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emergency appeal
2013
emergency appeal
2013
opt
The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was established as a subsidiary organ of the United Nations General Assembly on 8 December 1949 and became operational on 1 May 1950. It is one of the largest United Nations programmes. Since its establishment over 60 years ago, the Agency has played an essential role in providing vital services for the well-being, human development, and protection of Palestine refugees and the amelioration of their plight, pending the just resolution of the question of Palestine refugees. During emergencies and other humanitarian crises, the Agency provides additional services to the affected population to save lives, preserve human dignity, and prevent, respond to and alleviate the impact of violations of the basic rights of Palestine refugees and other beneficiaries including persons displaced in 1967 and subsequent hostilities.

Such emergency interventions have been required in the occupied Palestinian territory (oPt) since the outbreak of the second intifada in late 2000. Continuing conflict and the ongoing occupation of the Palestinian territory, including East Jerusalem, have resulted in an operational context characterised by ongoing humanitarian and protection crises for Palestine refugees. This Emergency Appeal outlines UNRWA’s programmatic response to those consequences in 2013. The programmes and associated budget requirements are separate from UNRWA’s regular requirements, which support the Agency’s core services mentioned above.
### Basic Facts

| **Number of Palestine refugees and other persons registered to receive UNRWA services** | oPt: 2,128,510  
| | West Bank: 886,716  
| | Gaza Strip: 1,241,794  
| **oPt 2013 estimated regular budget funding requirements** | oPt: $327 million  
| | West Bank: $103.5 million  
| | Gaza Strip: $223.5 million  
| **oPt 2013 emergency programmes funding requirements** | Total: $300,062,990  
| | West Bank: $55,851,943  
| | Gaza Strip: $243,353,400  
| | Headquarters: $857,647  
| **Number of installations** | oPt: 515  
| | West Bank: 255  
| | Gaza Strip: 260  
| **Core services** | Education, health, relief and social services, infrastructure and camp improvement, microfinance and protection

### Scope of Operations

| **West Bank** | 19 camps  
| | 99 schools with approximately 51,700 pupils  
| | 3 vocational and technical training centres  
| | 42 primary health centres  
| | 15 distribution centres  
| **Gaza** | 8 camps  
| | 247 schools with approximately 226,000 pupils  
| | 2 vocational and technical training centres  
| | 21 primary health centres  
| | 12 distribution centres  

Hardly was the ink dry on the final draft of UNRWA’s thirteenth emergency appeal, when events on the ground in Gaza on 14 November led to a serious upsurge in violence which lasted eight days. The latest figures from OCHA in the occupied Palestinian territory attest to the sad fact that at least 103 Palestinian civilians, including 33 children and 13 women, were killed. Over 1,200 Palestinians were reportedly injured, the majority civilians, according to the Ministry of Health. At the time of writing, over 300 refugee homes in Gaza had been verified by the Agency as destroyed or seriously damaged and thousands as having sustained minor damage. UNRWA installations have also sustained collateral damage from the violence, including inter alia over 40 schools, three of which were severely damaged, six health centres and one distribution centre. Three Israeli civilians have been killed and 224 are reported injured, the vast majority civilians. I visited Gaza during the fighting to express solidarity and sympathy for our beneficiaries and staff and I offered my condolences to the family and friends of the UNRWA teacher from Jabalia who was killed. I, like many UN officials, condemned the killing of civilians. Allow me again to pay tribute to the courage and commitment of UNRWA staff who continued to distribute food to thousands of beneficiaries and to deliver health and sanitation services despite the ferocity of the fighting.

I wrote to our donors appealing for USD 17.7 million to enable us to provide for the emergency needs of the population, including food, cash, shelter rehabilitation and medical supplies. I am pleased to say that their response has been swift but falls short of meeting overall need. To date, donors have confirmed USD 4.37 million in response to my letter. I hope, in light of the situation facing those on the ground who are still recovering from the fighting, funds will soon be forthcoming to meet immediate needs.

The fighting was yet another tragic reminder of the urgent need for a political resolution to the plight of the Palestine refugees, which would set in motion processes that would surely render our emergency work unnecessary and which would allow UNRWA to concentrate on the human development programmes that lie at the heart of its mandate. Occupation and blockade, compounding six decades of dispossession, have produced levels of vulnerability and inequity which amount to nothing short of a major protection crisis. It is important that all political actors continue to take all steps and exert the necessary pressure on the parties to resume the road towards a peace. Only then will refugees be granted the just and durable resolution for which they yearn, based on international law and UN resolutions. Without this, UNRWA’s emergency work will continue to be an urgent and growing necessity at a time of austerity in international aid allocations and when pressures on the Agency’s budgets are great.

Despite the donor response to my appeal for USD 17.7 million for Gaza, UNRWA’s Emergency Appeal for 2012 has fallen short at the time of writing, having received only 45.5 per cent of required funding. This reflects the increasing trends in funding shortfalls for humanitarian aid for the oPt, which show few signs of abating; a worrying sign of the further financial troubles that lie ahead. I am painfully aware of the very real impact this is having on the lives of our most vulnerable beneficiaries. For the second year in a row, fourth-quarter food distributions in Gaza were jeopardised by lack of funding, and in the West Bank emergency services are being realigned to adjust to financial realities.
In this context, UNRWA conducted a review of its emergency programming in the West Bank in 2012 in order to identify opportunities to improve the relevance, effectiveness, efficiency and equity of its interventions. In 2013, the Agency will take a more comprehensive approach to the protracted crisis and chronically high levels of unemployment and food insecurity among refugees in the West Bank. This will be achieved by prioritising livelihood support as a critical intervention and the introduction of new programme components aimed at empowering beneficiaries to generate an income for their families or communities and thus improve long-term results for refugees.

UNRWA will prioritise the delivery of key humanitarian activities in Area C, East Jerusalem, the Seam Zone and refugee camps, especially in support of communities at risk of displacement with interventions aimed at protecting refugees from the immediate effects of conflict and occupation. The Agency will also stabilise critical programmes established as part of a temporary response to the humanitarian situation.

In Gaza, the Agency will continue working to increase the protection of the Palestine refugee population from socio-economic and other impacts of the ongoing conflict and blockade. UNRWA will do this by providing basic life-sustaining food security assistance, enhancing coping strategies of the population, mitigating the effects of the emergency on access to quality education and health care, and continuing to advocate for increased respect for refugee rights as part of the efforts to pursue a political solution to the conflict. In 2013, the Agency aims to further improve its ability to identify the most abject poor refugees by dovetailing its two systems for poverty assessment into one. The Agency will also eliminate unintended inequities in the food and cash assistance provided to refugees, with all refugees at a given poverty level and family size becoming eligible for the same composition of assistance.

With these reforms in mind, the strategic priorities for the 2013 Emergency Appeal are to provide the most vulnerable and food-insecure refugees facing acute shocks with emergency food and livelihood support. In addition, we aim to promote, protect and uphold the rights of refugees facing crises, violations and obstacles to accessing services. We will continue to ensure our humanitarian programmes are implemented effectively and in full coordination with all relevant internal and external partners. UNRWA requires USD 300,062,990 in 2013 to meet these priorities and ensure essential humanitarian services remain for up to two million Palestine refugees that continue to suffer the consequences of unresolved conflict in the Gaza Strip and West Bank, including East Jerusalem.

I end where I began. None of these strategic priorities would be necessary if there were a political resolution of the conflict and our beneficiaries did not face the daily burdens of occupation, blockade and dispossession. UNRWA will continue, just as it has done in its 64 year history, to stand shoulder-to-shoulder with the Palestine refugees, delivering services to the most vulnerable and advocating for their protection and the full enjoyment of their rights.

Filippo Grandi
Commissioner-General
UNRWA
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section I: executive summary

The 2013 UNRWA Emergency Appeal seeks funding to address the humanitarian needs of Palestine refugees in the Gaza Strip and West Bank, including East Jerusalem, which necessitate interventions beyond the Agency’s core programmes. Through this Appeal, UNRWA is requesting USD 300,062,990 to cover the costs of emergency interventions in eight critical sectors. The Agency has identified three strategic priorities for its emergency programmes in 2013, which are common to Gaza and the West Bank. These priorities focus on preventing further deteriorations in food security; promoting, protecting and upholding the rights of refugees, including in accessing services; and ensuring UNRWA has sufficient capacity to effectively implement its emergency programmes. These strategic priorities have been operationalised into area-specific intervention plans comprised of activities tailored to meet the needs and challenges present in the unique operating contexts of Gaza and the West Bank.

GAZA STRIP: STRATEGIC APPROACH and INTERVENTION PLAN

Strategic approach

A key focus of UNRWA’s work in Gaza will be on increasing the coherence, efficiency, and equity of its emergency programming. The Agency will accomplish this by further improving its ability to determine who is poor in an internally-coherent manner, streamlining two systems for poverty determination into one, and by increasing the equity of its interventions for the poor, ensuring all refugees at a given poverty level and family size are eligible for the same composition of assistance.
FOOD SECURITY

Food insecurity remains high, with approximately 60 per cent of the population food-insecure or vulnera-
tible to food insecurity even after receiving assistance.

Emergency food assistance
UNRWA will distribute food to an estimated 700,000
poor refugees in the Gaza Strip, providing approxi-
mately 76 per cent of the daily requirement of 2,100
kcal per person to poor refugee families and an esti-
mated 40 per cent of the daily caloric requirements
to absolute poor refugees. The Agency will also
continue to implement an expanded school feeding
programme, reaching up to 226,000 students in its
schools in the Gaza Strip. To fully implement these
activities, the Agency requires USD 78,033,000.

Emergency cash assistance
The Agency will further support the food security of
refugee families through three types of cash grants.
An estimated 205,000 refugee families living below
the abject poverty line will be provided with small cash
grants to fill the average poverty gap that remains af-
after receiving UNRWA’s emergency food assistance.
Refugee families will be provided with a back-to-
school contribution of NIS 100 for each child attend-
ing UNRWA schools in the 2013-2014 school year.
UNRWA will also provide tailored cash compensation
to refugee families who lose food and productive as-
sets as a result of military operations. The Agency re-
quires USD 37,905,360 to complete these activities.

Temporary job creation programme
To increase economic access to food, especially
among the poor, UNRWA aims to create approxi-
mately 36,613 cash-for-work opportunities, includ-
ing 25,326 unskilled positions and 11,287 skilled and
professional positions, representing approximately
14,911 fulltime job equivalents. Poor Palestine refu-
gee families will be prioritised for cash-for-work op-
opportunities. Support to female refugee workers, who
have among the highest rates of unemployment in the
Gaza Strip, will be expanded if full funding is received.
UNRWA requires USD 59,700,000 to implement its
cash-for-work activities in 2013.

PROTECTION AND ACCESS TO SERVICES

Community mental health
In 2013, the Agency will respond to the continuing
profound psycho-social needs in the Gaza Strip by de-
ploying a network of 228 psycho-social counsellors to
78 per cent of UNRWA schools, as well as to health
centres and relief and social service offices. Coun-
sellors will provide individual and group counselling
sessions and referrals to other basic services as nec-
essary. The requirements for these activities in 2013
are USD 3,500,940.

Emergency education
To mitigate the impact of poverty, conflict and per-
vasive domestic violence on learning, UNRWA will
provide a range of school materials to all students at
the start of each semester and a range of remedial
programmes to assist struggling students in meet-
ing their academic goals. The Agency will further
strengthen the protective environment of its schools
through continuing its “Respect and Discipline in
UNRWA Schools” initiative, which encourages good
behaviour and seeks to eliminate violent or other-
wise disruptive behaviours. UNRWA requires USD
7,825,500 to implement these emergency education
activities in the Gaza Strip.

Emergency health
To ensure access to health-care services in the Gaza
Strip, UNRWA will provide sufficient levels of es-
ternal medical equipment and supplies at UNRWA
health centres in order to respond to the increased
demand caused by the shortage of similar medicines
and supplies in Ministry of Health (MoH) and private
clinics. The Agency will also support the costs of hos-
pital care and referrals to secondary and tertiary facil-
ities for vulnerable families, particularly the poor, and
conduct an emergency school health programme that
screens approximately 70,000 students for undetect-
ed morbidities. The Agency requires USD 2,220,000
to implement these activities fully.

Operations support officers
The Agency will continue to employ a team of opera-
tions support officers (OSOs) to promote and monitor
Agency neutrality and document any violations. One
OSO will serve as a gender officer and a field protec-
tion officer will also be employed to coordinate with
and advise the Agency in the promotion, protection
and fulfilment of refugee rights in the Strip. To imple-
dent these activities, USD 1,998,000 is required.

Protection: Gaza Summer Fun Weeks
UNRWA will reintroduce its programme of summer
activities under the name “Gaza Summer Fun Weeks.”
The Agency will adopt a new format and new opera-
tional modalities that increase focus on culturally-ap-
propriate recreational, learning and creative activities
and provide female children with a safe space in which
to engage in physical and psycho-social activities. The
Agency requires USD 9,900,000 to implement the ac-
tivity for 250,000 boys and girls.
Protection: unexploded-ordinance risk education in schools
In response to a persistently-high incidence of unexploded ordnance (UXO) incidents that continue to injure and kill both adults and children in the Gaza Strip, UNRWA will introduce a UXO risk education curriculum in its schools in 2013. Through integration in the regular school curriculum, UNRWA aims to substantially increase the effectiveness and reach of UXO risk education in the Gaza Strip. Only USD 55,500 is required to fully implement these interventions.

Temporary shelter and shelter repair
The Agency will assist an estimated 2,000 refugee families whose homes have been destroyed or damaged with temporary shelter costs. The Agency will also continue to provide families newly-affected by the damage or destruction of their homes with emergency non-food items and will assist an estimated 11,280 refugee families with the repair of shelters damaged by military operations over the past ten years, as well as any shelters newly-damaged in 2013. The Agency requires USD 30,600,000 to implement these activities.

Emergency water and sanitation
On an emergency basis, the Agency will support the continuation of water supply and wastewater treatment in Gaza through the provision of 1.6 million litres of fuel, spare parts, and other materials to local municipalities. The Agency will also collect and move solid waste from unofficial dumping sites to official landfills as needed, and repair or improve water and sanitation infrastructure in areas where inadequate infrastructure presents dire health threats to the population. UNRWA requires USD 2,347,650 to implement these emergency activities in the Gaza Strip.

WEST BANK: STRATEGIC APPROACH AND INTERVENTION PLAN

Strategic approach
In 2013, UNRWA will implement the results of a recent extensive review of its emergency programming in the West Bank in order to increase the relevance, effectiveness and results of its emergency programming in three ways. The Agency will improve its approach to refugee unemployment and food insecurity by prioritising livelihood support and sustainable income generation activities. The Agency will prioritise the delivery of key humanitarian activities in Area C, East Jerusalem and the Seam Zone, especially in support of communities at risk of displacement. The Agency will stabilise critical programmes set up as part of a temporary response to the humanitarian situation, which are essential to continue during the implementation of Agency-wide reforms.

FOOD SECURITY
Food security remains a significant concern for Palestinian refugees in the West Bank, who consistently experience higher levels of food insecurity than non-refugees. Female-headed households, refugees living in camps, and populations in Area C, the Seam Zone, and East Jerusalem are also vulnerable, in large part because of the loss of access to agricultural land and/or employment in Israel due to access and movement restrictions.

Temporary job creation programme
The Agency will create opportunities for 10,000 refugee families living in Area C, the Seam Zone and East Jerusalem; for 7,500 beneficiaries living in refugee camps; and for 10,000 refugee households in communities outside camps. Over the course of 2013, UNRWA will develop a new, three-year strategy for its job creation programme that will include improve matching between applicant skills and requirements of specific job opportunities, introduce livelihood interventions that lead to more sustainable incomes, and introduce job placement and career guidance services. The Agency requires USD 45,835,949 to fully implement this programme in the West Bank in 2013.

PROTECTION AND ACCESS TO SERVICES
Community mental health
In 2013, UNRWA will enhance community coping skills and improve psycho-social well-being of 49 Bedouin communities, where 90 per cent are registered refugees* that are threatened by insecurity and resultant psycho-social impacts. Six mobile mental health teams will provide community-based services and communities will be assisted to establish community committees in 10 locations to strengthen local psychosocial crisis response capacities. UNRWA requires USD 342,664 to implement these activities.

Emergency health
In 2013, UNRWA will provide 55 vulnerable and isolated communities in the Seam Zone and Area C with primary preventative and curative health services through mobile health clinics, benefiting approximately 122,250 people. It will also seek to stabilise services introduced as “surge capacity” over the past decade, particularly in areas facing high protection threats with little access to other health services. The requirements to implement these interventions and stabilise health services are USD 2,759,083.

* UNRWA in Figures, July 2012
Operations support officers
The Agency will continue to employ a team of operations support officers (OSOs) in the West Bank to promote and monitor Agency neutrality; document violations of neutrality; monitor, report on and follow up access incidents which prevent UNRWA staff from conducting work or accessing facilities; and monitor the humanitarian and protection situations in the West Bank. To implement these activities, **USD 2,893,651** is required.

Protection
UNRWA will monitor and promote an end to violations of international humanitarian and human rights law affecting refugees; intervening with relevant authorities, raising awareness, and mobilising international stakeholders. The Agency will also provide emergency cash assistance within 48 hours to refugee victims whose property has been damaged or demolished as a result of administrative home demolitions or incursions. The Agency requires **USD 1,034,162** to fully implement its Protection interventions in the West Bank.

Emergency water and sanitation
In 2013, UNRWA will improve water, sanitation and hygiene conditions for refugees living in camps in the West Bank by promoting emergency water consumption and management skills in all camps. It will also conduct emergency rehabilitation of public water infrastructure and emergency solid waste removal and disposal in Shu’fat refugee camp, which has seen a marked increase in the number of residents in recent years. The Agency requires **USD 491,122** to implement these activities.

OPT AND HEADQUARTERS: COORDINATION AND MANAGEMENT

In 2013, UNRWA will continue to require additional management capacity at field and headquarters levels in order to effectively implement its emergency programme. The Agency will continue to employ essential field staff to implement and oversee day-to-day emergency activities, procure goods and contract services necessary to support the ongoing operation of expanded emergency programme activities. It will work closely with other humanitarian actors to ensure coordinated humanitarian assistance. The Agency requires **USD 12,560,409** to ensure sufficient management and coordination capacity in the field and at headquarters to implement its emergency programme.
section II: key indicators for the oPt

GEOGRAPHY AND DEMOGRAPHICS

<table>
<thead>
<tr>
<th></th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land area (km²)¹</td>
<td>6,020</td>
<td>365</td>
<td>5,655</td>
</tr>
<tr>
<td>Population density (capita/km²)²</td>
<td>713</td>
<td>4,504</td>
<td>468</td>
</tr>
<tr>
<td>Population</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total population³</td>
<td>4,293,313</td>
<td>1,644,293</td>
<td>2,649,020</td>
</tr>
<tr>
<td>Registered refugees and other persons⁴</td>
<td>2,128,510</td>
<td>1,241,794</td>
<td>886,716</td>
</tr>
<tr>
<td>Non-refugees⁵</td>
<td>2,164,803</td>
<td>402,499</td>
<td>1,762,304</td>
</tr>
<tr>
<td>Registered refugees in camps ⁶</td>
<td>748,202 (35%)</td>
<td>533,762 (43%)</td>
<td>214,440 (24%)</td>
</tr>
<tr>
<td>Registered refugees under age 18 years⁷</td>
<td>787,073 (37%)</td>
<td>523,771 (42%)</td>
<td>263,302 (30%)</td>
</tr>
<tr>
<td>Registered refugee youth age 15-29 years⁸</td>
<td>562,634 (26%)</td>
<td>351,832 (29%)</td>
<td>210,802 (24%)</td>
</tr>
<tr>
<td>Total population growth rate⁹</td>
<td>2.98</td>
<td>3.37</td>
<td>2.59</td>
</tr>
</tbody>
</table>

ECONOMY

<table>
<thead>
<tr>
<th></th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real GDP (2011)¹⁰</td>
<td>$6.32 billion</td>
<td>$1.85 billion</td>
<td>$4.47 billion</td>
</tr>
<tr>
<td>Real GDP growth (2011)¹¹</td>
<td>9.9%</td>
<td>23.0%</td>
<td>5.2%</td>
</tr>
<tr>
<td>Real GDP per capita (2011)¹²</td>
<td>$1,609.60</td>
<td>$1,164.50</td>
<td>$1,912.10</td>
</tr>
<tr>
<td>RealGDP per capita, as a percent +/- from 2005¹³</td>
<td>+16.0%</td>
<td>-9.7%</td>
<td>+31.8%</td>
</tr>
<tr>
<td>RealGDP per capita, as a percent +/- from 1994¹⁴</td>
<td>+13.5%</td>
<td>-12.3%</td>
<td>+29.7%</td>
</tr>
<tr>
<td>Labour force, Jan-June 2012 (participation rate)¹⁵</td>
<td>1,101,942 (43.4%)</td>
<td>367,200 (40.0%)</td>
<td>734,742 (45.4%)</td>
</tr>
<tr>
<td>Registered refugees</td>
<td>423,509 (39.8%)</td>
<td>236,948 (39.7%)</td>
<td>186,561 (44.8%)</td>
</tr>
<tr>
<td>Non-refugees</td>
<td>678,433 (46.0%)</td>
<td>130,252 (40.6%)</td>
<td>548,181 (45.6%)</td>
</tr>
<tr>
<td>Youth (15-24)¹⁶</td>
<td>260,033 (29.2%)</td>
<td>85,835 (24.7%)</td>
<td>173,777 (32.0%)</td>
</tr>
<tr>
<td>Female</td>
<td>214,219 (17.2%)</td>
<td>64,883 (14.3%)</td>
<td>149,336 (18.9%)</td>
</tr>
<tr>
<td>Unemployment rates</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered refugees</td>
<td>27.0%</td>
<td>30.9%</td>
<td>22.3%</td>
</tr>
<tr>
<td>Non-refugees</td>
<td>19.5%</td>
<td>28.1%</td>
<td>17.3%</td>
</tr>
<tr>
<td>Youth (15-24)</td>
<td>37.4%</td>
<td>53.0%</td>
<td>29.9%</td>
</tr>
<tr>
<td>Female</td>
<td>30.5%</td>
<td>46.9%</td>
<td>23.5%</td>
</tr>
</tbody>
</table>
POVERTY AND FOOD INSECURITY

<table>
<thead>
<tr>
<th>Population living in abject poverty (2010)</th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugee</td>
<td>4.7%</td>
<td>6.6%</td>
<td>1.8%</td>
</tr>
<tr>
<td>Non-refugee</td>
<td>2.3%</td>
<td>6.4%</td>
<td>1.3%</td>
</tr>
<tr>
<td>Total</td>
<td>3.3%</td>
<td>6.5%</td>
<td>1.4%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Population living in absolute poverty (2010)</th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugee</td>
<td>30.5%</td>
<td>39.1%</td>
<td>17.5%</td>
</tr>
<tr>
<td>Non-refugee</td>
<td>23.8%</td>
<td>43.0%</td>
<td>18.7%</td>
</tr>
<tr>
<td>Total</td>
<td>26.6%</td>
<td>40.3%</td>
<td>18.4%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Population that is still food-insecure or vulnerable to food insecurity after assistance (2011)</th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>41%</td>
<td>60%</td>
<td>30%</td>
<td></td>
</tr>
</tbody>
</table>

UNRWA archives/ Samar Abu Elouf
### PROTECTION

(All figures represent the period January to September 2012 except where noted.)

<table>
<thead>
<tr>
<th>Category</th>
<th>oPt</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palestinian deaths resulting from direct Israeli-Palestinian conflict</td>
<td>61</td>
<td>57</td>
<td>4</td>
</tr>
<tr>
<td>Palestinian injuries resulting from direct Israeli-Palestinian conflict</td>
<td>2,609</td>
<td>267</td>
<td>2,342</td>
</tr>
<tr>
<td>Israeli settler-related incidents leading to Palestinian casualties (WB only)</td>
<td>-</td>
<td>-</td>
<td>75</td>
</tr>
<tr>
<td>Settler incidents leading to Palestinian property/land damages (WB only)</td>
<td>-</td>
<td>-</td>
<td>175</td>
</tr>
<tr>
<td>Structures demolished by Israeli authorities (WB only)</td>
<td>-</td>
<td>-</td>
<td>467</td>
</tr>
<tr>
<td>People displaced due to demolitions or evictions by Israeli authorities (WB only)</td>
<td>-</td>
<td>-</td>
<td>676</td>
</tr>
<tr>
<td>Number of fishermen detained by Israeli forces (Gaza only)</td>
<td>-</td>
<td>60</td>
<td>-</td>
</tr>
<tr>
<td>Number of persons injured or killed by Israeli forces in the land access-restricted area (Gaza only)</td>
<td>-</td>
<td>97</td>
<td>-</td>
</tr>
<tr>
<td>Number of unexploded ordinance-related casualties in Gaza [% among children]</td>
<td>-</td>
<td>29 (62%)</td>
<td>-</td>
</tr>
<tr>
<td>Average weekly number of truckloads of goods exiting Gaza</td>
<td>-</td>
<td>5</td>
<td>-</td>
</tr>
<tr>
<td>Average weekly number of truckloads of goods exiting Gaza before blockade imposed in 2007</td>
<td>-</td>
<td>240</td>
<td>-</td>
</tr>
</tbody>
</table>

### HEALTH

<table>
<thead>
<tr>
<th>Category</th>
<th>Gaza</th>
<th>West Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Essential medications at zero stock at Ministry of Health central pharmacy (June 2012)</td>
<td>-</td>
<td>42%</td>
</tr>
<tr>
<td>Number of patient visits to UNRWA health centres (2011)</td>
<td>4,383,785</td>
<td>1,836,083</td>
</tr>
<tr>
<td>Average daily medical consultations per doctor at UNRWA health centres (Jan-June 2012)</td>
<td>113.9</td>
<td>104.03</td>
</tr>
<tr>
<td>Registered refugees utilising UNRWA health centres</td>
<td>84%</td>
<td>54%</td>
</tr>
<tr>
<td>Referrals by Palestinian Ministry of Health to health services outside Gaza (Jan-Sept 2012)</td>
<td>8,951</td>
<td>-</td>
</tr>
</tbody>
</table>

### WATER AND SANITATION

<table>
<thead>
<tr>
<th>Category</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population accessing less than 60 litres per capita per day (WB only)</td>
<td>1 million</td>
</tr>
<tr>
<td>Share of aquifer water that is safe for drinking (Gaza only)</td>
<td>10%</td>
</tr>
<tr>
<td>Amount of untreated or partially-treated sewage discharged into sea (Gaza only)</td>
<td>90,000 cubic metres per day</td>
</tr>
</tbody>
</table>
The humanitarian situation in the occupied Palestinian territory (oPt) remains challenging for a large proportion of its inhabitants, undermined by a myriad of socio-political factors. Palestine refugees, constituting around one half of the population in the oPt are particularly affected. The deepening humanitarian need and increasing vulnerability of a large portion of the refugee population are fuelled by the ongoing Israeli occupation. As a result, humanitarian programming, including advocacy to help meet the protection needs of Palestine refugees, remains a key priority for UNRWA in the oPt in 2013.

section III: context and needs analysis

The context in the occupied Palestinian territory is characterised by a continuing political stalemate, violent conflict, dire fiscal and economic conditions, and pervasive restrictions on the rights of Palestinians, including Palestine refugees.

3.1 context analysis

The context in the occupied Palestinian territory continues to produce profound challenges to the humanitarian situation in the oPt. Final status issues remain trapped in a stagnating peace process. Dialogue between the parties continued over the past year, including through an exchange of letters regarding the return to negotiations. However, tangible political progress remained elusive and occupation continued
unabated.28 In September 2012, Mahmoud Abbas, President of the Palestinian Authority (PA), announced at the UN General Assembly that Palestine would seek UN observer status as a non-Member State.

Similarly, the Palestinian political split within the oPt continued, presenting further challenges. Agreements were made on a number of issues, including on joint legislative, presidential and PLO elections, but this did not translate into progress on the ground. In October 2012, municipal elections were conducted, only in the West Bank, with Hamas abstaining. State-building efforts of the PA have continued, supported by the UN, donor nations, and other partners; and the first UN Development Assistance Framework was drafted in 2012. The impact of these initiatives remains limited on the ground.

Ongoing conflict and violations of right to life and security exacerbated vulnerability and instability

Pervasive violence across the oPt continued to exacerbate the anxiety and instability produced by the lack of political progress. In the West Bank, shootings and incursions into refugee camps by Israeli security forces, incidents of violence by Israeli settlers against Palestinians, and damage to Palestinian-owned land and property as a result of restrictive and discriminatory zoning and planning policies remain a concern. The seizure of land to allow for the expansion of settlements decreases the space available to Palestinians to build homes and sustain livelihoods. Sixty per cent of the Palestinian structures that were demolished in 2011 were located on land allocated for settlements.29

Settler violence towards the Palestinian population in the West Bank increased by 144 per cent from 2009 to 2011.30 In 2012, 75 incidents of settler violence resulting in casualties to Palestinians, and 175 resulting in damage to Palestinian property or land.31 Some 140 Palestinians were injured as a result, as compared to 102 during the same period in 2009.32 From January-September 2012, 68 live-fire incidents and 604 unarmed confrontations were recorded. As a result of these and other direct Palestinian-Israeli conflict incidents, a total of four Palestinians were killed and 2,342 injured during the first nine months of 2012, as compared to 13 Palestinians killed and 1,643 injured over the entire 2011 year.33 Across the oPt and Israel, some 85 Israelis were injured from January to September 2012, including 50 civilians, as a result of direct Israeli-Palestinian conflict.34

In Gaza, regular Israeli military operations and armed violence continue to be a near-daily reality. Approximately 790 rockets and mortars were launched from Gaza towards southern Israel from January to September 2012.35 The Israeli Defense Force (IDF) conducted an estimated 136 air strikes and fired an estimated 122 tank shells against Gaza during the same period. Land-levelling exercises, border firings and firings at sea also occurred on a regular basis.36 The impact on civilians has been deadly: by the end of September 2012, some 57 Palestinians in the Gaza Strip had been killed, including six children; and 267 Palestinians had been injured.37 Of these, some nine Palestinian civilians were killed and 88 Palestinian civilians were wounded, including 19 children, in the areas close to Gaza’s shared border with Israel and at sea; areas unilaterally enforced by IDF as “no-go” areas.38 These access-restricted areas extend up to 1.5 kilometres into Gaza’s land territory and within 3 nautical miles of its seashore. Accordingly, 35 per cent of Gaza’s farmland and 85 per cent of its fishing waters are totally or partially inaccessible. Insecurity in the Sinai Peninsula increased significantly in 2012.

Movement restrictions deepen separation and fragmentation in oPt

The ongoing practices and policies associated with the occupation are resulting in a deepening fragmentation of the Palestinian territory, undermining regional peace and stability over the long-term. With the blockade of Gaza now in its sixth year and movement in the West Bank severely limited by numerous constraints, Palestinians in East Jerusalem, in the rest of the West Bank, and in Gaza have become increasingly isolated from each other. Access to East Jerusalem has become particularly difficult, cutting off nearly four million Palestinians outside the city from their economic, religious, political and cultural capital.39

Some 529 physical obstacles restrict the movement of Palestinians within the West Bank, including to East Jerusalem.40 Approximately 62 per cent of the Barrier has been completed, 80 per cent of which has been built inside the West Bank contrary to the Advisory Opinion issued by the International Court of Justice in July 2004. An estimated 60 Palestinian communities are compelled to use detours that are two to five times longer than the direct route to the closest city, affecting approximately 190,000 people. Nearly 95 per cent of the Jordan Valley and Dead Sea areas remain off-limits for Palestinian use. Access to land and livelihoods near Israeli settlements is significantly constrained due to the fencing off of those areas, or due to settler violence.41 Palestinians living on the West Bank side of the Barrier that farm land inside the Seam Zone (the area in between the Barrier and the Green Line) are required to apply for visitors permits in order to access their farmland, which are difficult to obtain.42

The population in the Gaza Strip continues to suffer from the effects of the blockade in effect since 2007, which the International Committee of the Red Cross (ICRC) and UN human rights bodies have referred to as collective punishment of the whole of Gaza’s ci-
vilian population. Travel restrictions through Gaza’s crossing with Egypt have been somewhat relaxed in 2012 by the new Egyptian government, with up to 1,000 people permitted to exit per day. However, Israel retains absolute authority over Gaza’s airspace, as well as over its sea and two of its three land boundaries. It also has absolute authority over all travel of Palestinians between Gaza and the West Bank. As a result, nearly all of Gaza’s 1.6 million inhabitants remain cut off from markets, universities, specialised medical care (apart from when exceptionally approved as a humanitarian case) and family members in the West Bank. The transfer of goods into Gaza remains at less than 45 per cent of pre-2007 levels, despite a limited relaxation of restrictions in 2010. The transfer of products out of Gaza remains at less than five per cent of pre-2007 levels. A near total ban on the transfer of Gazan goods to its historic market in the West Bank, second in importance only after Israel, remains in effect as well. Of the few truckloads that have managed to leave Gaza in 2012, nearly all have been either seasonal agricultural exports and/or sponsored by international agencies.

Impact of Gaza blockade on UNRWA operations

The blockade of Gaza has had a devastating humanitarian impact on its population, as illustrated by the facts and figures in this Emergency Appeal. It has also levied a heavy toll on UNRWA’s operations. Over the last 12 years, UNRWA has appealed for over USD 2 billion to respond to the humanitarian needs in the Gaza Strip created by this protracted, man-made crisis. In 2000, when the economy was functioning normally, only ten per cent of refugees required UNRWA aid to meet their basic needs; today, approximately 70 per cent require UNRWA aid. The continued ban on the commercial import of construction commodities - in particular, aggregate, metal bars and concrete - is impacting UNRWA and other international aid agencies working in Gaza. With these commodities freely available on the local market at lower prices, aid agencies are paying disproportionately for the cost of the blockade.

The lengthy approval process and reduction of official crossing points from four to one has increased the cost to implement UNRWA’s projects, which reduces the number of refugees UNRWA is able to serve. In 2011, UNRWA spent an estimated USD 5 million in extra costs related to the import of construction and non-construction materials from Israel into Gaza. As of the end of September 2012, UNRWA had spent an average of 30 weeks waiting for project approvals to be received from the Government of Israel. For projects still pending approval, the wait time on average was over 65 weeks. While UNRWA is grateful for the approval of 23 projects in 2012, including several long-pending housing projects, another ten were rejected. For projects that have been rejected, the Agency waited over 87 weeks on average to be notified. While UNRWA is grateful for the approval of 23 projects in 2012, including several long-pending housing projects, another ten were rejected. More needs to be done to streamline and expedite the approvals process and facilitate a transparent discussion on rejected projects. However, it is the free import of construction materials via Gaza’s crossing with Israel that would best facilitate UNRWA’s work in Gaza.
Restricted humanitarian space: the impact of movement restrictions on UNRWA operations in the West Bank

Restrictions on the movement of Palestinians within the West Bank, particularly to East Jerusalem and the area between the Barrier and the Green Line (known as the Seam Zone), have become increasingly tight in recent years. The movement of Palestine refugees can be denied or delayed for hours as they try to pass the checkpoints at the entry to these areas. These increased restrictions impede the movements of UNRWA staff and commodities as well.

To operate efficiently and effectively, the Agency needs staff and goods to move freely between its logistics hub at the Jerusalem office and its installations in other parts of the West Bank. Since 1993, the Agency has had to secure permits from Israeli authorities for national staff holding West Bank ID cards to enter East Jerusalem, including for those based at the Agency’s field office or other installations in Jerusalem. In most cases, permits only allow staff to stay in the city until 7:00pm.* As of October 2012, 404 UNRWA staff working in Jerusalem held permits, while 64 staff had applied for permits but not yet received them. Another 28 permits had been denied due to “security reasons.” In most cases, official explanations for any delays in the process or the denial of permit application are not provided to UNRWA. Israeli authorities are also now insisting on prior coordination to allow UNRWA’s area (Palestinian) staff to enter the Seam Zone, reminiscent of the Israeli requirements for Palestinians to exit the Gaza Strip via the Erez Crossing or to cross into Jordan.

Over the first nine months of 2012, there were 188 incidents where the movement of UNRWA staff within the West Bank, including to East Jerusalem, was denied or delayed, resulting in the loss of 143 staff days. Of these incidents, 141 (75 per cent) occurred at checkpoints leading into East Jerusalem, resulting in the loss of 120 of the total 143 staff days (84 per cent).

Chart 1. UNRWA access incidents in the West Bank during the first nine months of 2012:

* OCHA oPt, Fragmented Lives Humanitarian Overview 2011, May 2011
Fiscal and economic consequences remain severe

After comparatively high levels of economic gains were witnessed in 2010 and 2011, economic activity in the oPt began to slow again. Real gross domestic product (GDP) growth in 2011 was 5.2 per cent in the West Bank and 23 per cent in Gaza. In the first half of 2012, however, real GDP in the oPt grew only 2.2 per cent, with the West Bank growing 1.7 per cent and Gaza at 3.5 per cent. The slowdown of economic activity in the oPt has also exacerbated the PA fiscal crisis, with its deficit projected to reach USD 1.3 billion by the end of 2012. Until the barriers preventing private-sector development are removed, the oPt will lack sustainable economic growth and recovery. Its 4.3 million residents, including Palestine refugees, will continue to suffer elevated rates of poverty and food insecurity.

Chart 2. Real GDP growth rates in oPt (by region) for 1995-2011 at constant prices (2004 is the base year)
The continued fragmentation of the West Bank remains a major obstacle to real economic growth. Area C, representing over 60 per cent of the West Bank and holding the majority of the area’s natural resources, is key to the viability of a future Palestinian state. Restrictive planning and zoning in Area C hamper economic growth and livelihood expansion.

Recent economic gains in the West Bank were the result of international aid, with as much as one third of the gross domestic product (GDP) directly financed by it. By the first half of 2012, however, the unemployment rate in the West Bank had increased to 18.6 per cent, up from 16.4 per cent in 2011. Refugees continued to suffer from markedly-higher unemployment rates than non-refugees, at 22 per cent and 17 per cent respectively for first half 2012.

Purchasing power declined despite an increase in average monthly wages, due to a dramatic increase in prices. During the first eight months of 2012, the consumer price index (CPI) increased by 3.83 per cent in the West Bank and 2.97 per cent in Jerusalem. As a result, average real monthly wages declined in the first half 2012 compared to the same period in 2011 (NIS 1,656 and NIS 1,710, respectively). Refugees continued to suffer the lowest real wages in the West Bank, with the average real monthly wage at NIS 1,480 in the first half of 2012. Real monthly wages for female refugees were NIS 1,329, some 20 per cent below the overall average for all Palestinians in the West Bank.

Feeling the impact of rising prices and diminishing purchasing power, Palestinians in the West Bank participated in widespread strikes and demonstrations in September 2012. These demonstrations highlighted the fragility of the Palestinian economy and its dependence on Israel.

Chart 3. Real GDP per capita in oPt, by region, for the years 1994-2011 at constant prices (2004 is the base year)
Despite a real GDP growth of 23 per cent in 2011, Gaza has yet to begin any sustainable economic recovery. Recent data from PCBS confirmed that some of the economic gains of 2010-2011, which were largely fuelled by the receipt of construction and other goods through the tunnels and by international aid, began to reverse in 2012. Unemployment in Gaza increased from 28 per cent in the first half of 2011 to 30 per cent in the same period in 2012. Refugee unemployment rates remained higher than non-refugee unemployment rates (31 and 28 per cent, respectively), a trend that emerged in 2010 and has been aggravated by the severe under-funding of and drastic reduction in UNRWA-supported cash-for-work opportunities. Refugee women and youth continue to be the worst and most continuously affected, with their unemployment rates now reaching 47 per cent and nearly 55 per cent, respectively, for first half 2012.

Even though more people in Gaza were able to work from mid-2010 to mid-2011, their ability to afford basic food and other items necessary for life continued to decrease. The price of food grew by 34 per cent from 2006 to 2011, owing to Israeli-imposed restrictions on the import of food and the surge in global food prices in 2008 from which Gaza never recovered. At the same time, the average wage decreased by 11 per cent due to the collapse of the private sector and a restructuring of the economy around non-tradable, low-skill, low-wage sectors. As a result, the purchasing power of working families in Gaza has been eroded by 30 per cent since 2006. In 2011, an estimated 33 per cent of workers in Gaza were poor.

In 2012, increased violence in the Sinai Peninsula sparked the destruction by the Egyptian authorities of more than 100 tunnels linking the Sinai and the Gaza Strip. The volume of construction and other commodities in Gaza rapidly decreased by an estimated 45 per cent or more and prices dramatically increased, underscoring the continued fragility of the Gazan economy and its acute vulnerability to shocks and disruptions.

Shortfalls in Emergency Appeal funding undermine refugee stability in the oPt

Funding for UNRWA’s Emergency Appeal for the oPt continued its steady decrease, a trend seen since 2010, despite the continued high level of humanitarian needs there. By the end of October, approximately 55 per cent of the Agency’s Emergency Appeal funding requirements for 2012 had been committed or pledged. The shortfall in funding has caused significant reductions or temporary termination of key emergency interventions, such as cash-for-work opportunities, cash assistance to the abject poor in Gaza and the West Bank, and emergency water and sanitation support in Gaza.

Generous donor financial investments are urgently needed to fully cover the humanitarian needs included in this Appeal for 2013. In the absence of progress towards a resumption of a credible peace process, humanitarian needs will persist as Palestinians remain trapped in the vicious cycle of unemployment, food insecurity and aid dependency. These conditions will, inevitably, further undermine stability in the West Bank and the Gaza Strip, a matter of grave concern to UNRWA as it faces resource and other constraints that affect its operations. The parties to the conflict, supported by the international community, must make the political investments necessary to lift the blockade of the Gaza Strip, reduce movement restrictions that strangle the Palestinian economy, and ultimately work towards a just and comprehensive solution to the conflict.

Chart 4. Funding status of UNRWA Emergency Appeals for the oPt, 2000-2012
3.2 Needs analysis

Threats to food security, protection and access to services remain the primary humanitarian consequences of the prevailing context in the oPt.

Persistently-high food insecurity

Food insecurity in the oPt is primarily caused by lack of economic access to food. In Gaza, nearly 40 per cent of Palestinians are poor, living on less than USD 3.63 per person per day. An estimated 60 per cent are food insecure or vulnerable to food insecurity even after receiving food assistance from humanitarian agencies. To cope, more than half of food insecure refugee families reduce the quality of the food they eat, and one in three families eats fewer meals each day. Approximately 26 per cent of the population in Gaza reported poor or “borderline” dietary diversity, with food insecure households cutting their consumption of vegetables, fruits, meat and dairy products. Micronutrient deficiencies remain a concern, with an estimated 70 per cent of 9- to 12-month-old children and 35 per cent of pregnant women suffering anaemia in the first half of 2011. Education, gender and disability are key vulnerability factors to food insecurity, with the likelihood of being food-insecure increasing two- to eight-fold when the head of household is poorly educated, disabled or a woman.

Food security also remains a significant concern for Palestine refugees in the West Bank, who consistently experience higher levels of poverty and food insecurity than non-refugees. An estimated 17 per cent of Palestinians remain food-insecure and another 13 per cent vulnerable to food insecurity after receiving assistance. Food insecurity among Palestine refugees is higher than the non-refugee population, at 20 per cent and 17 per cent respectively. Disparities in food security are also associated with family size, gender and locality. Female-headed households, refugees living in camps, and Bedouin and herding families are more likely to be food-insecure, with estimated food-insecurity levels of 29 per cent, 24 per cent and 34 per cent, respectively. Populations in Area C, the Seam Zone and East Jerusalem are also highly vulnerable as a result of loss of access to agricultural land and/or employment in Israel due to access and movement restrictions.

Continuing protection threats

The protection of Palestine refugees in Gaza is severely compromised by the ongoing conflict and the blockade. The enjoyment of the right to life, liberty, and security is under constant threat by ongoing military operations and the unilateral imposition of land and sea access-restricted areas—often enforced with live fire. Widespread damage and destruction of homes over the past decade has impeded the enjoyment of the human right to an adequate standard of living, including housing. Most families are too poor to afford the high costs to buy land or build or rent new shelters of adequate standards. Approximately 9,000 homes have been destroyed and another 29,000 homes have been severely damaged by Israeli military operations since 2000. Approximately 68 per cent of families whose homes were destroyed during the 2008-09 Israeli military operation remained displaced in 2012, living in rented shelters or hosted by other families. Sixty-nine per cent of families have been displaced multiple times since 2009.
Gaza has the second-highest number of unexploded-ordinance casualties per capita worldwide. Unexploded ordinances (UXOs) in both open and urban areas kill and injure up to 30 people each year, the majority of whom are boys under age 18. Violence within the home is becoming pervasive in Gaza as well, with approximately half of all ever-married women and nearly 75 per cent of children reporting they experience violence at the hands of their husbands or parents. Palestinians in Gaza feel deeply anxious and afraid of being hurt or killed during military operations, with air strikes and open fire occurring through the Gaza Strip at unpredictable times, patterns, and locations. Most children have been exposed to severe levels of conflict, have lost family members or friends, and are deeply anxious.

In the West Bank, dispossession and forced displacement are ongoing and there are increasing humanitarian concerns due to the forced evictions in Area C and East Jerusalem: the confiscation of Palestinian land; increased settlement construction; house demolitions; obstructed access to land, markets and essential services; military violence and harassment; and lack of effective law enforcement for settler attacks. In the first half of 2012, administrative demolitions increased by 15 per cent in relation to the same period in 2011, and by 62 per cent in relation to the same period in 2010. As of the end of September 2012, at least 676 people, of whom almost half were children, had been forcibly displaced in the West Bank since the beginning of the year. Of those forcibly displaced, nearly 34 per cent were refugees. Restrictive planning and zoning in Area C is one of the main triggers for forced displacement, along with settlement expansion and settler violence affecting refugees and herders. Ninety per cent of all house demolitions and 92 per cent of all displacement occurred in Area C in 2011. Forced displacement has serious short and long-term socio-economic and emotional consequences for Palestine refugees. Disruption to employment and livelihoods causes increased poverty, a reduced standard of living, and greater dependence on humanitarian aid.
Reduced access to services

Access to services in Gaza has been significantly curtailed by the blockade, and the internal Palestinian political split. The inability of the private sector to legally import construction materials, medical equipment, medicine, agricultural inputs, and machinery impacts every aspect of life in Gaza. Debilitated utilities and infrastructure – damaged during military operations and unable to be serviced or upgraded – mean that Gaza’s scarce fresh water is heavily-polluted and filled with saline due to seawater intrusion into the aquifer. An estimated 90 per cent of water from the aquifer is unsafe to drink. The aquifer could become unusable by as early as 2016 and irreversibly damaged by 2020. More than 90,000 cubic metres of sewage are dumped untreated or semi-treated in the sea every day. A chronic shortage in medicine and supplies at the central medical stores in Gaza and the inability to maintain, upgrade, and expand medical equipment and services resulted in the referral of nearly 8,000 patients for medical treatment outside of Gaza in 2012.

Local municipalities are unable to provide adequate public services in Gaza due to the consequences of the ongoing blockade and internal political split. Shortages in fuel and insufficient capacity at the power plant caused an average of 12 - 18 hours of electricity cuts per day in early 2012, negatively impacting hospitals’ and clinics’ ability to function and work productivity, and the pumping of sewage and water. Electricity shortages forced families to use home generators and open flames to generate the power necessary to warm and light their homes, resulting in fire-related accidents and casualties. Degraded roads and an absence of urban public infrastructure such as parks means that Gaza’s children, nearly half the population, leave crowded homes to play in even more crowded and dangerous streets. Poverty, deprivation, poor diet, stress and anxiety inevitably impact individuals’ health and children’s ability to perform in school.

In the West Bank, nearly 400,000 Palestinians in 186 communities experience difficulties in accessing essential health services. Restrictions affecting the movement of health staff, patients and medical commodities have significantly limited access to health services for populations in East Jerusalem, Area C, closed military areas, the Seam Zone and refugee camps in Areas A and B. Almost one in five patients and companions applying for permits to access medical care in Jerusalem were denied or did not receive a response in time and were unable to receive care as planned. High levels of psycho-social stress and mental health problems are prevalent among communities in the West Bank facing forced displacement, demolitions and demolition orders of community structures and livelihoods, settler violence, and restrictions on access to land, resources and markets. Coping strategies are increasingly becoming overwhelmed, and the social cohesion of families and communities is being eroded, as traditional lifestyles are threatened and destroyed. Access to quality water and sanitation is increasingly problematic for Palestinians in the West Bank where total water supply has declined since 2006. Policies and practices associated with the occupation including discriminatory planning and permit regimes restrict access to resources and limit infrastructure development.
In planning for the 2013 Emergency Appeal, UNRWA continued to focus on those activities that respond directly to refugees’ humanitarian needs – both acute and, to a lesser extent, protracted – in the Gaza Strip and the West Bank that necessitate interventions beyond the Agency’s core programmes. UNRWA also identified basic planning assumptions regarding the 2013 context in order to guide its strategy development. (See Section 4.1)

The Agency has developed three strategic priorities common to the West Bank and the Gaza Strip to guide all its humanitarian programming across the oPt in 2013. These strategic priorities are presented in Section 4.2. Gaza and the West Bank, however, represent unique operating contexts with distinct needs, challenges and opportunities. As such, the common strategic priorities have been operationalised into area-specific intervention plans in order to ensure interventions are tailored to the specific needs in each area. These area-specific plans are presented in Section 5.

section IV: planning assumptions, strategic priorities & requirements

4.1 common planning assumptions

The emergency operations outlined in this appeal are based on a number of key planning assumptions, a number of which are shared by the oPt Consolidated Appeal (CAP) for 2013. These are as follows:

- Political processes between the Palestinians and Israel as well as within the Palestinian parties continue but tangible results leading to improvements in the economic, protection and humanitarian situations on the ground do not materialise. The living conditions for some two million registered Palestine refugees in the oPt remain unstable.
- Prices of food in the local market rise across the oPt, driven by global shortages in key commodities and related increases in global food prices. As a result, refugee purchasing power is further eroded in both the West Bank and Gaza and the operational cost to UNRWA to provide food assistance to 700,000 refugees in Gaza increases.
In Gaza, the blockade is not sufficiently loosened to allow for a restart of the productive economy or to allow for a major improvement in humanitarian conditions. Recent reductions in unemployment continue to reverse or stagnate. Food insecurity remains at high levels, due to increasing food prices and decreasing funding for food assistance. Health and mental health conditions continue their gradual deterioration. Youth become increasingly disenfranchised by the lack of viable options post-graduation and by the range of restrictions imposed on them by various authorities. Exchanges of violence continue between Palestinian armed actors and the Israeli security forces. Security in the Sinai remains precarious. Violence within Palestinian society, especially within the family and against women, remains high.

In the West Bank, access and movement constraints continue, limiting the movement of people, goods and services and hampering economic development. The economy continues to stagnate or further deteriorate and food insecurity worsens, undermined by global trends. Protection threats follow trends from past years. Forced displacement continues, settler violence remains at similar levels or increases, and intermittent armed violence continues to negatively affect the protection situation of the refugees. The gap between refugees’ need for emergency assistance and the donor funding available to provide that assistance continues to increase, contributing to potential further destabilisation in Gaza and the West Bank.

4.2 emergency appeal strategic priorities for 2013

The Agency has determined that the three strategic priorities set forth in the 2012 Emergency Appeal remain valid for 2013, as no significant improvement in the context occurred in 2012 and 2013, and planning assumptions indicate status quo or further limited deteriorations. The three strategic priorities are listed below, along with the associated targeted locations, outcomes and indicators of achievement.
<table>
<thead>
<tr>
<th>Strategic priorities</th>
<th>Outcomes</th>
<th>Indicators</th>
<th>2013 Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Prevent further deterioration in the food security of the most vulnerable and food-insecure refugees by providing emergency food and livelihood support for families who are food insecure or facing acute shocks</td>
<td>Food insecure households have increased economic access to food</td>
<td>Proportion of the food insecurity poverty gap filled by UNRWA assistance in 2013</td>
<td>100%</td>
</tr>
<tr>
<td>2. Promote, protect and uphold the rights of refugees facing acute crises, violations of human rights and barriers to accessing services.</td>
<td>Regional and international stakeholders demonstrate increased respect for human rights and international humanitarian law.</td>
<td># of IHL violations/protection incidents systematically monitored and documented (WB only)</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Crisis-affected refugees enjoy their basic rights, including to education, health care, water and sanitation, and shelter.</td>
<td># of refugees (families and individuals) received crisis intervention assistance (WB only)</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td># of refugees accessing UNRWA emergency services in Gaza (education, health, mental health, shelter, and water and sanitation)</td>
<td>450,000</td>
</tr>
<tr>
<td>3. Ensure Agency humanitarian programmes are implemented effectively and in full coordination with all relevant internal and external partners.</td>
<td>The Agency’s emergency programme activities continue without disruptions caused by inadequate staffing levels, providing strategically designed services that minimise service delivery gaps and overlaps with other actors.</td>
<td>Number of interruptions to emergency programme implementation due to insufficient staff</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of relevant clusters/sectors/sub-cluster groups in which UNRWA actively participates, disaggregated by field</td>
<td>Gaza: 9 WB: 4</td>
</tr>
</tbody>
</table>

4.3 UNRWA EA Programme Requirements

UNRWA is the largest UN agency in the oPt and is mandated to provide direct assistance to Palestine refugees. As such, it is a key partner in the 2013 Consolidated Appeal process (CAP) and comprises 47 per cent of the request. This year’s CAP carries forward a tight focus on emergency interventions that seek to immediately respond to life-threatening and other direct threats. As a result, the CAP does not address the full range of both acute and protracted needs of Palestine refugees resulting from the ongoing crisis. To ensure all these needs are met, the UNRWA Emergency Appeal includes both humanitarian interventions, as well as interventions that address protracted vulnerabilities that have resulted from the more than 12 years of crisis. The UNRWA Emergency Appeal therefore has a higher financial requirement than what UNRWA has appealed for in the CAP.

The table below summarises UNRWA’s humanitarian requirements by operational area, as presented in the CAP and the EA. Sector interventions have been grouped and presented under the strategic priority to which they contribute.
<table>
<thead>
<tr>
<th>Strategic Priority 1: Prevent further deterioration in the food security of the most vulnerable and food-insecure refugees</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gaza</strong></td>
</tr>
<tr>
<td>CAP</td>
</tr>
<tr>
<td>Emergency food assistance</td>
</tr>
<tr>
<td>Emergency cash assistance</td>
</tr>
<tr>
<td>Temporary job creation programme</td>
</tr>
<tr>
<td>Sub-total</td>
</tr>
</tbody>
</table>

EA figures reflect latest market estimates for food commodity prices in 2013.

Due to a lack of funding, cash assistance was removed from the CAP. As the needs remain significant, however, it is included in the EA.

EA figures represent actual need rather than expected funding, and include professional opportunities in Gaza and opportunities for food insecure refugees in Areas A and B in the West Bank, which were excluded in CAP.
<table>
<thead>
<tr>
<th>Gaza</th>
<th>CAP</th>
<th>EA</th>
<th>UNRWA HQ</th>
<th>Total</th>
<th>Rationale for any difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Priority 2: Promote, protect and uphold the rights of refugees facing acute crises, violations of human rights and barriers to accessing services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community mental health</td>
<td>3,500,940</td>
<td>3,514,664</td>
<td>3,470,604</td>
<td>-</td>
<td>No difference</td>
</tr>
<tr>
<td>Emergency education</td>
<td>6,715,500</td>
<td>7,855,500</td>
<td>-</td>
<td>-</td>
<td>No difference</td>
</tr>
<tr>
<td>Emergency health</td>
<td>1,776,000</td>
<td>2,220,000</td>
<td>2,759,083</td>
<td>2,759,083</td>
<td>-</td>
</tr>
<tr>
<td>Operations support office</td>
<td>1,998,000</td>
<td>1,998,000</td>
<td>2,892,651</td>
<td>2,892,651</td>
<td>-</td>
</tr>
<tr>
<td>Protection</td>
<td>9,900,000</td>
<td>9,900,000</td>
<td>10,341,182</td>
<td>10,341,182</td>
<td>9,900,000</td>
</tr>
<tr>
<td>Protection: Gaza Summer Fun Weeks</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Protection: Unexploded ordinance-risk education in schools</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Temporary shelter and shelter repair</td>
<td>6,460,000</td>
<td>30,640,000</td>
<td>49,112,22</td>
<td>49,112,22</td>
<td>-</td>
</tr>
<tr>
<td>Emergency water and sanitation</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Sub-total</td>
<td>20,705,940</td>
<td>58,807,590</td>
<td>75,206,82</td>
<td>75,206,82</td>
<td>-</td>
</tr>
</tbody>
</table>

EA figures include unified testing costs in Gaza.
EA figures include the purchase of medical supplies and equipment in Gaza.
EA figures represent the increase in shelter caseload due to the November 2012 hostilities.
EA figures include activities for Gaza.

<table>
<thead>
<tr>
<th>Gaza</th>
<th>CAP</th>
<th>EA</th>
<th>UNRWA HQ</th>
<th>Total</th>
<th>Rationale for any difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Priority 3: Ensure Agency humanitarian programmes are implemented effectively, and in full coordination with all relevant internal and external partners</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordination and management</td>
<td>9,207,450</td>
<td>9,207,450</td>
<td>2,495,312</td>
<td>2,495,312</td>
<td>857,467</td>
</tr>
<tr>
<td>Total</td>
<td>144,227,973</td>
<td>243,353,440</td>
<td>31,421,144</td>
<td>31,421,144</td>
<td>300,062,090</td>
</tr>
</tbody>
</table>
Strategic Priority 2: Promote, protect and uphold the rights of refugees facing acute crises, violations of human rights and barriers to accessing services

- Community mental health: 3,500,940 (CAP), 3,500,940 (EA), 342,664 (CAP), 342,664 (EA), No difference
- Emergency education: 6,715,500 (CAP), 7,825,500 (EA), - (CAP), - (EA), 6,825,500 (CAP), 7,825,500 (EA)
- Emergency health: 1,776,000 (CAP), 2,220,000 (EA), 2,759,083 (CAP), 2,759,083 (EA), 4,535,083 (CAP), 4,979,083 (EA)
- Operations support office: 1,998,000 (CAP), 1,998,000 (EA), 2,893,651 (CAP), 2,893,651 (EA), No difference
- Protection: 1,034,162 (CAP), 1,034,162 (EA), 1,034,162 (CAP), 1,034,162 (EA), No difference
- Protection: Gaza Summer Fun Weeks: 9,900,000 (CAP), - (EA), - (CAP), - (EA), 9,900,000 (CAP)
- Protection: Unexploded ordinance risk education in schools: 55,500 (CAP), 55,500 (EA), - (CAP), - (EA), 55,500 (CAP), 55,500 (EA)
- Temporary shelter and shelter repair: 6,660,000 (CAP), 30,660,000 (EA), - (CAP), - (EA), 6,660,000 (CAP), 30,660,000 (EA)
- Emergency water and sanitation: 2,347,650 (CAP), 491,122 (EA), 491,122 (CAP), 491,122 (EA), 491,122 (CAP), 2,838,772 (EA)

Sub-total: 20,705,940 (CAP), 58,507,590 (EA), 7,520,682 (CAP), 7,520,682 (EA), - (CAP), - (EA), 28,226,622 (CAP), 66,028,272 (EA)

Strategic Priority 3: Ensure Agency humanitarian programmes are implemented effectively and in full coordination with all relevant internal and external partners

- Coordination and management: 9,207,450 (CAP), 9,207,450 (EA), 2,495,312 (CAP), 2,495,312 (EA), 857,647 (CAP), 857,647 (EA), 12,560,409 (CAP), 12,560,409 (EA)

Total: 144,227,973 (CAP), 243,353,400 (EA), 31,421,443 (CAP), 55,851,943 (EA), 857,647 (CAP), 857,647 (EA), 176,507,063 (CAP), 300,062,990 (EA)
UNRWA has translated its oPt-wide strategic priorities for the 2013 Emergency Appeal into discrete intervention plans for each area, in recognition of the unique operational contexts present in the Gaza Strip and the West Bank. The Agency has developed an overarching strategic approach for each area, which identifies key challenges and opportunities for the year, as well as sector-specific interventions tailored to meet the specific needs present in each context. Presentation of the sector-specific intervention plans is organised by the strategic priority to which they contribute.

section V: area-specific strategy and sector-specific interventions

5.1 the gaza strip

5.1.1 ea strategic approach for 2013

In 2013, UNRWA will continue working to increase the protection of the refugee population in Gaza from the socio-economic and other impacts of the ongoing conflict and blockade. UNRWA will do this through a range of interventions that provide basic life-sustaining food security assistance, enhance coping strategies and resilience in the population, mitigate the effects of the emergency on children’s access to quality education and health care, and continue to advocate for increased respect for refugee rights as part of the efforts to pursue a political solution to the conflict. Further details on the proposed activities are included in the sector-specific intervention plans in Section 5.1.2.

A key focus of UNRWA’s work in Gaza in 2013 will be to increase the coherence, efficiency, and equity of its emergency programming. The Agency will accomplish this through two specific approaches.

1. The Agency will further improve its ability to determine who is poor in an internally-coherent manner. Incremental improvements to UNRWA’s emergency response over the past 12 years led to the unintended development of two parallel systems for poverty determination: one for the poor served through the Agency’s core programme (the social safety net programme, or SSNP) and one for the poor served through the emergency programme. This has led to a number of inefficiencies, which will be eliminated or rationalised in 2013 through the streamlining of the two systems into one.

2. The Agency will increase the equity of its interventions for the poor. Another unintended consequence of UNRWA’s two poverty and food insecurity response systems in Gaza has been
an inequity in the food basket and cash assistance available to refugees. As a result, assistance provided to poor refugees in the SSNP differed from the assistance provided to poor refugees in the emergency programme. These inequities will be corrected and all refugees at a given poverty level and family size will be eligible for the same composition of assistance.

5.1.2 Sector-specific intervention plans

Strategic priority 1: Prevent further deteriorations in the food security among the most vulnerable refugees

Food security needs analysis

Food insecurity in Gaza is primarily caused by lack of economic access to food and exacerbated by the fragility of the food supply chain. Approximately 60 per cent of Palestine refugees remain food insecure or vulnerable to food insecurity even after receiving assistance, undermined by the blockade, high food prices, persistently high unemployment and low wages. With global food prices predicted to rise another 10-30 per cent in 2013 and imports from tunnels reduced due to Egypt’s destruction of tunnels in 2012, food insecurity in Gaza is likely to deteriorate further in 2013.

Unexpected expenses further undermine food security, as families are often forced to reduce the quantity or quality of food consumed in order to meet the unforeseen expense. The start of the school year, for example, always brings with it a surge in expenditures that families must absorb. Abject-poor families are unable to absorb these minimal costs without cutting food purchases. Similarly, families whose homes have been demolished by military operations often lose up to three-months worth of food commodities, as well as home-based productive assets. Without assistance to replace these, food security is worsened, livelihoods are destroyed, and a minimal standard of living is unattainable during displacement.

UNRWA will respond to the economic inaccessibility of food and resulting high levels of food insecurity in Gaza through a three-pronged approach. UNRWA will provide direct food assistance to meet 40-76 per cent of the minimum daily caloric needs of absolute and abject poor families (respectively). It will provide cash assistance to abject poor refugees to enable them to purchase vegetables, fruit and dairy products, to meet the remaining 24 per cent of their daily caloric needs and increase the nutritional value of the food basket. It will provide cash-for-work opportunities for abject and absolute poor refugees to earn additional cash to help close the remaining poverty and food security gaps.

UNRWA’s three food security interventions are a lifeline to 700,000 refugees in Gaza and serve as a stabilising factor in an unstable context. Each intervention is elaborated below.
Emergency food assistance

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide food assistance to allow abject and absolute poor families to meet their most basic food requirements</td>
<td>The severity of food insecurity is tempered</td>
<td># of food-insecure refugees receiving food assistance (disaggregated by gender)</td>
<td>700,000</td>
<td>$78,033,000</td>
</tr>
<tr>
<td></td>
<td>Children have nutritional support to allow them to successfully focus on their education</td>
<td>% of caloric needs met through food distributions, average per quarter (disaggregated by poverty status)</td>
<td>40% absolute 76% abject</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>% of children not having a first meal before school receiving school feeding (disaggregated by school shift and child’s gender)</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Key interventions

As the first element of UNRWA’s strategy to prevent further deteriorations in food security in Gaza, in 2013, the Agency will provide direct food assistance to poor refugees in Gaza, as well as school feeding to children attending UNRWA schools.

Emergency food assistance

The Agency will distribute food four times during the year to an estimated 700,000 refugees that have been identified as living in poverty, using the Agency’s proxy-means testing formula. An estimated 213,000 abject poor refugees will receive an estimated 76 per cent of the daily requirement of 2,100 kcal per person and another 487,000 absolute poor refugees will receive an estimated 40 per cent of their daily caloric requirements. Each eligible family will receive a standardised food basket comprised of flour, rice, sugar, sunflower oil, whole milk and luncheon meat, in accordance with its family size. The Agency will also work to ensure that female-headed households, especially those where the woman is not officially divorced and is considered “abandoned” without many rights, remain a priority in its food assistance programme.

While the majority of the food basket will continue to be procured outside Gaza and imported, in order to ensure a stable supply chain, the Agency will also...
continue to support local industries where possible. In 2013, UNRWA will contract with Gaza-based flour mills to procure an estimated 48,000 metric tons of flour.

The Agency will continue to work in collaboration with the other food security actors in Gaza, including FAO, WFP and PCBS, to ensure coherence in needs analysis, programme design, targeting and beneficiary cross-checking. In expectation of a global rise in food prices, UNRWA has harmonised its commodity price trend projections with WFP to ensure accuracy and global consistency in budgeting.

Supplementary school feeding
UNRWA will also continue to implement an expanded school feeding programme, targeting up to 225,000 students (52 per cent boys and 48 per cent girls) for approximately 180 days in UNRWA schools. The programme is built around a seven-day menu including a range of fresh items such as sandwiches, yoghurt, fruit and juice or milk. Most items distributed as part of the school feeding programme are procured through local vendors based in Gaza.

Emergency cash assistance

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide cash as a flexible complement to food distribution in an effort to allow abject poor families to meet their most basic food requirements and cope with shocks</td>
<td>Post-food assistance poverty gap is closed for abject poor families. Families with school aged children are able to secure back to school supplies. Basic living materials are provided to families that experience material loss as a result of military destruction</td>
<td># of abject poor families receiving cash assistance</td>
<td>205,000</td>
<td>$37,905,360</td>
</tr>
<tr>
<td></td>
<td></td>
<td>% of children from poor families who receive back to school cash assistance</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of eligible families experiencing shock from military related destruction who are assisted to replenish basic requirements</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>
Key interventions

As the second element of UNRWA’s strategy is to prevent further deteriorations in food security in Gaza, in 2013 the Agency will assist refugee families through three types of cash grants.

Cash assistance for abject poor
UNRWA will provide an estimated 205,000 refugee families living below the abject poverty line of USD 1.50 per person per day with cash grants to meet their essential food and non-food needs. Families that have been assessed as abject poor by the Agency’s PMTF targeting system will be considered eligible for the cash grants. Grant value will be designed to fill the average poverty gap that remains after food assistance is provided and will be adjusted to family size, at an estimated average value of approximately USD 800 per family per year.

Back-to-school cash assistance
Refugee families will be provided with a back-to-school contribution of 100 NIS, equal to approximately USD 26, for each child attending UNRWA schools in the 2013-2014 school year. An estimated 234,000 students will benefit from this intervention in 2013.

Emergency grants for home destruction
UNRWA will also provide tailored cash compensation to refugee families who lose food and productive assets as a result of military operations. This activity complements the transitional shelter cash assistance proposed in the temporary shelter and shelter repair intervention section below, which covers rental expenses during the displacement period.

Temporary job creation programme

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide cash-for-work opportunities abject and absolute poor families to complement food assistance</td>
<td>Men and women earn wages, short term, to cover their basic needs, particularly food</td>
<td># of full time job equivalents created (disaggregated by location of placement)</td>
<td>14,911</td>
<td>$59,700,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td># of unique refugees benefiting from employment opportunities (disaggregated by sex, disability, age group, job category)</td>
<td>36,613</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of persons whose food insecurity is mitigated by cash-for-work opportunities</td>
<td>237,985</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Value of cash assistance provided per household annually (average)</td>
<td>$1,469</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td># of percentage points that the refugee unemployment rate is reduced</td>
<td>4</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Key interventions

Cash-for-work opportunities serve as the third element of UNRWA’s food security strategy in Gaza.

In 2013, UNRWA aims to create approximately 36,613 cash-for-work opportunities, including 24,25,326 unskilled positions and 11,287 skilled and professional positions. Included within the professional category are an estimated 3,386 training jobs for young graduates that will be created under the graduate training programme (GTP). This represents an estimated 4.3 million working days, or approximately 14,911 fulltime job equivalents. Cash-for-work opportunities will provide approximately USD 53.8 million in wages to refugees, who have been found to spend these mostly on food and other essential expenditures. An estimated 237,985 family members, including 142,792 children of cash-for-work participants will indirectly benefit from the programme.

Families that have been assessed as absolute or abject poor by the Agency’s PMTF system will be prioritised for cash-for-work opportunities, especially in the unskilled category. The Agency will continue to use its database, which has been recognised as a best practice in the cash-for-work sector in the oPt.
to match applicant skills with available opportunities. UNRWA will continue to provide salaries at 20 to 40 per cent below the average wage-level for the Gaza Strip,79 so as not to distort the local market. The average salary will range from USD 10.00 per day for unskilled opportunities to USD 14.00 per day for skilled opportunities and USD 19.00 for professional opportunities. Cash-for-work participants will be placed in public utilities, hospitals, community-based organisations, NGOs and UNRWA installations.

In 2013, UNRWA will further strengthen its approach to the identification of new cash-for-work opportunities and will seek opportunities to support small-scale projects of community actors to rehabilitate public infrastructure and facilities in poor or under-served areas. The GTP scheme will also be scaled up. Full funding of this intervention will enable UNRWA to identify new job opportunities for youth, females and disabled applicants, with the goal of providing at least 35 per cent of the overall 36,613 contracts to women.
IMPACT OF CASH-FOR-WORK IN GAZA

For nearly a decade, UNRWA’s cash-for-work programme has mitigated the impact of Gaza’s economic and human dignity crises on refugees. Created in 2001 as an emergency response to the Government of Israel’s cancellation of thousands of work permits for Palestinians living in Gaza, the cash-for-work programme has created an average of 36,440 job opportunities each year for an average duration of six months each, equivalent to 2,326,000 working days on an annual basis. It also injected an estimated average of USD 28.1 million per year directly into poor families and the ailing local economy. Overall, UNRWA’s cash-for-work programme created approximately 7 per cent of the total working days and 5 per cent of wages earned by refugees, and contributed to the reduction of refugee unemployment rates by 4.3 percentage points each year.80

By providing refugees with an opportunity to work for assistance, rather than being only passive recipients, UNRWA’s cash-for-work programme has also restored dignity, self-respect and some self-reliance to 36,440 refugees each year. The programme has also helped to break down gender barriers to employment opportunities by enabling women to work in non-traditional sectors, such as those outside the service and agricultural sectors. For some families, UNRWA-sponsored job opportunities are the only ones the family trusts enough to allow women to take. According to UN Women, job creation schemes in Gaza have provided women “with a wide range of potentially critical resources that women themselves have often gone on to translate into more permanent forms of income generation.”81

Macro-economic analysis indicates that the cash-for-work programme has also had a stabilising effect on the Gaza economy, particularly for refugees. With each spike and plummet of the economy over the past decade, fluctuations in unemployment rates for refugees have been less severe than for non-refugees, and on average, refugee unemployment rates have been lower than non-refugee rates. However, since severe funding shortfalls in 2012 forced UNRWA to reduce the number of cash-for-work opportunities by 75 per cent, from 42,684 in 2010 to 10,800 in 2012 refugee unemployment has risen more dramatically than for non-refugees. Women have been particularly hard hit by the cuts to the cash-for-work programme, as most of the jobs that survived the cuts have been in manual labour. If current funding levels continue, it will take an average of five years for unskilled men and 12 years for an unskilled woman to receive a cash-for-work opportunity. If full funding for UNRWA’s cash-for-work programme is not received in 2013, the shortfalls will not only undermine food security for refugees in Gaza in general, they will also undermine efforts to promote equal access to employment for women and will push more women back into unpaid family labour.

Chart 5. Number of cash-for-work opportunities supported by UNRWA in the Gaza Strip, 2001-2012

![Chart showing the number of cash-for-work opportunities supported by UNRWA in the Gaza Strip, 2001-2012](chart5.png)
### Strategic priority 2:
**Promote, protect and uphold the rights of refugees facing acute crises, violations of human rights and barriers to accessing services**

#### Community mental health

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve the coping mechanisms of refugee children and families in Gaza</td>
<td>Mitigate the effects of violence and poverty on the refugee population</td>
<td># of children provided with individual counselling</td>
<td>12,600 individual students</td>
<td>$3,500,940</td>
</tr>
<tr>
<td></td>
<td>Coping capacities and resilience of targeted refugees are strengthened</td>
<td># of refugees (non-students) accessing counselling and/or referral services</td>
<td>5,500</td>
<td></td>
</tr>
</tbody>
</table>

#### Needs analysis

As the blockade against Gaza proceeds through its sixth year, signs of a profound need for professional psycho-social support are prevalent among the refugee population. Psychological and social coping measures have been exhausted by over a decade of violence, poverty, unemployment, lack of freedom of movement, and other rights violations. Frustration and despair are palpable, particularly among youth. This negative climate results in increased stress among the entire population, with children and youth, the poor and women experiencing the heaviest consequences. Refugee children and youth experience high levels of hyperactivity, attention deficit, impulsivity, oppositional defiance and antisocial behaviours, with an estimated 5 per cent of all refugee school children requiring individual counselling. Bedwetting and family problems are the top causes for individual counselling in UNRWA health centres. Half of ever-married women report they suffered some form of violence from their husbands in the past year, according to PCBS, and 82 per cent of refugees seeking psycho-social support from UNRWA health centres and relief and social service offices are women. UNRWA’s psycho-social counsellors provide a lifeline to nearly 50,000 people each year, assisting them with improving their coping mechanisms in the face of overwhelming challenges.

#### Key interventions

In 2013, UNRWA will contract a network of 228 psycho-social counsellors based at schools, health centres and relief and social service offices to provide individual and group counselling sessions, as well as referrals to other basic services as necessary.

UNRWA will place 195 counsellors at 192 schools (covering 78 per cent of Agency schools) to provide individual and group counselling sessions for students and support during the daily life of the school. UNRWA
estimates that counsellors will provide approximately 12,600 refugee children with individual counselling sessions and approximately 39,600 refugee children with group counselling sessions. UNRWA will deploy 13 counsellors among its 15 relief and social services offices to provide counselling sessions and other support activities primarily for the poor, as well as other refugees with specific vulnerabilities and needs. At its 16 health centres, 20 counsellors will provide individual and group counselling open to a wide range of refugees. Women are a key client at the health centres, as the presence of counsellors there allows women to seek help on a range of issues, including gender-based violence, in a discreet and confidential manner. Counsellors at health-care centres also serve as case managers for the Agency’s gender-based violence referral system.

As helpers also need help and support, front-line counsellors will be supervised, supported and provided with ongoing training in the latest global guidelines by seven senior mental health professionals. The supervisors provide quality control and monitor the performance of counsellors, providing additional support for particularly complicated cases.
Emergency education

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>To counter the effects of violence and poverty by addressing student needs within a supportive learning environment</td>
<td>Students have the proper materials to participate in learning to the fullest extent</td>
<td># of students receiving learning materials</td>
<td>225,000</td>
<td>$7,825,500</td>
</tr>
<tr>
<td></td>
<td>Students whose academic success is undermined by their environment receive additional learning support to fulfil their academic potential. UNRWA schools provide a safe and protective learning environment</td>
<td>% of impoverished students receiving materials</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>% of summer learning students “graduating”</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of schools participating and having a dedicated “respect and discipline” coordinator</td>
<td>160</td>
<td></td>
</tr>
</tbody>
</table>

Needs analysis

In the 2011/2012 school year, a significant proportion of the 220,000 children enrolled in UNRWA’s schools (grades 1 – 9) struggled to meet the minimum standards based on the Palestinian curriculum. Nearly 45,000 children in grades 4–9 failed Arabic and/or mathematics in the 2011/12 second-semester examinations. Male students lagged behind female students by approximately 912 points in test scores, with this becoming more exacerbated in the preparatory grades. Boys have also been found to be more likely to drop out and to be comparatively more prone to violence and other disruptive behaviours than their female counterparts.
The prevalence of poverty and violence amongst refugee students’ daily lives presents a significant challenge to their enjoyment of the right to education. Limited family resources are stretched thin and are regularly required to cover other basic needs, such as food, clothing, or electricity to give children light to study by at home. As a result, the cost of basic schools supplies – such as stationary – are out-of-reach for an estimated two of every three children studying in UNRWA schools. Violence has become pervasive in Gaza, spilling over to disrupt the protective nature of schools. Among children age 12-17, 70 per cent reported that they had been abused by their parents and 26 per cent by their classmates within the last year.

Low-achieving children and children with coping mechanisms weakened by violence and poverty are at increased risk of continued under achieving or dropping out of school altogether. Education remains one of the few remaining sources of hope and safe spaces for Palestine refugee children in Gaza, and therefore remains a core element of UNRWA’s emergency activities.

Key Interventions
UNRWA will seek to mitigate the impact of poverty, pervasive violence and an un-conducive environment for learning and increase the likelihood of academic success for refugee children through implementation of three main activities.

Stationery materials
UNRWA will provide a range of subject copy books, pens, pencils and erasers to all of its student at the start of each semester, reaching over 225,000 students in the second semester of the 2012/2013 year and an estimated 234,000 in the 2013/2014 year. The provision of supplies to all students ensures everyone has the learning requirements necessary to succeed in school, according to minimum humanitarian standards on education in emergencies, despite poverty level. All UNRWA students will be assisted regardless of poverty status in order to avoid openly identifying and negatively stigmatising children from poor families.

Remedial learning programmes
UNRWA will implement a range of remedial programmes focusing on the core curriculum subjects both during and after regular school hours. The programme will include the distribution of grade-appropriate learning support, remedial materials and teaching guides in Arabic, mathematics, English and science, the conduct of after-school or evening homework sessions accessible for both girls and boys, the conduct of unified testing each semester and the implementation of a summer learning programme equally accessible to boys and girls who failed to achieve a pass score in the unified tests in May/June 2013.

Respect and Discipline
UNRWA will strengthen the protective environment of its schools through its “Respect and Discipline in UNRWA Schools” initiative. This initiative will be implemented in more than half of its 247 schools, the majority of which are elementary and preparatory boys schools where behavioural issues are assessed as most acute. Centred on a code of conduct which sets out the rights and responsibilities of students, teachers and parents, this initiative encourages good behaviour and seeks to eliminate violent or otherwise disruptive behaviours.
Emergency health

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mitigate the impact of the crisis on health services for refugees</td>
<td>The refugee population is able to access adequate medical services for their primary, secondary and tertiary healthcare needs</td>
<td>Value of items procured</td>
<td>1,375,000</td>
<td>$2,220,000</td>
</tr>
<tr>
<td></td>
<td>Students with special needs are identified for tailored assistance allowing them to fully participate in educational activities</td>
<td># of students screened (disaggregated by gender)</td>
<td>75,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of refugees benefiting from secondary or tertiary care subsidies (disaggregate by poverty status and for female headed households)</td>
<td>1,000</td>
<td></td>
</tr>
</tbody>
</table>

**Needs analysis**

The number of refugees turning to UNRWA for assistance in meeting their health-care needs continues to rise year-on-year. With the poor unable to afford the fees charged at MoH and private clinics and hospitals, and a chronic shortage of medicines and medical supplies in the MoH central pharmacy, UNRWA has increasingly become the primary health-care provider of last resort for refugees in Gaza. From 2009 to 2011, there was an 11 per cent increase in the number of consultations provided at UNRWA health centres, totalling an estimated 4.4 million in 2011. While this has presented a heavy burden on UNRWA’s health-care system, the Agency has been able to stretch its core resources, particularly staff, to respond. The increased demand, however, has produced an increased consumption rate of medicines and supplies at UNRWA health centres that exceeds the thresholds of normal Agency operations and destabilises humanitarian indicators on health care.

Refugees also increasingly seek assistance from UNRWA to access secondary and tertiary care. The need is particularly acute among abject poor refugees and patients with special needs, such as women with high-risk pregnancies who are not covered by the Palestinian Authority’s insurance scheme, cannot afford the fees associated with this care, or have serious or life-threatening conditions. With referrals to medical care abroad difficult or slow to
access due to the blockade and with no other provider capable of intervening, UNRWA provides for a portion of the costs of secondary and tertiary health care for vulnerable groups as part of its emergency programme.

In spite of the increasing number of consultations at UNRWA health centres, the health status of refugees in Gaza continues to gradually decline, slowly damaged by years of blockade, conflict, endemic poverty and poor dietary diversity. As a result, refugee children have an astounding number of morbidities that go undetected for years and lead to problems in other areas of life, including school performance. In response, the Agency established the “Special Children, Special Needs” initiative to detect and address any undetected morbidities among refugee children. During the 2011/2012 school year, 9,738 children in UNRWA schools underwent a medical screening and assessments, including all new entrants (first graders). Some 18 per cent of these children were diagnosed with visual impairments, 15 per cent with speech disorders, and nearly 11 per cent with anaemia. The Agency provided 2,033 pairs of glasses and 65 hearing aids to needy children and referred 129 children for surgery and 21 for specialist care abroad.

Key interventions
UNRWA will address these emergency health needs in Gaza through a three-pronged approach.

Essential medical supplies
The Agency will ensure sufficient levels of essential medical equipment and supplies are available at UNRWA health centres to respond to the increased demand caused by the shortage of similar medicines and supplies in MoH and private clinics.

Access to higher-level care
UNRWA will support the costs of hospital care and referrals to secondary and tertiary facilities for vulnerable families, particularly the poor, female-headed households and children, and for patients with special or serious needs, particularly women with high-risk pregnancies, to ensure that refugees are able to access essential health services.

Emergency school health programme
An emergency school health programme will identify UNRWA school children suffering from morbidities as a direct or indirect result of the conflict in Gaza and refer them for additional primary and specialist care. Specialised teams of paediatricians, optometrists, ophthalmologists and medical support staff based at UNRWA clinics will conduct in-depth medical assessment and screening for 70,000 children, including all first graders (new entrants to UNRWA schools). An estimated 24,000 children deemed at-risk or suffering from unaddressed morbidities will be provided in-depth follow-up and referral during the course of the school year (estimated 72 per cent male and 28 per cent female).
## Operations support officers

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote and monitor Agency neutrality and document any violations</td>
<td>A neutral working environment is provided for staff members</td>
<td>% of UNRWA installations receiving two or more neutrality inspections during 2013</td>
<td>100%</td>
<td>$1,998,000</td>
</tr>
</tbody>
</table>

### Needs analysis

The Gaza context in which UNRWA works is one of the most complex and difficult political and security environments in the world. The Agency’s effectiveness is based on its ability to vigorously defend the trust it has gained from beneficiaries, donors, host nations, parties to conflict and other stakeholders as a UN humanitarian agency seeking only to alleviate human suffering in an impartial, neutral and independent manner. Maintaining the neutrality of UNRWA facilities and their immunity from misuse and incursions, whether by governmental military and security personnel, non-governmental armed actors, or local political or community actors, is crucial for UNRWA’s operations and upholding the UN’s humanitarian principles. Such events compromise the integrity of the Agency and the trust it has gained from stakeholders, thereby jeopardising its ability to continue providing services. All breaches require rapid, impartial documentation and follow-up.

Trust is also determined by the quality of the Agency’s service delivery. Services must be provided in the way that they are intended and described to all stakeholders, and implemented in a manner that protects and maximises refugees’ safety, dignity and basic human rights. With more than 12,000 area staff and nearly 260 installations spread throughout Gaza, a dedicated team of international and area staff is required to help monitor and report on violations of Agency neutrality as well as monitor humanitarian conditions on the ground and ensure programmes are meeting those changing needs.

### Key interventions

The Agency will continue to employ a team of operations support officers (OSOs) to promote and monitor Agency neutrality and document any violations. The team will continue to conduct unannounced inspections of all Agency installations at least twice per year, discuss issues regarding neutrality with staff members at installations, and advise on securing community understanding as well. The team will continue to maintain an internal database to record and follow up issues arising from installation visits, and will conduct community outreach on UNRWA’s adherence to humanitarian principles. The OSO team will also promote access to services by working to increase effectiveness and efficiency of existing programmes.

International OSOs will accompany UNRWA area staff to locations within the access-restricted area, coordinating with Israeli military personnel, in order to secure safe passage and access for UNRWA staff, goods, services and beneficiaries. One OSO will serve as a gender officer and will lead efforts to provide gender-sensitive analysis on humanitarian conditions and provide an evidence base for gender-sensitive programming. A protection officer will also be employed to advise UNRWA Gaza senior management on the challenges to the promotion, protection and fulfilment of refugee rights. The protection officer will liaise with all programmatic departments to support mainstreaming of protection into programmes and will lead to the development of protection policies, workshops, mechanisms and operating procedures.
Protection: Gaza Summer Fun Weeks

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>To improve resilience and coping capacities of children and contribute to an improved protective environment for children affected by conflict and pervasive violence</td>
<td>The physical and mental health of 120,000 children is enhanced. Girls participate in recreational activities</td>
<td>% of participating children comprised by children with special needs</td>
<td>10%</td>
<td>$9,900,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>% of participating children that live below the poverty line</td>
<td>60%</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>% of participating children that are girls</td>
<td>50%</td>
<td></td>
</tr>
</tbody>
</table>

**Needs analysis**

Some 226,000 refugee children in Gaza will spend the 2012/2013 school year in UNRWA schools in overcrowded and often dilapidated classrooms, where a full day’s curriculum is squeezed into just five hours. Some 94 per cent of UNRWA’s schools operate on double shifts. As a result, there is little time or space for extracurricular activities, such as sports, drama or creative arts. Outside of school, years of conflict, poverty and blockade have caused a deterioration of the physical space and social cohesion in Gaza, leaving few spaces where children can find respite and protection from the harsh conditions of life.

Adolescent girls, in particular, face serious cultural constraints to their ability to access recreational and psycho-socially supportive activities, as most activities occur outside the home.

In 2007, UNRWA began a programme of summer activities, the Summer Games, in an effort to provide children with the opportunity to have a safe place to play, find psychological relief, and just be children. Over the next four years, it grew to become a large-scale programme of sports and recreational activities for around 250,000 refugee and non-refugee boys and girls each year. Unfortunately, funding shortfalls
caused the cancellation of the Summer Games in 2012. The population in Gaza, particularly refugees, was highly disappointed as they saw this initiative as the only opportunity for their children to be engaged in constructive recreation during the summertime. Although a limited assortment of summer activities were conducted by other humanitarian agencies in 2012, the protective environment for children was threatened in a more significant way that any other time since 2007, due to the absence of the largest humanitarian and protection actor in Gaza in the provision of summer activities: UNRWA.

In 2013, UNRWA will work to prevent further deterioration of the protective environment by introducing a revitalised programme of summer activities.

**Key interventions**

In 2013, UNRWA will shift from the Summer Games to the Gaza Summer Fun Weeks. The aim of the Gaza Summer Fun Weeks is to provide 250,000 children ages 6 to 15 years with a safe space to enjoy recreational and creative learning opportunities that promote life skills, tolerance and human rights. A new format and new operational modalities will be adopted as the focus of the Agency’s summer activities shifts to become more sustainable and more in-line with culturally-appropriate activities. A key focus of the Gaza Summer Fun Weeks in 2013 will also be providing female children and young adolescents with a safe space within which to engage in physical and psycho-social activities.

It is envisioned that 100 schools throughout Gaza will offer boys and girls opportunities to participate in a standardised, high-quality one-week programme of activities (repeated over three cycles) that include: sports, games and other recreational activities and creative and learning activities, such as drama, poetry and debate (for older students), and traditional dance. Messages on health, hygiene, human rights and other important subjects will be woven into all activities. Animators will actively promote children’s learning of life skills and values such as respect, confidence, leadership, dialogue, teamwork, and creativity. Each cycle will be marked by themed contests, to encourage healthy competition and the involvement of parents and the community.

Gaza Summer Fun Weeks will also have the indirect benefit of providing approximately 1,400 youth with short-term job opportunities, as they will be hired through UNRWA Job Creation Programme contracts to be animators. Wherever possible, UNRWA will partner with local community-based organisations and NGOs, UN agencies, and international NGOs for the implementation of the activity.
Protection: Unexploded-ordinance risk education in schools

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide UXO-risk education in all UNRWA schools in Gaza, in order to reduce the number of related incidents, deaths and injuries among children</td>
<td>Approximately 226,000 refugee children in Gaza have increased protective knowledge regarding UXOs</td>
<td>% of UNRWA schools implementing UXO-risk education</td>
<td>100% of schools, by first semester 2013/14 school year</td>
<td>$55,500</td>
</tr>
<tr>
<td></td>
<td>% of targeted children demonstrating improved knowledge regarding UXOs, according to pre- and post-tests</td>
<td>100%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Needs analysis**

Gaza has the second highest number of unexploded ordnance-related deaths and injuries per capita in the world, behind Afghanistan. Although the number of UXO-related casualties decreased from 2009 to 2010, by 2011 the number of casualties had begun to increase. The trend continued in 2012 and by the end of September, the total number of deaths and injuries was 29, more than in 2011. Children are among the most at risk in Gaza, with the incidence of casualties among children increasing from 33 per cent in 2009 to 62 per cent in 2012. Data also reveal that boys are at greater risk than girls, with over 90 per cent of deaths and injuries among children occurring among boys under age 18 years.

Although neither the presence of UXOs nor the implementation of UXO-risk education efforts are new in Gaza, previous efforts have not resulted in a widespread knowledge leading to less high risk behaviours. In consultation and coordination with the UN Mine Action Service, UNRWA has determined that the only way for UXO-risk education to truly be effective in Gaza is to systematically provide this life-saving information to all refugee school children, using its 243 schools and 8,000 teachers as the vehicle of delivery. Including UXO-risk education as part of the curriculum will also provide a more sustainable approach to ensuring children receive a complete package of information (rather than short messages) and receive the same message over a period of years, thereby reinforcing the learning through systematic and repeated exposure.
Key interventions
In 2013, UNRWA will initiate a UXO education pilot during the second semester of the 2012/2013 school year, targeting grades 4-6 in 20 schools. Lessons created jointly by UNMAS and UNRWA’s Education Development Centre in Gaza, based on mine-risk education global best practices, will be integrated into the normal school curriculum. A core team of UNRWA education staff will be trained as trainers, and they in turn will train principals and teachers from each of the 20 pilot schools. Teaching materials, already developed by UNMAS and UNRWA, will be printed and provided to the teachers. A set of nine posters will also be printed and hung in the classroom for use during the lessons.

During the 2013 summer break, the lessons will be adapted for use with older and younger school children and two teachers, the principal and deputy principal from each of UNRWA’s 247 schools will be trained. The lessons will then be rolled out and used in all nine grades, targeting all 226,000 students, during the first semester of the 2013/2014 school year.

UNRWA and UNMAS will work together to conduct regular quality control reviews of the pilot and scale up phases, including conducting unannounced visits to classrooms, to ensure proper implementation of materials and messages and directly mitigate any challenges.

Temporary shelter and shelter repair

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide shelter for refugee families displaced or affected by military activity or natural disaster</td>
<td>Displaced refugee families have increased means to access a temporary housing solution</td>
<td># of families who receive means for a temporary housing solution</td>
<td>2,000</td>
<td>$30,660,000</td>
</tr>
<tr>
<td></td>
<td>Damaged shelter is returned to pre-existing conditions</td>
<td>% of the temporary housing cost covered by TSCA on average</td>
<td>70%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Emergency minimum non-food items are provided to impacted refugee families</td>
<td># of families who receive funding to repair damaged shelters</td>
<td>11,280</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of families who receive emergency NFIs</td>
<td>800</td>
<td></td>
</tr>
</tbody>
</table>
Needs analysis

For nearly a decade, Palestinians in Gaza have faced threats to the enjoyment of their right to an adequate standard of living, particularly their right to adequate shelter. Between 2002 and end 2008, thousands of refugees were displaced after their homes were damaged during IDF military operations. In January 2009, the situation was deeply exacerbated by the Israeli military operation “Cast Lead”, during which the shelters of more than 320,000 Palestinians, including 165,000 children, were directly affected. Since 2009, Israeli military operations in Gaza and exchanges of fire between Gaza and Israel have continued on a regular basis, leading to additional shelter damage and destruction. The risk of displacement remains a particular concern for refugees living in or near the Gaza land boundaries with Israel and other “hot areas”, which are frequently the site of Israeli security force land-incursions, levelling activities and air strikes.

Over the past decade, UNRWA’s progress in rebuilding these homes has been significantly affected by Israeli restrictions on the import of construction materials for commercial and humanitarian purposes. Since the Government of Israel began to allow UNRWA to import limited amounts of construction materials in 2010, over 4,760 refugee families have been able to complete repairs of their homes and an additional 537 have moved into new homes. However, the process remains lengthy, costly and inadequate to meet the needs on the ground, and some 3,813 refugee families are still waiting for their homes to be repaired or rebuilt. Having long exhausted the hospitality of family members and without employment or income of their own, many of these waiting families are residing in inadequate temporary shelters which are often over-priced due to the shortage of housing and land in Gaza. Most rely on UNRWA for assistance to offset the rental costs, even though the UNRWA assistance only covers an average of 70 per cent of the cost. This assistance, however, is the difference between living in a home of their own, temporary and inadequate as it may be, and living on the street.

Key interventions

UNRWA will continue to provide emergency shelter assistance to refugees that have been displaced as a result of military operations or will be displaced in 2013. Specifically, UNRWA will assist an estimated 2,000 refugee families whose homes have been destroyed or damaged with their temporary shelter costs. On average, families are provided with USD 125 per month, determined on the basis of assessments by UNRWA engineers. Alternatively, displaced families may receive a lump sum of up to USD 5,000 to cover their rental costs as well as other essential shelter-related needs. UNRWA will also continue to provide families newly-affected by the damage or destruction of their homes with basic living materials such as blankets, pots and pans, and other essential non-food items, in order to assist them to regain a measure of self-sufficiency and dignity as soon after their displacement as possible.

Finally, UNRWA will assist an estimated 11,280 refugee families with the repair of their shelters damaged by military operations over the past ten years, as well as any shelters newly-damaged in 2013. The estimated cost of repair is determined on a case-by-case basis, on the basis of assessments by female and male engineers and social workers. Payments are in the form of cash grants or contracts with local construction companies, depending on the extent of damage. Technical assistance is provided to all, with a particular focus on the 160 female-headed households eligible for assistance.
Emergency water and sanitation

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote public health among refugees through emergency water and sanitation interventions</td>
<td>Critical risks to public health are reduced through vector control, safe waste disposal and access to potable water</td>
<td># of litres of fuel provided to municipalities</td>
<td>1,600,000</td>
<td>$2,347,650</td>
</tr>
<tr>
<td></td>
<td></td>
<td># of vector-control campaigns conducted</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of illegal dumping sites cleared</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># of tones of solid waste removed</td>
<td>12,500</td>
<td></td>
</tr>
</tbody>
</table>

Needs analysis
The electricity and fuel shortages prevalent in Gaza exacerbate already dire challenges facing water supply and quality. An average of 200,000 litres of fuel per month is required to operate water and sanitation installations throughout the Gaza Strip. These requirements escalate dramatically when public electricity services are cut and water pumping stations and wastewater treatment sites are forced to rely on generators. Power shortages in 2012 limited access to water at home to a few hours every three to four days for an estimated 50 per cent of the population.⁸⁷ Sewage backed up and flooded various areas, including UNRWA’s new health centre in Khan Younis camp. Since 2007, UNRWA has served as the provider of last resort during such emergency situations, by providing fuel to ensure a minimum level of water, wastewater and solid waste services and avert large threats to public health. Such requirements are expected to persist in 2013.

With the average population density in refugee camps much higher than areas outside camps, environmental health risks in and near camps have become increasingly challenging. Solid waste is inappropriately disposed of at dumping sites outside camps. Standing wastewater near camps provides breeding grounds for mosquitoes and threatens the safety of children. Water and sanitation infrastructure in and near camps such as the Jabalia refugee camp, which is home to nearly 111,000 refugees⁸⁸, is old and in need of urgent repair. Infrastructure in other camps, such as Khan Younis refugee camp, has never been fully established due to decades of occupation and the impact of previous Israeli settlements. These camps face a high prevalence of water-borne diseases and most families rely on private vendors for drinking water and cesspits for sewage.

As UNRWA is the largest humanitarian agency in the Gaza strip, it is uniquely placed to respond...
to the evolving WASH emergency needs on the ground. In the nearly six years since the blockade of Gaza began, the Agency has had to provide emergency water and sanitation support repeatedly in order to ensure that the civilian population continues to access water and sanitation services and prevent disease outbreaks and other impacts on public health.

Key interventions
UNRWA’s emergency water and sanitation strategy for 2013 will focus on three elements.

Emergency water supply and wastewater treatment
The Agency will provide 1.6 million litres of fuel, spare parts and other materials to local municipalities in order to ensure the continuity of water supply and wastewater treatment operations; solid waste collection in areas outside camps; and mosquito control, targeting Wadi Gaza, Umm El Nasser and other key stagnant water breeding grounds. Such interventions are provided by UNRWA on an emergency basis, in order to prevent any further deterioration of the already-dire environmental health situation in the Gaza Strip.

Solid waste disposal
UNRWA will hire contractors on an as-needed basis to collect and move solid waste produced by refugee camps and other areas where refugee concentrate from unofficial dumping sites to official landfills. The Agency’s environmental health programme will monitor solid waste conditions throughout the Gaza Strip and will initiate emergency waste-disposal activities for those locations presenting a high threat to public health standards, when minimum humanitarian standards are about to be compromised. UNRWA estimates it will have to remove approximately 12,500 tonnes of solid waste from illegal temporary dumping sites in 2013.

Emergency repairs of infrastructure
The Agency will improve on or repair water and sanitation infrastructure in Khan Younis refugee camp and in Jabalia. Inadequate infrastructure in these two areas is resulting in dire health threats to the population. UNRWA will interconnect the existing sewage networks in the Khan Younis refugee camp, resulting in improved sanitation services for nearly 74,000 refugees and other persons registered for Agency services living in the camp. UNRWA will also rehabilitate the water supply system in the Jabalia camp, benefiting at least 111,000 refugees and other persons registered for UNRWA services living in the camp, as well as others living near to the camp.
5.2 West Bank

5.2.1 EA Strategic Approach for 2013

As humanitarian programming is and will remain a key priority in the West Bank, UNRWA has carried out extensive work throughout 2012 in order to refine and improve its emergency programming. Through this process, UNRWA identified some opportunities that may exist to deliver more long-term results for Palestinian refugees.

The overarching strategy for the 2013 Emergency Appeal will therefore be to increase the relevance, effectiveness and results of its emergency programming. The Agency will accomplish this through the following approaches:

- **The Agency will take a more comprehensive approach to the protracted crisis and chronically high levels of unemployment and food insecurity**.

The Agency will prioritise the delivery of key humanitarian activities in Area C, East Jerusalem and the Seam Zone, especially in support of communities at risk of displacement with a mix of interventions aiming to protect refugees from the immediate effects of the conflict and occupation.

- **The Agency will aim to stabilise critical programmes set up as part of a temporary response to the humanitarian situation, which are essential to maintain and enhance in the short to medium term.**

The sector-specific intervention plans below provide further details on each of these activities.

### Supporting Operations in Area C

Israel's continued control as the Occupying Power over territory in Area C has wide-ranging impacts on the Palestinian population. Under the Israeli regime, Palestinian construction is effectively prohibited in some 70 per cent of Area C. In the remaining 30 per cent, a range of restrictions virtually eliminate the possibility of obtaining a building permit, leaving the Palestinian population with few choices other than unauthorised construction to meet their needs. For herders and farmers, livelihoods are undermined by the inability to construct animal shelters and agricultural infrastructure, along with restricted access to land designated as military training zones and nature reserves.

Forced displacement is thereby an ongoing phenomenon of increasing severity in Area C due to a growing number of demolitions and restricted livelihood opportunities. From January 2011 to September 2012, there has been a further deterioration of the overall situation in Area C, with the demolition of over 843 structures and 1,672 Palestinians displaced, of whom 221 are refugees. If current trends are not stopped and reversed, the establishment of a viable Palestinian state within the pre-1967 borders seems more remote than ever.

Within the context of these threats, refugees are often at particular risk due to their heightened vulnerability and typically possess fewer resources on which to draw upon in times of crisis.

Supporting vulnerable and isolated refugee communities in Area C remains a priority for UNRWA. The Agency intends to focus its programming along three complementary tracks:

1. **UNRWA will continue its humanitarian operations in over 150 Bedouin and herding communities in Area C through the provision of food assistance in cooperation with the World Food Programme, mobile health and mental health services, and emergency assistance in case of demolitions and displacement.**

2. **Through its job creation programme, UNRWA will continue engaging in small-scale infrastructure projects in Area C to support the economic development of refugee communities, thereby strengthening their ability to resist pressures leading to forced displacement.**

3. **UNRWA will continue piloting with the intention of expanding its livelihood enhancing projects implemented as part of its Cash-for-Work programme in order to support communities under threat of forced displacement.**

...
5.2.2 sector-specific intervention plans

Strategic priority 1:
Prevent further deteriorations in the food security among the most vulnerable refugees

Temporary job creation programme

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify and provide refugee households that are food-insecure or vulnerable to food insecurity with targeted cash-for-work assistance to mitigate the impact of food insecurity and increase the protection of basic rights among groups vulnerable to forced displacement</td>
<td>Increased income of 28,000 eligible food-insecure refugee households through providing 85,500 temporary job opportunities to vulnerable and protection-threatened refugees</td>
<td># of full-time job equivalents created (disaggregated by regular vs. protection specific and sex)</td>
<td>7,125; 35% for females</td>
<td>$45,835,949</td>
</tr>
<tr>
<td>Improved livelihood enhancement, basic infrastructure and protection of community assets in refugee camps and communities outside camps, including 25 specific protection localities where residents are exposed to imminent threat of forced displacement</td>
<td># of unique refugees benefiting from cash-for-work opportunities (disaggregated by sex, disability, age group, job category)</td>
<td># of unique refugees benefiting from cash-for-work opportunities (disaggregated by sex, disability, age group, job category)</td>
<td>28,000; 35% females</td>
<td></td>
</tr>
<tr>
<td></td>
<td># of persons whose food insecurity is mitigated by cash-for-work opportunities</td>
<td># of persons whose food insecurity is mitigated by cash-for-work opportunities</td>
<td>179,000; 35% females</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Value of cash assistance provided per household annually (average)</td>
<td>Value of cash assistance provided per household annually (average)</td>
<td>$1,277</td>
<td></td>
</tr>
<tr>
<td></td>
<td># of households directly benefiting from opportunities on protection-tailored projects</td>
<td># of households directly benefiting from opportunities on protection-tailored projects</td>
<td>333 households annually</td>
<td></td>
</tr>
<tr>
<td></td>
<td># of threatened communities benefiting from a cash-for-work protection-tailored project</td>
<td># of threatened communities benefiting from a cash-for-work protection-tailored project</td>
<td>25 communities annually</td>
<td></td>
</tr>
<tr>
<td></td>
<td># of persons whose food insecurity is mitigated by cash-for-work opportunities</td>
<td># of persons whose food insecurity is mitigated by cash-for-work opportunities</td>
<td>179,000; 35% females</td>
<td></td>
</tr>
</tbody>
</table>
Needs analysis
As at the end of 2012, there were 28,000 food-insecure refugee households (176,400 individuals) with a nominee for JCP registered with UNRWA. Analysis reveals that most families lost their source of income as a result of the construction of the Barrier and other access and movements restrictions which prevent them from securing employment in Israel. Although they have the capacity to work, they are unable to access the limited number of employment opportunities that exist in the West Bank.

Key Interventions
In 2013, UNRWA will finalise a multi-year shift in its food-security response strategy from direct food aid to increased cash-for-work opportunities, which more appropriately addresses the causes of food insecurity in the West Bank and provides a more dignified form of assistance. The Agency will create opportunities for 10,000 refugee families living in Area C, the Seam Zone and East Jerusalem and for 7,500 beneficiaries living in refugee camps. The Agency will also provide cash-for-work opportunities for 10,000 refugee households in communities outside camps that have a high ratio of refugees and limited access to PA assistance, as well as create 500 opportunities through on-the-job placements and livelihood projects.

Cash-for-work opportunities will provide an average monthly wage of USD 420 to food-insecure families. Eligibility for job opportunities will be determined by poverty status, as assessed through the Agency’s proxy-means testing system, which was developed based on PCBS surveys and is aligned with the formula used by the PA Ministry of Social Affairs.

Over the course of 2013, UNRWA will develop a new, three-year strategy for its job creation programme. The core pillars of this strategy will include: improved matching between applicant skills and requirements of specific job opportunities; introduction of livelihood interventions, based on pilots implemented in 2012, which lead to more sustainable incomes; and introduction of job placement and career guidance. Cutting across these three pillars will be an increased focus of resources towards supporting projects that will have a more direct impact on individual refugees than previous projects, which focused on supporting community projects.

Innovating new approaches to livelihood enhancement
In 2012, UNRWA piloted a number of livelihood initiatives which have proven to be successful in generating sustainable incomes for beneficiaries following the end of the Agency’s investment in the project. Examples of these pilot projects are:

- Provision of capacity-building and tools and materials to several communities in the Seam Zone to establish greenhouses. These greenhouses have continued to produce vegetables which are sold in the local market even after the end of the project. This has resulted in more sustainable job opportunities for several members of each community.

- Training a small refugee camp-based factory that produces soap in business and networking skills. The beneficiaries used their new skills to establish linkages with larger entrepreneurs and to expand and improve the quality of its products. In turn, it was able to hire former cash-for-work beneficiaries on regular employment contracts.

- Support to farmers at risk of forced displacement in Area C and in the Seam Zone in the rehabilitation of agricultural roads and provision of labourers during the harvest season. This has led to an improvement in their overall production.

In 2013, UNRWA will build on this experience by expanding successful projects and piloting new ones. Such projects will form the backbone of a new approach to the Agency’s job creation programme in the West Bank. In addition to traditional cash-for-work opportunities, the JCP will adopt a focus on enhancing livelihoods. The Agency’s livelihood enhancement strategy will support projects that lead to sustainable income-generation and give refugees relevant professional experience, thereby contributing to the development of human capital and improvement of refugee community resilience.

Targeted protection interventions
An estimated 1,000 cash-for-work opportunities will support refugee families living in 25 communities facing particular protection threats which expose residents to imminent risk of forced displacement. Cash-for-work interventions will mitigate the risk of forced displacement for inhabitants of communities located primarily in Area C, the Seam Zone, and East Jerusalem, as well as Bedouin communities.
Strategic priority 2: Promote, protect and uphold the rights of refugees facing acute crises, violations of human rights and barriers to accessing services

Community mental health

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enhance the protection and coping mechanisms of vulnerable Bedouin communities through the provision of mobile mental health and psychosocial support services</td>
<td>49 Bedouin communities have improved capacity to predict, prevent and respond to individual, family and community crises.</td>
<td># of individuals benefiting from group psychosocial activities (disaggregated by sex and age)</td>
<td>1,000 per quarter</td>
<td>$342,664</td>
</tr>
<tr>
<td></td>
<td></td>
<td># of individuals benefiting from individual, group or family counselling (disaggregated by sex and age)</td>
<td>440 per quarter</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td># individuals with access to mental health services through mobile mental health units (total catchment population)</td>
<td>10,528 quarterly</td>
<td></td>
</tr>
</tbody>
</table>
Needs analysis
Isolation and movement restrictions make it difficult for vulnerable communities in the West Bank to access needed psychosocial and mental health services. Bedouin and other herding communities remain among the most underserved populations in the West Bank, as they reside in Area C, including in the Seam Zones and East Jerusalem, which lack access to PA services.

A comprehensive needs assessment conducted in 2012 in 49 Bedouin communities, where 90 per cent are registered refugees, showed that community members experience constant feelings of threat and insecurity, high levels of anxiety and uncertainty, and concern about lack of access to education and other services. They also indicate concern over their children’s behavioural problems and women expressed concern regarding family violence and early marriage. Coping strategies are being overwhelmed and the social cohesion of families and communities is being eroded. The assessments indicated a clear need for a mix of interventions such as individual, family and group counselling as well as psychosocial and life skill activities such as children’s groups, women’s support groups and parenting skills groups. Each community now has tailored intervention plans in place, based on the specific needs of the community and its families.

Key Interventions
UNRWA will continue to enhance community coping skills and improve psychosocial wellbeing of selected communities through a two-pronged approach.

Mobile community mental health teams
Six mobile community mental health teams comprised of two counsellors and up to four community volunteers will provide community-based services through weekly visits to the selected 49 communities in Area C and East Jerusalem. Services will include individual, family and group counselling sessions, group psychosocial activities, and referrals for individuals requiring specialised followup. The teams will also conduct periodic awareness raising campaigns on topics such as gender-based violence, children and women’s rights, identifying and responding to trauma in children, and accessing the legal system options to protect legal rights. An estimated 10,500 individuals will be assisted through this approach.

Community committees
Community committees will be established in 10 locations to ensure strengthen psychosocial response capacities at the local level. Each committee will serve 45 communities and will receive training in psychosocial first aid. Committees will be supported to respond to crises and emergencies in their areas, including housing demolitions, settler attacks and the like. Committees will also be linked with other providers to increase a community’s ability to identify and access basic services, such as education and health care, as well as legal aid and advocacy.
**Emergency health**

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mitigate the negative impact of the occupation on the health status of Palestine refugees by facilitating access to primary health care throughout the West Bank</td>
<td>All refugees, including those in isolated communities, are able to access quality preventative and curative services at stationary and mobile health clinics</td>
<td># of health centres supported in communities in protection prone communities</td>
<td>25</td>
<td>$2,759,083</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total population of the protection prone communities with access to UNRWA’s primary health services</td>
<td>240,260</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total population of the communities served by mobile health clinic</td>
<td>122,256</td>
<td></td>
</tr>
</tbody>
</table>

**Needs analysis**

Access and movement restrictions in the West Bank continue to have a negative impact on the health system, with nearly 400,000 Palestinians in 186 communities experiencing difficulties in accessing essential health services in the West Bank. Of particular concern are the 27,500 Bedouin and other herding communities residing in Area C, whose remote locations and high levels of poverty exacerbate the impact of movement restrictions, further reducing their access to health services.

Coupled with the loss of employment and other sources of livelihoods for many households and in the absence of alternatives, Palestine refugees have become increasingly dependent on UNRWA health-
care services, which comprise a significant share of health services in West Bank. By 2012, the average daily medical consultations per doctor at UNRWA health centres was 110:1, as compared to 80:1 in PA health clinics. The ‘surge capacity’ put in place by the Agency to respond to this increased demand translated into the provision of additional doctors in the clinics as well as the operation of mobile primary health-care services to isolated communities.

Key Interventions
The Agency’s emergency health interventions in 2013 include critical ongoing humanitarian interventions, such as the operation of mobile health clinics in marginalised communities, as well as stabilising the provision of primary health care in areas facing high protection threats.

Mobile health services in isolated communities
In 2013, through its humanitarian interventions, UNRWA will provide 55 vulnerable and isolated communities in the Seam Zone and Area C with primary preventative and curative health services through mobile health clinics, benefiting approximately 122,250 people. Consultations and essential drugs and medical supplies will be provided free of charge. Mental health counsellors will also provide psychosocial support to approximately 7,800 refugees and non-refugees in marginalised communities. The Agency will continue to work in coordination with international and local partners to avoid duplication of services and ensure cost-efficiencies.

Primary health care in protection areas
With the demand on UNRWA health centres unlikely to revert to pre-emergency levels in the coming years, the Agency will expedite implementation of its new Family Health Team approach in order to stabilise its ‘surge capacity’ health centre services, particularly in areas with high protection threats and little access to other health services. Through the model’s client-centred approach, the FHT model will foster a more efficient rationalisation of services and management of the patient flow in the clinics and will thereby be able to gradually absorb the increased case-load into its core programme. The transition towards the Family Health Team model will be gradual. As the model is not fully in place and in order to ensure the delivery of quality curative and preventive health services to Palestine refugees, UNRWA will during 2013 contract emergency funded medical staff in 25 health facilities in areas most affected by access and movement restrictions. This will include providing specialised care to women, children under five, elderly and those with non-communicable diseases. As part of the response UNRWA will dispense free essential drugs and medical supplies.
## Operations support officers

### Objective
Protect refugees and UNRWA personnel from the immediate effects of the conflict/occupation by providing operational support to UNRWA programmes through safeguarding the access and neutrality of the Agency, as well as ensuring respect for human rights and IHL through monitoring, reporting and advocacy.

### Outcome
The Agency and wider international community are ensured that significant measures are taken to safeguard the neutrality and integrity of installations and that follow-up measures are impartially documented.

### Indicators
- % of UNRWA installations receiving two or more neutrality inspections during 2013
- # workshops conducted by OSOs on neutrality, annually
- # Staff members being trained to respect UNRWA principles of neutrality, annually

### 2013 Target
- 100%
- 30
- 600

### 2013 Requirements
$2,893,651
Needs analysis
Over 4,000 staff work at 255 installations dispersed across a highly fragmented and volatile West Bank context. Pervasive restrictions on movement negatively impact UNRWA’s ability to deliver services, with 188 incidents at checkpoints from January to September 2012 resulting in delays in or denial of access and a loss of 143 staff days. The tightening of restrictions at entry points to East Jerusalem in particular imposes significant difficulties on UNRWA operations threatening free flow of goods and staff between the logistics hubs of the Jerusalem office and offices and personnel in the field. Some 75 per cent incidents in 2012 have occurred at checkpoints leading to East Jerusalem checkpoints and all but 23 of the 143 staff days lost occurred due to incidents at these checkpoints. Conflict incidents also continue with relative frequency throughout the West Bank, furthering jeopardising staff movement and safety. In this context, UNRWA must take measures to closely monitor and respond to the situation as it develops each day, in order to defend its neutrality, promote the safety and protection of staff and beneficiaries, and support effective service delivery.

Key interventions
In 2013, UNRWA will continue to utilise a team of international and area staff as Operations Support Officers (OSOs) in the West Bank to reinforce Agency programmes and increase the effectiveness and safety of operations. The Operation Support Programme focuses on four areas: neutrality, access, protection, and staff safety.

OSOs will circulate throughout the West Bank, visit UNRWA installations and communicate with the refugee community and beneficiaries on a daily basis. Each agency installation will be visited two times per year to ensure adherence to the humanitarian principles of neutrality. OSOs will monitor, report on and follow up access incidents which prevent UNRWA staff from conducting work or accessing facilities throughout the West Bank, including East Jerusalem. OSOs will monitor the humanitarian situation in the West Bank and will support the Agency’s protection efforts by reporting IHL violations affecting refugees living in camps and affected by military operations, selected communities affected by the Barrier and/or forcibly displaced refugees, Bedouin and herders in Area C, and Jerusalem residents at risk of displacement. They will also follow up with relevant stakeholders on violations of human rights and IHL and on restrictions on humanitarian access for the Agency’s staff and operations.
## Protection

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protect Palestine Refugees from the immediate effects of the conflict/occupation, promoting respect for IHL and IHRL as well as mitigating the humanitarian consequences of abuses in the West Bank</td>
<td>The accountability of perpetrators of IHL/HRL violations is increased. The immediate needs of refugee women, men and children facing home demolition, forcible eviction or damage to their property are addressed. The risk of the displacement for herding communities in Area C and East Jerusalem residents is reduced and coping capacities are increased.</td>
<td># of IHL violations/ protection incidents systematically monitored and documented. # of stakeholder-awareness initiatives conducted on areas of focus (field visits/ briefings with donors, politicians, researchers, journalists). # of refugees (families and individuals) received crisis intervention assistance</td>
<td>N/A (100 based on previous years’ experience)</td>
<td>$1,034,162</td>
</tr>
</tbody>
</table>
Needs analysis
UNRWA has identified an estimated 8,290 refugees living in Area C, the Seam Zone and East Jerusalem who are at risk of being affected by military operations or displacement. An estimated 75 per cent of those at risk are women and children. Refugee families often face more severe risks than others as they typically have heightened vulnerabilities and fewer resources upon which to draw upon in times of crisis. Refugees facing these extreme risks require external assistance to build their capacities to resist protection threats and to recover when the threat becomes a reality, and they suffer displacement and dispossession.

Key interventions
UNRWA will implement a three-pronged protection response that seeks to provide immediate assistance during crises, prevent or reduce abuses, and enhance the accountability of duty bearers.

Monitoring and reporting
UNRWA will monitor violations of international humanitarian and human rights law affecting refugees living in camps and affected by military operations, selected communities affected by the Barrier and/or forcibly displaced refugees, Bedouin and herders in Area C and Jerusalem residents at risk of displacement. Violations will be systematically documented and raised in written or oral format with the appropriate duty bearers.

Private and public advocacy
Utilising data and the situation awareness collected through the monitoring and reporting activities, UNRWA will intervene with relevant authorities to remind them of their obligations under the relevant international humanitarian and human rights law, raise awareness and mobilise international stakeholders on protection issues, and advocate an end to violations of international humanitarian and human rights law through UN human rights mechanisms.

Emergency response and mitigation
The Agency will implement its crisis intervention model by providing emergency cash assistance within 48 hours to refugee victims whose property has been damaged or demolished as a result of administrative home demolitions or incursions. The cash assistance is equivalent to the value of a basket of basic personal belongings, quantified through an estimation of the cost of various items such as electric and kerosene heating sources, water, food and clothing. UNRWA will also provide psycho-social first aid and refer victims to appropriate internal and external medical, legal, psychological, livelihood, educational and social services. UNRWA front-line staff and appropriate community partners will conduct preparedness and postcrisis debriefing sessions and self-advocacy and rights-awareness workshops.
**Emergency water and sanitation**

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimise health threats and improve the quantity and quality of water in West Bank refugee camps through the rehabilitation of water infrastructure, improvement of sanitary conditions and promotion of best water and hygiene practices</td>
<td>Refugees in Shu’fat camp have improved access to safe, affordable and reliable water supply and sanitation facilities&lt;br&gt;Refugees use best practices in terms of water consumption and management at household (women, children and men) and community level within 19 camps</td>
<td># meters sewage networks rehabilitated in Shu’fat camp&lt;br&gt;# manholes constructed in Shu’fat camp&lt;br&gt;# camps benefiting from water management awareness activities</td>
<td>208 metres&lt;br&gt;20 manholes&lt;br&gt;19</td>
<td>$491,122</td>
</tr>
</tbody>
</table>
Needs analysis
Access to quality water and sanitation is increasingly problematic for Palestinians in the West Bank, as Israeli policies and practices restrict access to resources and limit infrastructure development. Refugee camps in the West Bank are particularly vulnerable to both water scarcity and sanitation problems, especially those in Area C. Although longer-term solutions are needed to address the root causes of the problem, urgent interventions are also needed to immediately improve water consumption and management practices among refugees and reduce possible water-related health implications.

Shu’fat refugee camp, located inside the boundaries of the Jerusalem municipality but excluded from access to Jerusalem by the Barrier, represents a critical example of the water and sanitation challenges in Area C. In the past years, the camp population has doubled, as Jerusalem ID holders seeking to secure their residency status but unable to pay high rents in other parts of the city have moved into the camp. The current infrastructure within the camp is unable to support the increasing number of inhabitants in terms of water supply, sanitation and wastewater treatment. Camp residents have resorted to illegally connecting to camp water and sewage pipes, which in turn has threatened the entire camp residents’ access to safe water and waste disposal. Emergency rehabilitation of both water and sewage networks in the camp are urgently needed to avoid a more severe degradation of the environmental health conditions and longterm damage to the environment.

Key interventions
In 2013, UNRWA will improve water, sanitation and hygiene conditions for refugees living in camps in the West Bank by promoting the emergency water consumption and management skills in all camps and by rehabilitating public water infrastructure and improving solid waste removal and disposal in Shu’fat refugee camp.

Emergency water consumption and management skills
UNRWA will promote the use of best practices in water consumption and water management across the 19 refugee camps in the West Bank. Camp residents, representative bodies, local authorities and those daily interacting with camp population will learn how to manage their limited water resources in the most efficient manner possible, in accordance with best practices. Educational material will be distributed to support the peer-to-peer and staff-to-beneficiary dissemination of the message. Special home sessions for women will be conducted in acknowledgement of the critical role they play in managing household water.

Emergency WASH in Shu’fat refugee camp
With no other actors present in Shu’fat refugee camp, UNRWA will serve as the provider of last resort and will provide emergency environmental health services for the growing population. In 2013, UNRWA will rehabilitate and upgrade water and sanitation infrastructure in Shu’fat refugee camp using local labourers and locally procured materials. The work will include concrete paving of roads, the rehabilitation of sewage networks and construction of 20 manholes. The activities will be undertaken in coordination with the local representatives. UNRWA will also address the inadequate solid waste disposal services in Shu’fat refugee camp with the procurement of additional waste containers and payment of fees for waste disposal and use of landfill sites. Simultaneously, UNRWA will work with other international organisations and agencies to develop a long-term plan to more sustainably address the camp’s needs, to be implemented as part of the Agency’s core programmes in 2014.
Threats to ID status leading to sub-standard living conditions in Shu’fat camp

Since the 1967 occupation and subsequent annexation of East Jerusalem, the right to reside in the city has been restricted to those Palestinians living within what came to be known as the “Municipality of Jerusalem.” Israeli law stipulated that Palestinians living in East Jerusalem were to receive ‘permanent residency’ and be issued an Israeli ID card, the so called Blue ID card.

Today “permanent residency” provides freedom of movement and opportunity to work in East Jerusalem and Israel. Permanent residents should contribute to and can benefit from Israeli social services including health and social services, and can vote in the municipal elections.

However, the Israeli authorities can revoke the “permanent residency” if a person obtains residency or citizenship in another country. Further, during the 1990s Israel started revoking residency rights to those East Jerusalem Palestinians who moved outside the Israeli-defined Jerusalem municipal boundaries. Palestinian Blue ID holders living in other parts of the West Bank and Gaza Strip were therefore affected by this policy. Palestinian East Jerusalem residents are required to prove their “centre of life” (i.e. work and home) is in Jerusalem and not in other parts of the West Bank and Gaza Strip.

Shu’fat refugee camp is the only camp in the West Bank located inside the Israeli Jerusalem municipality boundaries. In the past years, the camp has witnessed an influx of Jerusalem ID holders seeking to secure their residency status but unable to pay high rents in other parts of the city. Therefore Shu’fat camp is now dangerously overcrowded. The rapid growth of the camp’s population has overstrained infrastructure leading to a hazardous living environment. Substandard sewage pipelines coupled with several irregular sewage drainage connections has led to a situation where sewage water ends up on a regular basis in the streets of the camp. In addition to an unbearable smell, cases of illnesses have been reported to UNRWA by residents of the area. With children playing in and around these areas, the potential for an even more-severe accident is high.

There is an urgent need for emergency rehabilitation of the water and sewage network while a comprehensive strategy is developed to address the camp’s long-term needs.
5.3 the gaza strip and west bank

Strategic priority 3:
Ensure Agency emergency programmes are implemented effectively and in full coordination with all relevant internal and external partners.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Outcome</th>
<th>Indicators</th>
<th>2013 Target</th>
<th>2013 Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthen capacity to implement UNRWA’s emergency programme, including coordination, management and monitoring</td>
<td>Refugees receive the range of humanitarian assistance they require through an effective and efficient UNRWA emergency programme in Gaza and the West Bank</td>
<td>Number of interruptions to emergency programme implementation due to insufficient staff</td>
<td>0</td>
<td>$12,560,409</td>
</tr>
<tr>
<td></td>
<td></td>
<td>A new emergency appeal planning process is implemented, better linking the EA process with other UNRWA planning processes</td>
<td>New EA planning process identified by April 2013</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of relevant clusters/sectors/sub-cluster groups in which UNRWA actively participates, disaggregated by field</td>
<td>Gaza: 9</td>
<td>WB: 4</td>
</tr>
</tbody>
</table>
**Needs analysis**
UNRWA requires additional management capacity at field and headquarters levels in order to effectively implement its emergency programme, as other staff are fully committed to ensuring implementation of the Agency’s core programmes. Staff are therefore needed to effectively manage the increased workload generated by the implementation of large-scale emergency programme. Staff are required in both field offices as well as at the headquarters level, to manage the day-to-day activities of the programme, to conduct real-time monitoring and evaluation of activities, provide joint strategic planning and leadership across both areas of operation, and ensure increased headquarters support.

A key area where Agency-level synergies can be further improved is through enhanced linkages with other planning processes such as the development of the Medium Term Strategy, the biennium planning process, the annual budget process and donor reporting, particularly in terms of timing. UNRWA also participates in the Inter-Agency Standing Committee’s cluster approach at the field level, which requires additional capacity to ensure Agency programmes are well-represented and well-coordinated with the multitude of other actors present in Gaza and the West Bank. Staff are specifically needed in Gaza to cope with the additional coordination required to import “dual use” items needed for the myriad construction projects planned by UNRWA.

**Key interventions**
Within the parameters set out above, the scope of activities to be undertaken will include:

The employment of essential field staff to implement and oversee emergency activities and ensure coordination with all programmes within UNRWA and assist with coordination with partners outside UNRWA. The Agency will work to ensure as close a gender balance as possible in its staffing structure, keeping in mind cultural norms. The Agency will also procure goods and contract services necessary to support the ongoing operation of expanded emergency programme activities, including the contracting of essential infrastructure works and distribution of office facilities essential to the delivery of programmes.

The Agency will continue to work closely with other humanitarian actors through established mechanisms for the planning, delivery, monitoring and coordination of humanitarian assistance. This coordination will extend to needs analysis in the oPt, as well as advocacy on key humanitarian and protection issues. UNRWA will also continue to play a leading role in chairing the cash-for-work sector, as well as co-chairing the food aid sector in the Gaza Strip. The Agency is also involved as a lead agency in discussions on the establishment of a food security cluster in oPt, along with WFP and FAO.

The Agency will maintain increased support from headquarters functions in support of emergency operations. These include one international legal officer, one external relations officer, and three procurement staff. One international expert to monitor and report on socio-economic conditions of Palestine refugees in the oPt provides critical analytic services to the Agency’s field operations.
UNRWA continues to improve its capacity for the co-ordination, management and planning of emergency operations. The Agency utilises dedicated resources in the field and at headquarters, as well as the further development of programme-planning tools and systems. This includes the utilisation of the UNRWA results-based monitoring system (RBM) to periodically track actual results against planned achievements supported by the programme coordination and support unit.

In 2013, UNRWA will renew its cooperation with FAO, WFP and PCBS in carrying out the annual socio-economic and food security survey. Furthermore, the Agency will conduct further analysis of the macro-economic impact of the current crisis, using national accounts, poverty, and unemployment data collected by the PCBS. UNRWA will also continue to support coordination and monitoring tools that will improve monitoring of qualitative and quantitative data on key indicators.

UNRWA will track progress on the Emergency Appeal using the RBM on a quarterly basis and a year-end consolidated report on implementation of activities and their results. Harmonised reporting for donors according to the Good Donorship Principles and the Aid Effectiveness Agenda will be produced on a semi-annual and annual basis. Activity reports will be prepared for the CAP mid- and year-end reviews.
section VII: **2013 emergency appeal budget requirements**

<table>
<thead>
<tr>
<th>Programme interventions</th>
<th>Gaza</th>
<th>West Bank</th>
<th>Headquarters</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency food assistance</td>
<td>78,033,000</td>
<td>-</td>
<td>-</td>
<td>78,033,000</td>
</tr>
<tr>
<td>Emergency cash assistance</td>
<td>37,905,360</td>
<td>-</td>
<td>-</td>
<td>37,905,360</td>
</tr>
<tr>
<td>Temporary job creation programme</td>
<td>59,700,000</td>
<td>45,835,949</td>
<td>-</td>
<td>105,535,949</td>
</tr>
<tr>
<td>Community mental health</td>
<td>3,500,940</td>
<td>342,664</td>
<td>-</td>
<td>3,843,604</td>
</tr>
<tr>
<td>Emergency education</td>
<td>7,825,500</td>
<td>-</td>
<td>-</td>
<td>7,825,500</td>
</tr>
<tr>
<td>Emergency health</td>
<td>2,220,000</td>
<td>2,759,083</td>
<td>-</td>
<td>4,979,083</td>
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<tr>
<td>Operations support office</td>
<td>1,998,000</td>
<td>2,893,651</td>
<td>-</td>
<td>4,891,651</td>
</tr>
<tr>
<td>Protection</td>
<td>-</td>
<td>1,034,162</td>
<td>-</td>
<td>1,034,162</td>
</tr>
<tr>
<td>Protection: Gaza Summer Fun Weeks</td>
<td>9,900,000</td>
<td>-</td>
<td>-</td>
<td>9,900,000</td>
</tr>
<tr>
<td>Protection: Unexploded-ordinance risk education in schools</td>
<td>55,500</td>
<td>-</td>
<td>-</td>
<td>55,500</td>
</tr>
<tr>
<td>Temporary shelter and shelter repair</td>
<td>30,660,000</td>
<td>-</td>
<td>-</td>
<td>30,660,000</td>
</tr>
<tr>
<td>Emergency water and sanitation</td>
<td>2,347,650</td>
<td>491,122</td>
<td>-</td>
<td>2,838,772</td>
</tr>
<tr>
<td>Coordination and management</td>
<td>9,207,450</td>
<td>2,495,312</td>
<td>857,647</td>
<td>12,560,409</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>243,353,400</strong></td>
<td><strong>55,851,943</strong></td>
<td><strong>857,647</strong></td>
<td><strong>300,062,990</strong></td>
</tr>
</tbody>
</table>

*All figures include the standard 11 per cent UNRWA programme support costs.*
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