

# flash appeal

26 August 2014



gaza



#### INTRODUCTION

The violent conflict in the Gaza Strip that began on 8 July has caused immense human suffering and devastation. The numbers of civilian fatalities, injuries and displacements, and the destruction of homes and other civilian infrastructure, are unprecedented. The emergency in Gaza is far from over.

As of 22 August, a guarter of the total Gaza population is internally displaced as a result of the hostilities. Approximately 300,000 are sheltered in 85 UNRWA schools, 45,000 are hosted in non-UNRWA premises, and at least 137,400 more are in other hosting arrangements. With the summer 2014 hostilities in their seventh week, the number of internally displaced persons (IDPs) seeking refuge in UNRWA installations has reached levels never before seen in Gaza's history. As hostilities persist and destruction continues, the number of Palestinians seeking shelter is expected to increase further, along with the humanitarian needs of the population, and consequently also the scope of UNRWA's response. Additionally, it is evident from the level of destruction of housing that many among the displaced population will not be able to return home once the hostilities have ceased. The Agency has revised-yet again- the projections of assistance needed until the end of the year and the funding required to respond appropriately.

A total of US\$ 295.4 million is necessary to enable UNRWA to provide assistance through the end September, within a revised scenario of up to 500,000 displaced people seeking assistance, 65 per cent of whom are expected to continue to take shelter in UNRWA schools. This is an increase,

compared with the previous scenario, of 75,000 people and an additional four weeks of emergency response.<sup>1</sup> It is hoped within this period that a permanent ceasefire will be established and will hold, and that those whose homes remain habitable will gain sufficient confidence and courage to return. Nonetheless, this appeal foresees extended displacement for those unable to return due to extensive damage of their dwellings, and therefore most likely having to face the onset of winter in UNRWA shelters. It also incorporates education emergency activities given the delay in the commencement of the school year,

UNRWA continues to provide food, non-food items (NFIs), primary health care, psychosocial support, and now emergency education activities, to refugees and non-refugees alike, in the designated emergency shelters. UNRWA is also committed to improving the assistance to conflict-affected families able to remain in their homes – both in terms of emergency response and as interim solutions to alleviate pressure on the designated shelters. Finally, this Flash Appeal encompasses support aimed at facilitating the return of the displaced population, once security permits.

UNRWA is deeply grateful to donors and partners who have pledged close to US\$150 million to date (over US\$40 million of which has already been spent in emergency response activities), and to those who have contributed with in-kind donations. However, with total funding requirements now reaching US\$295,400,000, greater financial support to this appeal is essential for UNRWA to continue its response and to prepare the launch of initial early recovery efforts immediately upon the cessation of hostilities.

<sup>1</sup> The previous version of the Flash Appeal –released on 31.July –reflected a forward scenario of 250,000 IDPS in the shelters from 22 August until 4 October In addition, both versions took in consideration the actual number of beneficiaries from the declaration of the emergency (8 July) until the moment of release.





#### SITUATIONAL OVERVIEW - UPDATE

Talks in Cairo, aimed at achieving a permanent ceasefire, collapsed on 18 August. Since then, hostilities have reverted to an intensity previously seen during the early days of the military operation. Palestinian families are again fleeing to UNRWA schools in a desperate search for safety and security. Aerial bombardments are occurring during the daytime, in contrast to the beginning of the escalation, and are concentrated in Western Gaza, where all UNRWA designated emergency shelters are located, and where most of the Gaza population lives. With the Gaza Strip effectively sealed off – removing the option of fleeing the costal enclave – and the eastern side severely damaged, the continuous offensive in the west leaves people with simply nowhere to go.

According to the protection cluster, the cumulative death toll among Palestinians stands at 2,042 persons as of 22 August. Among them, 71 per cent are civilians, including 478 children and 246 women. According to the Ministry of Health, the number of injured people has risen to 10,224 as of 20 August. An estimated 1,000 of the 3,000 children who have been injured will suffer from a life-long disability.<sup>2</sup> The devastating scope and scale of hostilities, and its impact in the civilian population, extends also to crucial infrastructure.

The shelter cluster estimates that as of 22 August over 20,000 homes have been rendered uninhabitable during

the conflict, leaving the families with no home left to return to. Vital water and sanitation infrastructure has been damaged, with at least 40 per cent (and likely more) of the water supply network unusable as of 22 August. With the resumption of violence, repairs will be very difficult, and further damage is expected. As Gaza's sole power plant cannot operate due to damage sustained in the conflict, provision of water has become unreliable and dependant on the provision of fuel to run stand-by generators. The Gaza economy has been brought to a virtual standstill, not only due to the pervasive security situation, but also due to damage in the main industrial areas, mostly situated in Eastern Gaza.

#### **HUMANITARIAN NEEDS**

The exponential growth in the number of IDPs has put the emergency designated shelters under enormous strain, requiring UNRWA to adapt its assistance mechanisms, shelter management and buildings to accommodate the extremely high number of IDPs for a prolonged period of time. Some of the families have already been displaced for more than six weeks. UNRWA emergency designated shelters are hosting an average of 3,400 persons each.

As houses continue to be destroyed and the number of people seeking refuge in the shelters increases, addressing the needs for food and basic household items, especially hygiene kits, remains UNRWA's priority. With several failed humanitarian pauses and ceasefires over recent weeks, and the increase of airstrikes and shelling during the daytime, many families are hesitant to leave the shelters. Those risking movement to purchase basic items, struggle to find them on the local market as stocks are nearing depletion, despite the lifeline provided by the temporary ceasefires allowing traders –at least those still able to operate- to replenish their stocks.

The expansion of the catchment population, resulting from the provision of primary health services to both refugee and non-refugee Palestinians, the concentration of the IDPs in the safer and previously less affected areas, and the damage inflicted to UNRWA health facilities, has provoked an overwhelming pressure on the Agency's primary health centres that remain open (13 of 21 primary health centres, as of 25 August). The elevated consumption of medical supplies is further impacted by the need to ensure a regular supply to patients with chronic diseases, such as diabetes, and the necessity of the timely treatment of communicable diseases to avoid any outbreaks in the overcrowded shelters.



All data from OCHA Situation Reports, as of 22 & 21 August

Sanitation conditions and the need to prevent outbreaks have become serious concerns as a direct consequence of congestion in the shelters. Overcrowding means that communal spaces need more frequent cleaning, toilets are often blocked, and there is a need for more solid waste equipment. Establishment of appropriate and sufficient washing facilities is also a necessity arising from the prolonged use of the emergency designated shelters and the high number of people sharing confined spaces, in order to ensure dignified and hygienic conditions for those in the shelters and to decrease the risk of spreading disease.

Furthermore, the general water and sanitation system is barely functioning in Gaza, significantly affecting the supply of water–both potable and non-potable– to shelters. Severe damage to infrastructure is compounded by access difficulties due to security concerns. This already challenging context has become almost impossible after the shutdown of the Gaza Power Plant on 29 July due to shelling, which has led the local utilities to rely on standby generators and the fuel necessary to run them.

The intense conflict, including the repeated shelling of densely populated civilian areas that has characterised the current escalation, has led to an unprecedented civilian death toll, as well as serious injuries. Almost all families in Gaza are coping with grief – including many cases in which multiple members of the same family have



been killed. Extreme and continuous levels of violence have caused deep levels of fear in the population of Gaza, particularly children. In addition to these already severe psychological stressors, families face the additional stress of being displaced for long periods in unfamiliar and overcrowded conditions, away from networks of support and without the comfort of familiar environments.

Finally, the level of damage sustained by UNRWA facilities (mostly schools), the use of over half of the school buildings as emergency shelters, and the prevailing overall environment of insecurity, make it impossible to commence the 2014/2015 school year using standard curriculum in a traditional learning environment. UNRWA will need time and resources to restore the buildings, and students and educators will need time to adjust, to reflect and to be ready to learn again. Until formal education can be restored, UNRWA will use alternative pedagogical methods in order to uphold children's right to education.

#### **OPERATIONAL APPROACH**

UNRWA is responding to the most immediate emergency shelter and protection, food and non-food needs of the population affected by the current escalation, and is expanding education as a part of its emergency response activities. UNRWA's current emergency response directly contributes to the organisation's strategic objective of mitigating the effects of emergencies on individuals. The response is structured to provide assistance to families in UNRWA and non-UNRWA shelters, with host families, and affected but remaining in their homes.

Those displaced to UNRWA emergency shelters, regardless of their refugee status, are assisted by a team of UNRWA staff who are experienced in emergency response. Each team consists of qualified staff including health professionals, teachers, social workers, psychosocial counsellors, engineers, water focal points, security guards and operations managers. They are supported by community volunteers, cash for work beneficiaries, and shelter committees. UNRWA staff are trained to ensure that shelters remain neutral and that only civilians gain access to them. UNRWA also provides initial technical support to counterparts involved in establishing non-UNRWA shelters, and further contributes food and NFI assistance for the populations taking refuge in these shelters.

Although the primary focus is on establishing functioning and protective shelters, UNRWA now anticipates that further efforts will be required to support refugee families

with host families and those remaining in their own homes. Extraordinary provision of non-food items (NFI), such as basic household kits, hygiene kits, and temporary



shelter repair materials is undertaken upon family request and after verification through Relief and Social Services (RSS) offices, for needs arising directly from the current emergency.

Basic humanitarian assistance is also extended to the broader Gazan population as a whole, regardless of their refugee status. UNRWA's health clinics are available to all for primary medical care and pharmaceutical requirements. In partnership with the World Food Programme, additional food assistance is being provided to 143,000 families through an exceptional distribution so that every family in Gaza can benefit from basic food assistance. Finally, the UNRWA satellite channel will begin emergency education programming relevant to all school-aged children across the Gaza Strip with access to satellite television. Security concerns permitting, UNRWA continues its protracted crisis and long-term activities, including, among others, health care, solid waste removal, and food distributions.

Furthermore, the Agency is seeking to address the most crucial needs requiring urgent and immediate action upon announcement of a lasting ceasefire. Early recovery efforts are undertaken through UNRWA's existing structure – Infrastructure and Camp Improvement, Education, Health, Community Mental Health, and Relief and Social Services.

Primary coordination and implementation is delegated to the governorate level, led by an Area Emergency Response Team through their Area Operations Rooms. Gaza wide operations, allocation of resources and strategic decision-making is coordinated through the Field Emergency Response Team and Central Operations Room.

UNRWA will continue to work with partners including, amongst others, the World Food Programme, OCHA, the World Health Organisation, other UN partners and Non-Governmental Organisations, as well as the government of national consensus.



#### **RESPONSE**

As briefly explained in the Introduction, the interventions included in this Flash Appeal are contained in the following components:

- Covering immediate and basic needs of up to 360,000 IDPs staying in emergency shelters, both in UNRWA schools and non-UNRWA premises, until the end of September. This includes distribution of food and NFIs, provision of health care and psychosocial support, emergency education activities, contracting additional manpower for service provision (cash-for-work), and facilitating water access to the shelters and through the general network.
- Ensuring that 143,000 families, not staying in shelters and not covered by the poverty-targeted regular food distributions by UNRWA and WFP, have access to sufficient food to cover minimum caloric requirements.
- Support to at least 30,000 IDPs who are expected to remain in UNRWA shelters after the cessation of the hostilities as a result of irreparable damage to their houses, and who are expected to remain throughout the remainder of the year. Assistance provided to this group –in terms of food, NFI, health care, psychosocial support etc.- will be adapted to the prolonged stay in the communal space.

 Facilitating the return to their homes or alternative housing for 500,000 IDPs, from shelters or hosting families, by distributing NFIs (basic households items, materials for repair etc.), providing conditional cash assistance, supporting minor repairs, extending psychosocial support activities to the schools and communities, cleaning debris, and ensuring UNRWA's installations with minor damage are ready to continue their services to the Palestine refugees.

While the overall ask in this appeal represents a significant increase from the previous version, so the needs of the displaced and otherwise affected population have increased. Almost seven weeks into the hostilities, and with violence escalating since the end of the temporary ceasefire in early August, UNRWA is preparing for another six weeks of massive displacement and increasing destruction, while hoping that parties will reach a sustainable agreement soon and people will be able to return safely to their homes.

The table below provides an overview of the emergency response and return support activities undertaken by the Agency. As the situation has evolved and needs are more accurately assessed, UNRWA has adapted and extended the initial activities, thus an updated description of each area of response is provided after the table.

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need structured activities for improved coping and learning 75,000 school-aged children in designated emergency shelters, and potentially reaching	00,000
all school-aged children across the Gaza Strip	95,000
Emergency response and early recovery operations requiring additional labour  Cash-for-Work  Engagement of unskilled and skilled labourers to support emergency response services (e.g. designated emergency shelters, local authorities, CBOs), and early recovery activities	80,000
Damaged and non-functioning water and sanitation infrastructure precluding the regular supply of water to shelters and households  Ensuring sufficient potable and non-potable water supply to the designated emergency shelters, maintaining sanitation conditions in shelters; clearing transitional dump sites, supporting local WASH facilities with fuel, undertaking repairs to water supply and sanitation networks serving refugee camps	80,000
Damaged UNRWA installations UNRWA Installation Minor repairs for 100 installations (estimated figure, pending final assessment)	60,000
Total Funding Required  US\$ 295,4	00,000



#### Food in emergency shelters

UNRWA provides a basic food ration to all individuals staying at UNRWA's designated emergency shelters and seven shelters organised in non-UNRWA schools in the northern area. In close collaboration with WFP, the basic food ration provided to the IDPs includes bread, corned beef or tuna, milk, hummus, halawe and dairy products, allowing the families to cover their minimum caloric needs, as per World Health Organization (WHO) standards.

Food is distributed either through daily rations comprising mostly products purchased in Gaza, or through family parcels designed to last for three days. The cost of a food ration per person per day is \$6.73, including transportation, which represents a cost of US\$91.8 million for the updated estimated caseload of 325,000 individuals staying in UNRWA shelters for an additional six weeks.

#### Exceptional food distribution

To help ensure sufficient access to food for the whole population of Gaza, UNRWA has partnered in August 2014 with the World Food Programme (WFP) in a joint effort with the Ministry of Social Affairs, in exceptionally distributing food items to over 143,000 families (730,000 individuals) not already receiving regular food assistance from UNRWA, WFP or other organisations. UNRWA plans to repeat this exceptional food distribution during autumn.

The aim of the intervention is two-fold: (i) ensure access for all families – including those hosting / hosted by relatives or friends – to the most basic food commodities; and (ii) stabilise the food market by injecting highly needed commodities. The food parcel consists of 10kgs of rice and 30kgs of flour, and provides an average family approximately 44 per cent of its daily caloric needs for one month.

#### Non Food Items (NFIs)

With daily increases of population in shelters between 4,000 and 20,000 individuals, ensuring that all families have all necessary items to stay warm, hygienic, and enjoy a minimum of comfort, distribution of NFIs in the shelters continues to be one of UNRWA's priorities. The prolonged stay of IDPs in the shelters has made necessary the repeated distribution of hygiene kits. Additionally, the Agency is planning the material resources necessary for adapting shelters for the extended stay of families whose houses have been rendered uninhabitable, and preparing



them for winter. Upon the cessation of hostilities, UNRWA will provide host families and IDP families leaving the shelters with a kitchen set (pans, utensils, pots) and basic repair materials, to facilitate their return home and to self-sufficiency. As the emergency, or its aftermath, reaches the cold months of the year, UNRWA will also ensure that affected populations are protected against low temperatures.

#### Shelter Minor Repairs

Initial reports indicate that the number of shelters having been rendered uninhabitable is significantly higher than in earlier rounds of hostilities (30 per cent uninhabitable, versus 15 per cent in previous escalations). Additionally, recent assessments are confirming that the number of housing units damaged by the military operation is higher than forecast in previous appeals. Given the greater scope of work, the length of the hostilities so far, and the uncertainty regarding the procedures for entering construction materials, it is assumed that repairs for uninhabitable homes cannot be accomplished within the frame of this appeal and therefore have been extracted from the Flash Appeal response and costing.

Nevertheless, the majority of the caseload for shelter repairs is still expected to be those of minor damage, for which non-food items, such as nylon and tarpaulin sheets, will be provided, as well as support for smaller restorations. As this intervention is to be carried out as soon as security conditions permit, it remains part of the appeal. Depending on the engineering assessment, households can also receive a cash grant to implement necessary additional repairs, on the basis of UNRWA technical estimates. If the entrance of construction materials to Gaza by the private sector is still prohibited at the time of implementing the activity, UNRWA will explore different modalities to ensure civilians have the means to repair/rebuild their homes.

#### Conditional Cash Assistance

Transitional Shelter Cash Assistance (TSCA) is provided to those Palestine refugee families whose shelters have been damaged significantly or destroyed, and are uninhabitable until major repairs or reconstruction can take place. As mentioned above, given the scope of the damage inflicted on private housing, being able to facilitate alternative housing arrangements will be essential to restoring a basic level of normality to Gaza, and avoiding a long-term stay in emergency shelters. Rental subsidies, an average of US\$ 167 per month, are granted to families following a survey carried out by UNRWA engineers to assess whether their building is inhabitable and whether alternative shelter is necessary.

Reimbursement of total or partial costs for accessing medical care, either at primary, secondary or tertiary levels, or covering burial costs are available to Palestine refugee families in need as a result of this emergency. Based on the eligibility and priority criteria set by the Agency, and upon submission of relevant documentation, UNRWA's social workers determine the amount reimbursed.

#### Health

People displaced to the designated emergency shelters, who are in need of primary health services, use UNRWA primary health clinics operating nearby. During the emergency these health clinics are available to all Palestinians, regardless of their refugee status. UNRWA has deployed health teams in each shelter, including a doctor, a nurse, and a health educator, with sufficient medical materials (supplies and basic equipment) to attend the health needs of the sheltered population. The teams will monitor sixteen health issues of concern, including acute bloody diarrhoea, watery diarrhoea, typhoid fever, mumps, measles, scabies, impetigo, acute flaccid paralysis and viral meningitis. They will also provide health education to those displaced in shelters.

The extremely reduced electrical power available in the Gaza Strip, down to 3-6 hours per day, has required health facilities to rely on standby generators, which require fuel, to keep the cold chain for vaccines, laboratory reagents, medicines needing refrigeration and operating theatres functioning.



#### Psycho-Social Support (PSS)

UNRWA is assisting children and adults staying in designated emergency shelters to mitigate the impact of the hostilities through short-term activities aimed at strengthening their psychosocial resilience, coping capacities and mental well-being. Support is provided by a trained psychosocial counsellor assigned to the shelter, who organises both collective activities and individual or family sessions. Child Friendly Spaces are created at each shelter to provide children with an atmosphere of safety and security, and to engage them in creative play and learning activities.

Additional psycho-social support will the provided in UNRWA schools and through Community Based Organisations (CBOs) over the course of three months, commencing with the cessation of hostilities. A school counsellor is already assigned to each school as part of UNRWA's on-going Community Mental Health Programme (CMHP). One of the primary activities for PSS staff at UNRWA shelters, schools and CBOs will be to run recreational activities for children and their families.

#### Emergency Education

The school year in Gaza was to begin on 24 August, and so even an immediate end to the hostilities would not permit the 2014-2015 school year to begin as planned; before the formal academic year can begin there is a need to clear the schools of UXOs, conduct damage assessments, implement repair works, and engage generally in preparations for a new school year. As this will all take some weeks to complete, even after an end to the conflict, UNRWA is launching structured emergency education activities in its shelters.

UNRWA is coordinating with the Ministry of Education and Higher Education on its three-phase education plan that involves the use of new technology, UNRWA's satellite TV channel and self-learning materials which are made available to all children in Gaza, including those not in UNRWA shelters and non-refugee students. Students and educators need time to adjust, to reflect and to be ready to learn again. UNRWA's three-phased approach allows for that. The first phase will expand psychosocial activities; the second phase involves enhancing learning skills; and the third phase will be a return to quality education in school buildings.

UNRWA emphasises the importance of teaching children about maintaining their health and personal safety,

including how to avoid I unexploded ordnances. This is included in the first phase of the learning curriculum.

#### Cash-for-Work

UNRWA utilises the existing Job Creation Programme (JCP) to implement an emergency cash-for-work mechanism to support the response interventions and provide a necessary flow of income to the IDPs. This includes assigning unskilled individuals to take on tasks such as guarding or cleaning the Designated Emergency Shelters (DES), supplementing existing resources for emergency NFI and food distribution, and other basic functions. This essential additional capacity will be maintained in the extended-stay shelters operating after the cessation of hostilities.

In the wake of the return of the displaced population to their houses, UNRWA will provide skilled and unskilled workers for a period of three months to supplement the community services provided by local utilities, CBOs and municipalities, which, it is expected, will be unable to respond adequately to the significantly increased demands of the community. UNRWA will revisit the needs to determine whether a longer recovery period is required, along with potential support through an additional rotation of beneficiaries to the partners.

While cash-for-work hiring during the emergency phase is based on physical presence, need and capacity (e.g. people staying at the designated emergency shelters will be hired for tasks at the same facility), cash-for-work contracts initiated during the recovery phase will be based on poverty targeting for beneficiaries, as per JCP policy.



#### Environmental Health (WASH)

Despite the large numbers of IDPs in the shelters, UNRWA is ensuring that the environment at the DES is consistent with health standards, providing sufficient water, facilitating appropriate bathing facilities and setting up solid waste disposal mechanisms. Through the cash-for-work activities, and promoting the creation of volunteer committees, IDPs are tasked with cleaning and maintenance works at the designated emergency shelters.

UNRWA is providing potable and non-potable water to the DES and the non-UNRWA school shelters. The water supplied to the DES is tested to ensure it meets WHO standards for the prevention and control of waterborne diseases. An emergency stock of bottled water, generously donated by several Palestinian donors, is available in case delivered tanker water does not meet the minimum requirements.

When possible, UNRWA carries out emergency repairs of damaged pipelines and non-functioning wells, to make use of the existing water networks whenever possible. With the drastic reduction of power, provision of fuel to the public utilities is a key strategy to ensure that the Gaza populace has access to water supply and sanitation services. In close collaboration with the WASH cluster, distribution of fuel to WASH facilitates has been increased since the start of the emergency, reaching more than one million litres until mid-August.

#### UNRWA Installations Minor Repair

Over 100 UNRWA facilities have been damaged during the hostilities, the majority being UNRWA schools. Damage has also been recorded among health centres, sanitation offices and social services facilities. Earlier conflicts indicate that 80 per cent of the facilities affected will have minor damages, and around 20 per cent will be in need of major repair or reconstruction. As in the case of shelter repairs, it is not considered feasible to address, within the framework of the appeal, the rehabilitation and reconstruction of uninhabitable premises..

UNRWA is currently recording and assessing the damage inflicted on its facilities and carrying out emergency repairs needed in essential services, including health facilities and DES. As soon as the hostilities have ended,

and subsequent to UNMAS Unexploded Ordnance (UXO) clearance, the UNRWA Infrastructure and Camp Improvement Programme (ICIP) will produce an overview of the repairs and refurbishment needed. This list will facilitate establishment of priority levels according to damage and functionality of the building, and whether alternative spaces for the service provided are available.

#### **Monitoring and Coordination**

UNRWA is monitoring the provision of essential service deliverables in designated emergency shelters, on a daily basis, with health and water being key areas of attention. As such, medical health focal points in each designated shelter report daily on 16 health conditions of possible outbreak concern. Each shelter has a water focal point responsible for monitoring water quality and ensuring sufficient amounts are delivered, supported by area water teams. Daily monitoring of the cash for work intervention is also on-going, to verify attendance and fulfilment of job tasks, and flag general issues in the shelter identified by beneficiaries and JCP monitors.

In addition, UNRWA is ensuring that basic protection is properly addressed in shelters, including in the delivery of key services. A number of focal points have been identified at the shelter and area levels, with a view to monitoring implementation of the UNRWA protection guidance. Although this continues to be the central guide to support shelter management teams, special attention is devoted to supporting and cooperating with other UN organisations and partners in the early identification, prevention and response to any situation of abuse, neglect or exploitation of children, women's access to services (together with access among other groups in situations of greater vulnerability, such as the elderly or people with disabilities), and situations of gender based violence.

The Agency's Monitoring and Evaluation Team has undertaken a monitoring exercise in the shelters to obtain independent and detailed data on access and quality of key services provided at the DES, including shelter conditions, food, water and health. To date, all activeDES have been surveyed, and initial findings have been analysed and transmitted to the relevant shelter managers. A final internal report is under preparation.





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