended the summer learning support programme.</li> <li>• UNRWA has increased the number of teachers, school counsellors, psychologists and psychiatrists and is mainstreaming psychosocial support by building capacity and ensuring safe spaces for PRS and Palestine refugees.</li> </ul> <p><b>Protection:</b></p> <ul style="list-style-type: none"> <li>• During 2014, legal counselling was provided to 2,753 PRS. Awareness raising campaigns have been conducted to ensure Palestine refugees are aware of their rights and of the existence of the Legal Aid Project. These campaigns specifically targeted students, students' parents, school staff, NGOs, popular committees, and PRS committee representatives.</li> <li>• 233 staff across all core departments and programmes accessed trainings, including GBV basic concepts, case management, and legal aid for GBV survivors during 2014.</li> </ul> <p><b>Shelter Rehabilitation:</b></p> <ul style="list-style-type: none"> <li>• In 2014, 31 collective shelters were rehabilitated providing accommodation to 364 families</li> </ul> <p><b>Environmental Health:</b></p> <ul style="list-style-type: none"> <li>• During 2014 the Agency worked to improve the environmental health of Palestine refugee Camps, by addressing water supply, waste water treatment and solid waste collection through upgrading of existing infrastructure systems in Lebanon's 12 Palestine refugee camps.</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Total No. of hospitalization of PRS (secondary and tertiary)	3,735	4,000
	No. of PRS students graduating from basic education	6,168	7,500
	No. of education staff trained in delivering psychosocial support	283	290
	No. of education staff trained in delivering emergency education	230	290
	Percentage of women reporting forms of violence against themselves or their children and responded to, through receipt of receiving integrated assistance	84.50%	100%
	No. of UNRWA staff receiving training in protection in emergencies, SGBV, PSEA, child protection, psychosocial assistance, and other relevant topic	469	100
	No. of PRS with access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene	26,600	26,600

## Emergency Health

UNRWA provides primary health care services to PRS through its 27 health centres located throughout Lebanon. UNRWA is able to provide for PRS by recruiting additional health staff (doctors, nurses, pharmacists and health assistants) in all areas.

In 2014, over 255,444 consultations were held at UNRWA health centres for PRS patients (106,108 male, 149,336 female). UNRWA also covers the cost of secondary hospitalization for emergency and life-saving conditions through contracted hospitals, and covers part of tertiary hospitalization costs for emergency and life-saving conditions. In 2014, 3,720 PRS patients received in-patient care including emergency room services. UNRWA also supported some PRS patients suffering from critical health conditions through services provided by the Catastrophic Ailment Relief Programme (CARE).

PRS face a range of challenges related to the trauma of war and displacement, making psychosocial support critical. UNRWA is implementing a three-pronged strategy: i) ensuring there are professional and specialized staff in the field; ii) mainstreaming psychosocial support through UNRWA services by building capacity in case management and establishing a referral system; and iii) ensuring safe spaces for PRS. UNRWA is working with partners to enhance coordination in the delivery of psychosocial support, utilizing and building on existing mental health service mapping exercises.

## Emergency Education

Throughout 2014, UNRWA continued to respond to the education, recreation and psychosocial needs of PRS children of school-going age (from Grade 1 to Grade 12). Accommodating over 20 per cent increase in student enrolment has been a challenge given the Agency's limited school infrastructure in Lebanon. Nonetheless, the Agency remained committed to ensure that all PRS children receive access to education: 340 new teachers were recruited, 14 UNRWA schools ran double-shifts and five UNRWA schools held special morning classes in the first half of 2014.

During the 2013/2014 scholastic year, 85 per cent of the 7,530<sup>11</sup> enrolled PRS students attended special classes to provide learning support for PRS as they adapt to the Lebanese curriculum. For the year 2014/2015, around 6,600 PRS students were enrolled out of a total of 38,173 PRL students in UNRWA schools across Lebanon. Some 70 per cent of students that attended special classes to adapt to the Lebanese curriculum were now able to join regular classes.

Emergency education and psychosocial support training was provided to respectively 230 and 145 teachers. Whenever needed, psychosocial support was provided to children by school counsellors.

Five UNRWA schools were provided with heating during the cold winter months and 19 schools were provided with furniture and other equipment to accommodate more PRS students.

Every PRS student was provided with a "back-to-school" kit. Recreational kits were also provided to in 29 schools participating in the "Play and Learn" programme.

## Protection

UNRWA continues to provide legal services, including legal counselling and representation of PRS. During 2014, legal counselling was provided to 2,753 PRS. In addition, awareness raising campaigns were conducted to ensure Palestine refugees are aware of their rights and the services available to them.

As of December 2014, 36 per cent of GBV cases reported by UNRWA staff were from PRS, 24 per cent of which concerned rape and sexual assault and 27 per cent forced marriage (primarily early marriage).

<sup>11</sup> This represents the highest number of PRS students accommodated by UNRWA schools during 2014.

UNRWA responded through building staff capacities to address GBV and by strengthening community-based prevention and support structures, with local partners. Extensive training of UNRWA staff resulted in increased rates of identification and referral of survivors. Across all core departments and programmes, 233 staff attended trainings. Various community outreach activities, reaching over 700 PRS and PRL have contributed to raising awareness and informing communities about services available to survivors.



Dana playing the cello and instructing younger students © 2014 UNRWA

In 2012, after an arduous journey from Yarmouk, Dana al-Shahabi settled with her family in Beddawi Camp in Northern Lebanon. Like many other refugees from Syria, the 15-year-old Palestine refugee girl from Yarmouk did not easily adapt to her new situation. But despite the hard living conditions, Dana found a safe haven in her school and musical talent.

"I was very frustrated when we first arrived here," Dana says, "I am one of a family of ten, and the house we live in has only two rooms. It was so hard for me to focus on my studies." When she is upset, Dana tries to bring back happy memories of her musical instruments back in Yarmouk. "I feel nostalgic; I miss my cello and qanoun, as I couldn't bring them with me. I left them in my room in Yarmouk, believing that we will return soon."

"I wonder if my instruments are in a good condition after two years. I often think about them and how lonely they must be."

Once they arrived to Lebanon, Dana's family was keen to enrol her in the UNRWA al-Mazar school and join the school's English classes provided during the summer vacation. Keeping up with the Lebanese curriculum was not easy for Dana, since her level of English didn't meet the requirements of the curriculum. But as she now says, "My efforts during the summer classes paid off when school started. UNRWA teachers did their best to help me, especially in the subjects that weren't taught in Arabic, like mathematics, sciences and English. My English level got better and I am now one of the best students in my class."

"I would like to better my musical skills as I did with my English language". In Syria, Dana studied music since she was in Grade 2 at the "Solhi al-Wadi" Institute for Music. There she learned how to play the qanoun and sing opera pieces. Today, Dana's family cannot afford any additional expenses. Yet, this didn't hinder her motivation and she volunteered at the local Palestinian organization of "Bayt Aftal al-Somoud" in Beddawi camp, where she teaches music to Palestine refugee children. Dana describes, "Music classes are expensive here and the enthusiasm of the children overwhelms me with joy. I am spreading joy in their lives, and mine."



### Shelter Rehabilitation

In 2014, shelter was a pressing concern for all refugees in Lebanon. The influx of Palestine refugees from Syria has put additional pressure on already strained camp infrastructure, further increasing the risks to health and safety of inhabitants. The additional population of refugees resulted in a dramatic increase in rental prices, with average monthly rent per household at US\$ 248. Many families are sharing shelters to reduce costs and over-crowding is common, with 19 per cent of households crowding 11 persons or more together.

UNRWA has adopted a community-based approach, liaising with local committees and NGOs who have existing collective shelters to maximize the use of available resources. The Agency continued to rehabilitate and convert unused buildings located in the camps and gatherings into collective shelters in coordination with local partners. In 2014, 31 collective shelters were rehabilitated providing accommodation to 364 families.

### Environmental Health

During 2014 the Agency worked to improve the environmental health of Palestine refugee camps by addressing water supply, waste water treatment and solid waste collection. The upgrading of existing infrastructure systems in Lebanon's 12 Palestine refugee camps continued with the installation of new storm water drainage and sewage systems, replacement of old water supply networks with new water plants (including the introduction of reverse osmosis technologies), enhancement of household connections, connection of the camp storm water and sewer networks to the municipality systems and clearing out the internal sewers and water channels. Waste management was undertaken regularly throughout the camps by UNRWA sanitation labourers. Environmental health promotion campaigns and hygiene awareness sessions with the community continued through 2014 as important complementary activities.



Shatilla camp, Beirut, May 1, 2014 © 2014 UNRWA Photo by Kate Brooks

Strategic Priority 3: Strengthen Humanitarian Capacity, Coordination and Management			
<b>Aim</b>	Strengthen humanitarian capacity, coordination, communication and management to improve the effectiveness and efficiency of emergency programme delivery.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Risk Monitoring and Management</b></p> <ul style="list-style-type: none"> <li>Continued monitoring of the number of PRS in Lebanon.</li> <li>Continued monitoring of the overall situation, including tension between PRS and host community.</li> <li>Monitoring of security in country and in the camps</li> </ul> <p><b>Capacity and Management Support</b></p> <ul style="list-style-type: none"> <li>Continuation of additional staffing for health, education, environmental health but at lower numbers than before.</li> <li>Headcount and vulnerability assessment of PRS conducted.</li> </ul> <p><b>Safety and Security</b></p> <ul style="list-style-type: none"> <li>Improved monitoring of the overall security situation.</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Emergency response contingency plans updated in coordination with United Nations agencies and NGOs * (FIP indicator)	1	1
	No. of periodic review of regional humanitarian response plans	1	1

### Risk Monitoring and Management

UNRWA continually monitors the number of beneficiaries present in Lebanon through its Regional Refugee Information System (RRIS). The Agency also continuously monitors the security situation in Lebanon in coordination with other United Nations bodies and the Lebanese Government, to identify any possible deterioration in the security situation that could adversely impact beneficiaries and UNRWA operations. Potential community tensions within Palestine refugee camps and tensions between PRS and the host community are dealt with through community participation and on-going dialogue.

UNRWA also engages continually with the Palestinian community to address issues raised in order to minimize disruption of operations or closure of UNRWA installations.

### Capacity and Management Support

In the first half of 2014, the Emergency Coordination Unit continued coordinating the UNRWA response to the humanitarian needs of the PRS arriving in Lebanon. In the second half of 2014, the management of the cash assistance programme was transferred to the UNRWA Relief and Social Services Programme and other functions of the Emergency Unit were integrated into other departments, with the exception of humanitarian coordination. UNRWA continued to have increased staffing needs in education and health for PRS. Additional sanitation labourers were also hired in all 12 Palestine refugee camps in order to maintain health and hygiene in the camps. However, by end of 2014, the number of staff is under review and the number of additional staff has already been decreased.

### Safety and Security

UNRWA liaises with the Lebanese Armed Forces and popular committees on security matters. In addition to monitoring the overall security situation, the Operations Unit keeps abreast of any emerging security threats at the local level in order to mitigate impact on the Agency's installations and programmes. Operations are implemented in accordance with United Nations Security Management System (UNSMS) and UNRWA security policies to mitigate risks and ensure uninterrupted service delivery.

# chapter three: jordan

## 14,911 Palestine refugees from Syria

80% of refugees are vulnerable

 > 1,044 disabled refugees

 > 32% female-headed households

> 47% children

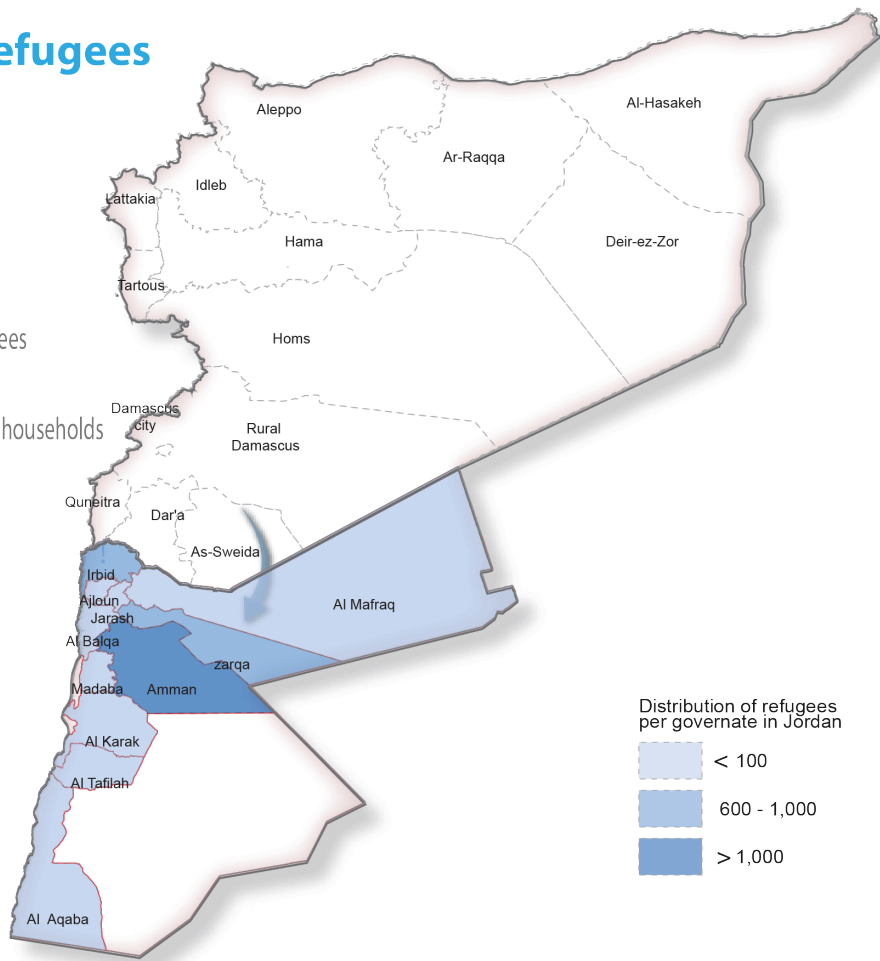
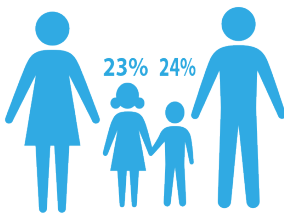
### refugees by age and gender

29%

24%

23%

24%



Date: May 2014

Sources: BaseMap [OCHA], Palestinian refugees [UNRWA]

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

## Programme and Financial Results (up to December 2014)

### Targeted Relief

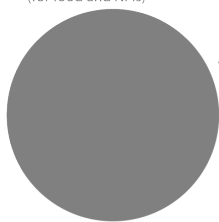


**NFI**



**11,384 PRS**  
have received cash assistance (for food and NFIs)

**14,236 PRS**  
have received winterisation cash assistance



**105%\***  
funded

Total req: US\$6,688,580

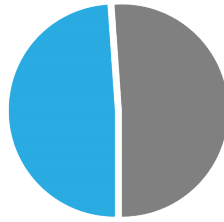
### Protective Framework through Services



**22,635 PRS**  
visits for UNRWA's health care services

**2,121 children**  
were enrolled in UNRWA Schools

**360 Protection**  
cases responded to



**51%\***  
funded

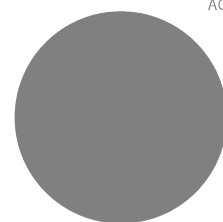
Total req: US\$7,339,181

### Coordination & Management



**46 UNRWA installations**  
assessed for security risks

**joint needs**  
assessment undertaken with ACAPS and ARDD



**132%\***  
funded

Total req: US\$544,818

\* Total funded is including the confirmed pledges but not received for 2014

## Jordan - situation overview

The number of Palestine refugees from Syria (PRS) who have been recorded with UNRWA in Jordan reached 14,911 at the end of 2014. While the number of new arrivals has begun to drop, an additional 4,000 PRS approached UNRWA for assistance in 2014. The total number of PRS recorded with UNRWA in Jordan was lower than the planning assumption of 20,000 individuals. Around 185 PRS remained housed in Cyber City, a closed facility near the border town of Ramtha, where their movements and livelihood opportunities are severely restricted.

The policy of non-admission of Palestine refugees from Syria, officially announced by Jordan in January 2013, continued to be enforced. This policy exacerbates the marginalization of PRS and compounds their vulnerability. It adds to the hardship not only of those Palestinians attempting to flee Syria, but also those already in Jordan, who face a constant risk of refoulement. Their precarious status limits their access to employment and services and restricts their mobility. UNRWA is aware of 117 cases of refoulement in 2014, the majority of whom (65 per cent) are women and children. The Agency remains concerned for the welfare of these individuals, and the welfare of other Palestine refugees at risk of forcible return to Syria where they face persecution and physical threat. UNRWA continued to urge the Government of Jordan to grant temporary access and protection to Palestinians fleeing the violence in Syria and to uphold the humanitarian principles of non-refoulement and non-discrimination.

Despite the challenging operating context, UNRWA significantly improved its programming and operations in 2014 including the introduction of vulnerability-based targeting criteria; a shift from physical cash distributions to electronic cash transfers; and the phase-out of in-kind assistance. These achievements strengthen the efficacy and efficiency of UNRWA humanitarian relief assistance, particularly in terms of beneficiary impact and operational cost-efficiency.

Overall, UNRWA was able to support the essential food and NFI needs of the most vulnerable PRS households in Jordan and ensured good access to health and education services for all PRS. However, critical funding shortfalls meant that shelter assistance could not be delivered and the value of the winterization package was reduced. Predictability of funding to ensure timely assistance was also a challenge, with a significant proportion of funding arriving late in the year.



A man and a child at Marka camp © 2014 UNRWA

## Jordan - reporting results: January to December 2014

Strategic Priority 1: Preserve the Resilience of the Community through Targeted Relief			
<b>Aim</b>	Preserve the resilience of the Palestinian communities, including those displaced inside Syria and those forced to flee to a neighbouring country, through targeted relief in a form of cash, food or non-food assistance.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Cash assistance:</b></p> <ul style="list-style-type: none"> <li>All PRS households received at least one emergency assistance intervention (cash for food and NFIs and/or winterization)</li> <li>Winterization cash assistance was delivered to all 3,424 PRS households (14,236 individuals) recorded as of November.</li> <li>441 PRS households (1,896 individuals) were supported with a one-off emergency cash grant to absorb a major shock or crisis.</li> </ul> <p><b>Food assistance:</b></p> <ul style="list-style-type: none"> <li>Cash for food was delivered to 3,302 PRS households in the first quarter of 2014. Following the introduction of vulnerability-based targeting, cash for food was delivered to an average of 2,700 vulnerable households each quarter (approximately 11,000 individuals).</li> </ul> <p><b>Non-food items:</b></p> <ul style="list-style-type: none"> <li>More than 1,000 newly arrived PRS families received NFI kits.</li> <li>In-kind NFI assistance was phased-out from September.</li> <li>Cash for NFIs was delivered to 3,302 PRS households in the first quarter of 2014. Following the introduction of vulnerability-based targeting, cash for food was delivered to an average of 2,700 vulnerable households each quarter (approximately 11,000 individuals).</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Percentage of vulnerable PRS receiving one or more UNRWA emergency assistance interventions	100%	100%
	No. of PRS families receiving food assistance (cash and food parcels)	3,302	3,500
	No. of PRS families receiving NFI assistance (cash and food parcels)	3,302	3,500
	No. of PRS families provided with winterization assistance	3,424	2,800
	No. of PRS families receiving one-time emergency cash grants	441	345

PRS named income and livelihoods as their overwhelming priority in 2014. As a result of restrictions on employment, the vast majority of PRS households – approximately 80 per cent – struggled to meet their basic needs. PRS in Jordan do not receive assistance from other agencies and, as such, are reliant on cash assistance from UNRWA. While payments were irregular and reduced early in the year, later year contributions enabled UNRWA to regularise assistance and ensure that all PRS households received at least one emergency assistance intervention (cash for food and NFIs and/or winterization assistance).

In the first quarter of 2014, UNRWA was able to support the basic food and NFI needs of 3,302 PRS households. Following the introduction of vulnerability-based targeting in the second quarter of the year, an average of 2,700 of the most vulnerable PRS households (approximately 11,000 individuals) were reached each quarter, 77 per cent of the target. This apparent underperformance is explained by lower than anticipated PRS recordings. The planned quarterly assistance of US\$ 120 per person was distributed in the last three quarters of 2014 (US\$ 84 food assistance and US\$ 36 NFI assistance). However, funding shortfalls early in 2014 meant that cash for food and NFIs in the first quarter of the year was reduced to US\$ 70 per person.

More than 1,000 newly arrived PRS families received NFI kits comprising bedding, hygiene items and kitchen sets, among other items. UNRWA also received generous in-kind contributions from donors, which were distributed to families throughout the year. With smaller numbers of new arrivals being recorded, in-kind NFI assistance is now less relevant in Jordan. As of September, UNRWA phased-out in-kind assistance and shifted exclusively to the more flexible and cost-efficient cash transfer modality.

One-off winterization cash assistance was delivered to all PRS households in December to support their seasonal needs, in time for two major snowstorms in January and February 2015. It was initially planned that only the most vulnerable PRS households would be targeted. However, as no winterization assistance was delivered for the 2013-2014 winter season, and in the context of deteriorations in the overall vulnerability of the PRS population, winterization assistance was provided to all households in December. Funding shortfalls required significant reductions (almost 40 per cent) in the value of the winterization package. Households received US\$ 310 instead of the US\$ 500 recommended by the humanitarian sector coordination groups.

In addition to cash-for-food and NFI and winterization assistance, UNRWA also delivered emergency cash grants, averaging US\$ 320 per household, to 441 PRS households (1,896 individuals) facing a major shock, such as eviction. This served as an important tool to protect the resilience of crisis-affected PRS households.

Overall, UNRWA cash assistance programming was strengthened in 2014 through the introduction of vulnerability-based targeting criteria. A vulnerability assessment of all PRS households recorded with UNRWA in Jordan was conducted, enabling the Agency to better identify those most in need. From April, cash-for-food and NFIs was targeted to those households assessed as extremely vulnerable or vulnerable. By the end of the year, approximately 80 per cent of the total population was eligible for cash assistance; 10 percentage points higher than estimated at the start of the year. Overall, approximately 40 per cent of PRS households are categorised as extremely vulnerable, 40 per cent vulnerable and 20 per cent less vulnerable. The new targeting mechanism is supported by an institutionalized appeals process to minimize exclusion errors and promote accountability.

“Our city was being destroyed so we had to leave,” says Karim, a Palestine refugee who with his wife and children found temporary refuge in Jordan before the policy of non-admission was officially announced in January 2013.

Nevertheless, Karim says, “I am not safe here. I can’t work. If I do, I am afraid I’ll be sent back to Syria”. After struggling to survive when they arrived in Jordan, Karim approached UNRWA, “This is when everything started to get better”. The family qualified for regular cash assistance, which helps them buy essentials like food and cooking fuel.

“We are better now”, Karim says about the support of UNRWA. “But life in Syria was much better”.

UNRWA also strengthened the payment mechanism for its cash assistance, shifting from physical cash distributions to electronic cash transfers from September 2014. This empowers refugees to prioritise their own expenditure on their basic needs and delivers greater cost-effectiveness and financial accountability to the Agency. The local host community also benefits from the multiplier-effect of cash assistance, with entitlements spent in local markets. UNRWA post distribution monitoring indicates very high acceptance rates for the cash transfer modality among PRS households.

In some respects, Rawan counts herself more fortunate than other PRS. She holds Jordanian documents that allow her to work and support her family. Nevertheless, jobs are difficult to find in Jordan and Rawan earns only 190 Jordanian Dinar (US\$ 270) a month, working long hours in a sewing factory. She is looking after her two young children alone and while she is grateful to maintain her self-reliance, her income is barely enough to make ends meet. Any additional expenses – such as heating costs to cope with the cold Jordanian winter – can bring the already stretched household budget to breaking point. Thankfully, UNRWA was able to deliver winterization assistance to all PRS families in December. Rawan says the 220 JD (US\$ 310) she received enabled her to buy the essentials her family needed, “I bought winter clothes for the family, blankets and gas for the stove.” Importantly, timely winterization helped to protect Rawan’s resilience, “I would have had to borrow money to buy these things. I am relieved I didn’t have to go into debt for this”, she says.

<b>Strategic Priority 2: Provide a Protective Framework for Palestine Refugee Communities and Help Mitigate their Vulnerability</b>			
<b>Aim</b>	Provide a protective framework for Palestinian communities and help mitigate their vulnerability by maintaining access to basic services and promoting the rights of Palestine refugees from Syria.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<p><b>Emergency Health:</b></p> <ul style="list-style-type: none"> <li>• 97 per cent of PRS reported that they had no problems accessing medical care.</li> <li>• PRS received 22,635 primary, secondary and tertiary health care visits/consultations.</li> </ul> <p><b>Emergency Education:</b></p> <ul style="list-style-type: none"> <li>• 2,100 children from Syria were enrolled in UNRWA schools.</li> <li>• Psychosocial support was provided to PRS students through a team of specialised counsellors</li> <li>• 239 PRS students participated in a summer camp activity.</li> <li>• Household-level interventions were led by Protection Social Workers to return displaced children to school.</li> <li>• Learning materials and school supplies were procured, including 36,400 textbooks.</li> </ul> <p><b>Protection:</b></p> <ul style="list-style-type: none"> <li>• 117 cases of refolement, including 45 children and 30 women, were documented.</li> <li>• More than 400 protection cases involving PRS were identified and almost 90 per cent were responded to through referral.</li> </ul> <p><b>Shelter:</b></p> <ul style="list-style-type: none"> <li>• No shelter assistance was delivered in 2014 due to funding shortfalls.</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Percentage of PRS population accessing UNRWA's primary, secondary and tertiary health care services (visits)	91%	98%
	Total No. of hospitalization of PRS (secondary and tertiary)	575	858
	No. of education staff trained in delivering psychosocial support	14	173
	Percentage of women reporting forms of violence against themselves or their children and responded to, through receipt of receiving integrated assistance	84%	90%
	No. of UNRWA staff receiving training in protection in emergencies, SGBV, PSEA, child protection, psychosocial assistance, and other relevant topic	173	285
	No. of PRS female-headed families receiving Shelter assistance	0	1,200

Health was fully funded in 2014, enabling UNRWA to ensure good access to services for PRS. In the 2014 needs assessment, 97 per cent of PRS reported that they had no problems accessing the medical care they needed. All PRS were eligible to access primary health care and dental services at the 24 UNRWA health centres and four mobile dental clinics operated throughout Jordan. Patients requiring secondary and tertiary health care were referred to external health care, with all costs covered by UNRWA. There were a total of 22,635 PRS visits (9,273 male and 13,362 female) to UNRWA health centres and hospital consultations or admissions covered by UNRWA.

Up to 2,100 children from Syria were enrolled in UNRWA schools in 2014 and 36,400 textbooks were procured to support their learning. It is estimated that the Government of Jordan is hosting a further 2,500 PRS children in its schools. However, for many others, especially those whose legal status is uncertain, UNRWA schools are their only option for education.



Nada and her husband fled to Jordan to seek safety for their four young children, aged between seven and 11. Life was very difficult when they first arrived. The children, traumatized by the violence they had escaped and the stress of displacement, were not attending school. Adding to the family's burdens, Nada was also soon diagnosed with a serious illness. The family turned to UNRWA, where staff quickly ensured that Nada received the health care she needed and that the children were returned to school. All four children are now attending an UNRWA school and their parents say the difference is remarkable. "Our children are much happier now. They like going to school and they are making new friends."

UNRWA also worked to increase enrolment, especially given that there are an estimated 600 PRS children out of school. Household-level interventions to support children to return to school were led by protection social workers, where possible. Cash assistance to the most vulnerable households also complemented these interventions, mitigating the risk that families resort to negative coping mechanisms, such as taking children out of school or child labour, to meet their basic needs.

The education services provided by UNRWA also acted as a key entry-point to deliver psychosocial support to PRS children, many of whom show signs of trauma from the violence they have witnessed and the distress associated with displacement. A team of four psychosocial support counsellors (one for each of the UNRWA operational areas), 18 school counsellors and 173 teacher counsellors (one for each school), supported children at UNRWA schools through psychosocial interventions. Delays in funding meant that planned psychosocial support training for teacher counsellors was not completed in 2014 and will instead be done in early 2015.

PRS are not admitted to Jordanian technical and vocational training centres. UNRWA was, however, able to enrol a limited number of PRS youth in higher education. This intervention – albeit limited – was one of the few opportunities to develop future livelihoods options for PRS when they return to Syria.



Palestine refugee students from Jordan and Syria engaged in school parliament activities. Amir Hassan Girls School, Zarqa camp #1  
© 2014 UNRWA

While health and education were well-funded in 2014, no funding was received for shelter assistance. As a result cash-for-rent for up to 2,900 vulnerable PRS households (more than 11,000 individuals), was cut. After income and livelihoods, shelter is the most pressing need identified by PRS in Jordan: 22 per cent of households reported being evicted at least once since arriving in Jordan and 60 per cent highlighted eviction as a serious worry. The Agency is concerned about the combined effect of this unmet need with rising housing costs in Jordan and the impact this will have on vulnerable Palestine refugees from Syria.

The continued enforcement of Jordan's policy of non-admission and the irregular legal status facing many PRS in-country continued to be a significant challenge to ensuring the protection space for Palestine refugees from Syria. In 2014, UNRWA was aware of 117 cases of refoulement, including 45 children (38 per cent) and 30 women (26 per cent). Although UNRWA documents and seeks to intervene systematically in all cases of refoulement, the Agency has only succeeded in stopping the refoulement of a handful of humanitarian cases involving minors. PRS with Jordanian documents – who were previously thought to be in a more secure position – also faced risks in 2014, with UNRWA aware of a number of cases of denationalization and confiscation of documents.

More than 400 protection cases involving PRS were identified, mostly through front-line staff including a team of dedicated protection social workers and 24/7 hotlines. Almost 90 per cent of cases were responded to through referral (both internal and external). The response rate on cases involving violence against facing women and children was close to target. However, UNRWA faced contextual challenges associated with cultural norms and legal status issues that kept some cases at the consultation phase.

Over the course of 2014, established case-tracking and referral systems, on-going assessments and staff training also improved the Agency's capacity to detect and respond to a range of PRS protection needs. Notably, key protection staff participated in specialised trainings and workshops, including a two-day technical workshop on protection case management and a three-day inter-field workshop to assess and exchange best practice and to discuss ways forward to strengthen case tracking and referrals. In-house protection trainings were also conducted for front-line staff working with PRS on a daily basis; this focused on case detection and the maintenance of confidentiality. However, funding shortfalls meant that further planned trainings on protection could not be conducted.

UNRWA established or consolidated a number of partnerships with local service providers to refer PRS for specialised assistance, such as psychosocial support and legal services. However, the sensitivity of this population meant that external referrals were limited and the vast majority of protection issues were responded to directly by UNRWA.

Given the heavy emphasis on internal referrals, steps were taken over the course of 2014 to ensure that the emergency protection caseload was mainstreamed into the work of UNRWA Gender Based Violence teams, enabling PRS to benefit from established internal referral pathways already in place for the regular Palestine refugee caseload.



Strategic Priority 3: Strengthen Humanitarian Capacity, Coordination and Management			
<b>Aim</b>	Strengthen humanitarian capacity, coordination, communication and management to improve the effectiveness and efficiency of emergency programme delivery.		
<b>Key Outputs: January to December 2014 (specifics provided in below narrative)</b>	<ul style="list-style-type: none"> <li>• The efficiency and efficacy of UNRWA humanitarian assistance in Jordan was strengthened through the introduction of vulnerability-based targeting criteria, the phase-out of in-kind-assistance and a shift from physical cash distributions to ATM-based electronic cash transfers.</li> <li>• The security situation was monitored closely by UNRWA's safety and security team. Security inspections and preparedness activities, such as evacuation drills, were conducted at UNRWA installations.</li> </ul>		
<b>Indicators</b>	<b>Indicator</b>	<b>Actual</b>	<b>Target</b>
	Emergency response contingency plans updated in coordination with United Nations agencies and NGOs * (FIP indicator)	1	1
	No. of periodic review of regional humanitarian response plans	1	1

UNRWA had completed the implementation of a number of major changes to strengthen emergency cash programming by the end of 2014. Vulnerability-based targeting was introduced from April, ensuring that humanitarian relief reaches those most in need. The new targeting approach was complemented by the institutionalization of an appeals mechanism to minimize exclusion errors and enhance accountability. UNRWA also successfully implemented an improved payment mechanism for cash transfers, shifting from physical cash distributions to electronic cash transfers. From September, all targeted PRS households were issued an ATM card, enabling more flexible access to their cash entitlement, improved security and strengthened financial accountability for the Agency. A helpline was also launched to respond to PRS queries and facilitate feedback.

The exclusion of PRS from the Jordan component of the Regional Response Plan 6 and from Jordan's National Resilience Plan resulted in challenges in coordinating and partnering with other humanitarian actors and engaging in policy dialogue. Nevertheless, UNRWA continued to participate in the humanitarian sector coordination groups and aligned its programming approach with the recommendations of these groups. Partnerships were formed with international non-governmental organization (INGOs) which resulted in the limited referral of PRS for complementary assistance and services. However, the separation of PRS from other refugees from Syria made it challenging for UNRWA to form more comprehensive partnerships with other humanitarian actors; ultimately exacerbating the reliance of PRS in Jordan on UNRWA.

Overall, the security situation in Jordan remained stable throughout the year. Hostile Environment Awareness-Training was delivered to front-line staff. Evacuation drills were also conducted at UNRWA installations and the Agency continued to conduct security assessments of its installations, particularly those close to the border with Syria.

Donor support to strengthen UNRWA's humanitarian capacity improved the way the Agency's assistance is delivered. The introduction of electronic cash transfers in particular has proven to have a range of meaningful benefits for vulnerable PRS. Households can use their ATM card to withdraw cash at a cash point or purchase goods directly in shops. "I am very happy with the new system", Badriyeh told us, "Before we had to spend money on transportation to reach your offices. We also had to wait long hours there, as everyone would come at the same time. Now, I use the card when I need it. There are ATM points everywhere – there is actually one near our house!"

## chapter four: regional coordination

The regional component of the Syria crisis has grown exponentially in 2014. Coordination amongst United Nations agencies and other partners has been strengthened and the regional team at the Agency's headquarters in Amman plays an active part, ensuring Palestine refugees feature in the wider narrative. In 2014, UNRWA took active part in the Syria Humanitarian Response Plan (SHARP) and the Refugee Response Plan (RRP). The former covered the UNRWA response in Syria and the latter the UNRWA response in Lebanon and Jordan. Also within UNRWA, field offices increasingly turn to headquarters for support in responding to the crisis. Amongst other things, the regional team supports proposal-writing, fundraising, and communications.

UNRWA regional coordination of the Syria crisis response is managed by a small team in the Executive Office at UNRWA headquarters in Amman, led by the Deputy Commissioner-General. A committee of directors meets regularly to discuss cross-field policy and ensure support of headquarters departments for UNRWA's regional response. A regional coordinator has day-to-day oversight of the UNRWA response to the crisis, and capacity is on hand for political advice, protection and communications.

Support from UNRWA Gaza Field Office to up to 1,000 Palestinian refugees that have fled Syria, is financially covered by the regional portion of this appeal. When Palestine refugees from Syria are reported outside of the UNRWA fields of operation, UNRWA liaises with and refers cases to UNHCR and other partners, to ensure these refugees receive the support and protection they deserve.



UNRWA education staff undergoing Hazardous Environment Awareness Training. Jordan © 2014 UNRWA Photo by Ralica Kostadinova

### HEAT

A blast went off and 15 student actors lay moaning and bleeding on the ground. Psychosocial counselor Basma ran out with her colleagues to conduct a medical triage. Their goal was to assess the situation and prioritize those most in need. Following the simulation, Basma's colleague Ibrahim remarked, "This felt so real, it is the most powerful training I have received at UNRWA."

In 2014, UNRWA education staff who work with Palestine refugee children from Syria and are based in Syria, Lebanon and Jordan underwent a Hazardous Environment Awareness-Training. They were taught emergency-preparedness, safety and security, and psychosocial first aid during the three-day course. The final day included emergency simulations to hone their coping mechanisms and survival skills. Following the Hazardous Environment Awareness Training, comprehensive security risk assessments and evacuation plans were prepared for each school and almost 200 education staff and 3,000 students were trained to better tackle emergency situations in evacuation drills.

UNRWA also has a small liaison office in Cairo, which liaises on behalf of some 4,000 Palestinians from Syria who have found their way to Egypt. With the support of United Nations and local partners, these refugees receive food vouchers and health assistance. As many as 40,000 Palestine refugees from Syria have been reported in Turkey and Europe, as well as various other countries.

**Communications:** The work UNRWA does for Palestine refugees affected by the Syria crisis would not be possible without the support of key donor governments and their people. UNRWA is therefore proud to work with donors to showcase their commitment and increase understanding as to why support is desperately needed achieved through increased donor visibility throughout 2014.

At the start of 2014, communications set up and oversaw three webpages relating content on the impact of the Syria crisis on Palestine refugees and UNRWA programs. These became home to over 20 photo essays, 6 short films and over 80 published pieces and statement.

By generating compelling news about the Palestine refugee situation, that also illustrated the greater humanitarian crisis in Syria, UNRWA has become one of the main narrators of the crisis. This culminated in the first half of 2014 with the release of an iconic photo of destitute Palestine refugees from Yarmouk queuing for food in a war-ravaged street. The image appeared in over 900 front pages of newspapers worldwide which helped put the Palestine refugee profile in Syria on the map and generated media and public interest on the crisis in Yarmouk and the story of Palestine refugees in Syria as a whole. The image was also beamed on New York's Time Square and Tokyo Shubiya Crossing "jumbotrons" as a result of the UNRWA advocacy social media campaign, "Let Us Through" which generated over 21.5 million shares and 38 million impressions on social media.

In the second half of 2014, in partnership with Digital Explorer and Skype, #MyVoiceMySchool communications created an advocacy/education project which connected over 100 Palestinian refugee children from Syria in UNRWA schools in Jordan, Lebanon and Syria with their peers in the United Kingdom. Through online Skype conversations and a specially developed curriculum exploring the relevance of education, the teenagers built a sense of solidarity across borders. During the project they developed the skills needed to advocate for their education and future by formulating their most pressing education concerns at the classroom level and building on existing "School Parliaments" initiatives. The voices of the students featured in media on both BBC World Service radio and website. Further opportunities to use this technology in classes and encourage interaction with students elsewhere will be explored in 2015.

**Education:** UNRWA Education in Emergencies programme at headquarters has provided financial, capacity and technical support for fields. Initiatives like self-learning materials, to enable students to keep up with the curriculum when schools are closed, damaged or not accessible. It also includes psychosocial support to students. UNRWA has conducted several safety and security in schools trainings across the region, to strengthen staff capacities to take decisions on safe delivery of education. Thousands of UNRWA students and teachers have undertaken school emergency evacuation drills. Other interventions supported to make sure children can keep going to school include:

- Back-to-school kits;
- An SMS teacher notification system;
- Safe learning spaces, teaching facilities in collective shelters, learning resource centres and supplies;
- School-student committees;
- Developing security and survival skills and risk management plans in coordination with the Safety and Security Division;
- Social and recreational activities and summer education;
- Transportation for students living far from schools; and
- Hostile environment awareness training for school principals and managers.



UNRWA student in Damascus working with British peers as part of the MyVoiceMySchool pilot project. Damascus © 2014 UNRWA Photo by Taghrid Mohammad

In the autumn of 2014, Palestine refugee students in Damascus, Beirut and Irbid linked up with students in the United Kingdom in the UNRWA school partnership project #MyVoiceMySchool and developed friendships that transcended cultural differences. Craig, a student in Essex, England said, "I was surprised at how we interacted so quickly when we had never met before."

Working from a joint lesson plan over Skype, students in the paired classrooms explored education topics and shared ideas about how to improve their school environments. "We exchanged ideas that helped us create new ideas to change society for the better," said Maha, a student in Damascus. For many students from Syria, it was the first time to use live video technology as a learning tool in the classroom.

In their final report on the project, Maha and her class in Damascus recommended that their school develop anti-bullying and conflict resolution strategies and improve the physical environment by painting walls and planting trees. In taking part in #MyVoiceMySchool, the students affirmed their belief in their abilities and rejected marginalisation, saying: "This project has consolidated our trust in ourselves. We have felt that we are older and we can discuss big issues."

**Health:** Medicines in Syria and in the region are increasingly scarce due to the collapse of internal production and increased needs. Security instability has also seriously affected medicine logistics. Headquarters provides technical assistance on emergency health and coordinates emergency health interventions, building on Agency-wide expertise and lessons learned.

**Infrastructure and camp improvement:** Headquarters support for field response consisted of assistance in preparing construction claims, and training and workshops related to emergency operations. Special attention has been given to WASH interventions. In the case of reconstruction, as in Qabr Essit, the HQ Department for Infrastructure and Camp Improvement was heavily involved.

**Planning:** As part of the Agency's continuous efforts to improve monitoring and planning, a results-based monitoring (RBM) framework has been tailored to the Syria crisis response. The framework has been revised to strengthen the 2015 appeal after in-depth discussions with field offices and headquarters departments, to reinforce coherence and synergy within the Agency. This synergy also shows in the RBM system, where the Syria response is embedded within overall monitoring for the Agency. The three field offices will be collecting data on a daily basis and reporting to the RBM on a quarterly basis. Progress of the anticipated results will be reviewed both at field and agency level on a quarterly and semi-annual basis respectively. External reporting will provide stakeholders an update on results achieved twice a year through a semi-annual and an annual report.

**Safety and security:** Mainstreaming security and risk management and support remains a challenge across the three affected fields. The priority for headquarters support to the fields is the establishment of a mobile training team in order to help prepare and professionalize staff to respond to crises and situations of danger without relying on field-based capacity. This will facilitate cross-field learning and train staff in vital skills, like rapid needs assessments. Another serious gap is in information management, which for safety and security includes GIS capabilities as an integral part of technical support, advice and reporting.

**General support:** Headquarters provides office space in Amman for staff dislocated from Damascus and an investment is needed to ensure they are provided with adequate working conditions to support the programs and activities in Syria. Two other significant gaps Agency-wide are in communications equipment and transport. Mobile handsets and satellite phones are invaluable to support emergency trips for missions to unsafe and border areas, as is expansion of the vehicle fleet with armoured cars. Efficiency would also be greatly improved with strengthened emergency procurement procedures and transaction processes, as well as training for staff engaged in emergency procurement.

## Annex A: Syria Regional Crisis Response Log-frame – 2014

Outcome/Outputs		Indicators		SFO		LFO		JFO	
				Actual	Target	Actual	Target	Actual	Target
<b>Goal 1: 2014 Syria Emergency Appeal Results Framework</b>									
<b>SO 1: Preserve the Resilience of the Community through Targeted Relief</b>									
1.1	Palestine refugees better able to meet their essential lifesaving household needs and to cope with sudden crisis	1.1.a	Percentage of vulnerable PRS receiving one or more UNRWA emergency assistance interventions	100%	100%	100%	100%	100%	100%
		1.1.1.a	No. of PRS families receiving food assistance (Cash for food & food parcels)	118,813	110,000	16,141	14,921	3,302	3,500
		1.1.2.a	No. of PRS families receiving NFI assistance	118,813	110,000	10,356	14,921	3,302	3,500
<b>SO 2: Provide a Protective Framework for Palestinian Communities and Help Mitigate their Vulnerability</b>									
2.1	PRS are able to cover their primary, and life-saving secondary and tertiary health care needs through UNRWA services	2.1.a	Percentage of PRS population access UNRWA primary, secondary and tertiary health care services (visits)	96%	75%	-	-	91%	98%
		2.1.2.a	Total No. of hospitalization of PRS (secondary and tertiary)	17,084	16,000	3,735	4,000	575	858
2.2	PRS are able to continue their education despite conflict and displacement	2.2.a	No. of PRS students graduating from basic education	3,974	4100	6,168	7,500	48	30
		2.2.1.e	No. of education staff trained in delivering emergency education	307	-	230	290	0	0
		2.2.2.b	No. of education staff trained in delivering psychosocial support	155	200	283	290	14	173
2.3	Enhanced Protection Services for PRS	2.3.1.b	Percentage of women reporting forms of violence against themselves or their children and responded to, through receipt of receiving integrated assistance	78%	100%	84.50%	100%	84%	90%
		2.3.1.c	No. of UNRWA staff receiving training in protection in emergencies, SGBV, PSEA, child protection, psychosocial assistance, and other relevant topic	525	4200	469	100	173	285
2.4	PRS are able to better cope with their basic shelter needs and protection against exposure to seasonal changes	2.4.1.b	No. of PRS female-headed families receiving Shelter assistance	153	50	-	-	0	1,200
		2.4.1.c	No. of PRS families provided with winterization assistance	36,862	50,000	11,241	6,563	3,424	2,800
		2.4.1.d	No. of displaced refugees receiving shelter at UNRWA facilities	9,776	8,000	-	-	-	-
2.5	Decrease public health threats to the affected population	2.5.1.a	No. of PRS with access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene	-	-	26,600	26,600	-	-
<b>SO 3: Strengthen Humanitarian Capacity, Coordination and Management</b>									
3.1	UNRWA is able to effectively and efficiently plan, manage and monitor humanitarian response activities under increasing demands and operational complexity	3.1.a	Emergency response contingency plans updated in coordination with United Nations agencies and NGOs	1	1	1	1	1	1
		3.1.1.a	No. of periodic review of regional humanitarian response plans	1	1	1	1	1	1



## Annex B: Syria Regional Crisis Response Risk Register – 2014

All events in risk register considered high likelihood and high impact

Event	Consequences	Mitigation/Coping Mechanisms	Risk-Management Monitoring	Status update		
				SFO	LFO	JFO
<b>Strategic/programmatic</b>						
<ul style="list-style-type: none"> <li>- Continuous and unpredictable changes in operating environment</li> <li>- Effectiveness in management and governance declines</li> </ul> <p>Causes:</p> <ul style="list-style-type: none"> <li>- Lack of capacity to implement plans</li> <li>- Inadequate assessment, planning and/or monitoring of implementation plans</li> <li>- Resistance or lack of ownership to targeted results</li> </ul>	<ul style="list-style-type: none"> <li>- Failure to meet and/or demonstrate results to stakeholders</li> <li>- Inability to maintain programme quality</li> </ul>	<ul style="list-style-type: none"> <li>- Logical framework and plan developed for monitoring</li> <li>- Partnerships with national and international organizations developed to maximize efficacy</li> <li>- Area staff trained on emergency preparedness and response</li> <li>- Project/programme cycle management institutionalized</li> </ul>	<ul style="list-style-type: none"> <li>- Periodic monitoring of implementation framework undertaken</li> <li>- Semi-annual Results Reviews conducted</li> </ul>	<p>Operating environment continues to remain unpredictable, with sporadic access to besieged areas. Alternative distribution modalities have been developed for hard to reach areas, and refugees are able to collect humanitarian assistance from nearby distribution centres. Monitoring and reporting mechanisms functional. Annual work plans developed for all regular programmes and humanitarian distributions, with results reported against plans. Training for staff ongoing, including SSAFE and PSS.</p>	<p>Implementation of humanitarian interventions undertaken, with monthly Post Distribution Monitoring reports. Quarterly results reviews conducted, in line with programmatic reviews. Humanitarian delivery integrated into core programming: cash assistance now part of Relief and Social Services; monitoring and evaluation now part of Programme Support Office. Health assistance continued through regular UNRWA health providers, and students supported through integrated education services, with continued additional support for curriculum transition.</p>	<p>Capacity to identify and respond to those most in need strengthened through a needs assessment and the design of vulnerability-based targeting criteria, in partnership with ACAPS. JFO participated in sector working groups. Implementation progress and outcome/output level achievements were monitored regularly against the log frame, work plan, and budget. Project/programme cycle management was institutionalized under the coordination of the Programme Support Office.</p>
<b>Financial</b>						
<ul style="list-style-type: none"> <li>- Shortfall in donor aid commitment to the regional response plan</li> <li>- Fiduciary risks in operational implementation</li> </ul> <p>Causes:</p> <ul style="list-style-type: none"> <li>- Donor fatigue and de-prioritization of humanitarian response in Syria</li> <li>- Humanitarian needs exceed international response</li> <li>- Competition from other emergencies or regional issues</li> <li>- Limitations in adequacy of audit and oversight functions</li> </ul>	<ul style="list-style-type: none"> <li>- Reduced donor contribution</li> <li>- Inability to respond to increase in needs</li> </ul>	<ul style="list-style-type: none"> <li>- Regular dialogue with donors and hosts is maintained</li> <li>- Robust financial and management reporting systems are maintained</li> <li>- Audit and oversight recommendations are produced and implemented</li> <li>- Programme and budget planning are aligned</li> </ul>	<ul style="list-style-type: none"> <li>- Meetings and email communication between UNRWA and donors on the updates of the regional response plan</li> <li>- UNRWA field offices regularly update the Management Committee on progress and challenges</li> <li>- Audit and oversight monitored through UNRWA systems of review and responses</li> </ul>	<p>Underfunded emergency appeal resulted in 50% reduction in cash programme output. Evaluation of cash programme highlighted the need for SOPs which have since been developed, and establishment of separate teams for distribution lists and verification have mitigated potential risks, bolstering donor confidence in the programme. Regular communication with donors established, and significant improvement of visibility activities.</p>	<p>Funding is at a critical point for emergency cash assistance. Current funding level makes reduction of assistance inevitable. Ongoing dialogue with donors on this situation. UNRWA undertook a business process audit of its cash assistance in Lebanon over 2014-15, and is reviewing recommendations. Programming and budget planning have been aligned</p>	<p>There was a considerable shortfall in the JFO component of the regional response plan, despite regular dialogue with donors through field visits, bilateral meetings and monthly situation reports and other communications. Evidence-based readjustments were made to the response, notably prioritization of food and NFI assistance over shelter.</p>

Event	Consequences	Mitigation/Coping Mechanisms	Risk-Management Monitoring	Status update		
				SFO	LFO	JFO
<b>Hazards</b>						
<ul style="list-style-type: none"> <li>- Escalated conflict</li> <li>- Heightened physical threats to refugees, staff and UN facilities</li> <li>Causes: <ul style="list-style-type: none"> <li>- Lack of a political solution to conflict</li> <li>- Area staff rules and regulations for safety and security are not covered by UNSMS framework</li> <li>- Deteriorating infrastructure maintenance leads to unsafe working conditions</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Deteriorating rule of law</li> <li>- Increased incidents of violence, accidents, damage and/or loss of UNRWA assets</li> <li>- Greater displacement among beneficiaries and staff</li> <li>- Difficulty accessing beneficiaries and installations</li> <li>- Greater potential for staff injuries, fatalities</li> <li>- Lack of adequate duty of care standards on safety and security</li> <li>- Partial or complete evacuation of international staff</li> </ul>	<ul style="list-style-type: none"> <li>- Field-specific plans established to mainstream safety and security</li> <li>- Staff trained on safety and security</li> <li>- Safety and security personnel strengthened through additional recruitment and training</li> <li>- Coordination with partners and within the UNCT strengthened to ensure flexibility in modes of delivery and alternative supply routes</li> <li>- Coordination with authorities, the UN Office for the Joint Special Representative and, as possible, other parties controlling camps</li> </ul>	<ul style="list-style-type: none"> <li>- Regular use of the security Information Management System</li> <li>- Ongoing collection and coordination of security data through UN Security Management Team and UN Security Cell</li> </ul>	<p>Aside from occasional flare-ups, conflict levels in major refugee gatherings and camps have subsided, with obvious exception of Yarmouk. Risks to staff remain high, but reduced number of detentions and deaths compared with 2013. Safety training ongoing in Syria through SSAFE programme and own security training. Cooperation with OCHA and other stakeholders to follow up on situation of detained staff.</p>	<p>UNRWA coordinates closely with United Nations Security Management Team, as well as with staff on the ground, in order to mitigate risks in accordance with the UNRWA security policy and country specific risks assessments. No significant incidents to report.</p>	<p>Overall, the security situation remained stable in Jordan. JFO continued to monitor potential security threats in coordination with the United Nations security management team and national authorities. A field-specific plan has been established to mainstream safety and security, and drills and other preparation exercises were conducted. UNRWA continues to conduct safety and security assessments of all its installations in Jordan. Staff received HEAT training and other on-the-job training on safety and security. The JFO Safety and Security team utilized the security Information Management System and collected and coordinated security data through the United Nations Security Management Team and United Nations Security Cell.</p>
<b>Operational</b>						
<ul style="list-style-type: none"> <li>- Lack of human resources/capacity</li> <li>- Sustained disruption and/or inadequacy of power supply</li> <li>- Transportation routes and access to areas compromised by insecurity</li> <li>Causes: <ul style="list-style-type: none"> <li>- Displacement of staff families and destruction of homes</li> <li>- Lack of adequate human resource capacity</li> <li>- Diversion/theft/misuse of goods, assets or installations</li> <li>- Expanding conflict across Syria, especially Damascus</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Inability to respond adequately to growing needs</li> <li>- Low morale, industrial action, increased attrition rates, and recruitment challenges</li> <li>- Loss of institutional memory, including business continuity</li> <li>- Poor systems in place to support service delivery and informed decision making</li> <li>- Reduced management and oversight support, particularly in case of international evacuations</li> <li>- UNRWA targeted for violence</li> </ul>	<ul style="list-style-type: none"> <li>- Maintain emergency roster of staff members trained and prepared for development of the Syria crisis response</li> <li>- Business continuity plans in place for critical systems</li> <li>- Remote and decentralized management structures in place</li> <li>- Establishment of alternative transportation and importation routes, e.g. Tartous</li> <li>- Increased local procurement of humanitarian materials</li> </ul>	<ul style="list-style-type: none"> <li>- Maintain the UNRWA emergency staff roster</li> <li>- Periodic review of business continuity planning</li> <li>- Periodic review of programme criticality and required staffing</li> </ul>	<p>Diversion of aid reported on monthly basis, efforts to address power supply include installation of generators at area offices in Aleppo and Dera'a, no industrial action by staff, who are now provided with regular danger pay, establishment of monthly monitoring meetings with all departments to improve coordination and institutional memory, decentralization of area offices continuing, with planned roll-out of ASO programme in 2015.</p>	<p>No significant operational risks to report in relation to humanitarian response in Lebanon. Operational risks mitigated, through closure of facilities when staff under threat. Business continuity and staffing regularly reviewed as part of management and oversight of humanitarian response.</p>	<p>JFO experienced no major operational disruptions. Continuity plans are in place and reviewed periodically.</p>

Event	Consequences	Mitigation/Coping Mechanisms	Risk-Management Monitoring	Status update		
				SFO	LFO	JFO
<b>Sociopolitical</b>						
<ul style="list-style-type: none"> <li>- Beneficiary expectations broader than UNRWA capacity or mandate</li> <li>Causes: <ul style="list-style-type: none"> <li>- Lack of staff understanding of UNRWA mandate/role</li> <li>- Lack of communication and/or misinformation regarding UNRWA goods and services provision</li> <li>- Lack of understanding of constrained operating environment, particularly in relation to financing and access</li> <li>- Expanding needs due to emergency/conflict</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Increase in administrative burden and transaction costs due to increase in complaints</li> <li>- Unfavourable media coverage</li> <li>- Demands for increasing existing service provision or new programmes</li> <li>- Exposure of UNRWA staff to threats</li> <li>- Demonstrations and protests</li> <li>- Interference with programme delivery</li> </ul>	<ul style="list-style-type: none"> <li>- Maintain dialogue with stakeholders</li> <li>- Close liaison with community/IDP committees</li> <li>- Regional communication strategy in place that addresses communication with staff, beneficiaries, host communities, donors and governments</li> </ul>	<ul style="list-style-type: none"> <li>- Informal polling of beneficiaries</li> <li>- Staff reporting on incidents, complaints</li> </ul>	<p>Communication with beneficiaries has improved through use of complaint and appeal mechanism for cash and food programmes, cooperation with local community leaders and individual UNRWA installations. Cash programme has in fact seen a drop in number of complaints, as needs of an increasing number of refugees is addressed. Funding situation in 2015 likely to further limit amount of assistance that can be provided.</p>	<p>Post Distribution Monitoring surveys undertaken of beneficiaries to obtain feedback about impact of displacement on beneficiaries as well as on levels of assistance. Beneficiaries are notified of distributions. Close liaison with community and beneficiaries maintained through Area Offices, RSS staff and Area Communications Officers. A complaint mechanism for the cash assistance has been put in place.</p>	<p>Funding realities contributed to a decision to narrow targeting for cash assistance (from status based to vulnerability-based). Approximately 20 per cent of PRS were excluded from cash assistance. Clear communications on entitlements and the institutionalization of an appeals mechanism limited beneficiary complaints.</p> <p>Overall need did not exceed planning assumptions for 2014, but there are indications that the vulnerability of PRS may deteriorate, leading to possible increases in future need.</p>



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اللاجئين الفلسطينيين في الشرق الأدنى