



syria regional crisis response january – december 2014



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Syria Crisis Response December 2013



HUMANITARIAN
APPEAL 2014

\$417 m

PALESTINE REFUGEES
IN NEED OF ASSISTANCE

540,000

ESTIMATED PALESTINE
REFUGEES REACHED IN
2013

482,000

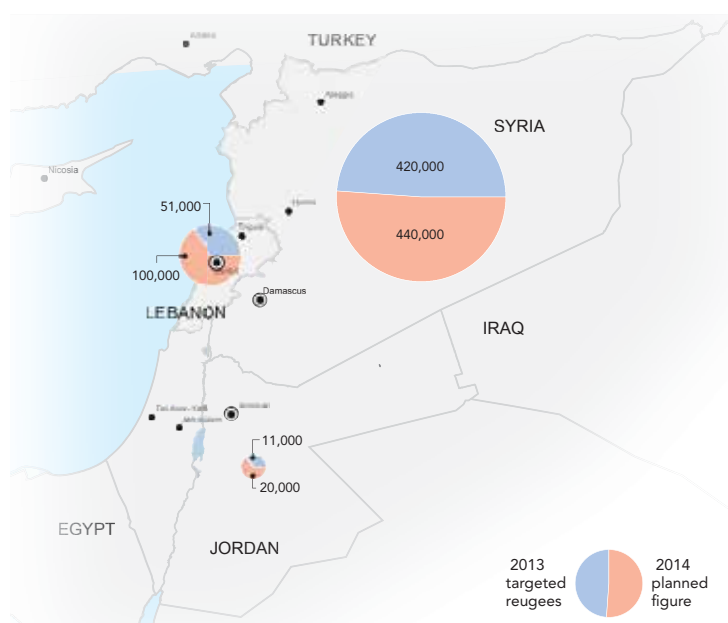
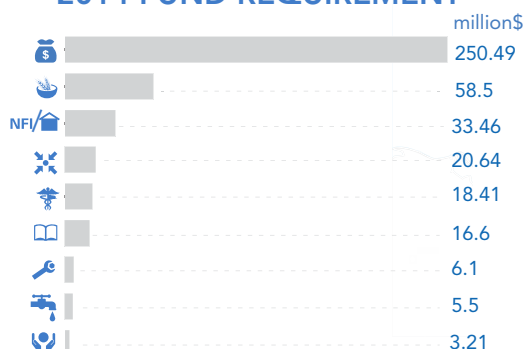
SITUATION OVERVIEW

- Over 50% (270,000) of Palestine refugees in Syria have been displaced in Syria as a result of conflict, many multiple times.
- An estimated 80,000 have fled to neighboring states and farther afield.
- The most pronounced need region-wide is for cash to cover shelter, food and urgent family needs.
- UNRWA provides a range of emergency assistance and has adapted regular health, education and relief programmes to meet emerging needs.

STRATEGIC PRIORITIES 2014

- 1 Preserve the resilience of the community through targeted relief
- 2 Provide a protective framework for Palestinian communities and help mitigate their vulnerability
- 3 Strengthen humanitarian capacity, coordination and management

2014 FUND REQUIREMENT



2014 SECTOR ACTIVITIES

CASH ASSISTANCE	539,000 Palestine Refugees will be provided with cash assistance for food security, NFIs and shelter
NON FOOD ITEM	NFI kits including bedding, hygiene kits and clothes will be distributed to 244,340 Palestine Refugees
FOOD	Up to 440,000 refugees will receive monthly food ration of basic food commodities. Additionally, 45,000 refugee children attending UNRWA schools will receive daily meals at school
LIVELIHOOD	Microfinance and consumer loans will be made to 9,000 men and women in Syria. 10,050 youth receive vocational training and support with job placement
SHELTER	109,940 severely conflict affected and displaced PRS will receive temporary shelter or shelter assistance
WASH	Through its engineering and maintenance department UNRWA will ensure that 485,000 refugees have continued access to adequate environmental health services through the provision of emergency repairs, additional water wells, solid waste collection and support equipment
HEALTH	At least 575,000 refugee patient consultations will be provided, including to pregnant women and women with infants. Access to emergency hospitalizations will be supported
EDUCATION	67,000 children have access to primary education through a combination of direct school attendance, distance learning materials, and remedial classes, both within Syria or displaced to neighbouring countries
PROTECTION	540,000 refugees will receive services that are delivered according to UNRWA protection standards.
COORDINATION& MANAGEMENT	Enhanced security for 3,700 staff, repair damaged installation, 17 newly recruited staff trained in hazardous environment



A Palestine refugee family from Yarmouk who fled to the Beqaa Valley, Lebanon - © Mahmoud Sheikh/UNRWA Archives

Executive Summary

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is uniquely placed to make a real difference in the lives of Palestine refugees affected across the region by the armed conflict in Syria. Since its establishment in 1949, and through successive upheavals and conflicts, UNRWA has kept faith with Palestinians, ensuring that they receive protection, assistance and essential services within a historically volatile operational context. Over the course of decades, the Agency has developed an unmatched range of humanitarian and development facilities across the region, from schools and health clinics to centres for youth and women's programmes. These are managed by staff whose expertise in humanitarian service and presence within Palestine refugee communities give UNRWA an exceptional edge among humanitarian actors. The strength of the UNRWA regional response lies in its ability to adapt creatively to volatile contexts, enabling it to bring its considerable humanitarian assets to bear on securing the well-being, protection and resilience of Palestine refugees.

Without faltering in its programmes of services and assistance to a population of some 5 million Palestine refugees across the region, and despite chronic financial constraints, UNRWA will continue to address the growing humanitarian needs of affected Palestine refugees, not only inside Syria, but also in Lebanon, Jordan and Gaza. Many have sought safety in Egypt, Turkey and further afield. While these countries are beyond the UNRWA areas of operations, the Agency is actively advocating for refugees there to receive the support they need. Assisting Palestinians in Egypt presents particular challenges and UNRWA continues to engage the Egyptian authorities in order to address protection issues and expand the scope of emergency assistance being provided to Palestinians from Syria.

Over the next year, from 1 January to 31 December 2014, UNRWA will provide urgent humanitarian assistance to up to 440,000 Palestine refugees affected by conflict in Syria, as many as 80,000 to 100,000 Palestine refugees from Syria (PRS) in Lebanon, up to 20,000 PRS in Jordan and up to 1,200 PRS in Gaza. The number of people in need is rapidly approaching the total population of 540,000 Palestine refugees registered in Syria.¹

¹ Movement of Palestine refugees is difficult to estimate over a 12-month period. These estimates and associated budgets will be revisited during the midterm review at the end of June. In Syria, registration numbers have been rising as Palestine refugees in Syria update their files with UNRWA.

The scale of the Syria conflict and its devastating humanitarian consequences continue to outstrip forecasts and planning scenarios. The two UNRWA 2013 regional crisis plans appealed for critical humanitarian assistance in the form of food, cash, household/winter items, education and health services in Syria, Lebanon and Jordan for a total of **US\$ 290,800,000**. Many donors responded generously, funding **72 per cent** of the appeal to date, and the considerable results achieved are detailed according to strategic objectives in the six-monthly report of September provided to donors. Another report will be issued after the end of 2013. In the last period, despite extraordinary challenges, UNRWA made critical improvements to its regional emergency operations, including in delivery of assistance, for example by moving to more efficient cash transfer mechanisms, by refining needs assessments and targeting techniques and by regularizing field contingency planning.

Inside Syria, UNRWA has adapted its services to ensure that they are sustainable and effective in conditions of armed conflict. These services include primary education, primary health care, social services, infrastructure services in refugee camps, programmes for women and youth and microfinance. Alongside humanitarian response activities, the regional UNRWA network of existing services, directly offered by its 13,000 area staff in Syria, Lebanon and Jordan, continues to provide a critical framework of stability for families and communities, improving prospects for effective post-conflict recovery.

For the coming period, **UNRWA requires US\$ 417.4 million, of which US\$ 310 million will be programmed inside Syria, US\$ 90.4 million in Lebanon and US\$ 14.6 million in Jordan.**² US\$ 2.4 million is required for regional management and emergency response outside of the purview of these three field offices, including cash assistance for PRS families in Gaza. This is a conservative reckoning of what is required to address the most basic requirements of a community unravelling and in acute distress.³

Amid increasing insecurity and uncertainty, UNRWA emergency and regular programming combine to make a vital contribution to the resilience of Palestine refugees and their communities.

² The Syria content of this plan is contained in the updated Syria Humanitarian Assistance Response Plan (SHARP) January - December 2014, and the Lebanon content is presented in the United Nations Regional Response Plan (RRP), January - December 2014. The UNRWA Jordan response does not appear in the RRP Jordan chapter. The Agency's Jordan budget is instead included in the regional component of the RRP.

³ This plan will be reviewed at the end of June 2014, midway through implementation, in line with similar plans for the SHARP and RRP.

2014 Syria Regional Crisis Response Funding Requirements

Programme Interventions	Syria	Lebanon	Jordan	Regional	Total
Cash Assistance for Essential Needs, Including Food, Shelter and NFIs	190,907,125	55,213,159	6,580,648	320,000	253,020,932
Non-food Items (NFIs)	19,811,854	-	107,932	-	19,919,786
Food Assistance	58,514,545	-	-	-	58,514,545
Livelihoods (Microfinance, Vocational Training, Income Generation)	6,105,000	-	-	-	6,105,000
Emergency Health	5,550,000	12,033,700	812,997	-	18,396,697
Emergency Education	2,220,000	11,876,813	2,444,375	380,000	16,921,188
Shelter	6,660,000	3,294,661	3,569,127	-	13,523,788
Protection	1,110,000	1,576,192	512,682	-	3,198,874
Environmental Health	1,554,000	3,837,242	-	-	5,391,242
Safety and Security	1,554,000	200,000	68,321	-	1,822,321
Capacity and Management Support	13,238,476	2,000,000	476,496	1,700,000	17,414,972
Emergency Repair and Maintenance of UNRWA Installations	2,775,000	400,000	-	-	3,175,000
Total	310,000,000	90,431,767	14,572,578	2,400,000	417,404,345

Strategic Priorities and Planning Assumptions

This plan provides an overview of anticipated needs and interventions in support of Palestine refugees in and from Syria for the year ahead, and complements the ongoing activities covered by the Agency's regular budget and field implementation plans. It is guided by three **strategic priorities**:

1. **Preserve the resilience of Palestinian communities**, including those displaced inside Syria and those forced to flee to a neighbouring country, **through targeted relief** in the form of cash, food or non-food assistance.
2. **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.
3. **Strengthen humanitarian capacity, coordination, communication and management** to improve the effectiveness and efficiency of emergency programme delivery.

The UNRWA response is informed by planning assumptions that are based on evolving security, political, socioeconomic and humanitarian factors. Operational flexibility and vigilance are required at all times. The following represent the Agency's main assumptions for the coming period:

- Continued protracted conflict in Syria
- Continued deterioration of the Syrian economy and infrastructure
- Continued negative impact of sanctions on livelihoods in Syria
- Continued difficulty in directly accessing camps in conflict areas
- Continued reliance on the support of Syrian authorities
- Increased possibility of sudden loss of supply access to Syria via ports and borders
- Increased need to mitigate economic and personal strain on UNRWA area staff
- Continued displacement of Palestine refugees from Syria
- Increased tension and economic strain in Lebanon and Jordan resulting from the overall refugee influx



PRS students at Marka el Hutein 2 Preparatory Girls School, afternoon shift, Jordan - © Ramiro Cordoba/UNRWA Archives

Developing Regional Situation and Needs

Three years of persistent conflict and deteriorating economic conditions in Syria have challenged the resilience of Palestine refugees and Syrians alike. Proportionately, displacement among Palestinians – conservatively estimated to be somewhere over 50 per cent – is significantly higher than the proportion of Syrians displaced by the conflict. The vast majority of the population of approximately 540,000 Palestine refugees in Syria is now unable to meet its daily needs. A September 2013 needs assessment found that the most vulnerable – female-headed households, the elderly living alone, people with disabilities and young children – make up about 30 per cent of the total population of Palestine refugees in Syria.

Conflict has now overwhelmed most of the Palestine refugee camps, causing not only extreme hardship and widespread displacement but also an unravelling of their social structure and support networks in Syria. Palestine refugees fleeing Syria encounter discriminatory treatment when trying to cross borders to safety, and their vulnerability in neighbouring countries is made more acute by their difficulty in acquiring legal status. The displacement of Palestinians from the camps and neighbourhoods where, since the Nakba of 1948, they have nurtured family and community, has thrust them into an existential crisis as much as a physical one. In 1948, they were received in solidarity and with generosity by countries in the region. The outlook today for Palestine refugees from Syria is increasingly bleak, as the support networks and communities built over decades are rapidly being destroyed and their welcome in fragile neighbouring states has worn thin. Those who have reached Lebanon, Jordan and Egypt find themselves in a risky legal limbo and face living conditions so difficult that many decide to return to the dangers inside Syria. The particular vulnerabilities of Palestine refugees and their sensitive status in the region compound the already stark and violent devastation they share with Syrians.

Throughout the Syria crisis, UNRWA has taken every opportunity to stress to staff and refugees the imperative of maintaining their neutrality at all times. UNRWA has also consistently called on all sides to comply with their obligations under international law, including international humanitarian law, condemning in particular the scant regard for the protection of Syrian and Palestinian civilians. The Agency has drawn international attention to Palestine refugee camps being engulfed by armed conflict and demanded that Syrian authorities and other parties desist from the conduct of armed conflict in Palestine refugee camps and other civilian areas. UNRWA has also repeatedly decried the futility of the pursuit of military solutions in Syria and appealed to the parties to the conflict to peacefully pursue a negotiated solution. In the coming period, the Agency will continue to maintain the tempo of advocacy on these and other relevant points.

SYRIA: Palestine Refugees December 2013

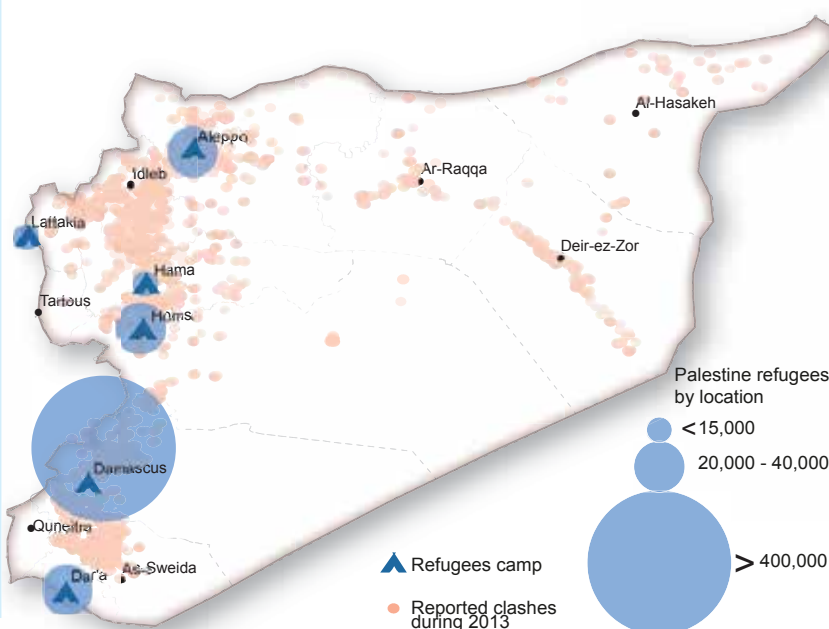
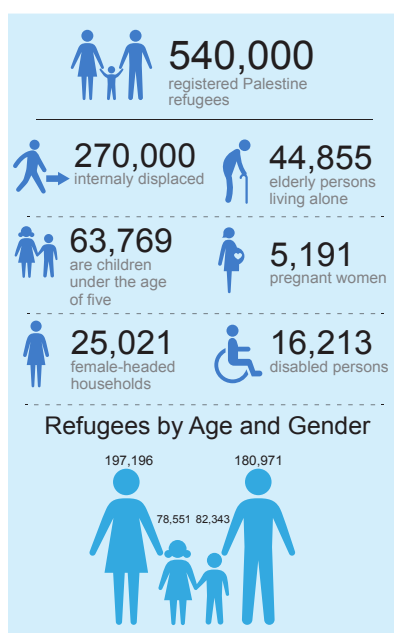


Situation overview

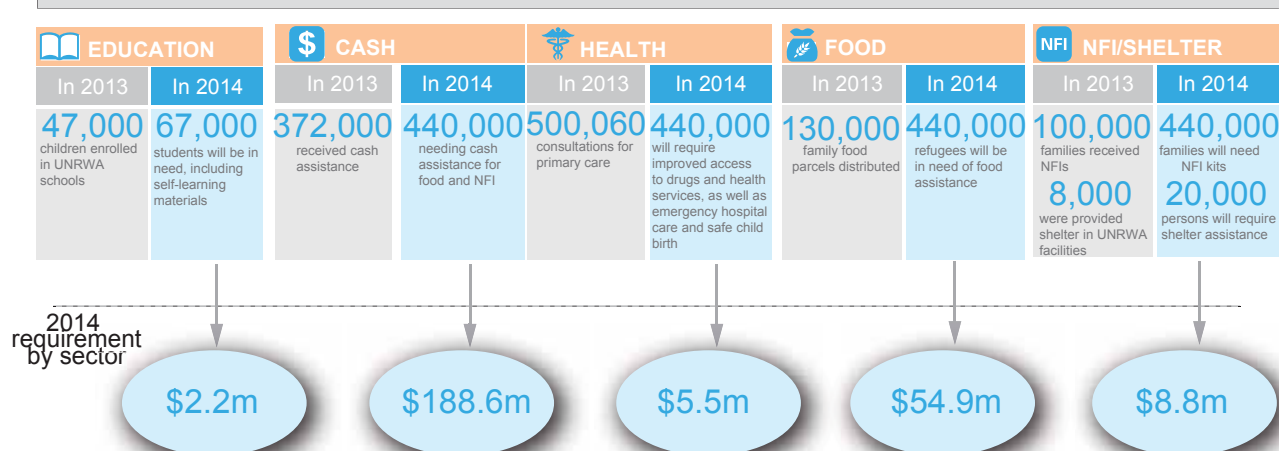
- More than 270,000 Palestine refugees are displaced within Syria, all Palestine refugee camps are directly affected by fighting. 52,600 refugee homes have been damaged or destroyed.
- Over 3,000 staff provide direct services such as health, education and microfinance, through a network of 180 installations
- UNRWA has upscaled its relief programme to meet critical humanitarian needs, prioritizing displaced refugees and others most directly affected by conflict.

10 out of 23 UNRWA health centres remain open, 8 new health points serve IDPs

44 out of 118 UNRWA schools remain operational, 43 new government schools are used in afternoon shift



Sector response and needs



Total* requirement: \$310 m

Total* : EDUCATION+CASH ASSISTANCE+HEALTH+SHELTER+NFI+FOOD+SAFETY&SECURITY+COORD&MANAGEMENT

Date: 26 November 2013

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.

SYRIA



Near Al-Qazzaz Intersection, Damascus, Syria - © Carole Al Farah/UNRWA Archives

The crisis in Syria and its impact on Palestinian communities that have lived in relative peace for over six decades in the country has brought the particular vulnerability of Palestine refugees into stark relief. Prior to the conflict, Syria was host to approximately 540,000 Palestine refugees. Families have fled the camps only to face repeated internal displacement and discriminatory policies in neighbouring countries. As a result, the Palestine refugee community in Syria is now experiencing a deep sense of vulnerability and anxiety about the future. Most Palestine refugees in Syria have nowhere to turn but to UNRWA and the international community for help.

The UNRWA 2013 planning figure of 420,000 refugees living in Syria in need of assistance has now increased to **440,000 in need of urgent and ongoing assistance during 2014**. While the vast majority of Palestine refugees have remained neutral, their camps have become battlegrounds between armed groups and government forces. One extreme example of their vulnerability came in April 2013, when in one day, nearly all 6,000 Palestine refugees of the Ein el Tal camp, near Aleppo, were forced to leave their homes at gunpoint. Another example is the effect of ongoing hostilities in and around Yarmouk, the largest concentration of Palestine refugees in Syria and their symbolic capital in the country. The vast majority of residents are now internally displaced, having fled Yarmouk, and the few remaining civilians are trapped with little or no access to assistance. UNRWA has expressed alarm at the plight of civilians stuck in Yarmouk. At the time of writing, the Agency has had initial success in the delivery of 2,000 polio vaccines to residents of Yarmouk, and remains on standby to deliver more assistance as soon as access can be obtained.

Hostilities and armed confrontation inside the refugee camps and in the Damascus and Rif Damascus governorates have forced the majority of residents to flee repeatedly in search of safer locations. In total, UNRWA estimates that approximately 270,000 Palestine refugees are displaced inside Syria. UNRWA needs assessments have also indicated that as of mid-2013, approximately 52,000 Palestine refugee homes had sustained some level of significant damage. Hundreds of thousands of refugees have been displaced from their homes and communities; many have been forced into a pattern of repetitive, protracted, and traumatic displacement as the shifting lines of conflict engulf areas that were previously considered safe. UNRWA continues sheltering over 8,100 displaced Palestine refugees and a small number of Syrians in 18 Agency facilities in Syria. UNRWA is also supporting more than 3,500 Palestine refugees being sheltered in 13 non-UNRWA facilities in Damascus, Aleppo and Latakia.

The armed conflict in Syria has resulted in profound socioeconomic hardship for Syrians and Palestinians alike. The second in a series of quarterly socioeconomic monitoring reports written by Syrian Center for Policy Research and sponsored jointly by UNRWA and UNDP,⁴ released in October 2013, found that the Syrian economy experienced massive de-industrialization as a result of business closure and bankruptcy, capital flight, looting and destruction. Economic loss totaled US\$ 103.1 billion since the start of the conflict, which is equal to 174 per cent of Syria's 2010 GDP. Poor and vulnerable households, including the vast majority of Palestine refugee families, have exhausted their savings and face surging prices for basic goods and services as they struggle to survive amid the dangers of armed conflict. Staggering economic decline is exacerbated by sanctions, making it difficult for the population to purchase vital medicines, food and other essentials. Sixty-six per cent of the population (13.9 million people) now live in poverty and unemployment has reached 49 per cent.

The volatility of the operational context in Syria increased dramatically during 2013. To date, 10 staff members have tragically lost their lives to the conflict, 16 have been injured and 20 are currently presumed detained or reported missing. The 3,700 UNRWA area staff, on whom delivery of services depends, are severely affected by the conflict, and the Agency must ensure they are able to work as safely as possible and provide for their families. In terms of physical assets, at least 39 of 180 UNRWA facilities have either been damaged or destroyed, and 21 vehicles have been stolen. The extent of conflict-related losses and damage is yet to be reliably ascertained.

UNRWA has continued to deliver its core services in Syria, and they form the base upon which many emergency aspects of the Agency's response are delivered. This **continuity and adaptation of regular UNRWA activities**, while integrating emergency interventions, is critical to ensuring the resilience of families and communities and improving the prospects of smooth recovery.

Under its first strategic priority, to preserve the resilience of Palestinian communities, UNRWA will continue providing **cash assistance** in Syria. This has proven to be the most versatile and impactful method of assistance. Cash assistance can be channelled through a network of banks and financial institutions, including to areas where physical access may not be possible. Distribution costs are low and risk of loss or fraud is minimal. Most importantly, cash assistance affords a much greater degree of safety to beneficiaries and staff, and grants refugees the dignity and agency of managing their own well-being. While cash will remain the primary vehicle for assistance, if access to essential goods and financial services becomes further constrained, in-kind assistance may account for an increased proportion of assistance in 2014.

Palestine refugee livelihoods will also be supported through the Agency's Syria **microfinance** operation. While sustaining major losses in conflict areas where its offices were looted or destroyed, UNRWA has expanded its microfinance assistance in safer areas, with the opening of three offices in Latakia, Tartous and Sweida, and plans under way to open another in Qamishli. UNRWA expects that it can finance 9,000 loans in 2014 to microenterprises and to poor, low-income and displaced Syrian and Palestinian households, and support income-generating activities for women through microloans. This livelihoods assistance supports coping strategies and mitigates poverty resulting from displacement.

Technical and vocational training continues, with 813 refugees (331 female, 482 male) enrolled at the Damascus Training Centre. Five new courses are running in Homs and plans are to expand to Aleppo and Dera'a. An e-learning portal lends great flexibility to students when security conditions interrupt study. The Agency's **innovative youth work** has developed more of a conflict-response profile, while still stressing core skills development and job placement. Youth participate in first-aid training and health awareness campaigns and volunteer in their communities. Of the Agency's network of 17 **women's programme centres and community rehabilitation centres**, nine are still operational and trying to serve the most vulnerable members of surrounding communities, including victims of sexual and gender-based violence (**SGBV**) and people with **disabilities**.

⁴ http://www.unrwa.org/sites/default/files/md_syr-rprt_q2fnl_251013.pdf



Damascus Vocational Training Centre - © Taghrid Mohammad/UNRWA Archives

Maintaining access to basic services is key to the second strategic priority of providing a protective framework for Palestine refugees affected by the conflict in Syria. The largest UNRWA programme in Syria, its **basic education system**, has been severely affected by the conflict, with some 18 school buildings being used to accommodate displaced Palestinians and Syrians, and another 68 damaged or inaccessible. While 47,000 students of 66,000 were enrolled in the 2013/14 school year, UNRWA will continue monitoring whether such relatively high attendance can be maintained as conflict continues to encroach on camps throughout the country. In addition to using **alternative facilities** – the Ministry of Education has allowed UNRWA an afternoon shift in 43 government schools – a range of **innovative approaches** are helping students keep up with their studies. These include the development of **self-learning materials**, **TV programming** that is broadcast by the Gaza-run UNRWA satellite station or posted to YouTube, and **psychosocial support** through 39 newly hired counsellors. The Agency also plans to begin a **school feeding** programme for all children in school to mitigate risks to nutritional well-being and factors that encourage students to drop out of school.

With respect to UNRWA **health services**, while 13 of 23 primary health centres have closed due to the conflict, UNRWA continues to adapt in order to provide primary health care and referrals for 440,000 refugees in Syria. Eight health points have been established in collective centres where many have sought safety, and three more are planned in the coming months. Due to the contraction of the health sector, the Agency now supports referrals to any institution. UNRWA also ensures that Palestine refugees have access to **adequate and safe water and sanitation** in camps, collective shelters and areas with high concentrations of refugees to reduce risk of public health hazards.

Together with host authorities and sister UN agencies, UNRWA has embarked on a rapid **vaccination and information campaign** for children under 5 in Syria, Jordan and Lebanon, **targeting polio, mumps, measles and rubella**. This includes internally displaced persons sheltering in UNRWA facilities, children visiting the Agency's health centres and health points, and students attending UNRWA schools, regardless of their immunization history. Additionally, UNRWA launched a month-long, house-to-house immunization campaign in the refugee camps. The areas of Yarmouk, Sasa and Ramadan remain difficult to reach. On 28 November, following an arrangement reached as an initial step in the process of negotiating the delivery of humanitarian supplies into the area, the Agency was able to deliver 2,000 polio vaccines to Yarmouk and remains ready to deliver further vaccines.

As the intensity of the armed conflict in Syria persists, Palestine refugees are increasingly exposed to threats and vulnerabilities that call for dedicated interventions falling within the purview of **protection**. In the coming period, UNRWA will establish staff capacity in Damascus and in area offices to ensure that issues of this nature are addressed, including through programmes and service delivery.

Finally, given the growing challenges of the conflict, UNRWA must continuously seek to strengthen its **emergency response capacity** in Syria. Additional expertise is required to **strengthen programme planning, management and monitoring** of humanitarian response activities. **Enhanced security** for staff and facilities is also an ongoing and necessary effort to effectively and efficiently ensure critical operations and movement of staff and supplies in an ever more challenging environment. The **training of staff to better cope in emergency situations** remains a critical part of the Agency's effort to support staff capacity, resilience and operational continuity. While the Agency continues to suffer disturbing losses, and **risks to staff and assets remain great**, the average monthly loss to diversions of UNRWA assistance in 2013 has been minimal, averaging just 0.02 per cent per month during 2013.

Syria Intervention Results Chain: January – December 2014

Strategic Priorities	Outcome	Outputs	Activities	Inputs
Preserve the resilience of Palestinian communities through targeted relief	Palestine refugee resilience enhanced to cope with crisis through food, cash and NFI assistance	Palestine refugees meet their basic food, household and shelter needs through relief assistance, microfinance, vocational training and job placement	<ul style="list-style-type: none"> • Direct cash transfer to 440,000 Palestine refugees through banks and financial institutions, and also distribution at UNRWA premises • Verification procedures to determine eligibility and confirm receipt • Identification of eligible refugee families based on verification of vulnerability and need for assistance 	<ul style="list-style-type: none"> • Cash assistance for food security US\$ 117,919,046 • Cash assistance for NFIs US\$ 70,751,429 • Cash assistance for shelter US\$ 2,236,650
			<ul style="list-style-type: none"> • Distribution of NFIs (blankets, mattresses, jerry cans, hygiene kits, winterization items) to 200,000 Palestine refugees 	<ul style="list-style-type: none"> • NFIs US\$ 8,502,730 • Hygiene kits US\$ 11,309,124
			<ul style="list-style-type: none"> • 440,000 refugees receive monthly ration of staple food commodities to meet about one third of need (approx. 700 kcal per person per day) • 45,000 refugee children attending UNRWA schools receive daily meals at school 	<ul style="list-style-type: none"> • Partnership logistics cluster and in coordination with WFP • Food assistance US\$ 54,918,145 • School feeding US\$ 3,596,400
			<ul style="list-style-type: none"> • 39,750 men and women benefiting from 9,000 microenterprise and consumer loans, including Syrians and Palestine refugees and young persons, through UNRWA microfinance branch office network in Syria • 10,000 refugees at UNRWA vocational training centres provided with vocational education and training and supported with job placement • 19,200 women benefit from 4,800 microloans to support income generation 	<ul style="list-style-type: none"> • Microfinance loans US\$ 2,775,000 • Vocational training and job placement US\$ 2,220,000 • Women's income generation US\$ 1,110,000

Provide a protective framework for Palestine refugee communities and help mitigate their vulnerability	Public health threats to the affected population decreased	Palestine refugees ensured access to adequate environmental health services	<ul style="list-style-type: none"> • Emergency repair of water and sewer infrastructure in refugee camps and collective shelters • Provision of solid-waste collection and/or recruitment of contractors to remove waste from refugee camps and collective shelters • Digging and installation of additional water wells in refugee concentration points • Installation of high-capacity water tanks in collective shelters 	<ul style="list-style-type: none"> • Emergency environmental health US\$ 1,554,000
	Primary and life-saving secondary and tertiary health care access ensured	Palestine refugee needs for primary health care and hospital care are met	<ul style="list-style-type: none"> • Procurement, distribution and administration of essential drugs and medicines, including vaccines; pre-positioning emergency drugs and medical supplies • Consultations through UNRWA primary health centres and health points • Provision of referrals to life-saving secondary and tertiary hospital care 	<ul style="list-style-type: none"> • Emergency health – access to hospital care US\$ 2,220,000 <ul style="list-style-type: none"> • Emergency health – access to essential drugs and medical supplies US\$ 3,330,000 <ul style="list-style-type: none"> • UNRWA will import essential medicines in bulk through the Agency's international or local suppliers, plus some items through WHO supply chain
	Access to education despite conflict and displacement is ensured	Palestine refugee children needs for primary education are met	<ul style="list-style-type: none"> • 47,000 children ensured access to direct school attendance • Distance learning materials procured, developed and distributed • Development of online learning materials and programmes • Capacity-building of teachers to provide/identify psychosocial support needs • Psychosocial support to children 	<ul style="list-style-type: none"> • Emergency Education US\$ 2,220,000 <ul style="list-style-type: none"> • Education will be provided through UNRWA schools and shared government facilities
	Enhanced protection services	Palestine refugee needs for protection are met	<ul style="list-style-type: none"> • Mainstreaming of UNRWA protection standards into programming and service delivery throughout UNRWA operations • Strengthened focus on SGBV and referrals to support survivors • Outreach to the refugee community, protection issues identified and particular vulnerabilities responded to • Greater coordination with relevant stakeholders in order to ensure protection issues are addressed 	Protection mainstreaming US\$ 1,110,000 <ul style="list-style-type: none"> • Recruitment of senior international protection specialist and two protection assistants • Establishment of Area Support/Protection Office in Damascus

	Improved basic shelter access and coping capacities to seasonal changes	Palestine refugees benefit from temporary emergency shelters	<ul style="list-style-type: none"> • Procurement of prefabricated shelter containers • 8,000 of the most severely affected are provided some form of shelter assistance • Construction of 2,000 shelters • Ongoing maintenance and sanitation services 	<ul style="list-style-type: none"> • Shelter assistance – prefab shelter construction US\$ 6,660,000
Strengthen humanitarian capacity, coordination and management	Strengthened programme planning, implementation, monitoring and reporting of the humanitarian response	UNRWA has increased humanitarian capacity and coordination in place	<ul style="list-style-type: none"> • Recruitment and retention of specialized staff • Procurement and provision of resources, goods and equipment to support expanded programme activities • Remote operational support contingencies and business continuity plans in place 	<ul style="list-style-type: none"> • Capacity and management support US\$ 13,238,476
		Enhanced security for over 3,700 UNRWA staff	<ul style="list-style-type: none"> • Procurement of security related communications equipment • Upgrades to current vehicles and purchase of additional armoured vehicles • Upgrades and safety equipment for office premises to ensure that minimum safety and security standards are in place • Training for staff and technical support/coordination provided 	<ul style="list-style-type: none"> • Safety and security US\$ 1,554,000
		Emergency repair and maintenance of UNRWA facilities is carried out to ensure continuity of services	<ul style="list-style-type: none"> • Identification of installations in need of rehabilitation • Procurement of supplies and/or services for emergency repair work • Implementation of emergency repairs to damaged installations 	<ul style="list-style-type: none"> • Emergency repair and maintenance of UNRWA installations US\$ 2,775,000

LEBANON: Palestine Refugees from Syria (PRS) December 2013

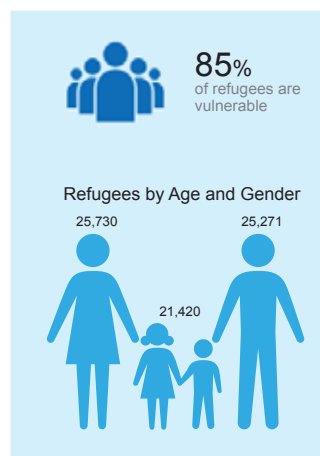
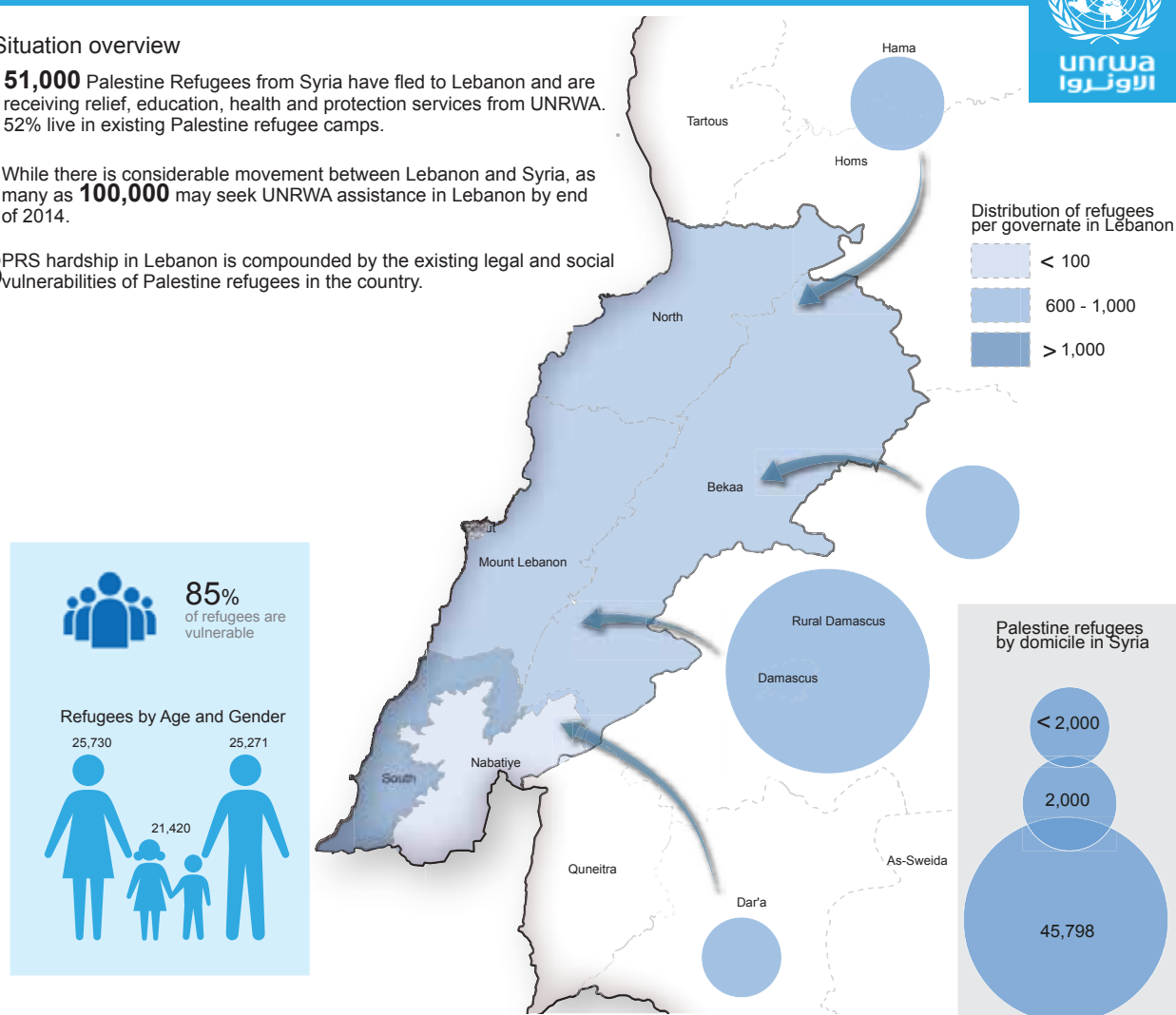


Situation overview

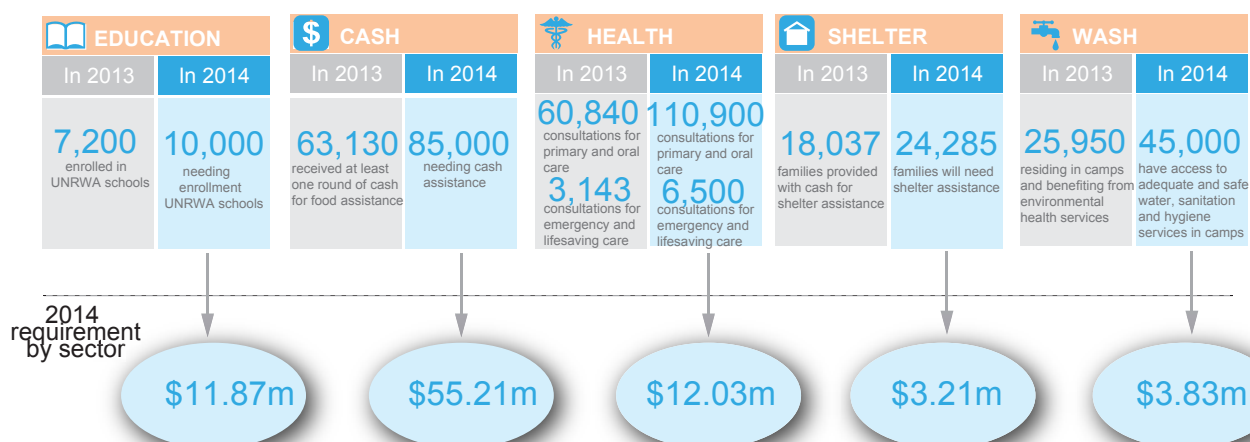
1 **51,000** Palestine Refugees from Syria have fled to Lebanon and are receiving relief, education, health and protection services from UNRWA. 52% live in existing Palestine refugee camps.

2 While there is considerable movement between Lebanon and Syria, as many as **100,000** may seek UNRWA assistance in Lebanon by end of 2014.

3 PRS hardship in Lebanon is compounded by the existing legal and social vulnerabilities of Palestine refugees in the country.



Sector response and needs



Total* requirement: **90.4 m**

Total* : EDUCATION+CASH ASSISTANCE+HEALTH+SHELTER+NFI+FOOD+SAFETY&SECURITY+COORD&MANAGEMENT

Date: 02 December 2013

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.

LEBANON



Shatila camp, Lebanon - © Mahmoud Sheikh/UNRWA Archives

Lebanon is a highly complex operating environment. The conflict in Syria has exacerbated political and social tensions, creating a volatile situation, as recent security incidents clearly demonstrate. The approximately 260,000 Palestine refugees living in Lebanon before the crisis already led a legally marginalized and impoverished existence in the squalid refugee camps. The arrival of additional refugees from Syria compounds not only the burden on UNRWA services, but also severely strains the coping strategies of the whole community. With this extreme vulnerability come inherent risks to social cohesion and stability.

Since the rise in violence in Yarmouk in December 2012, and through 2013, Lebanon saw a considerable flow of PRS into its territory. At the end of November, some 51,000 Palestinians from Syria had been counted in Lebanon, and this number may reach 80,000 to 100,000 by the end of 2014. Over half of the PRS are sheltering in the 12 already overcrowded Palestinian refugee camps in Lebanon. Palestine refugees in Lebanon already struggled with limited rights and little access to public services or employment opportunities. Since August 2013, greater restrictions at the border placed on Palestine refugees further compounds their vulnerability and makes UNRWA protection efforts on behalf of Palestinians fleeing the conflict more urgent.

UNRWA is currently undertaking a **multisectoral needs assessment** at the national level, in collaboration with the World Food Programme (WFP). Information on key indicators of water and sanitation, food security, shelter, education, health and protection will be collected from a representative sample of Palestine refugees to derive vulnerability criteria and assess who is in greatest need. This will allow for more informed decision-making on targeting and/or prioritization mechanisms. Also in collaboration with WFP, UNRWA will strengthen its capacity to monitor and evaluate cash assistance.

Cash assistance, particularly for shelter and food, remains a key element of the UNRWA Lebanon response under the first strategic objective, to preserve the resilience of Palestinian communities, and is an effective way to meet urgent refugee needs for food and rent. On average, there are 12.8 individuals per residence, and rent can cost US\$ 200 or more per family. Therefore, food and accommodation remain a critical need for many PRS. All cash assistance will soon be provided exclusively by ATM cards, a delivery system that reduces overhead costs as well as security risks. The Agency will also provide one-time cash assistance to eligible refugee families during the winter months to cover their needs related to heating fuel and warm clothes. In addition, new arrivals will receive bedding as well as kitchen and hygiene kits.

UNRWA must continue to maintain a protective framework for PRS in Lebanon by ensuring access to basic services and through protection and advocacy efforts. The existing **educational system**, which in Lebanon extends through the secondary level, provides critical and ready structure for over 7,000 PRS children. However, absorbing additional students from Syria is a growing challenge, and the transition between the Syrian and Lebanese curricula has proven difficult to manage. In order to support children during this difficult time, UNRWA is enhancing its psychosocial support to Palestine refugee children in schools through the training of teachers and school counselors, as well as the recruitment of specific psychosocial counselors. Palestine refugees also readily access the network of UNRWA **primary health care** clinics. UNRWA subsidizes life-saving care for Palestine refugees and covers fifty per cent of hospitalization costs, but the exorbitant costs of Lebanese health care mean that adequate treatment is often beyond the reach of refugees.



UNRWA sanitation worker, Shatila camp - © Mahmoud Sheikh/UNRWA Archives



Cash distribution for PRS in Lebanon - © UNRWA Archives

Protection has become increasingly important in the UNRWA response in Lebanon, given the precarious legal status of PRS in Lebanon. **Advocacy** with the authorities for the equal treatment of PRS in visa and other legal status issues is ongoing and has elicited important government assurances on the treatment of Palestinians, although not in writing. UNRWA also provides guidance to refugees on how to obtain visas and civil registration, which is a requirement to enter 6 of the 12 camps. Acquiring civil registration itself is a complex process requiring a valid visa, a certificate of residence from the local *mukhtar*, endorsement from the Ministry of Interior and approval from the Ministry of Foreign Affairs and Syrian embassy.

UNRWA is mainstreaming a **sexual- and gender-based violence (SGBV)** response in its regular programming. This includes training of staff in best practices and the detection of and referral to appropriate services of SGBV cases in Tyre, South Lebanon. The mainstreaming also includes the development of an SGBV information management system and outreach to the community. UNRWA participates in the SGBV Task Force led by UNHCR, and coordinates closely with lead agencies in case management, such as the International Rescue Committee, the Danish Refugee Council and the International Medical Corps. Agency staff have been trained in Minimum Initial Service Package (MISP) for Reproductive Health, the Adolescent Sexual and Reproductive Health (ASRH) Toolkit in Emergency Settings and psychosocial first aid.

Environmental health is an inherent part of UNRWA work within Palestine refugee camps in Lebanon. Crowding threatens to overwhelm already fragile water and solid-waste systems now serving the additional load of Palestinian and Syrian refugees. UNRWA will maintain and rehabilitate water-supply and waste-disposal networks in the camps and enhance efforts at promoting hygiene.

Lebanon Intervention Results Chain: January - December 2014

Strategic Priorities	Outcome	Outputs	Activities	Inputs
Preserve the resilience of Palestinian communities through targeted relief	Palestine refugee resilience enhanced to cope with sudden crisis through food, cash and NFI assistance	Palestine refugees meet their basic food, household and shelter needs through relief assistance	<ul style="list-style-type: none"> • Identification of eligible PRS families through needs assessment and potential targeting based on needs assessment • Coordination with WFP to provide monthly cash for food to up to 85,000 PRS individuals • Regular distribution of cash assistance to up to 24,285 PRS families • Coordination with partners and distribution of cash for essential NFI needs, such as bedding and cooking kits, to up to 3,630 PRS families, and to 8,285 PRS families of winterization assistance needs • Regular monitoring and evaluation of cash distributions through representative household-level assessments 	<ul style="list-style-type: none"> • Cash assistance for food security US\$ 26,147,206 • Cash assistance for shelter US\$ 26,959,557 • Cash assistance for NFIs US\$ 2,106,396
Provide a protective framework for Palestinian communities and help mitigate their vulnerability	Public health threats to the affected population decreased	Palestine refugees ensured access to adequate environmental health services	<ul style="list-style-type: none"> • Provide up to 42,500 PRS with access to sufficient quantity of water for drinking, cooking and domestic hygiene • Provide up to 30,000 PRS with access to communal wastewater facilities • Sensitize up to 90,000 PRS to improved hygiene practices and distribution of hygiene items • Maintain 12 operational solid waste collection services • Augmentation and rehabilitation of existing water-supply networks. • Collection and disposal of solid waste 	<ul style="list-style-type: none"> • Emergency environmental health US\$ 3,837,242
	Primary, and life-saving secondary and tertiary, health care access ensured	Palestine refugee needs for primary health care and hospital care are met	<ul style="list-style-type: none"> • Provision of primary health care through 27 UNRWA health centres • Provision of referrals to up to 6,500 PRS for life-saving secondary and tertiary hospital care • Procurement, distribution and administration of essential drugs and medicines, including vaccines; pre-positioning emergency drugs and medical supplies 	<ul style="list-style-type: none"> • Emergency health US\$ 12,033,700

	Access to education despite conflict and displacement is ensured	Palestine refugee children needs for primary education are met	<ul style="list-style-type: none"> • Provide education for up to 10,000 school-age PRS children through regular and special UNRWA classes • Provide 20 UNRWA schools with furniture, heating and other equipment • Psychosocial support available for up to 10,000 school-age PRS • Capacity development of 30 education staff in provision of psychosocial support • Procurement and distribution of educational and recreational materials to all school-age PRS children • Organize and conduct summer and recreational activities for school-age PRS children 	<ul style="list-style-type: none"> • Emergency Education US\$ 11,876,813 • Coordination with UNRWA schools to ensure that school-age PRS have access to education
	Enhanced protection services	Palestine refugee needs for protection from violence and refoulement are met	<ul style="list-style-type: none"> • Provide legal counselling on civil, criminal and administrative issues (including SGBV) or representation for up to 700 PRS individuals through external partners • Advocacy with relevant authorities and outreach to PRS community • Coordination with stakeholders and improved reporting on protection cases • Capacity development of 100 UNRWA staff in protection in emergencies, child protection and SGBV and psychosocial support • Update up to 100,000 PRS records in UNRWA RRIS emergency system • Conduct regular needs assessments 	<ul style="list-style-type: none"> • Protection US\$ 1,576,192
	Improved basic shelter access and coping capacities to seasonal changes	Palestine refugees benefit from temporary emergency shelters	<ul style="list-style-type: none"> • Rehabilitate 50 collective shelters to appropriate standards 	<ul style="list-style-type: none"> • Shelter assistance US\$ 3,294,661

Strengthen humanitarian capacity, coordination and management	Strengthened programme planning, implementation, monitoring and reporting of the humanitarian response	UNRWA has increased humanitarian capacity and coordination in place	<ul style="list-style-type: none"> • Recruitment and retention of staff, primarily from the Palestine refugee community, to cover the increased workload generated by the implementation of the humanitarian programmes • Procurement and provision of resources, goods and equipment to support expanded programme activities • Conduct periodic review of field-level and regional humanitarian response plans • Remote operational-support contingencies and business-continuity redundancies in place 	<ul style="list-style-type: none"> • Capacity and management support US\$ 2,000,000
		Enhanced security for UNRWA staff to provide humanitarian support	<ul style="list-style-type: none"> • Security-management plans developed and in place 	<ul style="list-style-type: none"> • Safety and security US\$ 200,000 • 1 additional safety and security staff
		Emergency repair and maintenance of UNRWA facilities is carried out to ensure continuity of services	<ul style="list-style-type: none"> • Identification of installations in need of rehabilitation 	<ul style="list-style-type: none"> • Emergency repair and maintenance of UNRWA installations US\$ 400,000

JORDAN: Palestine Refugees from Syria (PRS) December 2013

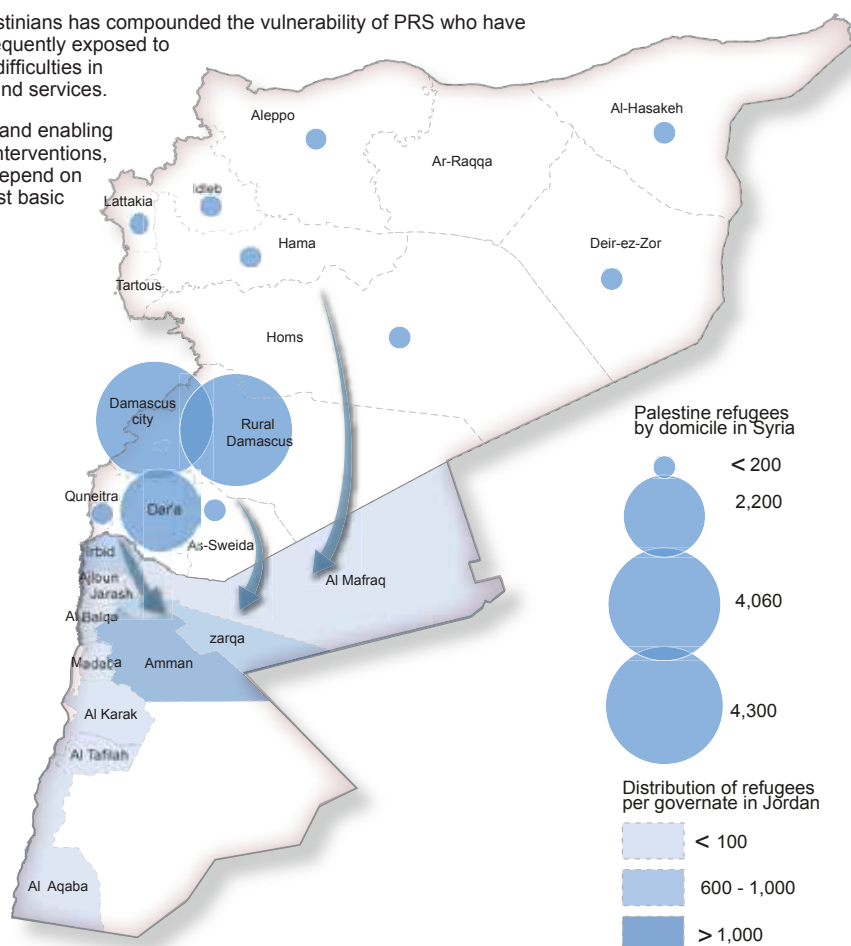
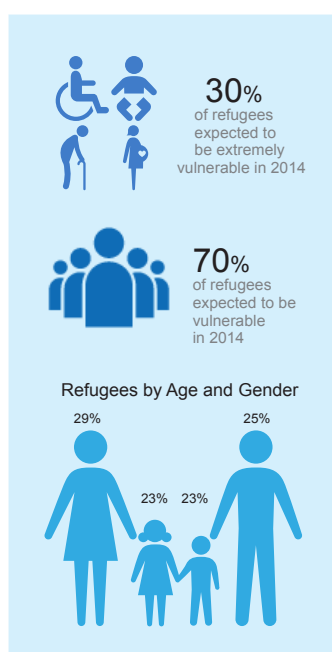


Situation overview

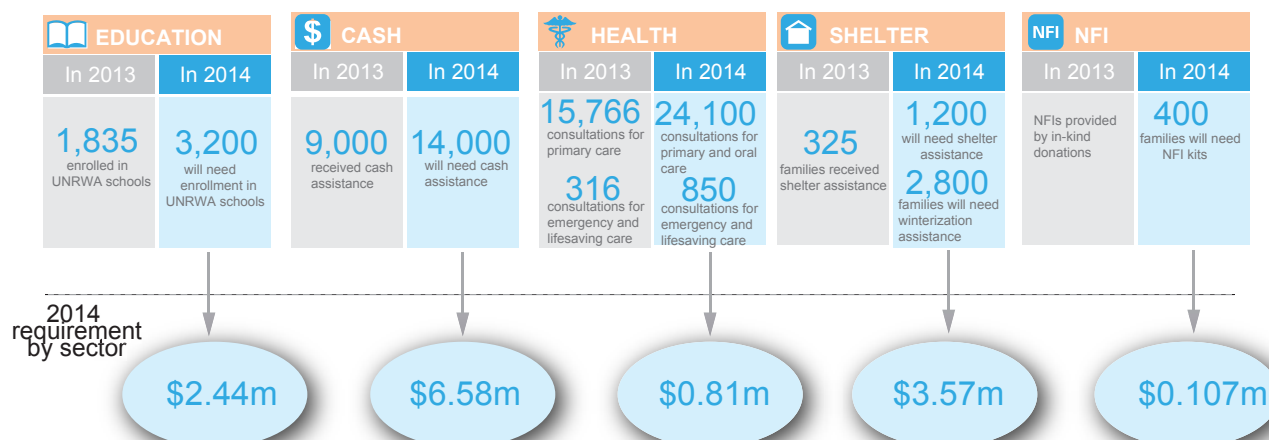
1 **11,000** PRS currently receive relief, education, health and protection services from UNRWA in Jordan. 98% live in local communities. The number of PRS needing UNRWA's assistance may reach **20,000** by the end of 2014.

2 Jordan's policy of non-admission for Palestinians has compounded the vulnerability of PRS who have entered the country. Many PRS are consequently exposed to an on-going risk of refoulement and face difficulties in accessing legal processes, employment and services.

3 In the absence of a protection framework and enabling context for more durable developmental interventions, the vast majority of PRS will continue to depend on humanitarian assistance to meet their most basic needs in 2014.



Sector response and needs



Date: 26 December 2013

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.

Total* requirement: 14.5 m

Total* : EDUCATION+CASH ASSISTANCE+HEALTH+SHELTER+NFI+FOOD+SAFETY&SECURITY+COORD&MANAGEMENT

JORDAN



PRS students at Marka el Hutein 2 Preparatory Girls School, afternoon shift, Jordan - © Ramiro Cordoba/UNRWA Archives

Jordan officially announced a policy of non-admission for Palestinians from Syria in January 2013. This policy has stemmed the flow of Palestinians seeking safety in Jordan and compounded the vulnerability of those who have managed to enter the country. UNRWA continues to urge Jordan to grant temporary access and protection to Palestinians fleeing the violence in Syria. At the same time, the Agency continues appeal to the international community to increase its assistance to both Jordan and Lebanon.⁵

Despite entry restrictions, several hundred Palestine refugees continue to cross into Jordan from Syria every month through increasingly unsafe routes and irregular channels. They disperse into local communities – mainly around the urban centres of Zarqa, Irbid and Amman – and shelter in rental premises or with relatives. The number of PRS who have approached UNRWA in Jordan for assistance has exceeded 11,000 and is expected to reach 20,000 by the end of 2014. Around 200 Palestine refugees who entered Jordan in 2012 remain housed in Cyber City, a closed facility near the border town of Ramtha, where their movements and livelihood opportunities are severely restricted.

Palestinians from Syria are a highly marginalized group in Jordan, and according to the UNRWA socioeconomic assessment of 2013,⁶ the vast majority live in poverty. Rent, which averages over US\$ 170 per month, according

⁵ In line with the Presidential Statement of the Security Council 2 October 2013: <http://www.un.org/News/Press/docs/2013/sc11138.doc.htm>

⁶ http://www.unrwa.org/sites/default/files/md_syr-rprt_q2fnl_251013.pdf

to housing market surveys, is their overwhelming concern. While many of the needs of Palestinians coincide with those of other refugees from Syria, their lack of status in Jordan sets them apart and exacerbates their vulnerability. Many are exposed to an ongoing risk of refoulement and endure a considerable degree of insecurity. They also face difficulties in accessing courts and civil status/registration processes, such as the issuance of birth certificates and renewal of documents, as well as employment and basic services. A small but increasing number make the dangerous decision to return to Syria.

As the already protracted Syria crisis continues, the living conditions of PRS in Jordan are becoming increasingly diverse, requiring more targeted approaches. In the absence of an enabling context to make the much-needed link between humanitarian assistance and more durable developmental interventions, UNRWA priorities are to maintain a protection space, ensure access to basic services and prevent the most vulnerable from falling even further into extreme poverty.

Cash assistance has proven the most flexible, cost-effective and dignified tool to meet the essential needs of PRS, including food and shelter. So distinct are the advantages of cash that UNRWA has phased out food distributions in Jordan and is shifting to an ATM-based cash transfer mechanism. In a context in which Palestine refugee needs are expected to exceed UNRWA capacity to respond, the Agency is preparing a transition to a vulnerability-based approach that will focus cash assistance on families who are most in need. A **multisector needs assessment**⁷ will help determine the poverty threshold and vulnerability criteria used to target and prioritize assistance. UNRWA estimates that up to 70 per cent of families will qualify for regular cash assistance and winterization assistance based on their poverty status, and that 30 per cent of those will be eligible for supplemental shelter subsidies because of acute vulnerabilities.

UNRWA will continue ensuring access for PRS to UNRWA services in Jordan, including health care and education. Palestine refugees can readily access primary **health care** in the 24 UNRWA clinics across the country. As funding permits, they are also covered for hospital referrals for emergency and life-saving care. **Psychosocial** needs are currently not being addressed systematically, and in 2014 UNRWA will seek to strengthen its detection and referral systems and expand partnerships for the training of front-line staff in psychosocial first aid and facilitation of support groups.

Continued **education** is vital to mitigate the impact of conflict and displacement on refugee children and youth, to maintain a modicum of normalcy in their lives and equip them with the academic, vocational and life skills they will need to live productive lives. PRS children and Syrian children living in Palestine refugee camps between the first and tenth grades can access the 173 UNRWA schools across the country. Active outreach to families and flexible entry requirements have boosted enrolment to over 1,800. Another reported 1,100 PRS are registered in government or private schools, including children who live in Cyber City and are transported to a nearby school by UNICEF. The school enrolment rate of PRS – estimated at 60 per cent – remains lower than for Syrian children, requiring more targeted solutions. UNRWA has recruited 4 counsellors, who will train 173 teacher counsellors in **psychosocial support** to help address the many psychosocial problems emerging in PRS children.

UNRWA plays a leading role in **technical and vocational education** in Jordan and PRS youth can now access the Agency's two technical training centres, as well as the teacher training institute, to receive certification in a broad range of professions. This is a critical step in allowing youth and their families to continue to build for the future.

Protection remains a priority and is being mainstreamed in all aspects of the emergency response. The risk of refoulement is a source of great distress and fear for PRS in Jordan and poses a significant challenge to UNRWA protection and **advocacy** efforts. Alarming, the Agency has documented cases of forcible return of Palestinian families to Syria, where they may face persecution and/or physical threat. UNRWA continues to engage key stakeholders, to intervene with authorities on individual cases and to persistently advocate for non-refoulement and equal treatment of refugees.

As a major provider of services, UNRWA has a particular responsibility to ensure protection through the delivery of services. Significant progress has been made in **building staff capacity** in detection, case management and provision of counselling on rights and services to Palestine refugees. A 24/7 hotline is now available for protection issues and dedicated caseworkers in each area office are available to advise and provide referrals.

⁷ Tentatively planned for January-February 2013.

Key emerging **SGBV** issues include early marriage, domestic violence and sexual exploitation. UNRWA provides a range of services to Palestine refugee survivors, including relief and hospitalization. Active involvement in UN coordinated protection response mechanisms has helped expand the range of services available to Palestine refugees, particularly for psychosocial support and legal assistance.

Inside **Cyber City**, core services such as food, education and health care are provided by UN agencies and NGOs. UNRWA supplements these services with a weekly mobile dental clinic and on-site clinic run the by Jordanian Health Aid Society (JHAS), which provides primary health care to all residents, Palestinian and Syrian, as well as hospital referrals. The Agency is now conducting a limited programme of renovation works with UNHCR to improve safety and hygiene standards. UNRWA caseworkers visit the facility daily to monitor the protection needs of this vulnerable population.

UNRWA will continue to channel the emergency response through its regular programmes and 200 installations nationwide. An Emergency Coordination Unit will continue to strengthen the field office's **humanitarian capacity** by identifying needs for surge capacity at the front line, overseeing the implementation of response plans, incorporating minimum standards into programming and service delivery and supporting the roll-out of Agency-wide tools and systems, such as new emergency recording and distribution modules, to improve the overall efficiency of the response. **Emergency preparedness** has already improved with the updating of contingency plans, development of concepts of operations and stockpiling of NFI kits for a potential large inflow.



UNRWA health centre, Jabal Hussein, Jordan - © Izaskun Sánchez/UNRWA España

UNRWA Jordan Intervention Results Chain: January - December 2014

Strategic Priorities	Outcome	Outputs	Activities	Inputs
Preserve the resilience of Palestinian communities through targeted relief	Palestine refugees resilience enhanced to cope with sudden crisis through food, cash and NFI assistance	Palestine refugees meet their basic food, household and shelter needs through relief assistance.	<ul style="list-style-type: none"> • Prioritization/targeting of vulnerable PRS families in need of cash assistance • Shift to ATM-based cash transfers • Distribution of regular cash assistance to up to 14,000 vulnerable PRS individuals • Distribution of one-time, urgent cash assistance to up to 400 PRS families to address a specific shock • Procurement and distribution of 400 NFI kits to vulnerable PRS families 	Regular cash assistance US\$ 6,084,512 Urgent cash assistance US\$ 155,400 NFI kits US\$ 107,932 Recording/ assessments/ case work/distributions US\$ 340,736
Provide a protective framework for Palestinian communities and help mitigate their vulnerability	Primary, and life-saving secondary and tertiary, health care access ensured	Palestine refugee needs for primary health care and hospital care are met	<ul style="list-style-type: none"> • Provision of primary health care (up to 24,099 visits; 51% by females) • Hospital referrals for up to 826 PRS for secondary and up to 32 PRS for tertiary health care • Partnership with specialized provider(s) for the provision of psychosocial support to up to 410 PRS • 100 UNRWA staff members trained in psychosocial support • Partnership with JHAS for the operation of a clinic in Cyber City • Regular UNRWA mobile dental clinic visits to Cyber City • Procurement of medical supplies, medicines and equipment 	Primary health care US\$ 313,774 Referrals for secondary health care US\$ 354,050 Referrals for tertiary health care US\$ 49,402 Psychosocial/mental health activities US\$ 66,600 Emergency health staff US\$ 29,171

Access to education despite conflict and displacement is ensured	Palestine refugee children needs for primary education are met	<ul style="list-style-type: none"> • Back-to-school outreach and targeted solutions for PRS families with out-of-school children • Up to 3,207 children displaced from Syria (52% girls) provided with education from grade 1 to 10 in UNRWA schools • Up to 50 PRS students receive technical/vocational education in UNRWA training centres • Recruitment of 4 psychosocial counsellors to promote child-centred/inclusive approaches and strengthen support systems for vulnerable children • 173 teachers trained in psychosocial support • Learning support for refugee children from Syria • 200 PRS students participate in summer camps • Procurement of textbooks and supplies 	<p>Basic education in UNRWA schools US\$ 2,258,339</p> <p>Technical/vocational education US\$ 57,276</p> <p>Psychosocial/recreational activities US\$ 60,029</p> <p>Emergency education staff US\$ 68,731</p>
Enhanced protection services	Palestine refugee needs for protection from violence and refoulement are met	<ul style="list-style-type: none"> • Up to 500 UNRWA protection cases (52% females) identified and responded to • Up to 10 PRS provided with legal counselling or representation through external partners, including with regard to SGBV cases identified • 90% of women reporting forms of violence against themselves or their children are responded to • 285 UNRWA staff receiving training in protection in emergencies, SGBV, PSEA, child protection and other relevant topics • Formalization of partnership(s) for legal aid • Outreach/information dissemination to PRS community • Strengthening of case management and referral systems – including through roll-out of inter-agency SOPs on GBV/child protection cases • Recording of up to 1,656 PRS families in the RRIS emergency system 	<p>PRS outreach/awareness raising activities US\$ 43,090</p> <p>Legal assistance US\$ 33,300</p> <p>Training US\$ 37,740</p> <p>Protection staff US\$ 398,552</p>

	Improved basic shelter access and coping capacities to seasonal changes	Palestine refugees benefit from temporary emergency shelters	<ul style="list-style-type: none"> Up to 1,200 extremely vulnerable PRS families receive shelter assistance Up to 2,800 PRS families receive winterization assistance Limited rehabilitation works in Cyber City 	Shelter subsidies US\$ 2,266,431 Winterization assistance US\$ 1,280,496 Cyber City renovation US\$ 22,200
Strengthen humanitarian capacity, coordination and management	Strengthened programme planning, implementation, monitoring and reporting of the humanitarian response	UNRWA has increased humanitarian capacity and coordination in place	<ul style="list-style-type: none"> Multisector needs assessment and multidimensional targeting strategy Emergency response contingency plans updated in coordination with UN agencies and NGOs Midterm review of humanitarian response plan Strengthened programme planning, management and monitoring Active involvement in UN coordinated response/cluster system Recruitment of technical and administrative staff to monitor/support PRS service provision 	Emergency Coordination Unit US\$ 238,122 Logistics, office supplies and equipment US\$ 238,374
		Enhanced security for UNRWA staff to provide humanitarian support	<ul style="list-style-type: none"> Security management plans in place Security assessment of UNRWA installations 17 front-line staff trained in hazardous environment Procurement of communication devices Ongoing monitoring of security risks and coordination with UN SMT Evacuation drills 	Security training US\$ 47,009 Communication devices US\$ 5,328 Security officer US\$ 15,984

REGIONAL



Distribution of winterization items, Jaramana camp, Syria - © Carole Al Farah/UNRWA Archives

The impact of the crisis on Palestine refugees has ever-widening dimensions as Palestinians continue to flee to neighbouring countries and to areas beyond the UNRWA operational mandate. Through a small team in the Office of the Deputy Commissioner-General, UNRWA coordinates its regional response and advocates for the rights and needs of Palestine refugees.

Given the pace at which the conflict and its complexity have escalated, the Agency must be able to respond quickly and in a coordinated manner to sudden changes and emergency needs while maintaining its normal services. UNRWA Amman headquarters departments are well positioned to support the fields involved in the crisis response in logistics, security, administration and programme expertise. An advisory group of senior managers meets regularly to discuss and coordinate the most urgent UNRWA efforts.

Unlike its sister UN agencies, which have set up regional operations to manage their Syria response, UNRWA has largely relied on existing staff and capacity for coordination, intra-Agency collaboration, communication and planning for the response. However, as the three-field response grows, so do the organizational needs at the regional level. One of the primary obstacles to an efficient and well-coordinated response and service delivery is a significant deficit of staffing capacity that can be dedicated exclusively to the Syria crisis in several key areas. Political analysis and liaison, project reporting and communication have been enhanced, and will continue to be supported in the current plan. Also in the coming period, contingency planning and information management will be strengthened, and better, regionally considered approaches will be developed in a range of programmatic areas, including cash assistance, needs assessments and monitoring.

In addition to the regional functions described above, cash assistance to PRS who have reached Gaza is covered in the regional budget of this plan, as are partial running costs of the Gaza satellite station, which transmits educational programming into the homes of many Syrian children who have difficulty attending school.

UNRWA Regional Intervention Results Chain: January - December 2014

Strategic Priorities	Outcome	Outputs	Activities	Inputs
Preserve the resilience of Palestinian communities through targeted relief	Palestine refugee resilience enhanced to cope with sudden crisis through food, cash and NFI assistance	Palestine refugees meet their basic food, household and shelter needs through relief assistance, microfinance, and vocational training and job placement	<ul style="list-style-type: none"> • Distribution of regular cash support up to 300 PRS families in Gaza 	<ul style="list-style-type: none"> • Cash assistance US\$ 320,000
Provide a protective framework for Palestinian communities and help mitigate their vulnerability	Access to education despite conflict and displacement is ensured	Palestine refugee children needs for primary education are met	<ul style="list-style-type: none"> • Provide children in Syria with educational programming developed and broadcast by Gaza-based UNRWA TV • Recruitment and retention of staff • Annual licensing fees 	<ul style="list-style-type: none"> • Gaza Satellite TV US\$ 380,000
Strengthen humanitarian capacity, coordination and management	Strengthened programme planning, implementation, monitoring and reporting of the humanitarian response	UNRWA has increased humanitarian capacity and coordination in place	<ul style="list-style-type: none"> • Recruitment and retention of specialized staff at the regional level , including for overall coordination, communication, protection and political analysis • Develop crisis communications strategy • Support regional programmatic collaboration and regional collaboration on assessment and monitoring activities • Support the development of regional and field-specific contingency plans • Quarterly and midterm performance-monitoring reviews of the humanitarian response plan • Conduct advocacy for PRS in Egypt and elsewhere • Develop a protection database of PRS • Liaise with UNHCR on protection issues 	<ul style="list-style-type: none"> • Capacity and management support US\$ 1,700,000

Overall Programming Principles

UNRWA programme planning, development and analysis for the regional Syria response are guided by the following programming priorities:

Protection: Human rights are at the core of UNRWA programme planning and implementation. UNRWA continues to advocate with host governments to observe basic human rights principles with respect to Palestine refugees, including protection from refoulement; equal treatment with other persons displaced from Syria; the need to obtain legal status; respect for basic human rights and dignity; access to relief and other basic services, such as education and health; supporting and facilitating family unification; and access to legal assistance.

Targeting: UNRWA conducts regular needs assessments in each field of operations to guide the development of its programmes and to appropriately target humanitarian interventions based on needs. Planned interventions are mapped against a results framework that forms the basis of harmonized reporting to donors. In Jordan, UNRWA is developing an approach to assess eligibility for cash benefits, and in Lebanon, is collaborating with WFP on a targeting strategy. In both Jordan and Lebanon, the vast majority of Palestine refugees from Syria will nevertheless require assistance in the coming period.

In Syria, nearly 100 per cent of the Palestine refugee population seeking assistance require support to meet their most essential needs. Given the security situation in Syria, the scale of need and priorities for the use of available resources, UNRWA does not consider it feasible to engage in more detailed targeting at this time. Nonetheless, UNRWA will look to the lessons learned in Jordan and Lebanon and consider a more robust targeting strategy in Syria in the future, as the situation permits.

A new emergency module of the Agency-wide Regional Refugee Information System (RRIS) allows the tracking of movement of Palestine refugees among fields, and this information allows accurate and fair targeting of beneficiaries who might move from one field to another.

Cost-efficiency: UNRWA will continue to channel the emergency response through its regular programmes, leveraging the expertise of existing staff and utilizing its extensive network of established installations throughout the region to provide access to services. Other measures, such as extending ATM cash transfers and commercial cash vendors, are being used to streamline distribution and reduce risks.

Sustainability: UNRWA services to Palestine refugees in Syria, Jordan and Lebanon are built on six decades of experience and relationships and rely upon cadres of area staff serving their own communities. The Agency's range of activities forms a web of support that strengthens the fabric of Palestinian communities, whether in situations of relative stability or in the midst of conflict.

Sensitivity to Gender and Disability: As in its regular programming, UNRWA seeks to mainstream gender considerations in all aspects of its emergency operations and is progressively building capacity to ensure that gender analysis becomes a routine in its programming so that the strategic and specific needs of women, men, girls and boys are met. For the latter purpose, the Agency's information management system disaggregates data by sex, and the sampling strategy for needs assessments ensures representation of women and children's concerns and needs. During the first six months of 2014, UNRWA will undertake a gender analysis and needs assessment in all programmes, including emergency, to identify gender gaps and define practical priorities in all UNRWA fields of operations including Syria, Jordan, and Lebanon. The analysis and gaps identified will inform the programming and emergency responses, helping to ensure compliance with international standards. One of the Agency's priorities is protection from sexual- and gender-based violence (SGBV), and front-line staff are being trained in SGBV prevention, child protection and psychosocial first aid. The Agency provides services to SGBV survivors, including counselling and hospitalization, while working with the UN country teams to consolidate referral pathways to legal aid and services that are not available in its programmes. To date, people with disabilities, people with chronic illnesses and the elderly are at particular risk in the current situation of conflict. UNRWA records for each family contain valuable information, which allows the Agency to assess vulnerability and adapt response to best suit needs.



UNRWA health centre, Jaramana camp, Syria - © Taghrid Mohammad/UNRWA Archives

Risk Management: UNRWA must continue to meet the essential needs of Palestine refugees within a complex and evolving operational environment. Risk mitigation is a constant feature of the Agency's operational profile, particularly in Syria. A risk register is contained in Annex A, and key risks include the following:

- Heightened physical risks to Palestine refugees and staff, including loss of life
- Humanitarian needs, operational costs outstripping resources
- Constraints to humanitarian access and transportation
- Constriction of services supporting cash transfers
- Declining local availability of goods
- Continued economic implosion in Syria, increased economic fragility of neighbouring states
- Possibility of sudden outflow of Palestine refugees across or towards borders
- Growing tension between Palestinian and host communities
- Attrition of area staff in Syria resulting in decreased operational capacity
- Discrimination against and/or targeting of Palestine refugees
- Heightened risks to women and children of SGBV
- Increased risk of diversion of assistance, loss of assets

Recognizing the high level of risk involved in operating in conflict conditions, UNRWA will undertake a comprehensive risk assessment and an audit plan covering emergency funding and relief, recovery and reconstruction operations, and will conduct audits and inspections of emergency activities. The sustainability of this audit programme will be built by developing the competencies of in-house audit staff in auditing emergency activities.

Contingency Planning: UNRWA has taken part in UNCT-led contingency planning processes to confirm a broad consensus on conflict threats and associated risks. Field-specific contingency planning has been integrated in the UN sector contingency plans to ensure the consistency, timeliness and appropriateness of response activities by different humanitarian actors. UNRWA has also contributed to the inter-agency winterization framework for Syria.

The Agency has mapped out a number of regional scenarios for Palestine refugees. In early 2014, with the support of a contingency planning expert, these scenarios will be re-examined and developed into a regional, UNRWA-specific contingency plan to reflect the particular experience and risks faced by the Palestine refugee community in Syria and map out specific crisis scenarios and responses thereto.

Communication and Visibility: A dedicated communications officer for the Syria crisis is now on board and putting into motion a regional communications plan that builds on communications work taking place at the field level in Syria, Lebanon, Jordan and Gaza, and supports efforts to improve general public information about the Agency's response and communications to beneficiaries about UNRWA assistance and donor support. Other areas requiring urgent strengthening include audio-visual, photographic and editorial content and the development of an integrated website to help stakeholders access adequate information related to the crisis, PRS and donor support.

Monitoring and Reporting: The Syria crisis response is now fully integrated into the UNRWA organizational planning and monitoring framework. A 2014 common results framework has been developed to sharpen the focus on delivering key results in 2014. Strategic priorities and key indicators have been aligned to the extent possible against the priorities of the Syria Regional Response Plan, the SHARP, RRP and UNRWA field implementation plans to ensure coherence with the Agency's overarching human development goals and harmonization across reporting structures. The Department of Planning will continue to support further development of performance-monitoring tools and structures to ensure quality data collection and reporting.

UNRWA constantly seeks to improve efficiency and effectiveness through field and regional performance-monitoring reviews that focus on how assistance has been used, what results have been achieved and how these changes are progressing towards achieving the overarching human development goals. The Results-based Monitoring (RBM) system, the heart of UNRWA performance monitoring, facilitates regular tracking of quarterly and year-end achievements against planned results.

UNRWA encourages donors to subscribe to its harmonized reporting, which is produced according to the Good Donorship Principles and the Aid Effectiveness Agenda on a semi-annual basis.

Annex

Annex A: 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
Strategic/programmatic			
<ul style="list-style-type: none"> - Continuous and unpredictable changes in operating environment - Effectiveness in management and governance declines <p>Causes:</p> <ul style="list-style-type: none"> - Lack of capacity to implement plans - Inadequate assessment, planning and/or monitoring of implementation plans - Resistance or lack of ownership to targeted results 	<ul style="list-style-type: none"> - Failure to meet and/or demonstrate results to stakeholders - Inability to maintain programme quality 	<ul style="list-style-type: none"> - Logical framework and plan developed for monitoring - Partnerships with national and international organizations developed to maximize efficacy - Area staff trained on emergency preparedness and response - Project/programme cycle management institutionalized 	<ul style="list-style-type: none"> - Periodic monitoring of implementation framework undertaken - Semi-annual Results Reviews conducted
Financial			
<ul style="list-style-type: none"> - Shortfall in donor aid commitment to the regional response plan - Fiduciary risks in operational implementation <p>Causes:</p> <ul style="list-style-type: none"> - Donor fatigue and de-prioritization of humanitarian response in Syria - Humanitarian needs exceed international response - Competition from other emergencies or regional issues - Limitations in adequacy of audit and oversight functions 	<ul style="list-style-type: none"> - Reduced donor contribution - Inability to respond to increase in needs 	<ul style="list-style-type: none"> - Regular dialogue with donors and hosts is maintained - Robust financial and management reporting systems are maintained - Audit and oversight recommendations are produced and implemented - Programme and budget planning are aligned 	<ul style="list-style-type: none"> - Meetings and email communication between UNRWA and donors on the updates of the regional response plan - UNRWA field offices regularly update the Management Committee on progress and challenges - Audit and oversight monitored through UNRWA systems of review and responses

Event	Consequences	Mitigation/Coping Mechanisms	Risk Management Monitoring
Hazards			
<ul style="list-style-type: none"> - Escalated conflict - Heightened physical threats to refugees, staff and UN facilities <p>Causes:</p> <ul style="list-style-type: none"> - Lack of a political solution to conflict - Area staff rules and regulations for safety and security are not covered by UNSMS framework - Deteriorating infrastructure maintenance leads to unsafe working conditions 	<ul style="list-style-type: none"> - Deteriorating rule of law - Increased incidents of violence, accidents, damage and/or loss of UNRWA assets - Greater displacement among beneficiaries and staff - Difficulty accessing beneficiaries and installations - Greater potential for staff injuries, fatalities - Lack of adequate duty of care standards on safety and security - Partial or complete evacuation of international staff 	<ul style="list-style-type: none"> - Field-specific plans established to mainstream safety and security - Staff trained on safety and security - Safety and security personnel strengthened through additional recruitment and training - Coordination with partners and within the UNCT strengthened to ensure flexibility in modes of delivery and alternative supply routes - Coordination with authorities, the UN Office for the Joint Special Representative and, as possible, other parties controlling camps 	<ul style="list-style-type: none"> - Regular use of the security Information Management System - Ongoing collection and coordination of security data through UN Security Management Team and UN Security Cell
Operational			
<ul style="list-style-type: none"> - Lack of human resources/capacity - Sustained disruption and/or inadequacy of power supply - Transportation routes and access to areas compromised by insecurity <p>Causes:</p> <ul style="list-style-type: none"> - Displacement of staff families and destruction of homes - Lack of adequate human resource capacity - Diversion/theft/misuse of goods, assets or installations - Expanding conflict across Syria, especially Damascus 	<ul style="list-style-type: none"> - Inability to respond adequately to growing needs - Low morale, industrial action, increased attrition rates, and recruitment challenges - Loss of institutional memory, including business continuity - Poor systems in place to support service delivery and informed decision making - Reduced management and oversight support, particularly in case of international evacuations - UNRWA targeted for violence 	<ul style="list-style-type: none"> - Maintain emergency roster of staff members trained and prepared for development of the Syria crisis response - Business continuity plans in place for critical systems - Remote and decentralized management structures in place - Establishment of alternative transportation and importation routes, e.g. Tartous - Increased local procurement of humanitarian materials 	<ul style="list-style-type: none"> - Maintain the UNRWA emergency staff roster - Periodic review of business continuity planning - Periodic review of programme criticality and required staffing

Event	Consequences	Mitigation/coping mechanisms	Risk Management Monitoring
Sociopolitical			
<ul style="list-style-type: none"> - Beneficiary expectations broader than UNRWA capacity or mandate Causes: <ul style="list-style-type: none"> - Lack of staff understanding of UNRWA mandate/role - Lack of communication and/or misinformation regarding UNRWA goods and services provision - Lack of understanding of constrained operating environment, particularly in relation to financing and access - Expanding needs due to emergency/conflict 	<ul style="list-style-type: none"> - Increase in administrative burden and transaction costs due to increase in complaints - Unfavourable media coverage - Demands for increasing existing service provision or new programmes - Exposure of UNRWA staff to threats - Demonstrations and protests - Interference with programme delivery 	<ul style="list-style-type: none"> - Maintain dialogue with stakeholders - Close liaison with community/IDP committees - Regional communication strategy in place that addresses communication with staff, beneficiaries, host communities, donors and governments 	<ul style="list-style-type: none"> - Informal polling of beneficiaries - Staff reporting on incidents, complaints



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