



syria regional crisis

emergency appeal 2019



2019 syria regional crisis
emergency appeal

@2019 United Nations Relief and Works Agency for Palestine Refugees in the Near East

About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and is mandated to provide assistance and protection to a population of some 5.4 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip to achieve their full potential in human development, pending a just solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, microfinance and emergency assistance. UNRWA is funded almost entirely by voluntary contributions.

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Cover Photo: Palestine refugee children stand in front of a destroyed building in Ein El Tal camp in Syria. © 2018 UNRWA Photo by Ahmad Abou Zeid



foreword by the commissioner-general

2018 was unprecedented in so many ways for Palestine refugees and UNRWA. It was a year of existential threats and extraordinary mobilization. It was a year of extreme pressures and formidable creativity. It was a year of deep uncertainties and immense achievements.

Palestine refugees remain one of the communities worst affected by the conflict in Syria. They experience profound anxieties related to persistent hostilities, loss of life, injury, continued displacement, and destruction of their homes and livelihoods. In 2018, they were also confronted with a series of dramatic events, including the consequences of the final stages of the destruction of Yarmouk and the impacts of the US funding cut to UNRWA.

Of the 560,000 refugees registered with UNRWA in Syria, over 120,000 have fled to Lebanon, Jordan and beyond. Inside Syria, 254,000 Palestine refugees have been displaced at least once since the beginning of the conflict, while 13,500 are trapped in hard-to-reach areas. Yarmouk, Ein el Tal and Dera'a camps – previously home to around a third of the Palestine refugee population in Syria – have been almost completely destroyed.

The unprecedented funding shortfall faced by the Agency in 2018 forced UNRWA to adjust its emergency response. We reduced the amount and frequency of cash distributed to 400,000 Palestine refugees inside Syria and also decreased our support to 17,000 Palestinian refugees from Syria (PRS) in Jordan.

Despite severe funding challenges, we were however able to maintain many critical activities in 2018. Through our Education in Emergencies approach, we continued providing quality education to almost 50,000 Palestine refugee students in Syria and supplemented regular classes with psychosocial support and safety awareness training, to mitigate some of the most traumatic impacts of the conflict. We also responded rapidly to acute crises, despite the immense security and access challenges: in May 2018, we were able to enter Yalda for the first time in two years, to provide emergency assistance to those displaced as a result of the hostilities in Yarmouk. We further supported families displaced during hostilities in Dera'a, in southern Syria. In parallel, in areas witnessing spontaneous returns, such as Sbeineh and Khan Eshieh camps, we prioritized the rehabilitation of our facilities, to ensure that essential services were available to Palestine refugees.

Finally, UNRWA collective shelters were evacuated in May 2018. Palestine refugees hosted in these facilities have received help to find alternative accommodations, with the buildings themselves handed back to Education Programme and being used again as schools.

While conditions are expected to remain volatile in 2019, spontaneous returns, including of Palestine refugees, may continue as new areas become accessible. UNRWA will continue monitoring movement trends with other humanitarian actors and will maintain operational flexibility with the aim of resuming our services in those areas where it is feasible and safe to do so.

In 2019, through this Appeal, UNRWA will deliver vital relief to Palestine refugees affected by the crisis, adapting existing programmes to changing circumstances to ensure that assistance continues to reach those most in need.

The work carried out by UNRWA staff in Syria is immensely courageous and deserve the recognition of the highest order. On some of the region's most difficult front-lines, my colleagues have sustained services and preserved a minimum of hope, so critically needed in this context. We remain a crucially needed source of support to Palestine refugees in Syria and to those who've fled to Lebanon and Jordan.

I am immensely grateful to our donors and partners for their outstanding trust and mobilization in 2018. I humbly call for these levels of support to be preserved and increased in 2019. It makes a huge difference to hundreds of thousands of men, women and children.

Pierre Krähenbühl

UNRWA Commissioner-General

table of contents

acronyms and abbreviations	iv
humanitarian dashboard.....	1
executive summary	2
funding requirements.....	4
syria: context and needs analysis.....	5
syria: planning assumptions.....	7
syria: sector-specific interventions	8
strategic priority 1	8
strategic priority 2	10
strategic priority 3	17
lebanon: context and needs analysis.....	20
lebanon: planning assumptions	21
lebanon: sector-specific interventions.....	23
strategic priority 1	23
strategic priority 2	25
strategic priority 3	32
jordan: context and needs analysis.....	34
jordan: planning assumptions	34
jordan: sector-specific interventions	35
strategic priority 1	35
strategic priority 2	37
strategic priority 3	41
regional response.....	41
annex 1: risk register	43
endnotes	46

acronyms and abbreviations

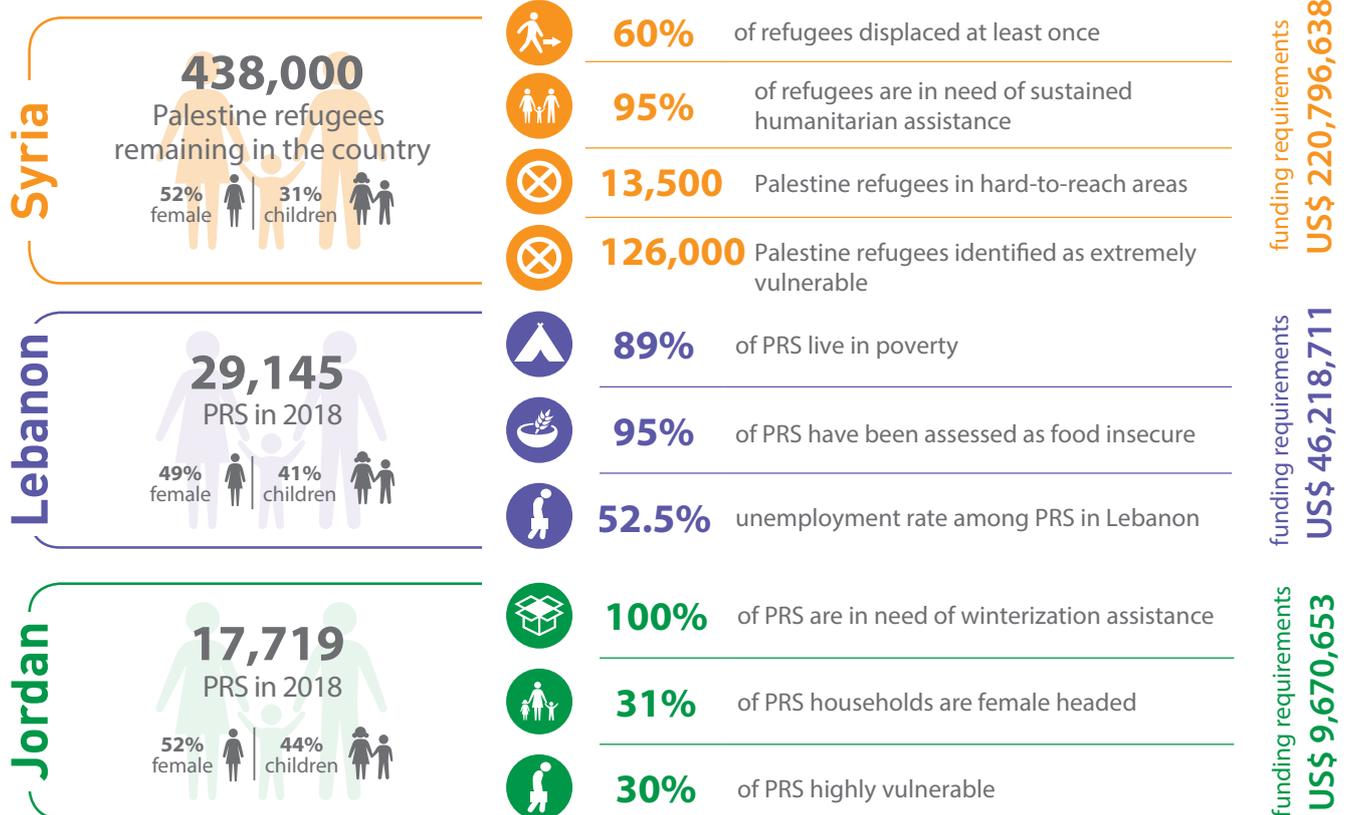
ATM	Automated Teller Machine	PCM	Project cycle management
EA	Emergency Appeal	PDM	Post-distribution monitoring
ECU	Emergency Communication Unit	PHC	Primary health care
EIE	Education in Emergencies	PRJ	Palestine refugees in Jordan
ERW	Explosive Remnants of War	PRL	Palestine refugees in Lebanon
EVAC	Ending violence against children	PRS	Palestinian refugees from Syria
FHH	Female headed households	PSS	Psychosocial support
GBV	Gender-Based Violence	RBM	Results based monitoring
HC	Health Centres	3RP	Regional Refugee and Resilience Plan
HCT	Humanitarian Country Team	RSS	Relief and Social Services
HF	High Frequency (radio)	SFO	Syria field office
HLP	Housing, Land and Property	SGBV	Sexual and Gender-Based Violence
HP	Health Points	SMS	Short Message Service
HRP	Humanitarian Response Plan	SSAFE	Safe and Secure Approaches to Field Environment
ICT	Information, communication and technology	SSN	Social Safety Net
IHRS	International Human Rights System	SOPs	Standard Operating Procedures
IDPs	Internally displaced persons	STC	Siblin Training Centre
JFO	Jordan field office	TVET	Technical and Vocational Education and Training
KAP	King Abdullah Park	UNDSS	United Nations Department of Safety and Security
LCRP	Lebanon Crisis Response Plan	UNHCR	United Nations High Commissioner for Refugees
LFO	Lebanon field office	UNICEF	United Nations Children's Fund
LSCE	Life Skills and Citizenship Education	UNRWA	United Nations Relief and Works Agency for Palestine refugees in the Near East
MHPSS	Mental Health and Psychosocial Support	VHF	Very High Frequency (radio)
NCD	Non-communicable disease	WASH	Water, Sanitation and Hygiene
NFI	Non-Food Items	WFP	World Food Programme
NGO	Non-Governmental Organisation	WSAT	Women's Security Awareness Training
OCHA	United Nations Office for the Coordination of Humanitarian Affairs		



2019 syria regional crisis emergency appeal

560,000 Palestine refugees registered with UNRWA in Syria prior to conflict

more than **50,000** Palestine refugees from Syria have fled to locations outside the region



PRS: Palestinian refugee from Syria

total funding requirements: US\$ 276,902,971

programme requirements	syria	lebanon	jordan	regional	subtotal
strategic priority 1					
cash assistance for essential needs	106,609,156	27,366,642	6,835,380	-	157,319,420
non-food items (NFIs)	6,459,238	-	-	-	(57%)
food assistance	10,049,004	-	-	-	
strategic priority 2					
emergency health	16,132,603	7,359,619	544,344	-	83,328,300 (30%)
education in emergencies	22,366,197	6,227,781	1,477,077	-	
livelihoods	20,354,281	249,750	-	-	
protection	2,331,000	1,779,952	239,760	-	
environmental health	1,659,450	2,241,962	364,524	-	
strategic priority 3					
safety and security	1,773,780	189,810	-	-	36,255,251 (13%)
capacity and management support	9,602,701	547,895	209,568	216,969	
emergency repair and maintenance of unrwa installations	23,459,228	255,300	-	-	
total	220,796,638	46,218,711	9,670,653	216,969	276,902,971

All figures in US\$

Children play in the courtyard of Yarmouk school in Qabr Essit . ©2018 UNRWA Photo



executive summary

After eight years of conflict, civilians in Syria continue to face significant humanitarian and protection needs. In the absence of a durable political settlement, intense hostilities and violence resulting in deaths and injuries, internal displacement, loss of livelihoods, decreases in the provision of public services, and extensive damage to civilian infrastructure have disrupted the lives of civilians and severely undermined coping mechanisms. Of the estimated 438,000 Palestine refugees remaining inside Syria, over 95 per cent (418,000) are in critical need of sustained humanitarian assistance. Some 254,000 Palestine refugees have been displaced at least once since the beginning of the conflict and an estimated 13,500 are trapped in hard-to-reach or inaccessible locations.¹ Ein el Tal, Dera'a and Yarmouk official and non-official camps, previously home to more than 30 per cent of the Palestine refugee population in Syria, have been largely destroyed by the hostilities.

Over 120,000 Palestinian refugees from Syria (PRS) have fled the country, including over 29,000 currently present in Lebanon and 17,719 in Jordan. Many PRS in Lebanon and Jordan face a precarious and marginalized existence due to their uncertain legal status and limited social protection mechanisms, making them heavily reliant on the United Nations Relief and Works

Agency for Palestine Refugees in the Near East (UNRWA) for their basic needs.

Within this complex and challenging operating environment, UNRWA will continue to adapt its interventions to meet the essential needs of Palestine refugees affected by the protracted crisis. The Agency will draw on its existing structures, supply chains and capacities to ensure an effective and agile response to ongoing and evolving needs. As new areas inside Syria may become accessible during the year, spontaneous returns of Palestine refugees are expected to increase, as observed in Sbeineh and Khan Eshieh camps over the past 12 months. In 2019, UNRWA will make further efforts to resume the provision of its regular services in newly accessible areas, provided that safe access is granted and conditions allow.

In 2018, US\$ 409 million was required to cover the cost of emergency interventions; as of 31 October 2018, only US\$ 121.6 million had been pledged, corresponding to 30 per cent of total funding requirements. The severe funding shortfall faced by UNRWA in 2018 also impacted on the Agency's emergency operations in Syria, Lebanon and Jordan. In 2018, due to funding constraints, UNRWA had to reduce the

frequency of cash assistance rounds inside Syria (three out of six planned rounds) and the amount of cash disbursed per individual. In Jordan, due to limited resources, only PRS categorized as extremely vulnerable – around one-third of the caseload - received the planned amount of US\$ 40 per person per month, while the rest of the caseload received a reduced cash transfer of US\$ 9.58 per month.

In 2019, in order to make the most efficient use of scarce resources, UNRWA will continue to prioritize the provision of essential services and humanitarian assistance, with a focus on meeting the needs of the most vulnerable Palestine refugees. Cash assistance will remain a priority. In Syria and in Jordan a targeted approach will be introduced, based on which Palestine refugee households assessed as extremely vulnerable will receive a higher social transfer, while the remainder will receive a reduced amount of assistance. In Syria, food assistance will also be limited to the most vulnerable Palestine refugees. In Lebanon, cash assistance will continue through a universal approach, given the high levels of vulnerability and dependency across the PRS community. Through a verification exercise conducted in July and August 2018, UNRWA recorded a decrease in the number of PRS in Lebanon, with the population estimated to reach 28,800 by the end of 2019. UNRWA will continue to monitor the presence of PRS in the country and will continue to adjust its operations to a decreased caseload, should this trend continue.

Under this Emergency Appeal, UNRWA will continue to seek funding to ensure the provision of essential services such

as education, health and WASH services in camps. Critical protection services will also be provided to Palestine refugees in Syria and PRS in Lebanon and Jordan. Livelihoods and vocational training opportunities, with a focus on Palestine refugee youth, will also be provided in Syria and Lebanon based on the availability of funds.

In 2019, UNRWA requires US\$ 277 million for its humanitarian response to the Syria crisis. This response will be guided by the following three strategic priorities:

Strategic Priority 1: To preserve resilience through the provision of humanitarian assistance ensuring that the most vulnerable Palestine refugees meet their basic needs.

Strategic Priority 2: To contribute to a protective environment for Palestine refugees by maintaining access to basic services including education; health; water, sanitation and hygiene (WASH), and livelihoods; and protection.

Strategic Priority 3: To improve the effectiveness and efficiency of emergency programme delivery through strengthened humanitarian capacity, coordination and management.

Activities described in this appeal are consistent with the priorities and interventions of the Humanitarian Country Team (HCT) in Syria,² the Lebanon Crisis Response Plan (LCRP), and the Regional Refugee and Resilience Plan (3RP) for 2019-2020. They will be complemented by ongoing operations supported by the Agency's Programme Budget, particularly in the areas of education and health.

2019 syria regional crisis response funding requirements

programme requirements	syria	lebanon	jordan	regional	total
Cash assistance for essential needs, including food, shelter and non-food items (NFIs)	106,609,156	27,366,642	6,835,380	-	140,811,178
NFIs	6,459,238	-	-	-	6,459,238
food assistance	10,049,004	-	-	-	10,049,004
emergency health	16,132,603	7,359,619	544,344	-	24,036,566
education in emergencies	22,366,197	6,227,781	1,477,077	-	30,071,055
livelihoods (microfinance, vocational training, income generation, social cohesion for lebanon)	20,354,281	249,750	-	-	20,604,031
protection	2,331,000	1,779,952	239,760	-	4,350,712
environmental health	1,659,450	2,241,962	364,524	-	4,265,936
safety and security	1,773,780	189,810	-	-	1,963,590
capacity and management support	9,602,701	547,895	209,568	216,969	10,577,133
emergency repair and maintenance of unrw installations	23,459,228	255,300	-	-	23,714,528
total (US\$)	220,796,638	46,218,711	9,670,653	216,969	276,902,971

syria: context and needs analysis

Eight years of conflict in Syria continue to have dramatic consequences for the people living in the country, including Palestine refugees. Violence, economic disruption and a contracting job market as well as a decrease in the provision of public services and social security programmes have created and compounded vulnerabilities within the population. In the absence of a durable political settlement, intense and widespread hostilities have resulted in deaths and injuries, continued internal displacement, large-scale migration to other countries, lost livelihoods, mounting humanitarian needs and access restrictions hindering the emergency response, including in UNRWA areas of operation.

In 2018, UNRWA estimates that 438,000 Palestine refugees remain in the country out of 560,000 individuals registered with the Agency in Syria.³ Displacement, loss of assets and livelihood and high levels of inflation have contributed to the increased vulnerability of civilians, including the Palestine refugee population. Many families have lost their main breadwinner, whether through death, incapacitation, detention or departure to another country in order to seek protection and asylum.⁴ Almost 60 per cent of Palestine refugees have been displaced at least once since the beginning of the conflict and, according to UNRWA estimates, more than 180,000 have had their homes destroyed or severely damaged due to hostilities. Yarmouk, Dera'a, and Ein el Tal (Aleppo) camps, previously home to more than 30 per cent of the Palestine refugee population in Syria, have been almost completely destroyed. A vulnerability assessment conducted by UNRWA in December 2017⁵ estimated that 90 per cent of Palestine refugee households in Syria live in absolute poverty (less than US\$ 2 person/day) prior to receiving UNRWA cash assistance. As a result, it is expected that a large majority of the Palestine refugee population will continue to rely on UNRWA humanitarian assistance to meet their most basic needs in the years to come.

In 2019, cash assistance will remain a priority for UNRWA in Syria. Although vulnerability remains high across the Palestine refugee population, funding challenges are limiting the Agency's ability to continue to maintain the levels of assistance provided in previous years. In order to ensure that the most vulnerable Palestine refugees continue to meet their basic needs and to ensure an efficient use of scarce resources, a targeted approach will be introduced in 2019. Groups characterized as most vulnerable, including

female headed households (FHH), persons with disabilities, households headed by older persons and unaccompanied minors (orphans) will receive a higher social transfer value, while comparatively lower levels of emergency assistance will be provided to all other refugee families. Food assistance will also be limited to the most vulnerable Palestine refugees. Ready-to-eat food baskets and non-food-items (NFIs) will only be distributed based on acute need, in case of humanitarian emergencies, new displacements, or spontaneous returns.

As poverty levels deepen and vulnerabilities increase, sustaining an adequate level of basic services will remain a priority for the Agency in Syria. Primary health care will continue to be provided to all Palestine refugees through 24 medical facilities and mobile point, and secondary and tertiary care through support for referrals to contracted hospitals. UNRWA will continue to provide quality education to more than 50,000 students attending 103 UNRWA-managed schools across the country, as well as psychosocial support. A focus on livelihoods, including support for TVET and Microfinance, will be preserved and enhanced depending on availability of funds. UNRWA will continue to strengthen water and sanitation services, with a particular focus on newly accessible camps. Many Agency buildings, including 40 per cent of schools and 25 per cent of clinics, are currently unusable due to the conflict. The Agency plans to conduct vital emergency repairs to its installations in accessible areas in order to ensure a consistent provision of services, including for returnees.

In 2018, UNRWA was confronted with an unprecedented financial crisis and faced major challenges in securing the resources needed to provide humanitarian assistance to Palestine refugees in Syria. As of October 2018, UNRWA had only received 19 per cent of its total requirements against the Syria portion of the Emergency Appeal. In 2018, as a result the funding shortfall, the Agency was only able to provide cash for six out of twelve months, and at a reduced rate. UNRWA expects funding challenges to continue in 2019, impacting on the Agency's ability to provide emergency and basic services in Syria. Donor support to the Syria Regional Crisis Emergency Appeal at these critical times is more crucial than ever to ensure that the most vulnerable Palestine refugees continue to receive critical humanitarian assistance including through life-saving interventions.

The Sireen/al-Jalil school in Yarmouk camp. All 32 UNRWA premises in the camp require either major repairs or total reconstruction. © 2018 UNRWA Photo



syria: planning assumptions

In 2019, UNRWA expects localized hostilities to continue to trigger pockets of violence and destruction in certain areas of the country. At the same time, spontaneous returns to newly accessible areas are expected to increase as power dynamics continue to shift across the country. The Agency's emergency response in 2019 is based on the following planning assumptions:

A mix of humanitarian and post-conflict interventions:

Throughout 2018, there were intense hostilities in different parts of the country, with the government regaining control of many areas, including locations where UNRWA operates in Damascus, Rural Damascus and in the South of the country. In 2019, the Agency anticipates that a mix of humanitarian and development approaches that are supportive of post-conflict rehabilitation will be needed to respond to the different needs of Palestine refugees across Syria.

Improved access with localized conflict in certain areas of the country:

Overall, humanitarian access is expected to improve with fewer Palestine refugees in hard-to-reach areas⁶ (13,500 as of end October 2018).⁷ At the same time, hostilities may continue in certain areas of the country; in order to respond to emergency situations, UNRWA will keep a contingency stock to address sudden onset needs. Should safe access resume for civilians in areas like Yarmouk and Dera'a camps, the Agency will focus on resuming its basic services (health, education and WASH) in these areas.

High levels of humanitarian needs especially amongst the most vulnerable categories of the Palestine refugee population:

As 90 per cent of Palestine refugees live in absolute poverty,⁸ the level of humanitarian needs and vulnerabilities is expected to remain very high, resulting in a correspondingly high dependency of Palestine refugees on the Agency's support. Specific categories, including female headed households, older persons, persons with disabilities and unaccompanied minors / orphans are particularly at risk – and make up roughly 28 per cent of the total population. Almost 60 per cent of Palestine refugees living in Syria have been displaced at least once, with a large majority experiencing long-term and multiple displacements, thus further compounding their vulnerabilities. Humanitarian needs are also likely to persist for internally displaced Palestine refugees including those who are able to return to newly accessible areas, where homes have sustained damages and destruction, and properties have often been looted or destroyed.

Most Palestine refugees in Syria will remain displaced:

Out of the 438,000 Palestine refugees currently estimated to remain inside Syria, some 254,000 have been displaced at least once since the beginning of the conflict. It is anticipated that the levels of displacement will remain high among Palestine refugees, as the housing stock in Yarmouk unofficial camp suffered significant destruction during the conflict, most recently in May 2018. The majority of the 160,000 former residents of Yarmouk are therefore expected to remain in displacement, often paying high rents, which further increases their vulnerability. A similar situation is expected to continue affecting those displaced from Dera'a and Ein El Tal camps which have sustained major destruction; these three camps used to provide housing for more than 30 per cent of Palestine refugees in Syria.

Increase in spontaneous returns as more areas become accessible:

As new areas become accessible to civilians, as observed for Sbeineh and Khan Eshieh camps in 2018, additional small scale spontaneous returns are anticipated, provided that safe access is granted for civilians and basic public services (water, electricity) are restored by the authorities. UNRWA will therefore seek to resume its basic services (education, health, relief and social services and WASH) in defined locations where feasible, to ensure that Palestine refugees are served. While a small number of spontaneous returns of PRS from outside Syria were observed in 2017 and 2018 (about 2,000) and are expected to continue, most returns are expected to involve Palestine refugees displaced inside Syria.

Palestine refugees in and from Syria will continue to face serious protection challenges:

It is anticipated that protection risks will persist and may intensify in newly accessible areas where spontaneous returns, both from within and from outside of Syria, are expected to increase. These include, but are not limited to, Housing, Land and Property (HLP) issues, civil documentation and general protection issues.

Caseloads for the interventions highlighted below are based on a planning figure of 445,000 Palestine refugees in Syria, taking into account a small increase in population due to possible returns from outside Syria (mainly from Jordan and Lebanon). Out of those, 418,000 Palestine refugees are considered vulnerable, of whom an estimated 126,000 have been identified as extremely vulnerable and 13,500 still reside in hard-to-reach areas (as of October 2018).

syria: sector-specific interventions

A Palestine refugee pays for her groceries using UNRWA cash assistance in Homs. © 2018 UNRWA
Photo by Fernande van Tets

strategic priority 1

preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



emergency food assistance

in-kind food assistance provided to

126,000

most vulnerable Palestine refugees



emergency cash assistance

emergency cash grants to

418,000

Palestine refugees with a focus on most vulnerable households



emergency non-food items

non-food items to

30,000

Palestine refugees affected by acute emergencies

Cash Assistance for Essential Needs, Including Food, Shelter and NFIs

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Palestine refugees are able to meet their life-saving needs and cope with sudden crises.	Percentage of households reporting an improved food consumption score ⁹	63%	90%
Outputs			
Palestine refugees in Syria are provided with relief assistance.	Number of individuals receiving cash assistance during the last completed distribution round (disaggregated by sex)	405,193 (212,118 female, 193,075 male)	418,000
	Number of most vulnerable Palestine refugees provided with cash assistance during the last completed distribution round (disaggregated by sex)	New indicator	126,000
	Number of most vulnerable Palestine refugees provided with food assistance during the last completed distribution round (disaggregated by sex)	New indicator	126,000
	Number of Palestine refugees receiving NFIs based on need	24,000	30,000

Eight years into the conflict, Palestine refugees in Syria continue to suffer from poverty and food insecurity. In 2019, UNRWA will continue to provide **cash assistance** to respond to the basic needs of Palestine refugees, including for food, NFIs and shelter. To ensure a more efficient use of scarce resources, the Agency will introduce a targeted approach to the provision of cash assistance, with a focus on the most vulnerable Palestine refugees. A vulnerability assessment conducted by UNRWA in December 2017 found that female-headed households, families headed by a disabled person and people with disabilities, families headed by an older person and unaccompanied minors (orphans)¹⁰ have an increased likelihood of being vulnerable. In order to ensure that most vulnerable Palestine refugees meet their basic needs, under the 2019 Emergency Appeal UNRWA will provide US\$ 28 per person per month to 126,000 Palestine refugees who fall within one of the four vulnerable categories stated above. The remaining caseload of Palestine refugees will continue to receive basic emergency assistance in the form of US\$ 14 per person per month, to support vulnerable families' resilience and preventing them from slipping into further poverty or resorting to negative coping mechanisms.¹¹

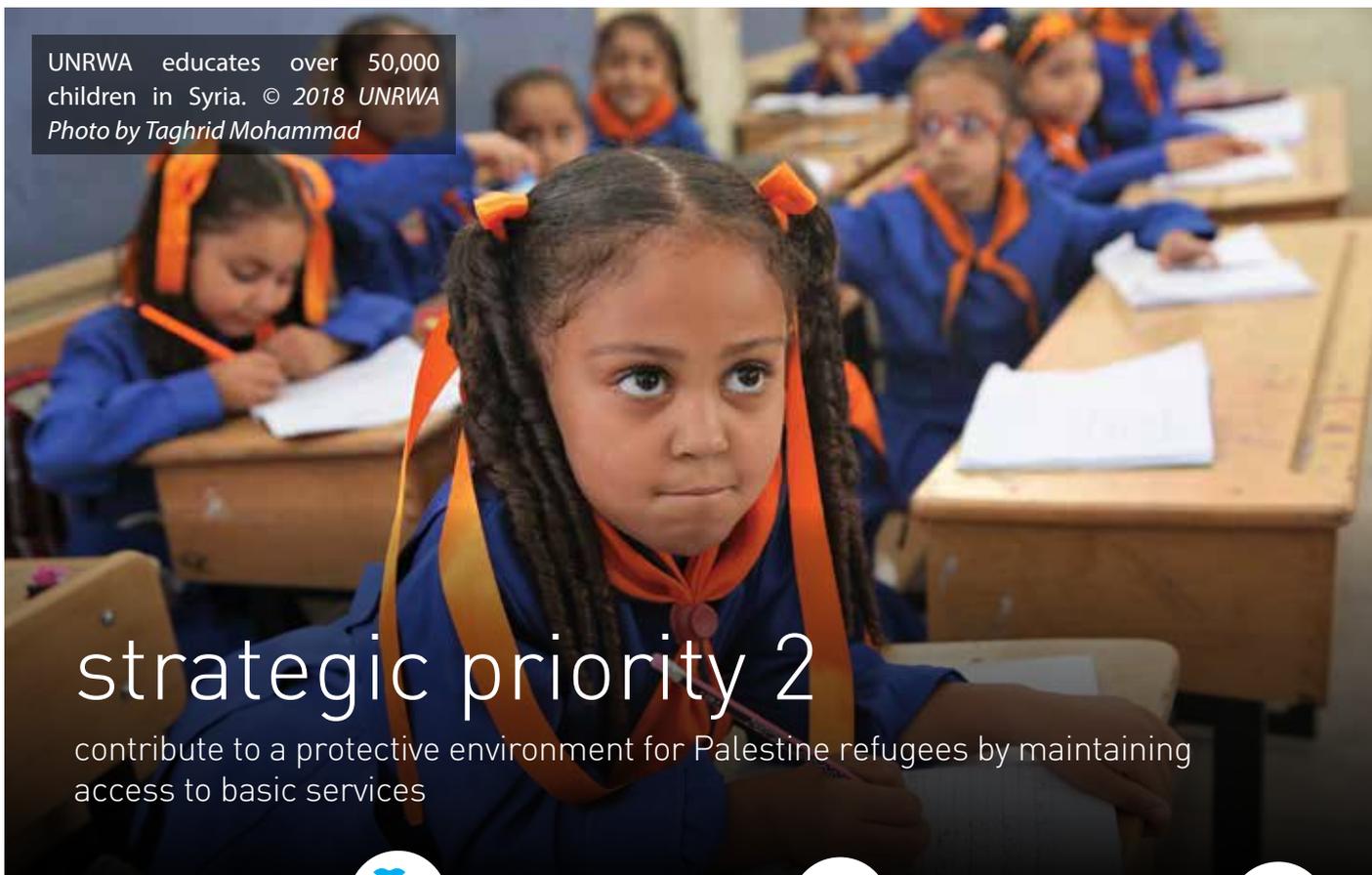
The Agency will also adopt a more targeted approach to **food assistance**, providing food parcels only to the identified caseload of most vulnerable families. A total of 126,000 Palestine refugees belonging to the categories mentioned above will benefit from

three rounds of food distribution over 2019. The new approach is aimed at mitigating the impact of poverty and food insecurity among the most vulnerable groups, while at the same time making the best use of available resources.

Finally, UNRWA will seek to provide **ready-to-eat food baskets and NFIs** (including mats, mattresses and blankets) only to Palestine refugees facing acute emergencies, including newly displaced persons and those directly impacted by new or increased hostilities. Families and individuals spontaneously returning to newly accessible areas that were severely affected by the conflict and/or lacking basic services will also be eligible for in-kind support based on need.

Should funding become available, UNRWA will explore the feasibility of providing support to the most vulnerable refugees whose shelters have been damaged as a result of the conflict. Supporting the rehabilitation of these specific individual shelters will contribute to protecting the most vulnerable while preserving their resilience and reducing dependency on aid handouts. Different implementation modalities will be explored, including a self-help approach used in other UNRWA fields of operations, directly involving the families whose shelters are being rehabilitated, respecting their dignity and generating employment within local economy, whilst supporting cost effective rehabilitation.

UNRWA educates over 50,000 children in Syria. © 2018 UNRWA
Photo by Taghrid Mohammad



strategic priority 2

contribute to a protective environment for Palestine refugees by maintaining access to basic services



livelihoods

provide microfinance loans for

11,500

Palestine refugees and Syrians



emergency health

meet health care needs of up to

445,000

Palestine refugees



education in emergencies

provide primary education to

51,000

Palestine refugee children



protection

provide critical protection services and advocacy for Palestine refugees.



environmental health

provide WASH services in

100%

of accessible Palestine refugee camps in Syria

A woman visits her doctor in Homs. UNRWA provides more than 800,000 health consultations a year in Syria. ©2018 UNRWA Photo by Ramez Al-Saj



Emergency Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
The impact of the crisis on health services for refugees is reduced	Number of visits and/or consultations supported by UNRWA (primary, secondary and tertiary health care)	838,547	900,000
Outputs			
Palestine refugees have access to primary health-care services.	Number of Palestine refugee visits to UNRWA health facilities (disaggregated by sex)	815,058 (442,170 female, 372,888 male)	900,000
	Number of operational Agency health centres, health points and mobile clinics	27	24 ¹²
	Number of UNRWA hospitalizations accessed by Palestine refugee patients	23,489	24,000
	Percentage of HCs with no stock-out of 12 tracer items	76	100

The conflict in Syria continues to have a devastating impact on the health sector with frequent violence on health care services and personnel. While the general cost of living, including of health services, has dramatically increased since 2011, the ability of public and private hospitals and clinics to respond to the needs of the population has decreased. As a result, the vast majority of Palestine refugees has become increasingly dependent on UNRWA for the delivery of health-care services.

In 2019, UNRWA will continue to sustain the delivery of **quality primary health services** through 17 health centres offering the full range of Agency services, five health points (HPs) operating in areas of displacement of Palestine refugees and two mobile health clinics which are able to deploy according to needs. UNRWA health facilities provide a range of primary medical services, including out-patient consultations, vaccinations, growth monitoring, provision of medicine, gynaecology consultations, laboratory services,

non-communicable disease care, maternal and child health care and dental services. Furthermore, the Agency provides support to Palestine refugees seeking **secondary and tertiary health care** through a system of referrals to public hospitals. UNRWA subsidizes the costs of treatment of referred patients by 75-95 per cent, depending on the socioeconomic status of the patient. UNRWA will continue to ensure that patients have adequate **access to essential medical supplies and drugs**. The Agency will also strive to maintain contingency stocks of medical supplies and drugs to address any emerging situation.

Finally, UNRWA will focus its efforts on the **resumption of health-care services** in newly accessible areas and the rehabilitation and maintenance of damaged facilities. The re-institution of the Agency's health personnel in areas of spontaneous return will also be a priority. Those areas will include the South (Dera'a camp, Muzeirib, Jillin) and the South Damascus area where accessible (Yarmouk/Yalda) as well as main gatherings, depending on access and based on needs.

Education in Emergencies

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Palestine refugees in Syria continue to access quality, inclusive and equitable education despite conflict and displacement.	Number of students graduating from basic education (Grade 9)	3,213 (1,722 girls, 1,491 boys)	3,500
	Number of Palestine refugee students completing end-of-year exams (Grades 1-8)	40,954 (20,363 girls, 20,591 boys)	41,000
Outputs			
Palestine refugee students have access to education through regular/catch-up classes	Number of school-age children enrolled in regular classes in UNRWA schools	50,548	51,000
Palestine refugee students are provided with psychosocial support (PSS).	Number of school-age children receiving psychosocial support	30,000	40,000
Palestine refugee students are provided with educational and recreational materials and activities	Number of Palestine refugee students provided with educational/recreational materials (back-to-school kits, PSS/recreational kits, stationery)	50,548	51,000

Eight years of conflict have had disastrous consequences on educational services in Syria with many school facilities destroyed and children experiencing displacement and dropping out of the education system. Since the beginning of the conflict, the number of UNRWA-managed schools has decreased from 118 to 103 in the 2018 / 19 scholastic year, due to access constraints and damage or destruction.

In 2019, UNRWA will continue to provide **formal and non-formal education services** to up to 51,000 Palestine refugee children (an increase from 48,100 enrolled in 2018) in 103 schools located in Damascus, Rif Damascus, Aleppo, Hama, Homs, Latakia and Dera'a. A number of schools still operate on

a double shift basis. UNRWA will employ approximately 1,700 teachers, including daily paid teachers to cover possible gaps created by the conflict. The Agency will invest in developing the capacity of these teachers through the newly-launched UNRWA Professional Development Programme for Newly Appointed Teachers. The Agency will also continue its **Education in Emergencies (EiE)** interventions, including the maintenance and running of recreational spaces; the implementation of recreational activities, the provision of Summer Learning activities; the engagement of parents through awareness-raising sessions on violence / Gender Based Violence (GBV), explosive remnants of war (ERWs), and

career guidance for their children; the strengthening of the identification and management of Psychosocial Support (PSS) cases in schools; and continued capacity-building for education staff. Students in all UNRWA schools will benefit from **group and individual psychosocial support counselling** sessions guided by professional counsellors throughout the academic year, providing them with the necessary skills to cope with the anxiety and stress generated by the trauma of conflict.

School principals and teachers in UNRWA schools will continue to receive **training on safety and security topics** with the aim of enhancing preparedness and response to security threats in schools, particularly those located in areas affected by conflict. Training topics will include evacuation procedures;

dealing with ERWs; and tips on fire safety, in addition to live drills. Similar training sessions will also be provided to students, offering them basic survival skills and raising their awareness of security risks.

UNRWA will also focus its intervention on **the resumption of educational services** in newly accessible areas including in Yalda/Yarmouk, Sbeineh and Khan Eshieh camps in Rural Damascus and in the South (Dera'a) provided that safe access is granted. Major construction, maintenance and rehabilitation works will be undertaken depending on the availability of funding to ensure students have access to safe and secure UNRWA premises.

Livelihoods (Vocational Training and Microfinance)

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Improved access to livelihood opportunities for Palestine refugees.	Number of students completing long-term vocational training courses	418	420
	Number of students completing short-term courses	1,200	1,200
Outputs			
Palestine refugees in Syria and Syrians receive microenterprise and consumer loans for small businesses and households.	Number of Palestine refugees and Syrians who receive microfinance loans	11,100	11,500
Young Palestine refugees in Syria receive vocational training and are supported with job placements.	Number of Palestine refugees enrolled in long-term training	1,071	1,050

The protracted crisis in Syria continues to have a dramatic impact on the Syrian economy. Livelihood interventions are critical to increase the resilience of Palestine refugees in Syria, who continue to face multiple effects of the conflict, including exposure to armed violence, lack of income and prolonged displacement.

In 2019, the **Technical and Vocational Education Training Programme (TVET)** will maintain its long and short-term courses in Damascus, Dera'a, Homs and Aleppo depending on the availability of funds. As demand for TVET services grows, the Agency will continue its efforts to better link students with the job market and increase employability rates of graduates. Reconstruction/rehabilitation-focused courses, such as electricity, plumbing or masonry, will continue to be an area of focus.

Despite significant challenges, the **microfinance programme** continues to provide a growing number of loans to Syrians and Palestine refugees within Syria. In 2019, the microfinance team will continue to provide inclusive financial services to Palestine refugees and Syrians requiring additional capital through the direct disbursement of loans to meet the growing demand

for financial products. The majority of the loans requested are consumer loans, which enable a household to cover unforeseen expenditures, such as the purchase of assets. Entrepreneur loans are less in demand, reflecting the ongoing constraints of the socioeconomic context in Syria.

In 2019, UNRWA will aim to resume microfinance activities in areas of spontaneous return such as Sbeineh, Qabr Essit and Khan Eshieh camps through the provision of consumer loans, business loans or youth and women focused loans. Special microfinance products focusing on the most vulnerable members of the community such as women and youth will continue to be developed by UNRWA and will be further promoted in order to stimulate livelihood activities in recovering areas.

Finally, and in response to the evolving needs of the Palestine refugees in Syria, UNRWA is exploring the feasibility of conducting **small scale cash-for-work** initiatives in 2019. Work opportunities would be provided to support the provision of current UNRWA services (health, and education), or to support the restoration of Agency services in newly accessible areas.

Students attend a clothing technology course at the Homs Training Centre. © 2018 UNRWA Photo by Fernande van Tets.



Protection

Output	Indicator	Baseline	Target
Outputs			
Strengthened prevention and protection response for Palestine refugees.	Number of older people who received PSS support (disaggregated by sex)	282 (177 female, 105 male)	400
	Number of individuals sensitized on mine risk awareness (disaggregated by children, staff and community members)	43,900	51,000
	Number of UNRWA staff members and volunteers trained on protection	1,633	1,500
	Number of Palestine refugees provided with legal assistance and referrals	1,117	1,500

The protection concerns of Palestine refugees remain severe throughout Syria and critical in hard-to-reach, newly accessible and/or areas affected by recent hostilities, including in parts of Damascus (Yalda, Babila, Beit Sahem and Yarmouk) and the South of the country (Dera'a). **Protection risks and vulnerabilities** identified in 2018 are generally anticipated to continue through 2019. These include, but are not limited to. psychosocial trauma and distress, particularly among children and other vulnerable groups; increased rates of GBV; exclusion and discrimination, particularly in regard to people with disabilities, older persons, women and girls.

Protection concerns related to HLP rights and general access to services are expected to increase as Palestine refugees (both IDPs from within Syria and refugees from outside the country) spontaneously return to newly accessible areas when conditions allow.

In 2019, UNRWA will continue to provide critical protection assistance to Palestine refugees in Syria. The Agency will seek to improve the protection of Palestine refugees in Syria through various interventions. Mainstreaming protection within UNRWA services will remain a priority. Corresponding to needs, protection trainings, including on disability inclusion and GBV

issues, will continue to be delivered to a wide range of staff and volunteers. In addition, UNRWA will continue to build the capacity of programmes to **strengthen case management and referral processes for high-risk protection cases**, including unaccompanied/separated Palestine refugee children, persons with disabilities, older persons and those affected by violence, GBV, abuse and neglect. **Dedicated programmatic responses** will be implemented through regular service-delivery and stand-alone initiatives to support the needs of vulnerable populations including to address psychosocial trauma. Areas most affected by conflict-related violence as well as displaced and returning populations will be prioritized. Legal support services will continue to be

offered to women experiencing GBV through assistance to obtain civil documentation and referrals to external partners. Mine-risk awareness campaigns will continue throughout the country targeting students and other community members, with a specific focus on areas of spontaneous returns.

Protection monitoring, reporting and advocacy will continue to be prioritised through the participation of UNRWA in global protection mechanisms and the international human rights system (IHRS), and through interaction with relevant stakeholders, including with the protection sector of the Humanitarian Country Team (HCT) in Syria. In parallel, UNRWA will focus specifically on monitoring the **return of Palestine refugees** displaced within and outside Syria.



Children attend a psychosocial support activity in Khan Danoun camp. © 2018 UNRWA Photo by Taghrid Mohammad

Environmental Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Public health needs of the affected population are met.	Percentage of accessible Palestine refugee camps receiving repair, rehabilitation and sanitation work	100	100
Outputs			
Palestine refugees in need are provided with hygiene kits	Number of Palestine refugees receiving hygiene kits based on need	24,000	20,000

In 2019, UNRWA will continue to provide essential WASH services to Palestine refugees, with specific attention to areas and camps affected by the conflict. The crisis in Syria has resulted in extensive damage to water supply systems and sewer infrastructure, resulting in restricted access to potable water and affecting domestic and personal hygiene, which in turn has increased the risk of disease outbreaks.

UNRWA will continue its effort to repair, rehabilitate and maintain water supply systems and to ensure that Palestine refugees, particularly in newly accessible camps, have access to potable water. The Agency will also selectively repair, rehabilitate and maintain infrastructure systems including

sewerage and surface drainage systems in addition to collecting and managing solid waste, and controlling rodents and insects in accessible camps. Furthermore, hygiene kits will be distributed to Palestine refugees affected by emergencies, as well as Palestine refugees spontaneously returning to newly accessible areas and those in hard to reach areas, to help safeguard their personal and domestic hygiene.

In the course of 2018, UNRWA was able to gain increased access to newly accessible areas requiring extensive work on WASH infrastructure. This trend is expected to increase in 2019, with potential resumption of access to key areas like Yarmouk and the South (Dera'a).



Sanitation labourer cleaning the streets in Homs camp. © 2018 UNRWA Photo

Rehabilitation of a former collective shelter at the Ramleh school in Jaramana camp. © 2018 UNRWA
Photo by Taghrid Mohammed

strategic priority 3

improve the effectiveness and efficiency of emergency programme delivery

safety and security



to provide safe services and working environments to

445,000

Palestine refugees and UNRWA staff

emergency repair and maintenance



maintain, repair and upgrade UNRWA facilities for continued service provision

capacity and management support



maintain UNRWA humanitarian response capacity, including protection, logistics and management

Safety and Security

Outcome/Output	Indicator	Baseline	Target
Outcomes			
UNRWA is able to provide services to Palestine refugees with appropriate security arrangements.	Percentage of security risk assessments completed for programmes and projects at field level	100	100
Outputs			
Enhanced safety and security of UNRWA staff to facilitate the provision of humanitarian aid to Palestine refugees.	Number of staff trained on safety and security (SSAFE)	100	300
	Number of staff reached through the Women's Security Awareness Training (WSAT) programme	New indicator	200
	Number of missions supported by the SFO security team	New indicator	200

Since the onset of the conflict, UNRWA has made significant investments in the safety and security of its staff, assets and facilities and security procedures. UNRWA requires funding to maintain and strengthen existing security infrastructure. The main investments will focus on security personnel staffing costs, the procurement of communication devices such as VHF radios, as well as the procurement of personal protection equipment and uniforms for security staff. These investments enable UNRWA to facilitate and provide security support for over 200 field missions conducted yearly in a medium to high

risk security environment. In addition, UNRWA will invest in the maintenance of a CCTV room and Internet Protocol (IP) surveillance cameras. Training in Safe and Security Approaches to Field Environment (SSAFE) and fire safety for staff in Syria across the different areas of operations are also planned for 2019. Finally, through its commitment to ensuring gender considerations in security management, and recognizing that women are more exposed to risks of gender-based violence, UNRWA in Syria plans to launch a Women's Security Awareness Training (WSAT) programme for UNRWA female staff members.



Female UNRWA staff attend a Women Security Awareness Training in Aleppo. © 2018 UNRWA Photo by Ahmad Abou Zeid

Emergency Repair and Maintenance of UNRWA Installations

Outcome/Output	Indicators	Baseline	Target
Outcomes			
UNRWA installations repaired or maintained for continued provision of services.	Number of UNRWA facilities rehabilitated or repaired	43	60

As many Palestine refugee camps have become the sites of major hostilities during the conflict, UNRWA facilities in Syria have suffered extensive damages, contrary to the principle of inviolability of United Nations premises. Ein el Tal (Aleppo), Dera'a (South) and Yarmouk (Damascus) official and non-official camps have sustained large scale destruction. These areas accounted for more than 180,000 Palestine refugees before the onset of the conflict, or about 30 per cent of the total population present in country before 2011. The main housing stock of Palestinians in Syria has therefore been severely depleted.

In 2018, UNRWA prioritized funds to **rehabilitate and, in some cases, rebuild essential facilities** in key areas, including UNRWA schools and clinics in Sbeineh, Khan Eshieh, and Hama camps and Muzeirib (South). Schools previously used as collective shelters and closed in May 2018 are also in the process of being rehabilitated at the time of writing. The objective is to refurbish Agency buildings to mitigate costs and dependency on rented or borrowed premises. Rehabilitating schools reduces the number of shifts which is conducive to a better educational environment for children. Renovating health centres limits the use of health points allowing medical

professionals to deliver the full range of UNRWA quality health care especially in areas under recovery.

In 2019, UNRWA will continue to focus on **resuming its core services** in areas where access has resumed and civilians are returning spontaneously, as observed in 2018 in areas such as Sbeineh camp and the Damascus area. The main Agency priority is to ensure access to its education and health facilities and to support the restoration of basic WASH services, such as water and sewage connections. Provided access is granted, assessment missions will be conducted in areas where UNRWA emergency repair and reconstruction of UNRWA facilities is expected to be required, including **Yarmouk, Ein Al Tal and Dera'a camps, as well as Muzeirib and Jillin (South)**, as preliminary information indicates that most of the Agency's facilities in these areas have been either partially or fully destroyed. UNRWA will develop area-specific implementation plans based on the assessment mission reports, to ensure a comprehensive, needs-based response involving all needed programmes and support departments. While the Agency stands ready to respond to these situations on a case by case basis, additional funding will be needed to cover all emergency repair and reconstruction needs throughout the country.

Capacity and Management Support

Management, coordination and technical staff are essential for UNRWA to deliver timely and effective humanitarian assistance, to ensure efficient coordination with relevant stakeholders and to enhance advocacy on behalf of Palestine refugees. UNRWA will continue to conduct safety and security trainings for its staff across Syria

and to build staff capacity regarding neutrality. While the vast majority of posts will continue to be filled by Palestine refugees, UNRWA will maintain some international capacity, particularly specialist staff in the fields of humanitarian response, protection, logistics and grants management.

Informal tented settlement in the Beqaa Valley where PRS reside. © UNRWA 2018 photo by Jesse Thompson



Lebanon: context and needs analysis

Eight years into the Syria crisis, UNRWA continues to provide life-saving emergency assistance to Palestinian refugees from Syria (PRS) in Lebanon, whilst maintaining regular services to Palestine refugees in Lebanon (PRL). The unprecedented financial crisis faced by the Agency in 2018 has put additional strain on its operational capacity and exacerbated anxiety felt by the most vulnerable Palestine refugees who are highly reliant on essential services such as cash assistance, education, and health. Despite the challenging funding environment, UNRWA is determined to ensure the availability of its critical humanitarian assistance to PRS in Lebanon, a community identified as one of the most marginalized in the region, while maintaining its regular operations.

In 2018, Lebanon continued to host the highest number of refugee per capita worldwide. The presence of nearly one million Syrian refugees, in addition to PRL and PRS, continues to exert a hefty burden on already overstretched services and infrastructure and put strains on host communities. Following a comprehensive verification exercise of PRS in Lebanon, conducted in July and August 2018, UNRWA verified the physical presence of 29,145 PRS (8,741 families) in the country, who are eligible for the Agency's emergency assistance. This

indicates a gradual reduction of PRS in Lebanon, due to either onward movement or returns to Syria, while the pace of spontaneous and unassisted returns continues to vary. In 2019, it is expected that the country will host approximately 28,800 PRS (8,700 PRS families). PRS rely heavily on UNRWA support to cover their basic needs and this dependency is expected to remain high in 2019. Over 80 per cent of PRS cite UNRWA cash assistance as their main source of income; about 89 per cent of PRS live in poverty, while 95 per cent of PRS are food insecure.

In order to mitigate vulnerability, the Agency plans to continue providing humanitarian assistance in the form of cash subsidies to cover basic needs for all 28,800 PRS individuals. In 2019, UNRWA will deliver quality, equitable and inclusive education services to all Palestine refugee children through 65 UNRWA schools in Lebanon. With Emergency Appeal funding, the Agency has managed to successfully integrate PRS children into its schools and has worked relentlessly to improve the level of education of all students, despite a challenging operational environment. The management of health care services will also continue to be strengthened in order to maintain PRS access to primary health care and

hospitalization. Given the extremely crowded conditions in Palestine refugee camps, environmental health and sanitation services will be sustained and enhanced to improve the living conditions of both PRS and vulnerable PRL.

Taking into account their prolonged displacement and difficulties in finding employment, empowering Palestinian youth is of key importance to the Agency. Nearly half of the Palestine refugee population in Lebanon is below the age of 25, and 20-25 per cent are between 15 and 24 years old. Among all age categories of PRL, youth experience the highest rate of unemployment (36 per cent), rising to 57 per cent amongst PRS. By aligning its efforts with the National Youth Policy in Lebanon, the Agency hopes to increase PRS access to technical and vocational education services and substantially improve their livelihood opportunities with a focus on innovation, while ensuring the continuous and active engagement of youth.

Within the scope of its ongoing efforts to safeguard and advance the rights of all Palestine refugees in Lebanon, UNRWA will continue to mainstream protection across all interventions and programmes. This includes the provision of

mental health and psychosocial support, critical prevention and response interventions for GBV and child protection cases, as well as the provision of legal aid services. In addition, the Agency will continue to monitor the human rights situation of Palestine refugees and advocate with the Lebanese authorities, donors, embassies, INGOs, national and local partners and other UN agencies, as well as through the International Human Rights System (IHRS), on issues such as the right to work and to property, freedom of movement, legal status and documentation of PRS, and access to services. UNRWA will continue to monitor the conditions of refugee returns to Syria and specific vulnerabilities of newly arrived PRS.

Support to PRL host communities is also included in this appeal in line with the Lebanon Crisis Response Plan (LCRP) guidelines and in recognition of the vast impact the Syria crisis continues to have on the communities in Lebanon. It is anticipated that the most vulnerable PRL will benefit from winterization assistance, health care and livelihood services as well as environmental health and waste management services, particularly inside camps.

Lebanon: planning assumptions

UNRWA continues to be the main, and in a number of instances, the sole service provider for PRS in Lebanon. The PRS community is heavily reliant on the Agency for humanitarian assistance, including cash assistance, shelter, health care and education in addition to protection services.

The Agency's response in 2019 will be based on the following planning assumptions:

Continued difficulties for PRS to maintain or to regularize their legal status in Lebanon. Despite improvements in 2018, difficulties in obtaining and renewing legal residency documents will continue to have a wide-reaching impact on PRS in 2019, further marginalizing them and excluding them from services, increasing the need for advocacy and protection. It is expected that the entry of PRS into Lebanon will continue to be restricted.

High level of humanitarian needs: The reliance on UNRWA assistance is expected to remain high and essential and life-saving services will continue to be in high demand. These include cash assistance for 28,800 PRS, as well as education for 5,254 PRS children and health care. The overcrowded Palestine refugee camps, which are hosting a large number of PRS in Lebanon, will suffer from further infrastructural deterioration

which is likely to contribute to worsening environmental health conditions.

Decreasing caseload and spontaneous PRS returns to Syria: A gradual decrease in the PRS population in Lebanon has been recorded in 2018, and this trend is expected to continue in 2019 as PRS spontaneously return to Syria or engage in onward movement. Given the evolution of the situation in Syria, the pressure on PRS to return may increase. UNRWA will continue to monitor return modalities and ensure respect for PRS basic rights.

Economic deterioration affecting resilience: PRS are struggling with high unemployment, standing as high as 52.5 per cent (57 per cent for PRS youth), due to a lack of employment and training opportunities as socioeconomic conditions remain strained, further increasing dependence on the Agency's assistance.

Ongoing tensions between PRS and host communities: Tensions between PRS and host communities will continue due to the difficult socioeconomic and political situation both communities are enduring, notably in relation to access to livelihood opportunities and employment.



The narrow alleyways of Burj Barajneh camp in Beirut.
© UNRWA 2018 Photo by Jesse Thompson

lebanon: sector-specific interventions

A PRS withdrawing her monthly cash assistance. © UNRWA 2018 Photo by Maysoun Mustafa

strategic priority 1

preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



multi-purpose cash assistance

cover basic needs through cash assistance for some

28,800

Palestinian refugees from Syria



winterization assistance

provide winterization assistance for some

9,420

refugee families

Cash Assistance for Essential Needs, Including Food, Shelter and NFIs

Outcome/Output	Indicator	Baseline	Target
Outcomes			
PRs are able to meet their essential life-saving needs and to cope with sudden crisis.	Percentage of targeted PRs receiving one or more UNRWA emergency assistance interventions	100%	100%
Outputs			
PRs are provided with relief assistance (food assistance, NFIs and shelter assistance).	Number of individuals receiving cash assistance for food and multipurpose cash assistance during last distribution round (disaggregated by sex)	29,420 PRs (15,161 female, 14,259 male)	28,800 PRs (14,840 female, 13,960 male)
	Total amount of cash distributed during last distribution round	US\$ 1,651,428	US\$ 1,647,600
	Number of families provided with winterization assistance (cash and in kind)	8,900 PRs families, 710 PRL families	8,700 PRs families, 720 PRL families

PRs remain one of the most marginalized and vulnerable populations in Lebanon. The Agency has been providing humanitarian assistance since October 2013 through its cash transfer programme, which credits ATM cards with cash for food, housing and winterization. Unaccompanied and separated children are the only beneficiaries who receive assistance in hard cash, rather than via an ATM card, following an assessment by the UNRWA Protection and Relief Services Teams. Considering that almost 90 per cent of PRs are living under the poverty line and about 95 per cent are food insecure, UNRWA will target 28,800 PRs (8,700 families) with cash assistance, representing the total estimated PRs population in Lebanon in 2019, based on the results of the verification exercise conducted in July and August 2018.

In 2019, targeted PRs families will continue to receive a monthly multipurpose cash grant worth US\$ 100 for each family and a monthly food assistance cash grant of US\$ 27 per person to cover food costs. This standardized

amount, agreed upon by partners in the food security sector in Lebanon, is subject to the availability of funds. The multipurpose cash grant is designed to cover a range of basic needs, including shelter and NFIs, whilst providing beneficiaries with more choice in determining how to meet these needs. Both the multipurpose and food assistance cash grants will be distributed during 12 rounds per year. Alongside these grants, special provisions will be made for the winter, which is harsh in Lebanon, especially in the high elevations in the Beqaa, which experience a significant drop in temperature, as well as rain and several snowstorms between November and March. The UNRWA winterization programme provides specific cash assistance for winter support to PRs and vulnerable PRL families. The programme is implemented in coordination with partners – including UN agencies and international and national non-governmental organizations (NGOs) – to ensure that needs are covered and partners, if feasible, use the same criteria for the provision of assistance.

A doctor examining a patient at the Beddawi Clinic.
© UNRWA 2018 Photo by Maysoun Mustafa.

strategic priority 2

contribute to a protective environment for palestine refugees by maintaining access to basic services



livelihoods

improve access to livelihood and employment opportunities for

900

Palestine refugees



emergency health

meet the health-care needs of

28,800

Palestine refugees



education in emergencies

provide primary education to

5,254

Palestine refugee children



protection

provide protection services to

28,800

Palestine refugees



environmental health

meet the public health needs of the affected population through safe and equitable access to WASH resources and facilities

Emergency Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
The impact of the crisis on health services for refugees is reduced.	Number of PRS visits and/or consultations supported by UNRWA (primary, secondary & tertiary health care, disaggregated by sex)	150,000 (85,176 female, 64,824 male)	145,000 (82,337 female, 62,663 male)
Outputs			
Palestine refugees have access to primary health-care services.	Number of PRS visits to health centres (disaggregated by sex)	150,000 (85,176 female, 64,824 male)	145,000 (82,337 female, 62,663 male)
	Number of Agency health centres and mobile health points that are operational	27	27
Palestine refugees have access to hospital care (secondary and tertiary).	Number of UNRWA hospitalizations accessed by PRS patients	4,970	4,582
Palestine refugees have access to essential drugs and medical supplies.	Percentage of health centres (HCs) with no stock-out of 12 tracer items	100%	100%

Providing health services to PRS will remain one of the Agency's core humanitarian activities in 2019. With 83 per cent of households having at least one member with a chronic disease and one in 10 households having at least one person with a disability, the overall health status of PRS is poor.¹⁶ UNRWA and partners play a major role in improving PRS health conditions by providing free-of-charge primary care, covering 90 per cent of secondary health care and 60 per cent of tertiary care.¹⁷ It is, therefore, crucial for the Agency to continue providing its services to PRS.

In order to reduce the impact of the ongoing Syria crisis on health services, primary healthcare services will be provided in all 27 UNRWA HC and mobile health points in Lebanon. Specialized medical equipment will be available in HCs in order to provide better diagnoses. UNRWA will continue to cover primary health services ensuring that all Palestine refugees have access to

essential drugs and medical supplies. In 2019, a slight drop in consultations is expected, based on observed trends over the past two years. Service in HCs will be enhanced through the use of the Agency's unique patient electronic record system (e-Health) allowing to easily track patients' medical history.

PRS rely heavily on UNRWA for hospitalization, as admission fees are high. Access to hospitalization remains crucial to ensuring the well-being and proper treatment of PRS and will continue to constitute a key priority for the Agency. Though clinical conditions remain severe, the target for hospitalization in 2019 is lower than in previous years following the overall reduction of the PRS population living in Lebanon. An UNRWA hospitalization survey, conducted in 2017, recorded a 90 per cent satisfaction rate with hospitalization services, demonstrating the Agency's ability to provide efficient and effective services to beneficiaries even in a challenging context.

Education in Emergencies

Outcome/Output	Indicator	Baseline	Target
Outcomes			
PRS continue to access quality, inclusive and equitable education despite conflict and displacement.	Number of PRS students graduating from basic education	147 PRS (96 female, 51 male)	135 PRS (75 female, 60 male)
Outputs			
Palestine refugee students have access to education through regular classes.	Number of school-age PRS children enrolled in regular classes in UNRWA schools (disaggregated by sex) ¹⁸	5,482 PRS (2,816 female, 2,666 male)	5,254 PRS (2,732 female, 2,522 male)
	Number of UNRWA schools hosting PRS	65	64 ¹⁹
	Number of PRS students receiving back-to-school kits (disaggregated by sex)	5,482 PRS (2,816 female, 2,666 male)	5,254 PRS (2,732 female, 2,522 male)
	Number of PRS/PRL students attending formal vocational courses whose registration fees are fully subsidized	41 PRS, 0 PRL (of which 40% are female)	41 PRS, 196 PRL (of which 40% are female)

Outputs			
Palestine refugee students are provided with additional learning support and recreational activities	Number of school-age children receiving individual counselling support (disaggregated by sex)	1,100 PRS (467 female, 633 male)	1,150 PRS (500 female, 650 male)
Palestine refugee students are provided with additional learning support and recreational activities	Number of PRS students participating in recreational activities (disaggregated by sex)	535 PRS (289 female, 246 male)	1,150 PRS (500 female, 650 male)
	Number of PRS students participating in summer learning activities	1,683 PRS (895 female, 788 male)	1,800 PRS (950 female, 850 male)

The UNRWA EiE Programme in Lebanon aims to provide equitable access to quality education for all Palestine refugee children and youth. By promoting a coherent and innovative response, UNRWA aims to support refugee children to realize their full potential, even in times of crisis. The EiE programme in Lebanon supports a holistic approach to learning through the provision of teaching and learning, psychosocial support and community engagement.

During the 2017/18 scholastic year, a total of 5,482 PRS students were enrolled in 65 UNRWA schools in Lebanon out of which 97 per cent attended regular classes with their PRL peers. Only one school was working on double shift basis, in comparison with two schools during the school year 2016/17, showing progress made on integration of PRS and PRL children within UNRWA schools. At the start of the current 2018/19 scholastic year, UNRWA saw a slight decrease in the enrolment of PRS students. A total of 5,254 students enrolled in 64 UNRWA schools, compared to 5,482 during the previous school year.

In 2019, the education programme will continue to ensure access to equitable, quality and inclusive education. By employing additional teachers and school staff and by enhancing the capacities of its teaching workforce through its development and support structures, the Agency aims to support children's academic achievement and their overall well-being. In support

of this and in line with its Education Reform, UNRWA launched a new comprehensive assessment system during the scholastic year 2017/18 facilitating individual and timely responses to students' learning needs. Summer learning activities targeting students from primary grades will be continued, cultivating a positive and supportive learning environment and further fostering student performance.

Children's psychosocial well-being remains a key priority for the Agency. Across UNRWA schools, counsellors attend to children's psychosocial needs through delivering individual and group counselling sessions and other targeted psychosocial activities. Through awareness-raising activities, UNRWA aims to equip parents to better identify and address their children's PSS needs. To complement essential PSS services, the Agency will also organize recreational activities for students at all grade levels, focusing primarily on students at risk of dropping out, with a view to fostering cohesion between PRS and PRL students and improving retention. In addition, UNRWA aims to support the enrolment of PRS and PRL students in various trade and semi-professional vocational courses at its Sibilin Training Centre (STC). Through its vocational training services, the Agency will support Palestine refugee youth to realize their full potential and become self-reliant, by providing the necessary market-oriented skills and abilities that contribute to sustained livelihoods.



Students reading books at Mazar School in Beddawi Camp. © UNRWA 2018 Photo by Maysoun Mustafa

Livelihoods and Social Cohesion

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Improved access to livelihood opportunities for PRS and PRL.	Number of PRS/PRL (15-24 years old) reached through formal and non-formal skills trainings	0	900 (500 PRS, 400 PRL)

There are a number of broad challenges affecting the livelihoods of Palestine refugees in Lebanon, especially PRS. While work and property restrictions apply to PRL, PRS' precarious legal situation further restricts access to employment. In addition, the ongoing presence of nearly one million Syrian refugees exacerbates the situation, negatively impacting an already strained labour market and creating competition between PRL, PRS, Syrian refugees and Lebanese jobseekers for a limited number of available positions.

While the unemployment rate among PRL was comparable to the Lebanese rate of eight per cent in both 2010 and 2012, it increased to 21 per cent for males and 32 per cent for females, respectively, in 2015. The unemployment rate among PRS is even higher, standing at 52.5 per cent. Youth between 15 and 24 years of age, representing 20-25 per cent of the overall

Palestine refugee population, are the most disadvantaged: 36 per cent of young PRL and 57 per cent of young PRS are reported to be unemployed.²⁰ As a result, Palestine refugee youth are also those most affected by poverty, with 70 per cent of PRL youth and 90 per cent of PRS youth living in poverty.

Increasing access to livelihood and employment opportunities – especially for PRS youth – is, therefore, vital and remains a key priority under this appeal.²¹

In line with its youth strategy, the Agency's youth unit will continue to guide different UNRWA departments to consolidate resources, sustain programming, capitalize on best practices and amplify the quality of services provided to maximize the programmes' impact on the lives of Palestine refugee youth and allow them to live in dignity.



A PRS receiving his graduation certificate from Siblin Training Centre. © UNRWA 2018 Photo by Maysoun Mustafa.

Protection

Output	Indicator	Baseline	Target
Outputs			
Strengthened prevention and protection response for Palestine refugees	Number of UNRWA staff members trained on protection and humanitarian principles (disaggregated by sex)	909	955 (478 female, 477 male)
	Number of Palestine refugees provided with legal aid services (disaggregated by PRL-PRS)	6,974	7,323

PRL and PRS continue to face a number of protection issues, including severely restricted access to housing and property, public services and job opportunities, leading to high levels of marginalization and vulnerability. In a context where respect for rule of law and access to justice mechanisms and enforcement are extremely challenging, women, persons with disabilities and children, especially those displaced from Syria, are the most vulnerable to abuse, exploitation and violence.

PRS face various challenges linked to their legal status in Lebanon. Since May 2014, PRS can only obtain entry visas at the border if they hold a visa and travel ticket to a third country or have a verified embassy appointment in Lebanon. Most of these cases are issued with a 24-hour transit visa. In relation to legal residence in Lebanon, the latest memoranda issued by the General Security Office (GSO) in July 2017 granted unlimited free renewal for six months for PRS who entered Lebanon regularly before September 2016. However, it excludes PRS who entered irregularly or those who were issued with a departure order. Despite the fact that valid legal residency is no longer required for PRS civil status registration, based on a circular issued by the Ministry of Interior in October 2017, country-wide implementation often represents a challenge. UNRWA monitors the implementation of the memoranda to ensure PRS are able to avail themselves of the waiver and civil status registration. In addition, through legal awareness and counselling, UNRWA raises awareness about the new circulars among PRS residing in Lebanon.

Under this appeal, UNRWA will continue to provide essential Mental Health and Psychosocial Support (MHPSS) and protection services to PRS and host communities, identifying individuals facing protection risks and assisting them directly or through referrals to specialized service providers. Protection monitoring, reporting and advocacy will continue to be prioritized through participation in global protection mechanisms and engagement with the International Human Rights Systems (IHRS). Critical prevention and response interventions for GBV and child protection cases, including case management, community-based protection mechanisms and empowerment initiatives, will be pivotal in the Agency's protection work, together with the provision of legal aid services. In order to ensure that Palestine refugee children develop their full potential in an environment free from violence, UNRWA will expand its interventions aimed at ending violence against children in UNRWA installations, at home and in the community (EVAC); and addressing violence involving and affecting children in UNRWA schools.

As the Agency is providing essential services in education, health, shelter, and relief and social services, it will further mainstream protection principles through the review of programmatic policies and practices and targeted capacity building for selected staff.

UNRWA will continue advocating for Palestine refugees' rights and focus on monitoring cross-border issues. Special attention will be paid to monitor the conditions of potential spontaneous returns and on specific vulnerabilities of newly arrived PRS.

A PRS child in front of his shelter in the Beqaa, where he has lived with his family since the beginning of the Syria crisis. © UNRWA 2018 Photo by Jesse Thompson.



Environmental Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Public health needs of the affected population are met	Percentage of PRS in camps who have safe and equitable access to WASH resources and facilities	95%	97%
Outputs			
Improved solid waste management inside UNRWA camps.	Percentage of PRS benefiting from garbage collection inside camps	95%	97%
Safe and adequate water supply provided inside UNRWA camps.	Percentage of PRS in camps being provided with potable water for their basic needs.	95%	97%
Improved wastewater and storm water systems.	Percentage of PRS in camps served with adequate wastewater and storm water systems.	95%	97%

Services related to water supply, wastewater and storm water systems, in addition to solid waste management and rodent and insect control in camps are among the most important services that UNRWA provides. Due to the additional pressure of increased populations in the camps - including PRS and Syrian refugees – the provision of these essential services is at its capacity limit, and key infrastructure in the camps, such as sewerage and storm water systems, water supply networks and water boreholes, need to be rehabilitated, upgraded, and maintained. As a result of increased demand there is greater risk of water shortages, seawater intrusion and breakdowns (drop in groundwater tables), which could in turn lead to social tensions, aside from the more obvious risks of disease and public health concerns. There is also an additional strain on solid waste management services, resulting in a need for additional sanitation labourers, solid waste vehicles, machinery and equipment. Sustaining and improving these environmental

health services will ensure a safe and stable environment inside the camps.

Comprehensive and effective response requires community participation, coordination and oversight to strengthen this infrastructure and maintain access to water for drinking, cooking, and personal and domestic hygiene. The Agency will focus on meeting the public and environmental health needs of PRS through safe and equitable access to WASH resources and facilities; improvement of wastewater, storm water and water supply systems; important construction projects and maintenance works²³ with regard to water supply networks, water boreholes, and wastewater management; and improved solid waste management inside the camps through effective garbage collection and disposal. In line with the 2016-2021 Environmental Health Strategy for the Palestine refugee camps in Lebanon, the Agency will continue to work on ways to reduce waste and increase recycling to improve environmental health for Palestine refugees in Lebanon.

A sanitation labourer in Burj Barajneh camp. © 2018 UNRWA Photo by Rabie Akel



UNRWA staff and beneficiaries attend a training session in Burj Barajneh camp. © UNRWA 2018 Photo by Rabie Akel.

strategic priority 3

to improve the effectiveness and efficiency of emergency programme delivery



safety and security

enhanced safety and security of UNRWA staff to facilitate the provision of humanitarian aid to Palestine refugees



emergency repair and maintenance

maintain, repair and upgrade UNRWA facilities for continued service provision



capacity and management support

ensure the emergency response is cost-effective and that Palestine refugees benefit from UNRWA assistance and services to the maximum extent

Safety and Security

Output	Indicator	Baseline	Target
Outputs			
Enhanced safety and security of UNRWA staff to facilitate the provision of humanitarian aid to Palestine refugees.	Percentage of front-line staff provided with safety, security and awareness trainings	90%	100%

The Agency continuously monitors the security situation in Lebanon, in coordination with other UN Agencies and the Government of Lebanon, to identify threats and any possible deterioration of the security situation that could have an adverse impact on the population and the Agency's operations and programmes. Funding under this component will also support preparedness for critical events through

front-line staff training on security awareness and delivery of humanitarian assistance in case of an emergency, as well as through additional security staff, the provision of critical equipment related to communication and emergency trauma kits. Improved security and control measures in accessing UNRWA facilities will keep staff safe and secure while executing their duties.

Emergency Repair and Maintenance of UNRWA Installations

Output	Indicator	Baseline	Target
Outputs			
UNRWA installations repaired or maintained for continued service provision.	Number of UNRWA facilities rehabilitated or repaired	11	50

The maintenance and repair of UNRWA premises is essential to improve the effectiveness of the Agency's emergency programmes and to ensure the continued provision of quality services to PRS. In 2019, UNRWA will focus on the rehabilitation of health centres, schools and its two vocational training centres, fostering a positive learning environment for PRS and allowing them to attend classes

with their PRL peers, in line with the Agency's inclusive approach to education and vocational training. In the Beqaa area, where winters are especially harsh with a significant drop in temperature and heavy rainfalls, UNRWA will ensure that the Agency's schools and health centres are adequately equipped, including by ensuring the proper functioning of heating systems and treating leakages.

Capacity and Management Support

In order to respond to the needs of PRS and PRL in Lebanon, UNRWA will maintain and enhance, as required, its staff capacity and management support for all emergency programmes in accordance with the 2016-2021 Medium Term Strategy. UNRWA will ensure that the emergency response is cost-effective and that Palestine refugees benefit from UNRWA assistance and services to the maximum extent. The Agency continues to operate in accordance with the LCRP and engages in continued coordination and communication with the Government of Lebanon, UN agencies and other

humanitarian organizations. Active participation in inter-agency planning and responses through respective sectoral working groups, as well as the HCT in Lebanon, will be continued and further strengthened. The Agency's support departments will place a special emphasis on collaboration at the country level aiming at achieving efficiencies and economies of scale specifically under the UN Delivering for Development Business Operations Strategy (UNDG BOS) initiative in which UNRWA is already actively engaged.²⁴

jordan: context and needs analysis

In 2018, Jordan has remained the country with the second highest share of refugees compared to its population in the world, with 89 refugees per 1,000 inhabitants.²⁵ An unprecedented refugee influx, the disruption in trade routes and lower investments have put increased pressure on Jordan's economic and social infrastructure over recent years.²⁶

In 2013, Jordan introduced a policy of non-admission for PRS that curtailed the number able to seek refuge in the country. Nevertheless, Palestinians continue to enter Jordan from Syria, even if in reduced numbers. Some are holders of Jordanian passports and national documents that enable them to negotiate the border crossings with fewer restrictions; others arrive at the border without Jordanian documents and enter irregularly. PRS who have entered from Syria and remain in Jordan irregularly are living under continuous risk of arrest, detention and potential for forced return to Syria. Their lack of legal status and corresponding protection risks in Jordan are a source of major concern to UNRWA.

Due to new arrivals and natural population growth, the number of PRS recorded with the UNRWA in Jordan increased from 16,779 individuals in October 2017 to 17,719 at the end of October 2018. Based on observed trends, UNRWA expects the number of PRS to increase to 18,500 individuals by the end of 2019. According to the Agency's database, 31 per cent of recorded PRS are members of female-headed households, which increases their vulnerability. In October 2018, after a three-year closure, the Naseeb border crossing between Jordan and Syria was reopened to the passage of people and goods. While the re-opening of the border might contribute

to facilitate spontaneous returns of refugees to Syria, UNRWA expects that the majority of PRS will still remain in Jordan during 2019, based on currently observed trends.

In the second half of 2018, in order to make the most efficient use of limited resources, and to ensure that most vulnerable PRS continued to receive essential assistance, UNRWA reviewed its vulnerability assessment mechanisms for PRS in Jordan. PRS assessed as extremely vulnerable and those identified as experiencing a protection concern, received the full amount of cash assistance of US\$ 40/person/month, whilst vulnerable PRS received a reduced amount of US\$ 9.58/person/month. This amount matches the entitlement applied to Palestine refugees in Jordan (PRJ) cases benefiting from UNRWA Social Safety Net (SSN) programme. This approach will continue to be used by the Agency under its 2019 Syria Regional Crisis Emergency Appeal.

In 2019, the UNRWA response to the Syria crisis in Jordan will be based on the following four components: (i) the provision of humanitarian relief through a targeted cash assistance programme; (ii) the delivery of essential health services; (iii) the delivery of Education in Emergency (EiE) support; (iv) and environmental health services and solid waste management. These components are reinforced by cross-cutting objectives aimed at the enhancement of the protection environment for vulnerable Palestine refugees and the strengthening of humanitarian capacity, coordination and management.

jordan: planning assumptions

As the spontaneous return of large numbers of Palestine refugees to Syria is unlikely, it is expected that the majority of PRS will remain in Jordan. Within this context, UNRWA will continue to be the main provider of services to PRS in Jordan.

The Agency's response in 2019 is based on the following planning assumptions:

Increased caseload in 2019: The number of PRS approaching UNRWA for assistance will continue to slowly grow reaching 18,500 by the end of 2019.

Economic deterioration affecting resilience: The socioeconomic situation of PRS will remain difficult, as resources from Syria are further stretched, employment opportunities remain limited and the performance of the Jordanian economy remains sluggish.

Continued dependency on UNRWA services: PRS will continue to rely on UNRWA for assistance, due to their

extreme vulnerability and lack of access to other economic opportunities.

Restrictive entry to Jordan: The Government of Jordan's policy of non-admission of PRS will remain in place; the risk of forced return raising concerns of refoulement, particularly for those without legal status or identified as security cases, will remain high. This will mainly affect PRS without Jordanian documents. While it is expected that the majority of PRS will remain in Jordan in 2019, UNRWA will continue to monitor the dynamics of possible spontaneous returns and will maintain operational flexibility in order to adjust to any significant change.

Challenging protection and legal environment for PRS: The legal and protection environment for PRS will remain restricted, as will access to employment, services, civil registration and legal processes.

jordan: sector-specific interventions

PRS in their shelter in Zarqa area.
© 2017 UNRWA photo by Hisham
Shahroury

strategic priority 1

preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



emergency cash assistance

cover basic needs
through cash assistance for

18,500

Palestinian refugees from Syria



winterization assistance

provide winterization
assistance for

4,625

Palestine refugee families

Cash Assistance for Essential Needs, Including Food, Shelter and NFIs

Outcome/Output	Indicator	Baseline	Target
Outcomes			
PRS are able to meet their essential life-saving needs and to cope with sudden crisis	Percentage of targeted PRS receiving one or more UNRWA emergency assistance interventions	100%	100%
Outputs			
PRS are provided with relief assistance (food assistance, NFI and shelter assistance).	Number of PRS provided with unconditional cash assistance per distribution (disaggregated by sex)	16,125	18,500 (9,620 female, 8,880 male)
	Number of PRS families receiving one-time emergency cash assistance	122	300
	Number of PRS families provided with winterization assistance	4,404 ²⁷	4,625

The purpose of the regular unconditional cash assistance component is to cover basic needs, such as food, NFIs and shelter, and to facilitate access to services, including transportation, electricity and water supply.

In 2018, UNRWA revised its emergency operations in Jordan, with a particular focus on its unconditional cash assistance programme targeting PRS, in order to improve coherence, increase efficiency and management effectiveness while ensuring uninterrupted provision of services to vulnerable PRS. PRS assessed as extremely vulnerable and those identified as experiencing a protection concern received the full amount of cash assistance of US\$ 40/person/month, whilst other vulnerable PRS received a reduced provision of assistance of US\$ 9.58/person/month. This amount matches the entitlement applied to PRJ cases benefiting from UNRWA SSN programme. Complaints mechanisms are available to PRS, with frontline staff responding by re-checking the files, conducting household visits and highlighting PRS cases with urgent needs.

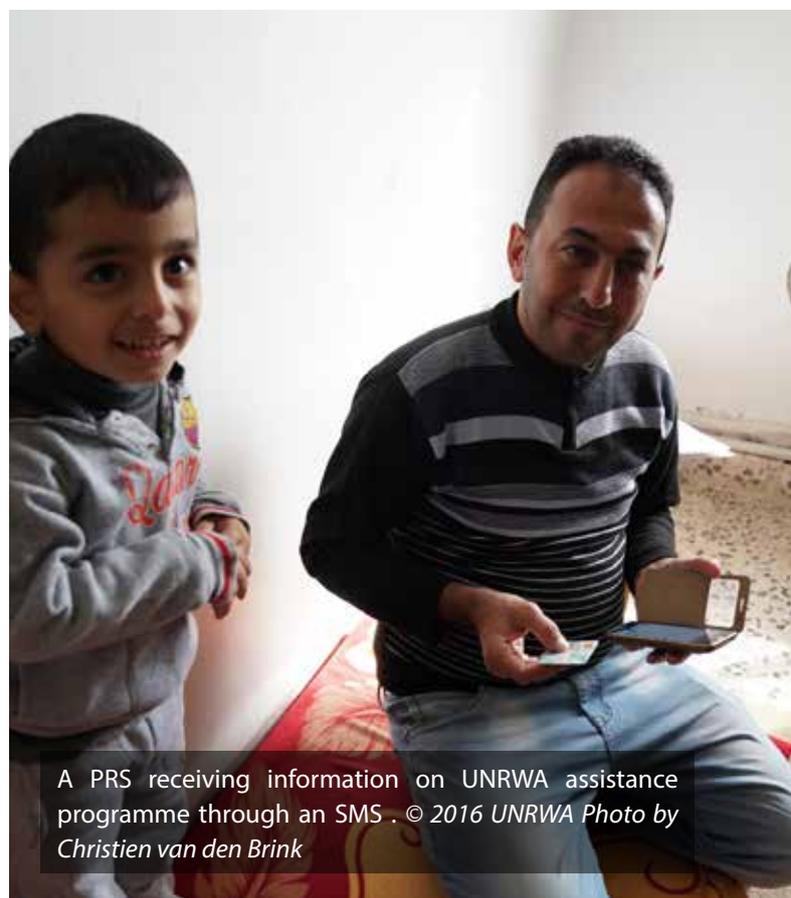
In 2019, UNRWA in Jordan will continue implementing its cash assistance programme based on the approach described above. All extremely vulnerable PRS, as well as PRS experiencing a protection concern, will receive a social transfer of US\$ 40/person/month, whilst other vulnerable PRS will receive US\$ 9.58/person/month.

The second component of the programme will provide winterization support for heating fuel, warm clothes, mounting electricity usage and other costs related to the winter season. During the last quarter of 2019 it is expected that a total of 4,625 families will require winterization assistance corresponding to 100 per cent of PRS families in Jordan. Winterization assistance is provided based on family size, with families receiving between US\$ 277 and US\$ 453 depending on the number of members. This methodology is in line with the winterization assistance provided by the international humanitarian community to non-PRS in Jordan.

The third component of the programme concerns one-off

emergency cash grants with an average value of US\$ 200, which will be provided to an estimated 300 families who experience a crisis or shock with catastrophic impact on their economic situation. Up until 30 September 2018, PRS cases identified under this component were granted US\$ 350. However, efforts were made to harmonize the cash assistance component with the regular UNRWA RSS programme by adopting the same entitlement of US\$ 200 to identified PRS cases.

The three components of the cash programme link together to reduce vulnerability in a restrictive protection and assistance environment for PRS.



A PRS receiving information on UNRWA assistance programme through an SMS . © 2016 UNRWA Photo by Christien van den Brink

A nurse in Nuzha health centre takes care of an infant. © 2018 UNRWA
Photo by Mohammed Magaydah

strategic priority 2

contribute to a protective environment for palestine refugees by maintaining access to basic services



emergency health

meet the health-care needs of

18,500

Palestine refugees



education in emergencies

provide primary education to

1,500

Palestine refugee children



protection

provide protection services to

18,500

Palestine refugees



environmental health

meet the public health needs of the affected population through safe disposal of solid waste

Emergency Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
The impact of the crisis on health services for refugees is mitigated.	Number of PRS consultations supported by UNRWA (primary, secondary and tertiary health care)	11,255 (6,445 female, 4,810 male)	15,000 (8,589 female, 6,411 male)
Outputs			
The impact of the crisis on health services for refugees is mitigated.	Number of PRS visits to UNRWA health facilities (disaggregated by sex)	10,926 (6,231 female, 4,695 male)	15,000 (8,303 female, 6,197 male)
	Number of operational Agency health centres and mobile health points	30	30
PRS have access to hospital care (secondary and tertiary).	Number of UNRWA hospitalizations accessed by PRS patients (disaggregated by sex)	329 (214 female, 115 male)	500 (286 female, 214 male)
PRS have access to essential drugs and medical supplies.	Percentage of HCs with no stock-out of 12 tracer items	99%	100%

The UNRWA emergency health programme ensures that all PRS residing in Jordan have unrestricted access to free primary health services at the Agency's 30 HCs, including four mobile clinics, located throughout the country. UNRWA will maintain this level of service provision throughout 2019 while ensuring that such services are available to all, including those who face challenging protection issues, as well as those whose freedom of movement is limited, affecting their ability to travel to service points, such as the 509 refugees located in King Abdullah Park (KAP).²⁸

PRS are also referred to external service providers for secondary and tertiary health care, with UNRWA covering verified hospitalization costs. Services include - but are not limited to - coverage for those affected by non-communicable diseases (NCDs), including diabetes or hypertension, and those in need of dental screening. These health services will continue to be provided to PRS in need throughout 2019. If there is a verified protection risk for PRS to go to government hospitals, PRS can then be referred to private health facilities for admission.

Education in Emergencies

Outcome/Output	Indicator	Baseline	Target
Outcomes			
PRS are able to continue their education despite conflict and displacement.	Number of PRS and Syrian students graduating from basic education	82	97 (57 female, 40 male)
	Number of schools rehabilitated	20	10
Outputs			
PRS students have access to education through regular/special classes and alternative learning modalities.	Number of UNRWA schools hosting PRS and Syrians	138	138
	Number of schools provided with equipment (furniture, heating, other equipment)	20	10
	Number of PRS and Syrian school-aged children enrolled in regular classes in UNRWA schools	1,353	1,500
	Number of education staff trained in delivering education in emergencies based on the UNRWA EiE Approach	43	29
	Number of PRS students admitted to vocational training centres and Faculty of Educational Sciences and Arts	22	35
PRS students are provided with PSS support.	Number of PRS school-age children receiving psychosocial support	1,074	1,500
	Number of education staff trained on the Agency's Inclusive Education approach to PSS	71	98

Outcome/Output	Indicator	Baseline	Target
PRS students are provided with educational and recreational materials and activities.	Number of PRS and Syrian students provided with educational/recreational materials (back-to-school kits, PSS/ recreational kit, stationery)	1,396	1,500 ²⁹
	Number of PRS students who participated in at least one recreational / extracurricular activity during the year	941	1,500

PRS will continue to be enrolled in the Agency's educational facilities and receive equitable and inclusive access to the 169 UNRWA schools in Jordan.

At the beginning of the 2018/19 scholastic year, 1,353 refugees from Syria, comprising 997 PRS and 356 Syrian refugees, were enrolled in 138 of the Agency's schools, while an additional 147 school aged children from King Abdullah Park (KAP) are expected to enrol from September 2019.³⁰ Syrian refugee students were enrolled in UNRWA schools at the beginning of the crisis in a spirit of solidarity with the refugees, but this practice was stopped in 2013 due to the strain on resources. PRS continue to be enrolled, and the non-Palestine refugees who are already enrolled will continue their education until the completion of Grade 10, the final grade for which UNRWA provides education in its schools in Jordan.

In line with the Agency-wide Education in Emergencies approach, UNRWA will continue to support and respond to the specific educational and psychosocial needs of PRS students. Education in emergencies activities in 2019 will continue to be conducted in line with EIE programmatic strands that include: i) ensuring the provision of a safe and secure learning environment; ii) ensuring that the quality

of teaching and learning is sustained during emergencies; iii) enhancing community and student engagement and participation and; iv) improving EIE data management. In this regard, funding will be used to deploy additional school counsellors needed to respond to the psychosocial needs of the children. Recreational and "Fun Days" will continue to support PRS students and their peers in UNRWA schools based on the Agency's Recreational Guide.

Material support including the provision of textbooks, desks, recreational materials and other equipment for schools hosting PRS students will be provided. Educational front-line staff will be trained on safety and security measures.

UNRWA will also ensure free admission to its vocational training centres and Faculty of Educational Sciences and Arts for 35 students to support their participation in the labour market and improve their employment prospects. Repair and maintenance works in UNRWA schools is also needed, in view of the pressures created by increased numbers of students. During 2019, UNRWA is planning to undertake the repair and maintenance of 10 schools, targeting those with high attendance of PRS children, in order to improve the condition of existing buildings and ensure a safe and secure learning environment.



A PRS girl at Amir Hasan School. © Undated UNRWA photo by Viola Bruttomesso

Protection

Outcome/Output	Indicator	Baseline	Target
Outputs			
Strengthened prevention and protection response for PRS.	Number of PRS individuals referred to external partners for legal counselling	21	60
	Number of UNRWA staff members trained on protection	1,072	300

PRS who remain in Jordan irregularly continue to live under risk of arrest, detention and/or forced return. Their lack of legal status and corresponding protection risks are a source of major concern to UNRWA. UNRWA will continue to monitor the situation and advocate with the Jordanian authorities and engage with the IHRS to improve and enhance the protection environment for PRS.

The Agency will continue to provide targeted support to individuals and families, including PRS, facing GBV, child protection and general protection concerns. Such barriers may include access to services, withholding of identification documents, detention and denationalization. UNRWA will ensure training is provided to Agency social workers on the identification of protection threats and cases and advice on measures for mitigating protection concerns.

PRS cases with protection concerns will be referred internally to

other UNRWA programmes to receive services when necessary and relevant. Where UNRWA services are unable to address specific protection concerns like those surrounding legal and documentation issues, such cases will be referred to external service providers for specialized services, and UNRWA will provide technical advice and guidance on referral procedures and intervention protocols.

Across UNRWA, protection mainstreaming continues to be prioritized in and through service delivery, in addition to providing programmes with technical support in matters relevant to protection. UNRWA also delivers training and capacity-building to its staff on child protection, GBV and general protection. The Agency will actively contribute to advancing cross-cutting issues and disseminating relevant Agency-wide frameworks, such as the Child Protection Framework and the Disability Inclusion Guidelines.

Environmental Health

Outcome/Output	Indicator	Baseline	Target
Outcomes			
Public health needs of the affected population are met inside KAP.	Percentage of PRS who have safe and equitable access to WASH services and facilities inside KAP.	0	100%
Outputs			
Improved solid waste management inside KAP.	Number of PRS and Syrian families benefiting from garbage collection in KAP.	0	135 (116 PRS, 19 Syrians)
	Number of sanitation workers hired	0	24

In 2018, UNRWA in Jordan has registered increased demands for solid waste collection, both in camps and camps proximity. These demands are not expected to decrease in 2019, in particular in relation to the Syrian Refugee Affairs Directorate (SRAD) camp in King Abdullah Park (KAP), where 509

extremely vulnerable PRS and Syrians are located. To address these issues, UNRWA will support the safe disposal of solid waste and the implementation of vector control measures by providing the necessary labourers and equipment, such as a garbage crusher, to KAP where PRS are located.

UNRWA emergency social workers in Jordan. © 2017 UNRWA Photo by Viola Bruttomesso

strategic priority 3

to improve the effectiveness and efficiency of emergency programme delivery

Capacity and Management Support

Staff capacity and management support is required to ensure a timely and effective response to the needs of PRS. The Emergency Coordination Unit (ECU) will continue to provide coordination, capacity and management support to the JFO emergency response. ECU will work closely with the national and international humanitarian community in Jordan to work on harmonizing, as appropriate, the Agency's emergency response for PRS with the response provided by other actors to non-PRS. ECU will oversee the implementation of response plans at the field level and incorporate minimum Sphere standards (education, health, protection and cash-for-food) into programme delivery at the field level. At the Agency level,

ECU will support UNRWA through the development and rollout of tools such as refugee registration and cash distribution SOPs and systems, especially information management and monitoring, to improve the overall efficiency of the region-wide response.

During 2019, additional emergency staff will be recruited to ensure the delivery of quality services by reducing the number of PRS who are attended to per social worker, contributing to better assistance and follow-up and to ensure timely and accurate response to external and internal queries concerning PRS in Jordan.

regional response



Palestine refugees displaced from Yarmouk camp pick up emergency assistance in Yalda. © 2018 UNRWA Photo by Fernande van Tets

Outcome/Output	Indicator	Baseline	Target
The response, as funded, is effectively implemented and managed.	Mid-year Emergency Appeal Progress Report issued within 120 days of the end of the reporting period	120 days	120 days
	Draft annual Emergency Appeal Report issued within 120 days of the end of the reporting period	120 days	120 days
	Emergency Appeal implementation is reviewed through mid-year and annual results reviews	2	2

Within UNRWA, the Department of Planning is responsible for the planning and coordination of emergency response activities, including the regional component of the Agency's Syria Regional Crisis Response. This includes coordination with the humanitarian system at the regional level in Amman on programming, advocacy and fundraising, as well as on the production of key documents and appeals and reporting and monitoring against these appeals. UNRWA participates actively in the Humanitarian Response Plan (HRP) for the whole of Syria and in the Regional Refugee and Resilience Plan 2019-2020 (3RP) and related technical and senior-level working groups.³¹ When PRS are reported outside of the Agency's fields of operations, the Agency liaises with and refers cases to the United Nations High Commissioner for Refugees (UNHCR) and other partners to ensure that these refugees receive the support and protection to which they are entitled. UNRWA has a liaison office in Egypt, which coordinates support to some 3,000 Palestinians from Syria who have found their way there. Through UN agencies and local humanitarian partners refugees receive food vouchers, health assistance, vocational training on basic skills and food industries, and other livelihood opportunities.

Under this Appeal, a senior emergency officer³² maintains day-to-day oversight of the Agency's response to the crisis and to

ensure that dedicated capacity is available for political advice, emergency preparedness and communications. In order to ensure technical assistance with data analysis for the Agency's emergency programmes, a statistician will be retained under this EA.³³ The Department of Planning will retain oversight of monitoring and reporting on emergency activities using the Agency-wide results-based management (RBM) framework. The three field offices continue to collect data on a daily basis and report to the RBM on a quarterly basis. Progress on anticipated results will be reviewed at the field and Agency levels on a quarterly and semi-annual basis, respectively. External reporting will provide stakeholders an update on results achieved twice a year through semi-annual and annual reporting. UNRWA will also maintain other headquarter functions in support of emergency operations, such as legal services including engagement led by the Department of Legal Affairs with international human rights mechanisms.

UNRWA continues to require additional capacity to reinforce the planning, management, monitoring and evaluation of emergency interventions and the safety and security of staff and refugees. This is vital for the efficient and effective delivery of activities and to maintain and build capacity to respond effectively to rapid-onset emergencies.

annex i: risk register

Event	Causes	Consequences	Mitigation/Coping Mechanisms	Risk Management Monitoring
<p>Strategic / Programmatic</p> <ul style="list-style-type: none"> • Continuous and unpredictable changes in the operating environment • Programmatic and implementation targets partially achieved • Effectiveness in management and governance declines • Delays in reform implementation 	<ul style="list-style-type: none"> • Political and security realities of protracted Syria conflict • Inadequate operational or programmatic capacity to implement plans • Lack of proper assessment, planning and/or monitoring of plans • Lack of ownership, inadequate accountability and resistance to targeted results • Interference and weak capacity • Referral service needs unmet qualitatively and/or quantitatively 	<ul style="list-style-type: none"> • Higher risk of exposure to violence and insecure environment • Failure to meet and demonstrate results to stakeholders • Programme quality is compromised. • Policy decisions not based on evidence or reliable data • Legal cases against UNRWA • Stakeholder confidence in UNRWA declines 	<ul style="list-style-type: none"> • Develop and utilize assessment and conflict analysis to inform management decisions • Enhance partnership with national and international organizations for efficiency and effectiveness • Strengthen adherence to project cycle management (PCM) cycle (develop and utilize work plans and logical framework) • Institutionalize humanitarian programme cycle management and periodic monitoring and financial monitoring • Strengthen communication with key stakeholders. • Continuous capacity-building provided to staff 	<ul style="list-style-type: none"> • Monitoring security updates • Periodic monitoring undertaken through Quarterly Management Reviews and semi-annual Results Reviews • Regular programme and financial monitoring through monthly management meetings • Regular monitoring of reform strategies through annual work plan and report • Periodic review and update of UNRWA risk register

Event	Causes	Consequences	Mitigation/Coping Mechanisms	Risk Management Monitoring
Financial <ul style="list-style-type: none"> Deficit in donor aid commitment to the regional response plan. Decline in purchasing power (exchange rate fluctuation and inflation) Efficiency of expenditures declines 	<ul style="list-style-type: none"> Donor fatigue and reprioritization 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 Ongoing economic contraction, aggravated by insecurity and/or sanctions 	<ul style="list-style-type: none"> Shortfall in donor contribution for Syria Inability to respond adequately to the increased needs of PRS Increase in staff dissatisfaction Fiduciary risks in operational implementation 	<ul style="list-style-type: none"> Intensive and regular engagement with donors and international stakeholders Strategic approach to fundraising Prioritization of key projects Robust financial and management systems in place Audit and oversight provided and recommendations are implemented 	<ul style="list-style-type: none"> Communication with donors (private/institutional) is more consistent and of higher quality. Audit and oversight monitored through UNRWA systems of review and response Budget hearings and project prioritization processes held annually Regular budget monitoring processes are held.
Hazards <ul style="list-style-type: none"> Escalated conflict and/or natural disasters Heightened physical threats to refugees, staff and UN facilities (personal safety) Further displacement/movement of Palestine refugees from camp and gatherings Area staff rules and regulations for safety and security are not covered by UN security framework Deteriorating infrastructure maintenance leads to unsafe working conditions 	<ul style="list-style-type: none"> No peaceful resolution to conflict Local staff safety and security are not covered by UN security framework. Lack of financial investment in maintenance 	<ul style="list-style-type: none"> Increased threat, violence-related injuries and displacement of UNRWA refugees Increased staff flight and fatigue Damage to and loss of UNRWA assets; violations of UNRWA Privileges and Immunities Reduced access to beneficiaries, installations, camps and gatherings Lack of adequate duty of care standards on safety and security Partial or complete evacuation of international staff 	<ul style="list-style-type: none"> Establish field-specific plans to mainstream safety and security. All staff are fully trained on security and safety. Coordination with partners and within the UNCT strengthened to ensure flexibility in modes of delivery and alternative supply routes Coordination with authorities; the Office of the Special Envoy; and, as possible, other parties controlling access 	<ul style="list-style-type: none"> Regular use of security updates and information management system Ongoing analysis and collection of security information Close coordination with UN Security Management Team and other UN security teams

Event	Causes	Consequences	Mitigation/Coping Mechanisms	Risk Management Monitoring
Operational <ul style="list-style-type: none"> • Lack of adequate human resources/capacity • Sustained disruption and/or inadequacy of power supply • Access and transportation routes to areas compromised by insecurity • Lack of adequate and reliable suppliers for essential supplies and services within Syria • National banking systems reduce in capacity or collapse • Sustained disruption of information, communication and technology services (ICT) • Procurement-related fiduciary risks • Breach (real or perceived) in neutrality and staff code of conduct 	<ul style="list-style-type: none"> • Displacement of staff families and destruction of homes • Flight of technically qualified staff from Syria • Lack of reliable markets combined with crippling impact of economic sanctions • Expanding areas of insecurity and/or limited access in Syria • Lack of adequate state and financial institutional capacity to support operations • Lack of capacity and/or resources in ICT support functions • Lapses in adherence to Agency policies and procedures • Misuse of goods or assets for activities other than those intended 	<ul style="list-style-type: none"> • Inability to respond adequately and timely to growing needs with quality services and assistance • Constant feeling of insecurity and low morale and recruitment challenges • Unstable local markets undermine the Agency's ability to procure goods and services locally • Disruption to business continuity • Poor systems in place to support service delivery, management and oversight and informed decision-making • UNRWA becomes target for violence; the inviolability of Agency premises is compromised 	<ul style="list-style-type: none"> • Maintain emergency roster of international staff members trained and prepared for deployment to the Syria crisis response • Maintain multiple rosters of national candidates for all emergency functions; allowing rapid recruitment in case of vacancies. • Business continuity plans in place dealing with emergency and crisis situations • Establish contingency remote and decentralized management structure • Develop options and alternative transportation and importation routes • Maintain dual procurement tracks (local and international). • Pre-positioning of core relief items in all areas of operations, allowing continuity of operations in case of access cuts 	<ul style="list-style-type: none"> • Emergency staff rosters regularly updated. • Regular review of business continuity plan. • Periodic review of programme criticality and essential staff • Periodic review of procurement contracts
Sociopolitical <ul style="list-style-type: none"> • Higher expectations from refugees than UNRWA capacity and mandate allows for 	<ul style="list-style-type: none"> • Lack of understanding of UNRWA mandate and capacity • Constrained operational environment resulting from limited funding and lack of access • Inadequate/misinformation regarding UNRWA service provisions • Expanding needs as a result of the protracted crisis 	<ul style="list-style-type: none"> • Growing administrative burden as a result of increased appeals/complaints • Unfavourable social media coverage • Exposure of staff to threats and violence • Interference with programme delivery • Demonstrations and protests 	<ul style="list-style-type: none"> • Strengthen relationship with and participation of community and IDP leaders and committees • Maintain dialogue with all stakeholders • Improve communication with staff, beneficiaries, host communities, donors and governments • Active outreach activities 	<ul style="list-style-type: none"> • Assessments and informal survey of Palestine refugees' satisfaction • Effective complaint and appeal mechanism • Staff reporting on incidents and complaints

endnotes

1. OCHA Classification, end of October 2018
2. At the time of writing this appeal, the 2019 Syria Humanitarian Response Plan (HRP) was still under discussion. As part of the Humanitarian Country Team (HCT) in Syria, UNRWA actively participates in the Humanitarian Programme Cycle and HCT coordination mechanisms.
3. UNRWA Verification exercise 2016 and 2017
4. Various UN reports. Baseline not applicable – indicates new indicators.
5. UNRWA Living conditions of Palestine refugees in Syria, 2018
6. Dera'a villages (Muzerib, Jillin) and Eastern Ghouta (Damascus)
7. OCHA classification, end of October 2018
8. UNRWA Living conditions of Palestine refugees in Syria, 2018
9. UNRWA is measuring food consumption through a methodology aligned with WFP and following the Food Security Sector's recommendations. Food consumption measuring is part of the Post Distribution Monitoring (PDM) introduced by the Agency in 2018. It includes the following categories: i) poor food consumption: households that are not consuming staples and vegetables every day and never or very seldom consume protein-rich food such as meat and dairy. ii) borderline food consumption: households that are consuming staples and vegetables every day, accompanied by oils and pulses a few times a week; iii) acceptable food consumption: households that are consuming staples and vegetables every day, frequently accompanied by oils and pulses and occasionally meat, fish and dairy.
10. UNRWA Living conditions of Palestine refugees in Syria, 2018
11. The amount of cash transfer planned for these interventions may vary due to the availability of funds under the 2019 EA.
12. As of October 2018, UNRWA is operating 24 health facilities in Syria (17 health centres, five health points and two mobile clinics). This figure has been updated following the closure of three health points located at collective shelters that were evacuated in May 2018.
13. UNHCR reports 952,562 registered Syrian refugees in Lebanon, as of 30 September 2018 <https://data2.unhcr.org/en/situations/syria/location/71>
14. American University of Beirut (AUB) Survey, 2015.
15. AUB Survey, 2015.
16. AUB Survey, 2015.
17. UNRWA covers 60 per cent of tertiary care for PRS, while 30 per cent is covered by the NGO MAP-UK, for a total of 90 per cent coverage of tertiary care for PRS.
18. The wording of this indicator has been slightly modified from its original version to better reflect the operational reality.
19. The target is lower than in 2018 as the overall number of UNRWA schools in Lebanon was reduced to 65 as two schools in the Beqaa area were merged.
20. AUB Survey, 2015.
21. As part of the institutionalization of the Life Skills and Citizenship Education (LSCE) initiative, the provision of life skills to Palestine refugee youth will be enhanced, increasing their professional readiness and employability. The LSCE Initiative, led by UNICEF with contributions from a number of partners, including UNRWA, provides a Conceptual and Programmatic Framework (CPF) on life skills and citizenship education for improving quality learning in the MENA region. For more information see: <http://www.lsce-mena.org>
22. Based on data collected by the UNRWA Relief and Social Services during the first six months of 2018, more than 40 per cent of PRS do not or no longer hold valid legal residency documents in Lebanon.
23. Activities include: construction of elevated water tanks to replace old and deteriorated tanks; rehabilitation, upgrading and extension of water supply networks due to increased pressure from additional PRS and Syrian refugee families; repair, rehabilitation and deepening of existing water wells; digging of new water wells where feasible; and rehabilitation, replacement and/or construction of wastewater and storm-water networks and associated works and repairing/rehabilitation of pavements.

24. The UNDG BOS is a UN-wide strategic planning tool to harmonize efforts of business operations of Agencies present in the field in order to reduce the duplication of functions and administrative and transaction costs. Through leveraged buying positions and common operational approaches, costs are saved and efficiencies and effectiveness in delivery are enhanced. Launched in 2012, the UNDG BOS is gradually rolled out, with a pilot being implemented in Lebanon since 2018.
25. UNHCR, June 2018 factsheet <http://reporting.unhcr.org/sites/default/files/UNHCR%20Jordan%20Fact%20Sheet%20-%20June%202018.pdf>
26. <http://www.worldbank.org/en/country/jordan/overview>
27. This baseline corresponds to the number of families expected to be reached through winterization in 2018 and it may slightly vary once the distribution is completed.
28. King Abdullah Park is a closed reception and holding facility in the north of Jordan that has been used since October 2016 to replace a similar facility known as Cyber City. At the time of writing, 509 individuals (PRS and Syrians) whose mobility is very restricted, resided in this facility.
29. Number of PRS and Syrian students including 150 children in KAP.
30. PRS students in KAP will be covered by partners until December 2018.
31. The Agency's humanitarian response in Syria is reflected in the HRP, while activities in Jordan and Lebanon are covered in the 3RP.
32. Costs are shared between this appeal and the oPt Emergency Appeal.
33. Costs are shared between this appeal and the oPt Emergency Appeal.



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