syria crisis response annual report
2013
About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and is mandated to provide assistance and protection to a population of some 5 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip to achieve their full potential in human development, pending a just solution to their plight. UNRWA’s 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.


UNRWA would like to thank the following donors for their support to the UNRWA Syria Crisis Response Appeal, January-December 2013:

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- ITALY
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- KUWAIT
- NETHERLANDS
- NEW ZEALAND
- NORWAY
- SPAIN (INCLUDING LOCAL GOVERNMENTS)
- SWEDEN
- SWITZERLAND
- UK
- USA
- CERF
- OCHA (ERF)
- UNICEF
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- SAP, MIDDLE EAST AND NORTH AFRICA
- SAUDI COMMITTEE
- SOS CHILDREN’S VILLAGES INTERNATIONAL
- THE ASFARI FOUNDATION
- UAE RED CRESCENT
- UNRWA SPANISH COMMITTEE
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Abbreviation</th>
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<tbody>
<tr>
<td>ACAPS</td>
<td>Assessment Capacities Project</td>
</tr>
<tr>
<td>AUB</td>
<td>American University of Beirut</td>
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<tr>
<td>CARE</td>
<td>Catastrophic Ailment Relief Programme</td>
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<tr>
<td>DTC</td>
<td>Damascus Training Centre</td>
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<tr>
<td>ERT</td>
<td>Emergency Response Training</td>
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<td>ETB</td>
<td>Emergency Trauma Bag</td>
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<td>GAPAR</td>
<td>General Authority for Palestine Arab Refugees [Syria]</td>
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<td>GBV</td>
<td>Gender-based violence</td>
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<td>HEAT</td>
<td>Hazardous Environment Awareness Training</td>
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<td>IDP</td>
<td>Internally displaced person</td>
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<td>ILP</td>
<td>Interactive Learning Programme</td>
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<td>INEE</td>
<td>International Network of Education in Emergencies</td>
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<td>Jordanian Health Aid Society</td>
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<td>LAF</td>
<td>Lebanese Armed Forces</td>
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<tr>
<td>NFI</td>
<td>Non-food item</td>
</tr>
<tr>
<td>OCHA</td>
<td>Office for the Coordination of Humanitarian Affairs</td>
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<td>PRS</td>
<td>Palestine refugees from Syria</td>
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<tr>
<td>RRIS</td>
<td>Regional Refugee Information System</td>
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<tr>
<td>RSS</td>
<td>Relief and Social Services</td>
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<tr>
<td>SGBV</td>
<td>Sexual and gender-based violence</td>
</tr>
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<td>SHARP</td>
<td>Syria Humanitarian Assistance Response Plan</td>
</tr>
<tr>
<td>SSAFE</td>
<td>Safe and Secure Approach for Field Environment</td>
</tr>
<tr>
<td>SYP</td>
<td>Syrian Pound</td>
</tr>
<tr>
<td>ToT</td>
<td>Training of trainers</td>
</tr>
<tr>
<td>UNCT</td>
<td>United Nations Country Team</td>
</tr>
<tr>
<td>UNDSS</td>
<td>United Nations Department of Safety and Security</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees in the Near East</td>
</tr>
<tr>
<td>US$</td>
<td>United States Dollar</td>
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<tr>
<td>WASH</td>
<td>Water, sanitation and hygiene</td>
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<tr>
<td>WFP</td>
<td>World Food Programme</td>
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</table>
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Executive Summary

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has been providing basic services, including education and health, to Palestine refugees in Syria, Jordan, Lebanon, the West Bank and Gaza for over 64 years. The Agency has also responded to the urgent humanitarian needs of Palestine refugees in times of conflict and extreme hardship. The current regional crisis, triggered by the conflict in Syria, continues to be one of the greatest challenges UNRWA has faced since it was created to assist Palestine refugees after their original dispossession and dispersion throughout the region in 1948. Without faltering in its core work of providing assistance to further the human development of a population of some 5 million Palestine refugees across the region, and with donor support, UNRWA has responded to the critical needs of Palestine refugees affected by the conflict in Syria. This includes the Palestine refugee population inside Syria, as well as those who have fled to Lebanon and Jordan, and the small number who have reached Gaza.

During the reporting period, UNRWA has particularly focused on seeking access to the besieged Yarmouk area, which was achieved after a break of more than one year on 18 January 2014. In 2014, distributions in the area have been intermittent and constrained - as such, UNRWA continues to advocate for rapid, safe and unhindered access, as described in Security Council Resolution 2139. Many Palestine refugees from Syria have sought safety in Egypt, Turkey and further afield. While these countries are beyond UNRWA’s areas of operation, the Agency is actively advocating for them to receive the support they need.

The UNRWA Syria Crisis Response Plan for January-December 2013 appealed for critical humanitarian assistance in the form of food, cash, household/winter items and health services in Syria, Lebanon and Jordan for a total of US$ 215,399,454. Many donors responded generously, funding 72.3 per cent of the appeal, and the considerable results achieved against this are detailed by strategic objective in this report. Results include the delivery of assistance from UNRWA to some 500,000 Palestine refugees in Syria, Lebanon, Jordan and Gaza. Interventions were specifically positioned to prevent the further deterioration of their living conditions.

UNRWA’s operational depth and breadth in Syria, Lebanon and Jordan, thanks to more than 13,000 staff in these countries, has allowed the Agency to respond with comparative speed and effectiveness. As the armed conflict continues and humanitarian needs grow, UNRWA will draw on its unique blend of resources to continue service provision to both optimize and innovate in its humanitarian emergency response. Though the conflict presents enormous challenges, UNRWA’s work will seek to build the resilience of the Palestine refugee community and to mitigate the effects of what is increasingly perceived as a downward spiral into an insecure and uncertain future.

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1 Palestine refugees are defined as persons whose normal place of residence was Palestine during the period 1 June 1946 to 15 May 1948, and who lost both home and means of livelihood as a result of the 1948 conflict. This includes descendants through the male line.
2 The rapid influx of PRS into Lebanon following the escalation of conflict in Yarmouk in mid-December 2012 meant that funding requirements were vastly under-estimated in that field.
Throughout 2013, UNRWA scaled up its response to support increasing numbers of displaced and conflict-affected Palestine refugees in Syria, Lebanon and Jordan. More than 420,000 PRS received some form of emergency assistance throughout the year and core programmes, including health, education, social services and microfinance, continue to operate in an unpredictable and rapidly changing environment.

Jan-Feb-March: Palestine refugees flee from Yarmouk, Husseinlyeh, Shbeh and Khan Shbeh Camps in Damascus due to heightened levels of conflict. Over 140,000 refugees displaced within Damascus, leaving to UNRWA facilities, mosques, community centres and to relatives living in safer areas. Many are still there today, with widespread UNRWA school closures due to conflict, but 40 remain operational.

Mar-Apr-May: The entire camp of Ein El Tal in Aleppo – 6,000 refugees – is displaced after opposition armed groups enter the camp. Refugees flee to Aleppo suburbs, Hama, Homs and Lattakia. Displacement also growing in suburbs of Damascus, including Barzeh, Jobar, Qaboun, Ghouta and Sayyeda Zeinab. 235,000 refugees now displaced inside Syria. Health centres and other UNRWA buildings increasingly damaged by shelling and gunfire.

July-Aug-Sept: Food prices rise by 67.2% following chemical weapons attacks in Eastern Ghouta. 420,000 refugees are unable to meet their daily food needs. UNRWA responds by increasing its assistance package to USD 32 per person per month, alongside food parcels and NFIs. New distribution centres open, increasing the reach of UNRWA assistance. Refugee students taking their state exams achieve an 80% pass rate thanks to catch-up classes and summer learning programme.

Oct-Nov-Dec: 440,000 refugees now require daily assistance following UNRWA needs assessment conducted in October. Winterisation programme mobilises to respond to the growing winter needs of 270,000 displaced refugees. Innovative use of non-UNRWA schools leads to over 47,000 students attending regular classes in the new academic year. Polio campaign reaches more than 13,000 children and UNRWA reaches more than 600,000 patient consultations for the year.
Table 1: Funding Summary by Field, January-December 2013 (US$)

Figures in RED signify a funding shortfall whereas GREEN signifies funding meeting or exceeding desired allocations to specified Programme Interventions.

<table>
<thead>
<tr>
<th>Programme Interventions</th>
<th>Amount</th>
<th>Total</th>
<th>Allocation Syria</th>
<th>Allocation Lebanon</th>
<th>Allocation Jordan</th>
<th>Allocation Regional</th>
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<td>Cash assistance for essential needs, including food, shelter, NFIs</td>
<td>required</td>
<td>188,587,194</td>
<td>139,974,944</td>
<td>44,315,297</td>
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<td>received</td>
<td>117,648,689</td>
<td>69,528,470</td>
<td>44,546,484</td>
<td>4,257,642</td>
<td>188,700</td>
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<td>difference</td>
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<td>70,446,474</td>
<td>231,187</td>
<td>238,189</td>
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<td>Non-food Items (NFIs)</td>
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<td>-</td>
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<td>received</td>
<td>8,930,695</td>
<td>8,072,179</td>
<td>502,530</td>
<td>355,986</td>
<td>355,986</td>
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<td></td>
<td>difference</td>
<td>7,664,306</td>
<td>7,028,700</td>
<td>991,592</td>
<td>355,986</td>
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<td>43,667,777</td>
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<td>18,055,310</td>
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<td>260,658</td>
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<td>Emergency Health</td>
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<td>13,137,867</td>
<td>5,550,000</td>
<td>6,613,866</td>
<td>974,001</td>
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<td>received</td>
<td>15,898,366</td>
<td>5,020,980</td>
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<td>529,020</td>
<td>4,953,502</td>
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<td>received</td>
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<td>13,387,368</td>
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<td>572,241</td>
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<td>5,632,153</td>
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<td>Protection</td>
<td>required</td>
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<td>2,103,570</td>
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<td>627,286</td>
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<td>1,476,284</td>
<td>217,399</td>
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<tr>
<td>Shelter</td>
<td>required</td>
<td>1,554,000</td>
<td>1,320,000</td>
<td>222,000</td>
<td>-</td>
<td>-</td>
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<tr>
<td></td>
<td>received</td>
<td>574,438</td>
<td>165,664</td>
<td>408,774</td>
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<td>35,240</td>
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<td></td>
<td>difference</td>
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<td>1,154,336</td>
<td>186,774</td>
<td>35,240</td>
<td>35,240</td>
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<td>Emergency Environmental Health</td>
<td>required</td>
<td>9,614,887</td>
<td>9,050,866</td>
<td>-</td>
<td>175,521</td>
<td>388,500</td>
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<td>received</td>
<td>5,088,581</td>
<td>363,710</td>
<td>4,724,871</td>
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<td>1,080,061</td>
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<td>Capacity and Management Support</td>
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<td>21,505,455</td>
<td>2,876,172</td>
<td>374,408</td>
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<td>12,454,589</td>
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<td>difference</td>
<td>9,614,887</td>
<td>9,050,866</td>
<td>-</td>
<td>175,521</td>
<td>388,500</td>
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<tr>
<td>Safety and Security</td>
<td>required</td>
<td>3,060,825</td>
<td>3,049,170</td>
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<td>received</td>
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<td>3,499,481</td>
<td>436,272</td>
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<tr>
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<td>difference</td>
<td>924,070</td>
<td>450,311</td>
<td>436,272</td>
<td>37,487</td>
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<td>Emergency repair and maintenance UNRWA installations</td>
<td>required</td>
<td>1,221,000</td>
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<td>-</td>
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<td>-</td>
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<td>received</td>
<td>741,296</td>
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<td></td>
<td>difference</td>
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<td>664,425</td>
<td>184,721</td>
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<td>-</td>
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<tr>
<td>TOTAL</td>
<td>required</td>
<td>297,953,301</td>
<td>225,087,733</td>
<td>65,087,136</td>
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<td>received</td>
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<td>82,553,756</td>
<td>97,827,785</td>
<td>14,825,490</td>
<td>348,612</td>
<td>1,448,130</td>
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Note: Table 1.a (below) summarised funding received mid-to-late December 2013 and, due to this timing, was programmed for 2014 notwithstanding being tallied as being received in 2013 in Table 1.

Table 1.a

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<th>Donor</th>
<th>Amount Received (US$)</th>
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<td>UK</td>
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</tr>
<tr>
<td>USA</td>
<td>18,300,000</td>
<td>26 December 2013</td>
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<td>TOTAL</td>
<td>36,215,309</td>
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Introduction

This annual report covers the period January-December 2013 and provides a detailed description of UNRWA’s efforts, successes, challenges and lessons learned covering each of its three strategic priorities and each field of operation. Programme results and associated budgets presented in this document are in response to the 2013 Syria Crisis Response appeal.

The Syrian conflict remains volatile and generates regional and local needs. Throughout the year, UNRWA adopted a wide range of approaches in service delivery and developed partnerships to ensure that common and specific needs of Palestine refugees were addressed in Syria, Lebanon and Jordan.

In the absence of a peaceful resolution to the conflict, the 2013 Appeal plan was structured around the following three Strategic Focus Areas:

(i) Stem further deterioration in the basic living conditions of the most vulnerable Palestine refugees inside Syria and those who have sought refuge in Lebanon and Jordan, through targeted relief including cash, food and material assistance.

(ii) Preserve the resilience of the Palestine refugee community by ensuring regular services are continued and adapted to conflict conditions and emergency needs, and by advocating for the neutrality, protection and rights of Palestine refugees displaced within Syria or those seeking refuge in neighbouring countries.

(iii) Strengthen humanitarian capacity, coordination and management to efficiently and effectively respond to the increasing needs of Palestine refugees affected by the crisis in Syria.

Programmatic interventions within the Strategic Focus areas are summarized as:

Strategic Focus Area 1:
- Cash assistance for essential needs, including food, shelter and non-food items (NFIs)
- Non-food items
- Food assistance

Strategic Focus Area 2:
- Emergency health
- Emergency education
- Protection
- Shelter
- Emergency environmental health

Strategic Focus Area 3:
- Capacity management and support
- Safety and security
- Emergency repair and maintenance of UNRWA installations
Situation Overview

Historically, Syria has been a hospitable host country for Palestine refugees, granting them nearly equivalent rights to those of its citizens. Three years of conflict have challenged the resilience of Palestine refugees and Syrians alike, including as a result of repeated displacement and deteriorating economic conditions. As a result of population concentrations in and around areas of active conflict, Palestine refugees continue to experience disproportionately high levels of displacement and vulnerability. Higher levels of poverty prior to the Syria crisis have left refugees with relatively few coping mechanisms, forcing tens of thousands to remain living in areas of conflict. This has exacerbated existing needs and exposed refugees to even greater risks.

SYRIA

Prior to the conflict, almost 80 per cent of the Palestinian population in Syria lived in the greater Damascus area, with the remainder in or around the camps close to the major cities of Homs, Hama, Aleppo, Latakia and Dera’a. Displacement among Palestine refugees has increased significantly since December 2012 due to the increasing levels of conflict in close proximity to refugee gatherings. An UNRWA Needs Assessment in October 2013, undertaken through all Area Offices in Aleppo, Homs, Damascus and Dera’a, along with regular monitoring and tracking of refugee movements by UNRWA Area Offices, have indicated that over 270,000 Palestine refugees (including over 54,000 children) are currently displaced inside Syria or in neighbouring countries. The assessment further found that over 54,000 families have damaged or destroyed homes.

As the conflict continues, the availability of food and consumer goods in Syria is decreasing whilst the purchasing power of the Syrian Pound (SYP) remains unpredictable. The official exchange rate to the US$ was SYP 74.37 in January, peaked at SYP 175.75 on 1 August 2013 and dropped again to SYP 143.57 by 31 December 2013. Black market exchange rates rose significantly higher. In addition, those displaced from their homes are struggling to house their families, with rent prices in safe areas having risen by more than 60 per cent in the last year.

3 194,000 refugees are displaced within Syria and 76,000 are displaced outside Syria. The remaining 170,000 are conflict-affected, but not displaced, within Syria.
The expanding conflict has affected every element of UNRWA’s regular operations. Inside Syria, nine Palestine refugee camps are now located within conflict areas. UNRWA facilities in these camps have on occasion been over-run by armed groups, looted and rendered inoperable. Staff cannot safely access facilities or deliver services in these areas. In response, UNRWA developed alternative modalities in providing health care, educating refugee children and delivering emergency assistance. UNRWA uses alternative school buildings and health points where possible and a number of Agency facilities have been converted to distribution points for humanitarian assistance, particularly in areas close to refugee camps that have been affected by the conflict.

UNRWA provides a broad spectrum of cash, food and NFI assistance to increase the resilience of displaced and vulnerable refugees in Syria. NFI assistance includes sanitation items, bedding, cooking equipment and clothing. Shelter for 7,900 internally displaced Palestine refugees is currently being provided in 18 UNRWA facilities across Syria. A further 3,500 receive the same level of assistance in UNRWA-managed facilities in Damascus, Hama, Lattakia and Aleppo. The majority of displaced refugees within Syria (estimated at over 270,000) have, however, sought shelter with host families in safer locations, requiring additional cash, food and NFI assistance, placing additional burdens on host communities that, as a result, also require expanded support.

Due to the increased and ongoing impact of the conflict on Palestine refugees, a second needs assessment was conducted towards the end of 2013. Following the devaluation of the Syrian Pound and the decreased purchasing power of increasingly poor, displaced and unemployed Palestine refugees, the October 2013 needs assessment revealed that 440,000 refugees now require a minimum of US$ 32 per person per month in order to meet their minimum food and NFI needs.

LEBANON

In Lebanon, the influx of Palestine refugees from Syria (PRS) has been ongoing since July 2012, with greater numbers fleeing Syria since December 2012 when the Yarmouk area became embroiled in the conflict. PRS who have crossed into Lebanon find themselves in a country where the existing Palestine refugee population already faces an array of discriminatory laws restricting, among others, their right to work and own property. The marginalized status of Palestinians in Lebanon exacerbates the vulnerability of PRS. As a result, PRS in Lebanon are highly dependent on host communities, including the Palestine refugee population already present in Lebanon, and services from UNRWA, and are in need of a wide range of humanitarian support.

Lebanon is a politically complex and the conflict in Syria has further exposed its volatility. Palestine refugees are a sensitive element in the context of the multiple fault lines in Lebanon, and they live with a level of discriminatory social and legislative environment.

The high cost of living in Lebanon, over-crowding of existing camps, restrictions on legal rights, lack of access to many services, are some of the many reasons why Lebanon is a difficult environment for PRS trying to sustain their families, even temporarily.

Since August 2013, although the precise figure is not available, some refugees from Syria, including PRS, have been denied entry into Lebanon. This situation has been raised by UNRWA and its sister agencies to the representatives of the General Security Office of the Government of Lebanon, to advocate for the entry of PRS into Lebanon as well as the equal treatment of all refugees at the border. This also includes advocating against the high cost of renewing visas. UNRWA has placed a Border Monitoring Officer at the Masnaa border crossing to assess and report on possible changes in policy and practice towards PRS.

A joint UNRWA-World Food Programme (WFP) needs assessment was carried out in Lebanon in October 2013 showing that the average PRS household has 6.4 individuals, more than 41 per cent of households consist of over 7 persons, with a gender ratio of 1:3 (1 female to 3 males), and 58 per cent of households have one or more children under 5 years of age. Approximately 50 per cent of PRS live inside the 12 Palestine refugee camps in Lebanon, while the rest live outside the camps or in informal gatherings. Twenty-three per cent of households are headed by females and 76 per cent of households have a member with special needs, including 59.7 per cent with a chronic illness and 27 per cent with a pregnant or lactating woman. The findings of the needs assessment indicate that the first source of income is humanitarian assistance, with more than 57 per cent not having any other source of income and thus frequently ending up in debt as a result of borrowing. Eighty-one per cent of households have received primary healthcare since their arrival in Lebanon and 42 per cent of households reported having at least one member in need of hospitalization assistance.
Despite the challenging environment in UNRWA education and health facilities and overcrowding in Palestine refugee camps, UNRWA is committed to ensuring access to services to those in need. This includes primary, secondary and tertiary health care for PRS, as well as ensuring continued access to education for students whose learning has been disrupted by displacement. However, PRS also have a number of other identified needs. To this end, the Agency established a psychosocial support strategy for PRS through the presence of professional and specialized staff in the field and is ensuring its sustainability by mainstreaming psychosocial services through UNRWA services. UNRWA is providing emergency relief assistance, mainly through the provision of cash assistance for food, housing and NFIs, so that PRS can respond to their emergency needs in the manner of their choosing. UNRWA has also prioritized the provision of environmental health assistance in the 12 Palestine refugee camps throughout Lebanon, to reduce the risk of outbreaks of disease given the confined living spaces. Additional efforts to strengthen protection services, such as advocacy activities with the Lebanese authorities and a joint child protection and gender-based violence (GBV) mapping, have also been carried out.

JORDAN

Jordan has a long tradition of hospitality towards refugees, including Palestine refugees. The country already hosts over 2 million Palestine refugees, most of whom have Jordanian citizenship. The Syria crisis has tested this generosity, as hundreds of thousands of refugees have entered the Kingdom to seek safety, security and assistance. Jordan officially revealed a policy of non-admission of Palestinians in January 2013, while continuing to allow Syrians to enter. This policy has compounded the extreme vulnerability of both those who try to cross the border and those who have managed to enter Jordan. The inflow of Palestinians has been stemmed, but not stopped, and several hundred Palestine refugees continued to cross into Jordan every month through unsafe routes and irregular channels.

At the end of December 2013, 10,912 PRS and their non-Palestinian spouses and children had approached UNRWA in Jordan to receive assistance. There is likely a significant number who prefer to remain undocumented, but no data is available to quantify this. Fifty-one per cent of the PRS recorded with UNRWA are Jordanian nationals who entered the country legally but nonetheless face risks of confiscation of documents and withdrawal of nationality. The lack of protection space for PRS remains the main challenge in Jordan. Of particular concern is the fact that the Agency has documented numerous cases of forcible return, including of women and children. UNRWA and partner agencies continue to engage with authorities on refoulement and other rights issues, and to urge Jordan to grant temporary access and protection to Palestinians fleeing the violence in Syria, while appealing to the international community to increase its assistance to the Kingdom.

PRS are a highly marginalized group in Jordan. Ninety-nine per cent live in host communities, mainly in rented apartments, and approximately 190 are in Cyber City, a closed facility near the border where their movements are severely restricted. A multi-sector needs assessment conducted in partnership with the Assessment Capacities Project (ACAPS) in January-February 2014 shows that a large majority of PRS live in poverty and combined multiple socio-economic and status-related vulnerabilities that impair their self-reliance. Women, children and the elderly make up 80 per cent of the population. Twenty-two per cent of households are headed by females and particularly vulnerable to risks of exploitation. Two out of three households report a member with a chronic illness. Legal status is understood to be the foremost protection issue. Regardless of their nationality and documentation, PRS face difficulties accessing civil and legal processes, such as birth registration, and public services. PRS also have significant psychosocial needs. The distress caused by traumatic experiences in Syria and displacement is often compounded by fears of being sent back to Syria, being evicted from their homes and separation from family members.

Many PRS rely on UNRWA to meet their basic needs. It is usually only Syrian family members who might receive any assistance from other agencies. UNRWA provides this vulnerable population with relief assistance as well as full access to health and education services. In addition to protection needs, PRS overwhelmingly rank income and livelihoods, followed by housing and NFIs, as their priority needs. UNRWA provided relief assistance, through the distribution of cash, food and NFIs, to the PRS population, but the amounts provided did not fully meet required standards as the requested funding levels were not received. A targeted approach

5 http://www.unrwa.org/prs-jordan.
6 Who are also eligible for UNRWA assistance.
7 UNRWA/ACAPS needs assessment, February 2014.
was conceptualized in late 2013 to better focus assistance in the likelihood that future resources for cash assistance would be increasingly limited. Access to health care and basic education has improved considerably, with 98 per cent of PRS declaring that they accessed care when they needed it and 85 per cent of school-age children reportedly in school.\(^8\)

\(^8\) Ibid.
Reporting Results: January–December 2013

STRATEGIC FOCUS AREA 1: Preserve the resilience of the community through targeted relief

<table>
<thead>
<tr>
<th>Aim</th>
<th>Preserve the resilience of the Palestinian communities, including those displaced inside Syria and those forced to flee to a neighbouring country, through targeted relief in the form of cash, food or non-food assistance.</th>
</tr>
</thead>
</table>
| Key outputs: January–December 2013 | • In Syria, 344,597 unique beneficiaries were provided emergency cash assistance through three rounds of cash distribution (one of US$ 42 and two of US$ 32 per person per month for three months).  
  • Food assistance was provided to 99,866 families in Syria, who received in-kind food parcels. A further 83,637 families received at least one round of cash for food.  
  • In Syria UNRWA distributed NFI s in the form of blankets to 160,245 refugees, mattresses to 56,720 refugees and 25,081 family hygiene kits.  
  • In Lebanon, five cash distribution rounds were conducted. On average, beneficiaries received approximately US$ 20 per person for clothing assistance (first round only; 31,732 PRS); US$ 30 for food assistance (rounds 2–4; an average of $7,843 PRS individuals per round); US$154 for housing assistance (all five rounds; an average of 13,048 PRS families per round).  
  • In Jordan, food assistance was provided to 9,350 PRS (cash for food). Cash distributions were initially complemented by food distributions. Food parcels were distributed to 942 PRS families (9,368 parcels in total).  
  • NFI assistance was provided to 83,637 PRS families in Syria, 14,126 PRS families in Lebanon and 1,203 PRS families in Jordan. NFI items included blankets, mattresses, quilts bedding kits and hygiene kits. |
| Funding | Syria | Lebanon | Jordan | Regional | TOTAL |
| Received | 95,655,959 received out of 45,049,014 | 45,049,014 received out of 4,874,286 | 4,874,286 received out of 188,700 | 188,700 received out of 144,895,352 |
| Requested | 198,743,600 requested | 45,809,419 requested | 4,274,453 requested | 277,500 requested | 249,895,352 requested |

SYRIA

Before the crisis began in March 2011, as much as 27 per cent of the Palestine refugee population was estimated to be living below the national poverty line; currently, 81 per cent of all Palestine refugees in Syria require daily assistance to meet their most basic needs.

- UNRWA assistance is directed to all conflict-affected Palestine refugees in Syria. Refugees are considered conflict-affected if:
  - they have been displaced by fighting;
  - they have suffered a casualty or injury;
  - they are hosting displaced persons; or their socio-economic situation has been negatively impacted by the conflict.

The distribution of assistance is based on applications received from refugees at UNRWA distribution centres and offices across Syria. Palestine refugees are eligible for assistance based on the assumption that a combination of displacement and extreme economic contraction has depleted already minimal household resources. Humanitarian assistance is vital in mitigating further increases in vulnerability and deprivation. Displacement is identified by comparing known movements of refugee populations against refugee identification records, which note the normal residence location of the refugee concerned.

The cash assistance programme was originally designed in the 2013 Syria Humanitarian Assistance Response Plan (SHARP) to provide a one-off cash payment of US$ 42 per person for six months. Following the sustained devaluation of the Syrian Pound and decreased purchasing power of refugees, it was quickly evident that this level of social transfer was completely insufficient to support refugees’ increasing needs in a meaningful way. As a result the Agency increased its cash assistance to US$ 32 per person per month.

The revised amount was calculated to provide approximately US$ 20 per person for food to meet two-thirds of the minimum calorific intake, and US$ 12 per person for NFI s, based on the abject (food insecure) poverty line of US$ 1.06 per person per day. Refugees are sent SMS messages in advance to alert them to their collection day and appointment times are provided at the distribution points. Proof of identification, including a valid refugee card, valid family records and passport/ID, are required at all distribution points, in addition to finger
prints. This information is then verified against existing UNRWA refugee lists. The same verification modality was also applied to the food distribution programme.

UNRWA has substantially enhanced its cash distribution system and now distributes cash through a variety of modalities to ensure the most vulnerable refugees are able to collect assistance in an efficient and transparent manner. Distribution takes place at more than 50 locations, including UNRWA facilities, branches of three banks and private money transfer outlets. This ensures speedy distribution in locations close to refugee population centres, and enables UNRWA to reach refugees in areas where physical access is not possible.

UNRWA’s emergency cash assistance programme delivered cash to 364,597 beneficiaries (83,637 families) in 2013, and completed a total of three rounds of cash distribution (one of US$ 42 and two each of US$ 32 per person per month for three months). A total of 310,482 refugees were located in Damascus, 7,071 in Dera’a, 11,051 in Aleppo, 17,056 in Homs, 10,693 in Lattakia and 8,244 in Hama.

The emergency assistance package was bolstered by the provision of food and NFI, providing direct relief to those conflict-affected refugees who might otherwise be unable to access such items on open markets.

UNRWA packs food into two parcel sizes containing rice, milk, sugar, oil, pasta, canned meat, halawa and pulses. UNRWA also provides specialised food assistance to collective shelters, including hot meals. This food benefitted an average of 13,200 displaced Palestine refugees per day in shelters. In 2013, 99,866 families received at least one food parcel. The total food parcel distribution by location included 132,883 parcels in Damascus, 8,639 in Aleppo, 934 in Homs, 4,479 in Dera’a, 630 in Lattakia and 823 in Hama.

### Ghada Hanouneh

<table>
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<th>Age:</th>
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<tr>
<td>Marital status:</td>
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<td>Occupation:</td>
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<tr>
<td>Residence:</td>
<td>Yarmouk, displaced to Naher Eisheh, Damascus</td>
</tr>
<tr>
<td>No. of children:</td>
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</table>

Waiting in line to register for UNRWA’s cash assistance, Ghada expressed her gratitude, “Though late, this amount will make a difference for my family”. As she was trapped in Yarmouk for months, she could not receive the food baskets and the blankets. “Living in a besieged camp is fatal, we were on the verge of starvation, the food basket really saved us”. Ghada hopes UNRWA’s services will continue and grow, “in light of the bad circumstances, humanitarian aid is a must, it has to continue”.

Distribution to beneficiaries was carried out directly by UNRWA area staff, with transport to outlying areas contractor trucks. This maximized limited resources and strengthened security by reducing risks associated with multiple convoy operations. It also allowed host communities and Palestine refugees to receive food assistance simultaneously, thereby diminishing potential tensions in relation to the receipt of humanitarian assistance. The Agency prepared for ad hoc food distributions to besieged areas such as Yarmouk by
establishing distribution centres in nearby safer locations. When UNRWA food parcels were distributed by partners, UNRWA sought assurances that the food provided was distributed on the basis of need alone, and exclusively to civilian populations.

NFI provision targeted 194,000 refugees displaced within Syria. As displacement has become more protracted, UNRWA has adapted its NFI package to also include more regularly-needed items such as hygiene kits, diapers, sanitary towels, baby kits and kitchen sets.

The majority of NFIs were distributed through 26 shelters and distribution points in Damascus, reflecting the relative size of the population in the capital city. UNRWA distributed more than 153,000 blankets, 53,900 mattresses and 125,900 other NFIs in Damascus; more than 5,750 NFIs in Aleppo; more than 4,600 NFIs in Homs; 7,400 NFIs in Dera’a; 2,050 NFIs in Lattakia; and 620 NFIs in Hama. Distribution focused on locations where there were significant challenges in obtaining such items in the open market.

In all collective shelters, distribution was carried out with assistance from local community volunteers. Beneficiary numbers fluctuated throughout the year, reflecting shifting conflict patterns. On average 3,500 women, 3,300 men and 6,400 children received two daily meals; of these 805 were elderly, 83 were pregnant women, 642 were female-headed households and 182 were persons with a disability. Upon leaving a collective shelter, refugees could apply for food parcels through the regular application system.
Najah Sadeq

Age: 56
Marital status: Married
Residence: Yarmouk Camp, displaced to Damascus Training Centre (DTC) collective shelter
Occupation: Housewife
No. of children: 4

Sitting in the sunlight next to her 22 year-old son who suffers from plaque hardening, Najah is proud of her well-educated children. “My daughter is a pharmacist, my son studies Arabic literature, his sister attends the faculty of economics and his brother is on the way to becoming a successful doctor!” However, even for an accomplished family living in war is devastating. “Our monthly income is nil. We were lucky when UNRWA opened its installations, such as the DTC, to serve as collective shelters for refugee families. In fact, we do not have money to rent a house, nor to cover the costs of medication for my son. The cash assistance we received came on time as it enabled us to pay for the medical treatment for him.” She added: “the Agency is providing very good services for us; shelter, food baskets, hygiene kits, blankets, mattresses and cash assistance which are all essential and very difficult to obtain now in Syria.”

 Asked to convey a message to UNRWA staff, Najah enthusiastically said: “Go on serving Palestinian refugees, we need your services especially in light of the current events. We appreciate all your efforts, the assistance has to continue and to increase as the hardships are still deepening.”

UNRWA’s “winterization” efforts included delivery of 160,245 blankets and 56,720 mattresses to displaced Palestine refugees across Syria in 2013. Towards the end of December 2013 UNRWA also distributed 1,696 carpets to collective shelters to further improve insulation in buildings and tents. Sanitary items furthermore allowed for improved personal hygiene and sanitation within the collective shelters, mitigating the risk of spreading infectious diseases in facilities with high population densities.

Through an appeal and complaint mechanism, beneficiaries who were unable to collect their entitlement could contact UNRWA to enquire about their assistance and provide feedback on UNRWA services. In addition, UNRWA carried out post-distribution calls to a sample of beneficiaries to ensure they received what was planned in a distribution. The Agency publicizes the appeal system through Facebook to enable refugees who may not have collected their assistance to approach UNRWA offices or mobile social workers, and also to provide general information on cash assistance timelines for each area. This page is being considered as an alternative to more traditional donor visibility activities, which are often not viable given the sensitive operational context.

Towards the end of the 2013, approximately 96,660 refugees had not collected their entitlements during the third round of cash assistance. These cases will be followed up in early 2014. Non-collection can occur for a number of reasons, including lack of mobile phone coverage or electricity to charge mobile telephones, further displacement, or the inability to reach cash points..

LEBANON

Throughout 2013, the continuing deterioration of the security situation in Syria and limitations in access to basic services and assistance led to a continuous flow of Palestinian refugees from Syria to Lebanon. However, the high cost of living in Lebanon, over-crowding in camps and gatherings, restrictions on legal rights, lack of access to many services, make Lebanon a challenging haven for PRS. While initial trends showed large movement to Lebanon, the difficult conditions there have resulted in the number of PRS stabilizing over the year, and by end 2013 numbered 51,300.

Many PRS entering Lebanon arrive with few belongings and without savings or sources of income. The joint UNRWA-WFP Needs Assessment conducted in October 2013 found that humanitarian assistance was the primary source of income for PRS, with 57 per cent of the PRS population not having any other source of income. In addition, 87 per cent of PRS households were found to be mildly food insecure. On average, a refugee household’s expenditure was US$ 646 per month and 46 per cent of this amount was spent on food, with an average monthly food expenditure of US$ 45 per capita per month.
UNRWA is the main provider of humanitarian assistance to PRS. Throughout the year, UNRWA’s main emergency relief assistance consisted of cash assistance for food, which allowed beneficiaries the dignity to respond to their emergency needs in the manner they saw fit, and NFIs during the winter period. From February to June 2013, UNRWA provided direct in-hand cash assistance to PRS beneficiaries, which took place in UNRWA schools throughout all areas of Lebanon. The distributions required the mobilization of approximately 100 staff to record and distribute the assistance. Coordination for safe and dignified distributions was undertaken with camp committees and relevant authorities. During the distributions, beneficiaries were also informed of education and protection services provided by UNRWA.

In September 2013, UNRWA moved to an ATM-based cash transfer programme through BankMed to provide greater convenience to refugees and to reduce security risks and the related costs of physical distribution. By the end of December 2013, UNRWA had distributed and credited ATM cards to 14,200 PRS families representing 93 per cent of the total number of PRS families recorded in Lebanon. The remaining 7 per cent of families received their cards in January 2014.

There were five cash distribution rounds (in February, April, June, September-October and December). The amount provided changed because of the length of time between distributions in June and September, and because the Agency was able to match needs more in line with UNHCR guidelines later in the year. On average, beneficiaries received approximately US$ 20 per person for clothing assistance (first round only; 31,732 PRS); US$ 30 for food assistance (rounds 2-4; an average of 47,843 PRS individuals per round); US$154 for housing assistance (all five rounds; an average of 13,048 PRS families per round).

JORDAN

PRS rank the following as priorities; income/livelihoods, followed by housing and other basic non-food needs.9 Estimates of expenditure are too unreliable to venture comparisons with official poverty lines, however the vast majority of PRS are poor, with diverse individual situations. The typical household declares monthly expenditures of Jordanian Dinar (JOD) 330, including JOD 150 on food and JOD 125 on rent.

9 UNRWA/ACAPS needs assessment, February 2014.
Cash distribution in North Amman. © Ramiro Cordoba /UNRWA Archives
In 2013, vulnerability assessments found the majority of PRS to be in need of immediate relief to cope with the shock of displacement. A decision was thus taken to provide cash assistance to all eligible PRS in 2013, subject to availability of funding. The grant size was defined at US$ 35 per person per month, calculated to cover emergency food and NFI needs. PRS were prioritized for distributions based on their date of recording to address cash flow issues (see below). One round of ‘regular cash assistance’ was provided to 9,350 PRS and 8,759 PRS received two or more rounds through quarterly distributions. Cash distributions were initially complemented by food distributions. Food parcels were distributed to 3,771 PRS in 2013 (9,368 parcels in total). Food parcels comprised rice, oil, sugar, chickpeas, beans and milk. In-kind donations also supported distributions of NFIs, such as hygiene kits and blankets, to a total of 1,203 families.

Cash assistance has proved the most flexible, cost effective and dignified modality to meet the needs of refugees. So distinct are the advantages of cash that emergency food distributions in the second half of 2013 were phased out to shift to cash-based food assistance. Shelter subsidies were introduced in the last quarter of the year, targeting 339 vulnerable female-headed households. Emergency cash grants (averaging US$ 147 per capita) were also successfully piloted with 243 families to respond to urgent protection or humanitarian needs (e.g. relocation, loss of a caregiver) and to support back to school efforts.11 However, delays in receipt of contributions12 made it difficult to ensure regular distributions, and resulted in backlogs of payments. On average, each beneficiary only received about US$ 25 per month in cash or cash plus food during the year.

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10 Conducted with a sample of over 800 households between January and September 2013.
11 Targeted grants were provided to families with unenrolled school-age children.
12 Approximately US$ 2 million was received in December 2013, most of which was re-programmed for 2014.
STRATEGIC FOCUS AREA 2: Safeguard and protect the rights of Palestine refugees and ensure access to essential basic services

Aim
To preserve the resilience of the Palestine refugee community by ensuring regular services are continued and adapted to conflict conditions and emergency needs, and by advocating for the neutrality, protection and rights of Palestine refugees.

Key outputs: January-December 2013

- The PRS affected population were provided with primary health care services throughout the year. A total of 734,793 patient consultations were conducted in UNRWA clinics and health centres, out of which 654,437 were in Syria, 63,092 were in Lebanon and 17,264 were in Jordan. Additionally, a total of 21,447 secondary and tertiary care cases were covered in Syria, Lebanon and Jordan.
- 50,344 PRS school age children received education from UNRWA in Syria, Lebanon and Jordan.
- In Syria, detention of staff requires continual protection efforts by the Agency. 38 out of 62 detained staff were released from detention. Legal aid was provided to 670 PRS individuals in Lebanon. Jordan Field Office launched a protection hotline which PRS can call to receive assistance and advice.
- Permanent shelter was provided to an average of 13,200 Palestine refugees and Syrian internally displaced persons (IDPs) throughout the year in 18 UNRWA and 13 non-UNRWA shelters inside Syria. Forty-five collective shelters were rehabilitated in Lebanon for PRS use. UNRWA-managed shelters in Syria received regular environmental services.
- 26,400 PRS benefited from environmental health services, in addition to a number of Syrian refugees in the camps and the Palestine refugee population in Lebanon as indirect beneficiaries.

Funding

<table>
<thead>
<tr>
<th></th>
<th>Syria</th>
<th>Lebanon</th>
<th>Jordan</th>
<th>TOTAL</th>
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<tbody>
<tr>
<td>Received</td>
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SYRIA

Emergency Health

UNRWA has continued to deliver health services throughout Syria, despite significant challenges. The Agency provides Palestine refugees with basic health care, including maternal and child health care, and supports secondary and tertiary care in government or private institutions. UNRWA has refocused some of its health care services in Syria, providing services to refugees in in safer areas and in collective shelters.
Prior to the conflict UNRWA operated 23 health centres across Syria, including Damascus, Dera’a, Lattakia, Hama, Homs and Aleppo. During 2013 ten health centres were inoperable due to conflict-related damage or access difficulties for staff and patients. UNRWA responded by opening eight new health points in Damascus and one new health point in Aleppo. The Agency has not collated data on consultations at health points, but 654,437 patient consultations took place at its regular health centres throughout the year.

UNRWA continued to support hospitalization services to Palestine refugees, using its network of contracted hospitals. Due to the drastic contraction of health care facilities resulting from the conflict, UNRWA started full reimbursements to include non-contracted hospital bills allowing Palestine refugees to be treated anywhere. In 2013, 16,609 refugees were given assistance to cover the cost of secondary and tertiary hospitalizations. Of those, 7,663 were recorded in the last quarter of the year alone.

Transportation of medical supplies was delayed on several occasions due to ongoing conflict in parts of Damascus, Aleppo and Dera’a, with some health centres reporting that they were extremely close to complete stock-outs. At the country level, UNRWA has retained adequate supplies, with the central medicine warehouse in Damascus receiving full medical supplies for one year, via a delivery of through Tartous port in June 2013. Vaccination continues successfully, with tetanus and diphtheria coverage at over 98 per cent for both male and female target groups. Twenty-two health staff were given emergency first aid training, six received Emergency Response Training (ERT), and a further 14 were given Hazardous Environment Awareness Training (HEAT).

Emergency Education

Meeting the education needs of children caught up in conflict and displacement has been an operational challenge for UNRWA. As the largest of the Agency’s programmes in Syria, education has witnessed some of the greatest challenges in maintaining operations. Nevertheless, 42 UNRWA schools are still running, and the Agency is able to use 39 government schools after hours on a second shift. A multi-strand approach has been adopted to address the emergency needs of Palestine refugee students, drawing on the International Network of Education in Emergencies (INEE) standards and tools. This includes ensuring access to secure classrooms in safe areas; providing back-to-school kits; developing an SMS notification system for teachers
and parents; providing summer education and recreation activities in summer 2013; the provision of self-learning materials supported through televised lessons available on UNRWA’s satellite and YouTube channels; and psychosocial support through appointing and training psychosocial counsellors to work with Palestine refugee children in schools.

Regular attendance of pupils saw a significant increase in the 2013-14 academic year, with an average of 46,000 students attending regular classes in the first semester, compared to 22,000 students attending in the first half of the year. A total of 25,439 out of 67,292 students passed their end of year exams in 2013 enabling them to continue to the next grade. In all, 4,801 students graduated from basic education, representing approximately 60 per cent of the total age group. The pass rate for 9th grade students sitting the exam was 91 per cent, approximately 30 per cent higher than the national average.

In addition, summer education classes and recreation activities were provided to over 7,900 Palestine refugee students who had been displaced within Syria and could not attend school for all or part of the 2012-13 academic year. Some of these students could not take their end of year exam as a result. The catch-up programme was provided in 23 UNRWA schools with approximately 200 teachers. UNRWA also facilitated student examination attendance for 9th grade students to ensure they were able to graduate from basic education. To enable many Palestine refugee children to return to school, especially those that had been displaced during the year, back-to-school kits were provided to 26,000 students. UNRWA has also been conducting ongoing outreach to encourage families to enroll their children in school. This highlights the importance of continued schooling to assist in the psychosocial resilience of children and to mitigate the risks of child labour and early marriage.

In an effort to support children displaced by conflict, supplementary distance and home-based self-learning materials were developed in the core subjects (Arabic, English, Maths and Science) were prepared, based on the core skills and concepts of the Syrian national curriculum. It included an Interactive Learning Programme (ILP) for grades 1-6, lessons for Palestine refugee children in or displaced from Syria on UNRWA’s satellite TV and YouTube channels, and self-learning materials in hardcopy and on DVD that will be distributed in 2014. The self-learning materials were first developed by UNRWA in coordination with its offices in Jordan, Syria, Lebanon and Gaza. They were reviewed jointly with the Ministry of Education and their quality has been acknowledged by other UN Agencies, with UNICEF planning to adopt the final version of the materials developed by UNRWA to distribute to Syrian students throughout the country. To assist in the use of self-learning materials and enhance the safety of staff and students, an SMS notification system was developed to inform of school closures.

Mohammad al-Jeshi

Age: 19
Marital status: Single
Residence: Zamalka, displaced to Dummar, Damascus
Occupation: Student at UNRWA DTC; Major: IT & Information Systems
No. of family members: 6
Father’s occupation: Retired teacher
Mother’s occupation: Technical assistant, printing house

Mohammad is an impassioned young man with a vibrant personality. “A year has passed since we left our dear house in Zamalka, Rural Damascus. We used to enjoy life, however, things changed.” Mohammad appreciates UNRWA’s services, education in particular; “Now we realize how important the Agency’s educational and vocational services are.” He added, “Vocational study normally costs a lot, as the student has to pay for tools and other materials. We at DTC have our high-quality tools for free, we do not have to pay for anything. In addition, we enjoy a warm atmosphere as one family with our teachers and trainers. They treat us well and they spare no effort to build our future.” When asked about the effects of UNRWA’s services and assistance on his family’s life, he said: “Our current income is limited, therefore our standard of living has significantly decreased as many expenses have risen due to displacement. UNRWA’s cash assistance helped alleviated the bad effects of the crisis; it rebalanced our standard of living.”

The widespread exposure to traumatic events over the past three years has had serious psychological effects on children, in many cases affecting their abilities to learn even when in education. In response, thirty-five dedicated psychosocial counsellors were recruited and trained. They are based in the schools and work directly
with the children, staff, parents and communities. They will be provided with specialist psychosocial kits and receive ongoing training from UNRWA, including in partnership with War Child. A further 20 psychosocial counsellors will be recruited and trained in 2014. UNRWA developed and piloted a specific psychosocial training manual entitled ‘Psychosocial Support for Education in Emergencies: Training and Resource Package for Teachers and Counsellors’, which also formed the basis for the training. In addition, the United Nations Population Fund (UNFPA) provided psychosocial training to 75 UNRWA teachers.

Protection
As the conflict continues, violence and displacement increasingly result in the collapse of the family unit, the breakdown of social structures and widespread, long-term unemployment. This presents a range of serious social vulnerabilities, especially among young people. Challenges may also arise if there is any change in perception with respect to the neutrality of Palestine refugees in the crisis.

UNRWA’s protection programming focuses on staff security, psychosocial counselling, skills development, legal aid, and the detection and referral of GBV cases. UNRWA is responding to GBV by seeking to raise awareness, mitigate GBV risks and improve trauma resilience, establishing a foundation of core skills amongst staff. Of the Agency’s network of 17 women’s programme centres and community rehabilitation centres, nine are still operational, serving the most vulnerable members of surrounding communities, including victims of GBV, and persons with disabilities.

UNRWA also established a Family Support Office in the Alliance area of Damascus and will seek to secure support to expand this office to accommodate GBV survivors in the coming months. Confidentiality at collective shelters remains a concern and UNRWA staff are working to promote privacy and confidentiality in extremely close and difficult conditions. The Family Support Office held a workshop for lawyers, social workers and case managers on international human rights law, Syrian personal law and related texts protecting families and individuals from threats such as child and forced marriage, rape, harassment, and loss of legal documents. A work plan was developed with the objective of raising awareness of these issues in all UNRWA collective shelters. In 2014, the Agency will further enhance its outreach to the PRS community to raise awareness on key protection issues and risks.

UNRWA will continue to advocate for the protection of Palestine refugees and staff, including high level advocacy to government and international partners.

Temporary Shelter
Rapid degradation of the security situation throughout 2013, including active conflict in Palestine refugee camps and gatherings, forced refugee families to flee to relatively safer parts of the country. In its October 2013 needs assessment, UNRWA identified more than 52,000 refugee homes that had been partially damaged but were still habitable, with a further 2,349 completely destroyed and 6,316 declared officially uninhabitable by the General Authority for Palestine Arab Refugees (GAPAR).

In response, UNRWA opened and expanded 18 collective shelters, in addition to managing a further 13 non-UNRWA shelters housing Palestine refugees. By the end of 2013 these UNRWA and UNRWA-managed facilities housed 10,500 refugees and 2,700 Syrian IDPs. Safer areas/camps of Syria, such as Jaramana, are now experiencing acute overcrowding, despite nearby insecurity and almost daily mortar impacts. The vast majority of displaced refugees have been forced to resort to expensive, overcrowded accommodation elsewhere, either with host families, other shelters, mosques and community centres.

UNRWA shelters accept any displaced Palestine refugee or Syrian who has been forced to flee their home due to a threat to their lives or physical well-being. UNRWA records daily fluctuations in the number of displaced persons seeking shelter at UNRWA and UNRWA-managed facilities, due to shifting conflict patterns and beneficiary-specific coping strategies. At its peak, the Agency was providing shelter, heating, water and sanitation, two meals a day, basic education, medical services, social welfare and protection services to 14,500 displaced refugees and Syrian IDPs at 31 facilities in Damascus, Aleppo, Hama, Homs and Lattakia.

Many of the shelters are school buildings, requiring significant upgrades in order to provide acceptable living conditions. This work included upgrading latrines and plumbing, installing shower cubicles with hot water, providing shaded areas for elevating tents and installing heaters to insulate them from winter conditions.
Beneficiary numbers fluctuated throughout the year, reflecting shifting conflict patterns. On average 3,500 women, 3,300 men and 6,400 children received comprehensive services; of these 805 were elderly, 83 were pregnant women, 245 were new-born infants, 40 were unaccompanied children, 642 were female-headed households and 182 were persons with a disability.

**Environmental Health**

UNRWA operated and maintained approximately 200 facilities prior to the conflict and, despite widespread damage, continued to provide regular maintenance and improved sanitation to all operational facilities in Syria, including regular maintenance of, on average, 38 functioning schools, 10 operational health centres, 8 health points, and 18 UNRWA collective shelters. The degradation of infrastructure posed new challenges to maintaining the resilience of Palestine refugees in Syria. Sanitary conditions in camps and collective centres have been difficult to maintain and, as a result, hepatitis and typhoid are emerging concerns, with one outbreak of hepatitis. Diarrhoeal disease, parasitic infestations, and reports of jaundice are also a major concern. A health team focal point was assigned to each collective shelter to improve UNRWA's environmental health response.

Over the course of 2013, UNRWA replaced sewer lines at a school/collective shelter in Rukn Eddin, Damascus; installed 65 water tanks at 17 collective shelters in Damascus, Aleppo and Hama; installed a water pump at a school/collective shelter in Neirab Camp, Aleppo; upgraded toilet units in five collective shelters to provide additional washing facilities; and installed new galvanized water pipes at the central well in Hama Camp. Minor maintenance works were carried out in an additional five facilities in Damascus and Hama.

UNRWA provided regular water and sanitation services in nine camps across Syria. In supporting water systems, 30 toilet cubicles were converted into shower units, 14 new shower units were constructed and a further 20 units are planned at 13 UNRWA IDP shelters. Five new kitchens were constructed, in addition to the provision of 106 shelter cooking sets.

**LEBANON**

**Emergency Health**

Medical consultation of young PRS in Shatilla camp, Lebanon. © Mahmoud Sheikh / UNRWA Archives.
UNRWA covers the cost of primary health care services to PRS through the provision of medical consultations and medications through its 27 health centres located throughout the country. UNRWA also covers the cost of secondary hospitalization for emergency and life-saving conditions through contracted hospitals, and covers part of tertiary hospitalization costs for emergency and life-saving conditions. Almost 40 per cent of the remaining share of tertiary hospitalization has been covered by non-governmental organization (NGO) partners to date. UNRWA provided full financial support to eight PRS patients who suffered from chronic catastrophic diseases, for which treatment is expensive and prolonged.

UNRWA also enhanced the services offered to PRS by recruiting additional health staff (doctors, nurses, pharmacists and health assistants) in all areas to reduce waiting times.

The Agency is also supporting partners in providing specialist health assistance, such as in the distribution of newborn kits and raising awareness of available services to pregnant women.

Psychosocial support to PRS is critical in Lebanon and UNRWA’s strategy with three components: i) ensuring there are professional and specialized staff in the field by increasing the number of school counsellors, psychologists and psychiatrists; ii) mainstreaming psychosocial support through UNRWA services by building capacity in case management and establishing a referral system within UNRWA; and iii) ensuring safe spaces for PRS and Palestine refugees. UNRWA is working with partners to enhance coordination in the delivery of psychosocial support, utilizing and building on existing mental health service mapping exercises. In 2013, ten dedicated school counsellors screened 6,400 PRS students in UNRWA schools, and the remaining activities will be implemented in 2014.

**Emergency Education**

Enrolling the increasing numbers of PRS students enrolling in UNRWA schools in Lebanon, is a challenge given the Agency’s limited school infrastructure. Nonetheless, the Agency is committed to ensuring that all PRS children receive full education services and supplies. In order to achieve this, 14 UNRWA schools run double-shifts and five UNRWA schools have been running special morning classes to accommodate the additional 7,500 students; with 85 per cent of the PRS students attending special classes dedicated to the needs of PRS students and 15 per cent integrated into UNRWA’s regular classes. Enrolment among PRS children increased from 24 per cent in June 2013 to 59 per cent in December 2013, with the biggest increase in enrollment taking place during the start of the new school year in September 2013.

During 2013, 310 new teachers were recruited for the 2013-14 school year to cope with the additional PRS students. The vast majority (95 per cent) of the PRS students were provided with back to school kits, uniforms and textbooks. In addition, UNRWA’s learning support programme is being extended to PRS students following diagnosis tests for targeted grades.

During the summer of 2013, UNRWA in collaboration with the local NGO Unite Lebanon Youth Project offered English courses as well as recreational activities to 2,500 students distributed over 29 schools or centres across Lebanon. Moreover, a total of 200 PRS teachers received training from the local NGO Nabaa on how to conduct recreational activities. The activities took place in 26 locations in nine UNRWA camps and reached 4,200 registered PRS students.

From 21 August to 5 September, a New Entrants Gap Camp was carried out, with the objective of giving new entrant PRS students in Grade 1 more support before the start of the school year to facilitate their integration. The activity was carried out in 53 UNRWA schools for 15 days and involved 97 teachers, of which 32 were regular teachers and 65 were Learning Support Advisors and Learning Support Teams. Out of 2,893 eligible invited PRS students a total of 2,171 (or 75 per cent) attended the Gap Camp.

These activities not only provided an outlet for the students to play and learn in a safe environment during the summer break, but also helped ensure that the schools were not used as shelters for PRS while the schools were in summer recess.

**Protection**

PRS fleeing violence in Syria are in need of protection and assistance from the time of their arrival in Lebanon and throughout their stay in the country. Lebanon maintains a separate visa policy for PRS entering the country, with PRS issued seven day transit visas (valid for 15 days) costing LBP 25,000 (US$ 17) upon arrival. On the
expiry of this entry visa, PRS were initially required to obtain a three-month visa at a cost of LBP 50,000 (US$ 33). In February 2013, a circular issued by the Directorate General of General Security stipulated that PRS could obtain the visa for a period of three months free of charge, renewable for free for up to one year. After one year, each refugee in Lebanon, including PRS, are required to pay US$ 200 per person to renew their visa. This issue became an increasing concern towards the end of 2013 as many PRS had entered in late-2012. The plight of increasing numbers of PRS whose visas have expired is of increasing concern and the Agency, in coordination with other UN agencies in Lebanon, continues to advocate for maintaining the legal status of PRS once they have been in Lebanon for more than one year. Legal status in Lebanon is critical for their protection vis-à-vis the Lebanese authorities and also ensures that PRS are able to officially register any changes to their or their family’s civil registration in Lebanon (for example marriage, birth, death, etc.).

UNRWA experienced an increased demand for legal assistance from PRS without a valid visa to remain in Lebanon and in total provided legal aid to over 670 persons during 2013.

Since August 2013, a number of refugees from Syria, including PRS, have been denied entry into Lebanon and this situation persists at the time of writing. UNRWA liaises the Lebanese authorities to facilitate entry into Lebanon for PRS and has a Border Monitoring Officer at the Masnaa border crossing. UNRWA and the wider UN continue to advocate for equal treatment of all refugees at the border.

During 2013, UNRWA conducted household assessments for 151 separated minors and 11 unaccompanied minors, following which they were referred externally where appropriate and ensured access to emergency assistance.

Loss of community cohesion as a consequence of displacement has translated into the breakdown of traditional protection structures. These factors and the dispersion of families increase the vulnerabilities of refugees fleeing conflict and can increase the risks of GBV. As of March 2014, 30 per cent of GBV survivors detected by UNRWA were PRS; 22 per cent of which were cases concerning rape and sexual assault and 42 per cent concerning forced marriage (primarily child marriage). This indicates that the conflict could have had an impact on patterns of early marriages. Furthermore, the proportion of sexual violence is higher among the PRS population than the Palestinian host community in Lebanon, with the overall proportion of sexual violence at 17 per cent, indicating possible shifting trends that have heightened the risks of sexual violence and exploitation within the PRS communities in Lebanon. Recognizing that many Palestinians are unlikely to access services outside of the camps, UNRWA undertook a camp-based mapping of SGBV and child protection actors operating within the camps, focusing on the local actors. This exercise is in coordination with GBV and child protection working groups.

Shelter

Shelter has been a growing and vital concern for all refugees in Lebanon.

PRS in Lebanon are dispersed throughout the country, with approximately 51 per cent living in Palestine refugee camps.

Palestine refugee camps and surrounding communities are hosting PRS as well as a number of Syrian refugees. Space and resources are scarce and competition among refugees is growing.

There has been a significant increase in rental prices with average monthly rent per household at US$ 248. The average living area per household is about 59m². Many PRS families are sharing shelters to reduce costs. overcrowding is common and carries enhanced risk of health and hygiene problems, and GBV. The ability of the Lebanon-based Palestinian community to absorb, support and host additional refugees is limited due to a baseline of poverty, deprivation and over-crowding already present among the Palestine refugee population. The October 2013 UNRWA-WFP needs assessment revealed that the number of PRS living in one household is 6.4 individuals, with over 41 per cent of households consisting of more than 7 persons.

To assist PRS with their shelter needs, UNRWA provided cash assistance for housing at an average of US$ 100 per family every 6-10 weeks in 2013, as reported in the cash assistance section above. In addition, the Agency started rehabilitating and converting unused buildings located in the camps and gatherings into collective shelters, in coordination with NGOs and Popular Committees. In 2013, 45 collective shelters were rehabilitated providing accommodation to 179 families. UNRWA covered the cost of shelter rehabilitation while partner NGOs were responsible for running the centres, including covering the running costs.
Environmental Health

In Lebanon, UNRWA is committed to providing access to adequate and safe water and sanitation services, including garbage collection and disposal. The additional 26,400 PRS residing in the 12 Palestine refugee camps around Lebanon continues to put pressure on the already fragile water, drainage, sewer and solid waste systems. In response, UNRWA is upgrading the existing infrastructure systems in 6 of the 12 camps through the provision of additional water sources, including upgrading existing water wells and connecting additional shelters to water supply networks. UNRWA is also carrying out necessary repairs and rehabilitation to sewerage and drainage systems. Works are implemented based on technical consultancy studies to identify needs and through conditional subsidies to beneficiaries to carry out simple maintenance works. This is part of the Agency’s self-help approach with technical support and supervision is provided by UNRWA. To accompany its infrastructure works, UNRWA started an environmental health promotion campaign in December 2013 in all 12 camps. A campaign to reduce the presence of solid waste through community engagement entitled “1,000 clean spaces” has also been launched. Both of these campaigns will be ongoing in 2014.

JORDAN

Emergency Health

In Jordan, 81 per cent of surveyed PRS households reported that they had needed medical services since arriving in the country. In addition, 21 per cent of PRS declared a chronic illness and 7 per cent a disability. All PRS can readily access health services at one of the 24 clinics UNRWA runs in Jordan, as well as through hospital referrals for inpatient and specialized care. PRS had a total of 17,264 consultations in 2013 (1.6 consultation per person on average; 57 per cent of consultations were made by women and girls), including 337 for emergency and lifesaving care.

In Cyber City, UNRWA works with UNHCR to support a primary health care centre run by the Jordanian Health Aid Society (JHAS), which staffs three shifts, seven days a week. This clinic serves both Palestine and Syrian refugees.

13 UNRWA/ACAPS assessment; February 2014.
So far, UNRWA Jordan has managed to maintain close to 100 per cent coverage for this vulnerable population. Ninety-eight per cent of surveyed households reported accessing health care when they needed it. Fourteen per cent of households reported a bad or very bad health status and a quarter of households reported continuous medical expenses of JOD 30 per month. Continuous medical expenses may be considered as a vulnerability criterion in the new targeting framework UNRWA is developing. The Protection Team and Child Protection Working Group partners actively followed the few but tragic cases of PRS children who have been severely wounded in Syria and receive treatment in Jordan.

PRS have significant psychosocial needs illustrated by the identification of displacement, fear of eviction in Jordan, being separated from family members and general distress as serious problems. Among these mental health issues, 1.5 per cent of households report mental illness as a serious problem. These mental health issues were responded to through a combination of staff training in psychosocial first aid, psychosocial programming in UNRWA schools (see below) and external referrals (40 per cent of external referrals were for psychosocial support in 2013). A more structured psychosocial programme, with support from specialized agencies, may be needed to address the needs of the most vulnerable PRS.

Emergency Education
As of December 2013, 1,834 children from Syria were enrolled in 136 UNRWA schools across Jordan, and thus maintained some sense of normalcy in their lives. Of these, 53 per cent were girls. Active back-to-school outreach to all PRS families with school-age children helped boost enrolments between the 2012/13 and 2013/14 school years. A significant number of PRS children are reportedly registered in public or private schools. In Jordan, PRS children have relatively good access to basic education, with an estimated 85 per cent of school-age children enrolled in school. There is a difference in enrolment between boys and girls, with 18 per cent of boys not enrolled versus 12 per cent of girls. The main reasons given for not attending school include child labour (31 per cent); lack of nearby schools (15 per cent); weak/sick/traumatized child (15 per cent); and school expenses (13 per cent). UNRWA continues a cross-sectoral response to support families with out-of-school children.

Amir Hasan Girls School in Jordan

The Amir Hasan Girls School #1, which currently hosts 90 children from Syria, offers an excellent example of the positive acceptance of children from Syria. Students work alongside teachers to ensure new arrivals from Syria do not slip through the cracks and that they integrate well in their new school. Many have missed one or more years of school and suffer from severe trauma due to displacement, the loss of relatives and events they witnessed in Syria. Volunteers from Al Balqa University offer remedial classes and psychosocial support to the children from Syria. The school uses tools such as theatre performances to help promote positive messages of friendship, acceptance and healthy living and encourages students to express their feelings constructively. The school has also instituted a buddy system where children from Syria are paired with older students from Jordan, providing a strong support system to facilitate integration and prevent the bullying of these vulnerable children.

Children from Syria are integrated in regular classes and follow the Jordanian curriculum. Entry tests are applied to determine their grade and need for learning support in the form of remedial classes. In 2013, 14 counsellors and 176 teachers were trained in psychosocial support to organize psychosocial and recreational activities (such as theatre plays or football games) to foster the integration of these vulnerable children and respond to their psychosocial needs. In addition, 142 students participated in summer camps. Some schools were particularly creative and established “buddy systems”, special classes, partnerships with local businesses or launched campaigns run by student parliaments to support children from Syria (see story above).

Although basic education remains the focus of UNRWA’s education in emergencies programming, the needs of PRS youth should not be ignored. UNRWA plays a leading role in technical and vocational education in Jordan and opened admissions to its three training centres to PRS youth in 2013. Fifteen PRS are currently pursuing courses to receive certification in a range of professions, such as computer information systems, warehouse

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14 Except for a limited number of illnesses, such as cancer or kidney disease, for which the cost of treatment is prohibitive.
15 UNRWA/ACAPS assessment; February 2014.
16 UNRWA/ACAPS assessment; February 2014.
17 UNRWA/ACAPS assessment; February 2014.
management and teaching. More students will be admitted in 2014. This is a critical step in allowing PRS youth and their families to continue to build for their futures.

Protection
Protection remains a priority for UNRWA in Jordan where, of primary concern, PRS must cope with marginalization and constant fear of *refoulement*. To enhance the protection of PRS in Jordan, UNRWA and its partners continue to engage with the Government of Jordan to provide PRS with the same humanitarian consideration provided to other refugees: to allow PRS to enter the Kingdom without discrimination; to not forcibly return PRS to Syria; and to provide access to services on an equal footing with Syrian refugees.

In 2013, UNRWA Jordan made significant progress in enhancing its protection services. A PRS Protection Team, staffed with three Protection Officers and four field-level Protection Caseworkers, was established to provide counselling and case management and referral support to PRS. Basic systems to identify and respond to protection issues and incidents were also piloted, including a 24/7 hotline that PRS can call to receive advice and assistance. Around 1,600 calls are received each month. These systems have allowed UNRWA to start engaging with authorities, partners, staff and the refugee community on sensitive protection issues in a more systematic manner. Outreach to the PRS community increasingly features in the protection strategy.

Approximately one fourth of the issues reported by PRS can be categorized as protection incidents, ranging from GBV to forcible return. In addition, UNRWA monitors PRS who fit certain vulnerability profiles, such as torture survivors or unaccompanied/street minors. The remaining issues involve vulnerable PRS requiring specific support or services (e.g. disability support). Active involvement in the UN coordinated protection response mechanisms has helped expand the range of referral options available to PRS, particularly for GBV and child protection cases, which require specialized services. Referrals are now made in 90 per cent of the cases (when consent is obtained); internally for relief, health or education services; and externally for psychosocial, disability and legal services.

As a major provider of services, UNRWA has a special responsibility to mainstream protection in all aspects of service delivery. Almost 400 staff members from the education, health and relief programmes received introductory training in protection responses to raise their awareness on the vast protection needs of PRS and support case detection and referrals. Experience to date suggests that these protection mainstreaming efforts offer a great potential for immediate impact on PRS’s lives as a range of issues can be targeted and resolved directly through UNRWA programmes. More advanced training sessions are planned for 2014. A protection assessment in partnership with Arab Renaissance for Democracy and Development/Legal Aid is currently being undertaken in an effort to better understand the protection needs of PRS, tailor UNRWA’s protection services accordingly and inform ongoing advocacy. The final report is expected in early 2014.
STRATEGIC FOCUS AREA 3: Strengthened and effective humanitarian capacity and coordination in order to respond effectively to acute emergencies

Aim: To bring additional management capacity to UNRWA in order to reinforce planning, coordination, management and the monitoring and evaluation of emergency activities, as well as to meet the increased demand for emergency services.

Key outputs:
- 2,298 staff attended training to advance their skills and improve their abilities to operate in a conflict-affected environment.
- In Lebanon, 420 extra staff worked across all areas of LFO’s work to respond to the additional needs of PRS.
- In Jordan, a key preparedness action involved the stockpiling of ‘arrival kits’ for 5,000 PRS. A new intake module was also rolled out to support the recording of new arrivals and information management.
- The Agency established operations rooms at the Syria Field Office in Damascus as well as in Homs and Aleppo (with a fourth operations room planned for Dera’a). These operations rooms monitor the security situation throughout the Agency’s areas of operation, track all staff missions, and advise staff on incidents in their vicinity.
- UNRWA continued to provide regular maintenance and improved sanitation to all operational facilities in Syria, including 18 UNRWA collective shelters.
- In Gaza, 237 PRS families were supported through transitional shelter cash assistance (TSCA) in 2013.

Funding:

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Risk Monitoring and Management

UNRWA’s central concerns in 2013 included ensuring access to meet the urgent humanitarian needs of refugees; emphasizing the neutrality of refugees in a country that has historically provided safe refuge and welcome but is increasingly being torn apart by the conflict; and the continuation of regular services to refugees who have otherwise lost many of their traditional coping mechanisms. Many of UNRWA’s staff are also Palestine refugees and have been displaced multiple times. Many staff members have provided shelter to two or three displaced families in a relatively safe place where they are the sole remaining income-generator for the group. As the conflict continues, the toll on area staff is becoming ever more apparent.

Constant risks to humanitarian and programmatic delivery include unpredictable localized surges in conflict, lack of access to camps and the threat of displacement (as was seen in Yarmouk and Ein el Tal). As the conflict continues, refugees increasingly look to UNRWA as their only source of assistance. Inflation and transportation risks have led, on occasion, to increased or unforeseen costs for food and NFI programmes. This could potentially cause supply chain breaks and delays. Further operational risks include the continued loss of Agency assets and facilities, reducing UNRWA’s capacity to distribute and escort humanitarian aid to final destinations. Temporary outsourcing of transportation has been used, in addition to cooperating with inter-Agency convoys to hard-to-reach areas wherever possible.

Capacity and Management Support

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

Operational coordination in Damascus is led by one overarching inter-sector coordination working group, with nine sector working groups on: i) agriculture and food security; ii) health; iii) protection; iv) early recovery and livelihoods; v) water, sanitation and hygiene (WASH); vi) nutrition; vii) shelter; viii) education; and ix) logistics. Most groups are co-chaired by the Government of Syria with the exception of the inter-sector coordination working group, early recovery and livelihoods, protection and logistics sector working groups. The groups meet on a bi-weekly basis and include UN agencies, international organizations and international NGOs.

UNRWA has the largest staff footprint of any UN agency currently operating in Syria, with many of those staff living and working in active “hot areas”, including those considered inaccessible to other UN agencies. An
illustration of the dangers staff face is the displacement of refugees from Yarmouk in December 2012. Many of the Agency’s staff lived in the area and, following displacement, are still living in the Damascus Training Centre (DTC) collective shelter with their families. UNRWA has therefore focused on providing relevant emergency, first aid, management, security and psychosocial training to its staff. In 2013, 2,298 staff attended some form of training in order to advance their skills and improve their abilities to operate in a conflict-affected environment. UNRWA staff members are now the sole source of support in most families. They bear a double burden of caring for the refugees as well as their own extended families. The Agency offers the support it can, including a regular modest financial stipend to all staff.

First aid training has so far been delivered to 296 staff in Damascus governorate throughout 2013. The training was provided to health, education, relief, engineering, maintenance and administrative staff, and focused on basic first aid in emergencies including dressings, resuscitation and stress management.

UNRWA also established a working relationship with UNFPA in February 2013 and delivered 25 hours of psychosocial support and stress management training for 321 Agency staff from the Damascus governorate, focusing on practical knowledge and skills that can be applied in their work at UNRWA. Ninety-eight per cent of participants felt that the training was productive and that it helped raise awareness and knowledge of how to deliver psychosocial support. Activity plans were developed for all programmes, including health, education and relief and social services (RSS). The arrangement also included a training of trainers (ToT) component, with 55 staff from health, education and RSS trained to deliver further trainings on psychosocial first aid. To date 35 staff from collective shelters have been trained by UNRWA’s own ToT trainees.

Safety and Security

Safety and security is a critical and deeply challenging concern within the Agency’s emergency response and regular service delivery. Increased security risks for staff continue to represent the greatest impediment to UNRWA operations inside Syria.

18 Topics covered included an introduction to the concept of psychosocial support, psychosocial first aid, crisis definition, factors affecting the crisis, psychosocial support in a crisis, procedures of intervention, crisis intervention and psychiatric emergencies, therapeutic communication, mental status examination, identifying cases that should be referred to a psychosocial clinic, adaptation under pressure, grief and loss, general concepts of mental health and mental illness, depression and anxiety, stress and coping, helping the helper, and managing behavioural problems.
To date 12 UNRWA area staff have been killed in conflict-related incidents and 22 have been injured; 5 and 8 respectively in 2013 alone. A total of 62 staff have been detained, kidnapped or gone missing since the start of the conflict and, while the majority were subsequently released, 24 staff members currently remain in detention, captivity or are missing. In this context, UNRWA coordinates with the United Nations Department of Safety and Security (UNDSS) and the wider international community to follow up on each case.

All operational activities carry with them a high risk to personnel and materiel and, to date, a total of 22 cars have been lost at gunpoint, over 30 buildings (including more than 20 schools) have been damaged or destroyed, while a similar number of facilities have been burglarized or looted.

UNRWA remains committed to enhancing the security of its staff and has taken significant steps to upgrade safety measures for all staff working in the field.

The Agency has established operations rooms at the Field Office in Damascus, in Homs and in Aleppo, with a fourth operations room planned for Dera’a. These operations rooms monitor the security situation throughout the Agency’s area of operation, track all staff missions, and advise staff on incidents in their vicinity, in close coordination with UNDSS. UNRWA is an active member of the Security Management Team and works with UNDSS to ensure missions are in strict accordance with security processes.

One Mobile Safety Officer was recruited for Damascus in 2013, in addition to a Safety Assistant/Clerk, with another Mobile Safety Officer under recruitment. Furthermore, a total of ten operations room staff were recruited and trained for Damascus, Homs, and Aleppo, plus additional guards for the Field Office and a number of installations in the field. In order to augment effective guarding of Agency facilities, UNRWA also contracted a private company to provide additional guard services at the Field Office and at 12 priority locations throughout Syria.

UNRWA upgraded its emergency communications equipment, fixing existing HF and VHF base radio stations, and procured 30 additional handheld VHF radios, plus five new satellite phones, in addition to upgrading older models. To be able to monitor field movements, UNRWA also installed 93 GPS vehicle-tracking devices. With regard to facility security, UNRWA completed extensive upgrades to the perimeter of the Field Office, including...
the installation of two vehicle anti-ram barriers, one at each gate, and raising the fence throughout the entire compound. This will be augmented by integrated CCTV and fire-alarm systems, which are currently under procurement. Overhead protection has been installed in the fuel storage area, mitigating against the risk of explosions caused by indirect fire. UNRWA has also procured and installed shatter resistant film in a total of 30 installations throughout Syria, covering approximately 5,000 square metres of window surface.

For field missions, UNRWA ordered an additional four armoured vehicles, which will augment the existing fleet of six such vehicles. In addition, the Agency ordered 20 more sets of personnel protective equipment, i.e. flak-jackets and helmets, to further boost staff safety while in the field.

UNRWA continues to provide a range of safety- and security-related trainings, including the Safe and Secure Approach for Field Environment (SSSAFE) training, in cooperation with UNDSS, Emergency Response Training (ERT), HEAT training, and first aid training. To date, 15 staff have completed the SSAFE training, 106 staff have completed either the ERT or HEAT training, and over 500 staff have completed the first aid training. In addition, 50 key staff from RSS, Emergency Coordination, Health, Education and Support Departments (including the Administration, Field Procurement and Logistics Office, Finance, Safety and Security Department, and Area Officers) have participated in an agency specific security management workshop. Two staff have completed the Emergency Trauma Bag (ETB) training, and one staff member has received specialized fire-fighting training in Austria.

Emergency Repair and Maintenance of UNRWA Installations
UNRWA continues to provide regular maintenance and improved sanitation to all operational facilities in Syria, including 18 UNRWA collective shelters. Activities included regular cleaning, repairs and upgrades to sewerage systems, installation of shower units, and regular maintenance of water pumps.

UNRWA increased its fuel (benzene and diesel) storage capacity at the Field Office to 60,000 litres, as well as installing diesel tanks at all 23 health centres. Seven new offices were built at the Field Office to accommodate the new emergency and security staff. UNRWA also maintained 15 community wells; replaced sewer lines at a school/collective shelter in Rukn Eddin, Damascus; installed 65 water tanks at 17 collective shelters in Damascus, Aleppo and Hama; installed a water pump at a school/collective shelter in Neirab Camp, Aleppo; upgraded toilet units in five collective shelters to provide additional washing facilities; and installed new galvanized water pipes at the central well in Hama Camp. Minor maintenance works were carried out in an additional five facilities in Damascus and Hama.

LEBANON

Risk Monitoring and Management
UNRWA is constantly monitoring the number of beneficiaries present in Lebanon through RRIS, as well as those accessing the Agency’s services in case of larger than expected influx of refugees from Syria to Lebanon. The Agency also continuously monitors the security situation in Lebanon in coordination with other UN bodies and the Lebanese government to identify any possible deterioration in the security situation in the country that could have an adverse impact on the PRS population.

Potential community frustrations within Palestine refugee camps and tensions between PRS and the host community is dealt with through community participation and ongoing dialogue with stakeholders, as well as through monthly focus groups in each of the five areas in Lebanon.

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

Capacity and Management Support
In 2013, an Emergency Coordination Unit was established to help respond to the humanitarian needs of the PRS arriving in Lebanon. In addition, staffing was increased in education and health to provide for the increased needs in UNRWA schools and health centres. Additional sanitation labourers were also hired in all 12 Palestine refugee camps, in order to maintain health and hygiene in the camps. In total, approximately 420 additional staff were required in all areas of LFO’s work to respond to the additional needs of PRS in Lebanon and to undertake needs assessments and provide recording of PRS and cash assistance.
Safety and Security
The security situation in Lebanon remained unstable during 2013. UNRWA liaises closely with the Lebanese Armed Forces (LAF) and Popular Committees on security matters and employed two additional Security Officers during 2013 to help meet the additional security needs, one in Lebanon Field Office and one in North Lebanon given the heightened tensions around Tripoli area.

In addition to monitoring the overall security situation, the Operations Unit, keeps abreast of any emerging security threats at a local level in order to mitigate impact on the Agency’s installations and programmes.

Emergency Repair and Maintenance of UNRWA Installations
While not part of the Agency’s original appeal, some works were required in UNRWA installations to ensure the provision of additional services to PRS. This included maintenance of UNRWA warehouses to allow the safe storage of NFIs and rehabilitation of a vehicle maintenance workshop, given the need to transport additional in-kind donations and NFIs arriving at UNRWA installations to the field. In addition, internet connections were improved at area offices to facilitate better coordination.

Risk Monitoring and Management
UNRWA has established systems to monitor and respond to protection issues and incidents, and trained hundreds of frontline staff on protection in emergencies. These systems have allowed the Agency to engage with authorities, the humanitarian and diplomatic communities, the human rights system, UNRWA staff and the refugee community on sensitive issues in a more systematic manner.

Beneficiary outreach increasingly features in UNRWA’s response strategy to understand PRS needs and concerns, raise their awareness on services available and eligibility requirements, support the dissemination of protection messages, and mitigate potential community frustration with inequities in terms of relief assistance provided to PRS and Syrian refugees. UNRWA has also established redress mechanisms to allow PRS to report problems and lodge complaints, particularly in relation to service delivery issues. Access issues have now been largely resolved.

The Government of Jordan’s non-admission policy continues to pose a considerable challenge, not only to UNRWA’s protection response but also to UNRWA’s PRS relief operations. To the extent possible, UNRWA has mainstreamed protection safeguards in service delivery through the active involvement of the Protection Team in the design and oversight of policies and operations.

Capacity and Management Support
In 2013, an Emergency Coordination Unit was established to assess the humanitarian and protection needs of PRS and develop new systems and approaches to effectively respond to these needs. Vulnerability assessments of over 800 families were conducted, which found the vast majority of families to be in need of relief assistance to cope with the shock of displacement in 2013. A multi-sector needs assessment was also completed in partnership with ACAPS to update the humanitarian profile of the PRS population, which was found to be more diverse than initially assessed, prioritize their needs and develop a new multi-dimensional targeting framework to focus cash assistance on extremely vulnerable families.

Other priorities included enhancing UNRWA Jordan’s emergency preparedness, and to continuously increase aid effectiveness. Contingency plans and operational concepts were developed for a number of scenarios involving large refugee influxes. A key preparedness action involved the stockpiling of arrival kits for 5,000 PRS. A new intake module was rolled out to support the recording of new arrivals and information management. UNRWA is now in the process of shifting to a new ATM-based cash transfer mechanism, which should provide more operational flexibility and support more dignified, efficient distributions.

Although UNRWA directly delivers the majority of the humanitarian and protection response to PRS needs in Jordan, it is also actively involved in the UN-coordinated cluster system. It is particularly involved in the various protection working groups to raise awareness on PRS issues, build partnerships to support referrals and interventions, and expand assistance to this vulnerable population, and to conceptualize its programming.
Safety and Security
Jordan is not assessed to be critically exposed to security risks, but UNRWA has taken a number of precautionary measures to ensure staff safety and business continuity in the unlikely event these risks materialize. The Agency coordinates its risk management with other agencies through the UN security management team. A security officer was hired to develop safety standards/procedures, conduct security assessments and support contingency planning. Sixteen frontline staff also received HEAT training, and security and communications equipment were procured to ensure that UNRWA could safely deploy a multi-disciplinary team in an emergency situation.

GAZA

Gaza Field Office (GFO) received a total of US$ 170,000 from the Regional Coordination Fund for Syria in 2013.\(^\text{19}\) The entire amount, as well as an additional US$ 50,000 from other funds\(^\text{20}\) was spent on transitional shelter cash assistance (TSCA). In total 237 PRS families in Gaza were supported through TSCA in 2013.

In addition, GFO provided NFI to 249 PRS families in 2013, from its own non-reimbursable stock. Moreover, regular services in education, health and social support was provided to PRS in Gaza, as well as a number of recreational activities and rights-awareness initiatives. Finally, as of December 2013, food was provided to 26 families considered to be abject poor, defined as those who are unable to meet their basic food needs, and 17 families classified as absolute poor.

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\(^\text{19}\) This donation was received from the Netherlands.

\(^\text{20}\) Including US$ 47,000 from sundry to the Syria Field Office and a US$ 3,000 donation from Sweden.
Communications

At the end of August 2013, UNRWA hired a Communication Officer to design and coordinate communications for the Syria Regional Crisis Response. The Communication Officer provided UNRWA with a communications strategy and implementation plan based on the 2013 strategic pillars of the Syria Crisis Emergency Appeal document. As a result, PRS vulnerability and humanitarian emergency needs, and UNRWA’s operational response messaging was strengthened internally and externally.

Messaging was tailored and channelled to five target audiences: staff, PRS, donors, media and the general public:

1. With regard to messaging among staff, internal communication platforms were set-up to facilitate sharing information about PRS and programme response.
2. For PRS, both the Lebanon and Jordan Field Offices produced and provided PRS with printed information about the Agency emergency, humanitarian aid, shelter, education, health and protection services.
3. For donors, programme reporting was strengthened while donor visibility at the field level was increased, for example all PRS materials carried donor logos. UNRWA participated in and contributed to UN-wide public information, fundraising and advocacy campaigns.
4. For media, the Agency improved the quality and increased the amount of audio-visual and photographic content for mass dissemination.
5. For the general public, the Agency created a Syria crisis webpage populated with advocacy messaging, UNRWA news and programme updates.

To implement the strategy, the Agency relied on its existing communication channels to contribute Syria crisis related content to the Agency’s overall communications campaign. An example of this is the three photo essays of the crisis depicting PRS life and UNRWA’s response in Syria, Lebanon and Jordan that were used in the Agency’s online end-of-year fundraising campaign. The content contributed to the Syria Regional Response, which received forty per cent of the funds raised in the campaign.
### Strategic Priority 1: Preserve the resilience of the community through targeted relief

<table>
<thead>
<tr>
<th>OUTCOME/OUTPUT</th>
<th>INDICATORS</th>
<th>SFO</th>
<th>LFO</th>
<th>JFO</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>RESULT</td>
<td>RESULT</td>
<td>RESULT</td>
</tr>
<tr>
<td><strong>1.1</strong></td>
<td>Palestine refugees better able to meet their essential lifesaving household needs and to cope with sudden crisis</td>
<td>1.1.a</td>
<td>Percentage of vulnerable refugees supported through UNRWA’s emergency cash assistance programme</td>
<td>82</td>
</tr>
<tr>
<td></td>
<td>PRS are provided with food assistance</td>
<td>1.1.1.a</td>
<td>Number of families receiving food assistance (cash for food &amp; food parcels)*</td>
<td>99,866</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.2.a</td>
<td>Number of individuals receiving food assistance (cash for food &amp; food parcels)*</td>
<td>N/A</td>
</tr>
<tr>
<td><strong>1.1.1</strong></td>
<td>PRS are provided with food assistance</td>
<td>1.1.2.a</td>
<td>Number of families receiving shelter assistance (cash for shelter rehab &amp; rehab works)*</td>
<td>0*</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.2.b</td>
<td>Number of female-headed families receiving shelter assistance</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.2.C</td>
<td>Number of displaced refugees receiving shelter at UNRWA facilities</td>
<td>10,500</td>
</tr>
<tr>
<td><strong>1.1.3</strong></td>
<td>PRS are provided with NFI assistance</td>
<td>1.1.3.a</td>
<td>Number of families receiving NFI assistance (cash for NFI and NFI items)*</td>
<td>83,637</td>
</tr>
<tr>
<td><strong>1.1.4</strong></td>
<td>PRS provided with one-time cash assistance</td>
<td>1.1.4.a</td>
<td>Number of families receiving one-time cash assistance</td>
<td>N/A</td>
</tr>
<tr>
<td><strong>1.2</strong></td>
<td>PRS are accurately recorded on UNRWA’s database</td>
<td>1.2.a</td>
<td>Number of refugee records updated in the RRIS Emergency system</td>
<td>N/A</td>
</tr>
</tbody>
</table>

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21 PRS refers to Palestine refugees in Syria and from Syria.
22 Indicators refer to Palestine refugees in SFO, and Palestine refugees from Syria (PRS) in LFO and JFO.
23 Targets for all fields are based on anticipated funding and planning scenarios.
24 * Marks indicators that are also Field Implementation Plan (FIP) indicators.
25 2,271 families received cash for food; 942 families received food parcels.
26 9,350 PRS received cash for food; 3,771 received food parcels.
27 Due to lack of funding, cash assistance for food and NFIs was prioritized. Anecdotally, the Agency is aware of refugees using their cash assistance to pay for rent, which is on average the largest household expenditure. The upcoming cash assistance evaluation report will provide more analysis of cash assistance spending patterns.
<table>
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<tr>
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</tr>
</thead>
<tbody>
<tr>
<td><strong>STRATEGIC PRIORITIES</strong></td>
<td><strong>RESULT</strong></td>
<td><strong>TARGET</strong></td>
<td><strong>RESULT</strong></td>
<td><strong>TARGET</strong></td>
</tr>
<tr>
<td><strong>2.1 PRS are able to access primary and life-saving secondary and tertiary health care services</strong></td>
<td>2.1.a Percentage of population health needs covered through UNRWA’s primary, secondary and tertiary health care services</td>
<td>80.2</td>
<td>75</td>
<td>60,185</td>
</tr>
<tr>
<td></td>
<td>2.1.1 PRS have access to primary health care services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.1.1.a Number of refugees accessing UNRWA health facilities [MALE]*</td>
<td>153,537</td>
<td>164,000</td>
<td>26,919</td>
</tr>
<tr>
<td></td>
<td>2.1.1.b Number of refugees accessing UNRWA health facilities [FEMALE]*</td>
<td>166,700</td>
<td>213,000</td>
<td>33,266</td>
</tr>
<tr>
<td></td>
<td>2.1.1.c Number of Agency health centres and mobile health points operational</td>
<td>22</td>
<td>27</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>2.1.2 PRS have access to hospital care (secondary and tertiary health care)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.1.2.a Total number of hospitalizations [secondary and tertiary]*</td>
<td>16,609</td>
<td>10,970</td>
<td>4,106</td>
</tr>
<tr>
<td></td>
<td>2.1.2.b Number of refugees that received secondary health care</td>
<td>N/A&lt;sup&gt;32&lt;/sup&gt;</td>
<td>6,630</td>
<td>3,895</td>
</tr>
<tr>
<td></td>
<td>2.1.2.c Number of refugees that received tertiary health care</td>
<td>N/A&lt;sup&gt;32&lt;/sup&gt;</td>
<td>4,340</td>
<td>156</td>
</tr>
<tr>
<td></td>
<td>2.1.3 PRS have improved access to essential drugs and medical supplies</td>
<td>2.1.3.a Percentage of health centres with no stock outs of 12 tracer items*</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>2.2 PRS are able to continue their education despite conflict and displacement</td>
<td>2.2.a Number of students graduating from basic education*</td>
<td>4,801</td>
<td>5,310</td>
</tr>
<tr>
<td></td>
<td>2.2.b Number of students completing end-of-year exams [Grades 1-8]</td>
<td>25,439</td>
<td>64,070</td>
<td>6,850</td>
</tr>
</tbody>
</table>

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28 Overall caseload was reviewed down.
29 LFO target and result given in absolute numbers rather than percentage; these numbers represent cases for which a file was created for a patient at a health center indicating access to care, but not delivery of care.
30 Number of consultations, not beneficiaries.
31 As in note 7.
32 The breakdown of secondary and tertiary hospitalisations was not measured, as the same level of subsidy was applied to both.
33 See note 5.
<table>
<thead>
<tr>
<th>OUTCOME/OUTPUT</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>RESULT</td>
<td>TARGET</td>
<td>RESULT</td>
</tr>
<tr>
<td>2.2.1 PRS students have access to formal education through regular and special classes</td>
<td>2.2.1.a Number of school age children enrolled</td>
<td>48,000</td>
<td>67,292</td>
<td>7,500</td>
</tr>
<tr>
<td></td>
<td>2.2.1.b Number of school age children receiving education from UNRWA</td>
<td>41,000</td>
<td>67,292</td>
<td>7,500</td>
</tr>
<tr>
<td></td>
<td>2.2.1.c Number of double-shifts schools</td>
<td>N/A</td>
<td>N/A</td>
<td>15</td>
</tr>
<tr>
<td>2.2.2 PRS students are provided with psychosocial support</td>
<td>2.2.2.a Number of education staff trained in delivering emergency education teaching practices and provision of psychosocial support</td>
<td>75</td>
<td>2,000</td>
<td>335</td>
</tr>
<tr>
<td>2.2.3 PRS students are provided with educational and recreational materials and activities</td>
<td>2.2.3.a Number of students provided with educational and recreational materials</td>
<td>26,000</td>
<td>46,000</td>
<td>7,500</td>
</tr>
<tr>
<td></td>
<td>2.2.3.b Number of students participating in summer activities</td>
<td>7,900</td>
<td>5,000</td>
<td>2,500</td>
</tr>
<tr>
<td>2.3 Enhanced protection services for PRS</td>
<td>2.3.a Percentage of protection interventions made that result in positive action being taken by authorities or target audience</td>
<td>61</td>
<td>100</td>
<td>NC</td>
</tr>
<tr>
<td>2.3.1 Enhanced outreach protection services and assistance to PRS</td>
<td>2.3.1.a Percentage of vulnerable caseload supported directly by UNRWA or referred to external support services</td>
<td>-</td>
<td>100</td>
<td>NC</td>
</tr>
<tr>
<td>2.4 PRS are able to cope with their accommodation needs and protection against exposure to seasonal changes</td>
<td>2.4.a Number of families’ resilience enhanced through UNRWA’s housing assistance</td>
<td>N/A</td>
<td>N/A</td>
<td>14,017</td>
</tr>
<tr>
<td></td>
<td>2.4.b Number of families resilience enhanced through UNRWA’s winterization assistance</td>
<td>N/A</td>
<td>N/A</td>
<td>14,017</td>
</tr>
<tr>
<td>2.4.1 Physical infrastructure of collective shelters are of appropriate standards</td>
<td>2.4.1.a Number of collective shelters rehabilitated</td>
<td>17</td>
<td>13</td>
<td>45</td>
</tr>
<tr>
<td>2.5 PRS have access to adequate and safe water and sanitation through the collection and safe disposal of solid wastes and emergency repairs</td>
<td>2.5.a Number of families who have access to adequate and safe water and sanitation</td>
<td>420,000</td>
<td>420,000</td>
<td>17,006</td>
</tr>
<tr>
<td>2.5.1 Adequate water supply networks are maintained and repaired</td>
<td>2.5.1.a Percentage of water pumps (maintained by UNRWA) operating at full capacity</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>2.5.2 Regular waste disposal services and tools are provided</td>
<td>2.5.2.a Number of sanitation labourers providing regular waste disposal services in the camps</td>
<td>118</td>
<td>118</td>
<td>45</td>
</tr>
</tbody>
</table>

34 Total number of attending students at the end of 2013. The attendance rate was as low as 22,000 in early 2013, due to the mass displacement from Yarmouk.
35 All operational UNRWA schools are now double shift.
36 Data not collected/available.
37 UNRWA was unable to hire a Protection Officer in 2013 and a case management system is currently being developed at HQ level for all Syria crisis fields of operation.
38 Cyber City six-story building which houses approximately 200 PRS together with 250 Syrian refugees was rehabilitated.
### Strategic Priority 3: Strengthen humanitarian capacity, coordination and management

<table>
<thead>
<tr>
<th>OUTCOME/OUTPUT</th>
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</tr>
</thead>
<tbody>
<tr>
<td>3.1 UNRWA is able to effectively and efficiently plan, manage and monitor humanitarian response activities under increasing demands and operational complexity</td>
<td>3.1.a Emergency response contingency plans updated in coordination with UN agencies and NGOs*</td>
<td>Yes</td>
<td>Yes</td>
<td>N/A</td>
</tr>
<tr>
<td>3.1.1 Strengthened programme planning, management and monitoring of regional humanitarian response activities through increased humanitarian capacity and coordination</td>
<td>3.1.1.a Periodic review of regional humanitarian response plans</td>
<td>2</td>
<td>2</td>
<td>N/A</td>
</tr>
<tr>
<td>3.2 UNRWA is able to provide services to PRS with appropriate security arrangements</td>
<td>3.2.a Percentage of Security Management Plans in place</td>
<td>100</td>
<td>100</td>
<td>N/A</td>
</tr>
<tr>
<td>3.2.1 Enhanced safety and security to UNRWA staff to facilitate the provision of humanitarian aid to PRS</td>
<td>3.2.1.a Percentage of security risk management plans updated and adhered to*</td>
<td>100</td>
<td>50</td>
<td>N/A</td>
</tr>
<tr>
<td>3.2.1.b Percentage of emergency repairs carried out on UNRWA facilities</td>
<td>40</td>
<td>50</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>3.2.1.c Percentage of detained staff released following intervention by UNRWA</td>
<td>61</td>
<td>100</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>3.2.1.d Percentage of hijacked vehicles released following intervention by UNRWA</td>
<td>8</td>
<td>100</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

39 Many facilities are currently inaccessible due to conflict. Ongoing maintenance and repairs are provided to 38 schools, 13 HCs and 9 HPs, 9 Women’s centres, 5 microfinance offices, 1 family support office, 4 Area Offices, the DTC and Field Office.