executive summary

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has provided basic services, and at times emergency assistance to Palestine refugees in Syria, Jordan, Lebanon, the West Bank and Gaza for over 63 years. It is now actively responding to the critical needs of Palestine refugees affected by the conflict in Syria and of those who have fled Syria to Jordan and Lebanon.

This document describes UNRWA’s accomplishments under the Regional Syria Humanitarian Response Plan issued in September 2012, and outlines its strategy to build on these accomplishments and address emerging challenges. UNRWA’s September plan appealed for USD 53.8 million, of which 57 per cent was committed in pledges, and 35 per cent was received by mid December 2012.

UNRWA is ideally positioned to support the increasing needs of Palestine refugees in Syria, and to adapt services in Jordan and Lebanon to meet the broad range of needs of those who fled Syria. UNRWA is ideally positioned to support the increasing needs of Palestine refugees in Syria, and to adapt services in Jordan and Lebanon to meet the broad range of needs of those who fled Syria.

programmatic and emergency experience to ensure that Palestine refugees benefit from its existing human resource, infrastructure and logistics assets.

The Syria content of this plan is contained in the Syrian Arab Republic’s Humanitarian Assistance Response Plan (1 January 2013-30 June 2013) and prepared in coordination with the United Nations System. The Lebanon content is reflected in the United Nations Regional Response Plan, January-June 2013.

Over the six-month period, 1 January to 30 June 2013, UNRWA plans to provide urgent humanitarian assistance to up to 360,000 people affected by conflict in Syria, up to 5,500 Palestine refugees from Syria (PRS) in Jordan, and up to 20,000 PRS in Lebanon. In order to meet these needs, UNRWA needs a total of USD 91,241,416 of which USD 75,087,733 is to be programmed inside Syria, USD 13,293,528 in Lebanon and USD 2,860,155 in Jordan.

In 2013, the Agency will build on its existing

1: UNRWA’s operational definition of a Palestine Refugee is someone whose normal place of residence was Palestine between June 1946 and May 1948, and who lost both home and livelihood as a result of the 1948 Arab-Israeli conflict.

2: Outstanding pledges of USD 11.2 million on the September 2012 plan will be carried over to the 2013 UNRWA response.
Financial Overview
UNRWA Syria crisis response: January - June 2013
Total budget requirement per field (USD)

<table>
<thead>
<tr>
<th>Programme intervention</th>
<th>Syria</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Total</th>
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<tbody>
<tr>
<td>Cash assistance (incl. for shelter and NFIs)</td>
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<td>714,000</td>
<td>7,801,524</td>
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<td>*</td>
<td>312,158</td>
<td>415,446</td>
<td>727,604</td>
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<td>Non-food items (NFIs)</td>
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<td>**</td>
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<td>Safety and security</td>
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<td>2,656,730</td>
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<td>Grand total*</td>
<td>75,087,733</td>
<td>2,860,155</td>
<td>13,293,528</td>
<td>91,241,416</td>
</tr>
</tbody>
</table>

* Protection support to Syria Field is provided by the HQ Senior Protection Coordinator.
** Covered in cash assistance.

syria crisis overview

2.1 Introduction

Syria hosts over 525,000 Palestinian refugees, almost 80 per cent of whom live in the greater Damascus area. The bulk of the refugee population in the rest of the country live in or around camps close to the major cities of Homs, Hama, Aleppo, Latakia, and Dera’a. Given the escalating conflict in Syria, UNRWA is seeking to significantly bolster its actions to address the emergency needs of Palestine refugees, including through cash and food assistance, emergency shelter rehabilitation, emergency health, education and provision of winter supplies.
As violence, economic hardship and displacement escalate, Palestine refugees in Syria, like their Syrian counterparts, increasingly require assistance. Prior to March 2011, Palestine refugees were already among the poorest communities in Syria, and therefore vulnerable with 27 per cent of the population were estimated to be living below the poverty line (USD 2 dollars per day), and over 12 per cent were unable to meet their basic food needs. The repercussions of conflict, sanctions and other economic strains now mean that Palestine refugees are unable to cope. Female-headed households, the elderly, disabled, and chronically ill have been amongst the most severely affected.

UNRWA’s September 2012 planning figure of 225,000 refugees living in Syria in need of assistance has grown to 360,000. This is almost three-quarters of registered refugees in Syria. The extent of displacement among Palestine refugees is difficult to determine precisely. However a broad indication can be gleaned from the fact that 70 per cent of UNRWA’s staff has experienced displacement, many of them several times.

The demand for UNRWA assistance has increased exponentially since the conflict began, with some 90,000 families having approached UNRWA for cash assistance (which substantiates the planning figure of 360,000 individuals), and hundreds lining up daily to receive UNRWA cash assistance at secure Agency facilities and banks. Inflation and loss of income mean that most refugees cannot afford to buy sufficient food. UNRWA staff and interlocutors in Syria fear the situation will further deteriorate, anticipating further break-down of the infrastructure that supports normal life. Electricity and water cuts are now running into weeks in Ein el Tal and Neirab camps in the north. Damascus is also seeing interruptions in the supply of electricity and water. There are indications that the banking system is under unprecedented pressure.

Conflict has affected humanitarian access and disrupted education and health services, exacerbating stress and uncertainty in refugee communities. During a spike in hostilities in the summer of 2012, UNRWA schools hosted some 11,000 displaced people, 75 per cent of whom were Syrians. Along with the wider services, UNRWA operations are increasingly affected by the conflict. Some facilities have sustained damage, and staff members have been among the casualties of the conflict. In spite of this, the critical mass of UNRWA’s staff and operational capacity is being maintained, enabling the Agency to offer humanitarian response alongside continued education and health other services.

The primary rationale underpinning UNRWA’s humanitarian response is to enhance the socio-economic resilience of Palestine refugees and thus strengthen their ability to withstand and survive the tragedy of the Syria conflict. This builds upon the philosophy of its regular programming, including in education, health and micro-finance. Even with the increased business risk and the dangerous situation in which they operate, UNRWA’s microfinance programme in Syria, in 2011 the second largest in the country, continues to deliver inclusive microfinance services to both Palestine refugees and Syrian citizens. Micro-finance is an instrument that is highly complementary with humanitarian intervention during war and disaster, as it helps communities maintain livelihoods and enables many households to remain food secure.

The last quarter of 2012 saw the neutrality of Palestine refugees come under huge pressure, with the conflict increasingly penetrating their communities. Therefore, the rationale of socio-economic resilience will remain relevant and critical in 2013. The vast majority of Palestine refugees maintains a neutral stance and refrains from involvement in the conflict. In tandem with its humanitarian and human development work, the Agency will continue to remind staff and refugees of the importance of maintaining this stance. This was a major theme of the Commissioner-General’s messages during his December 2012 field trip to Syria.

The objective of strengthening resilience applies equally to UNRWA staff who live and work among refugee communities and are equally affected by the conflict. UNRWA’s 2013 humanitarian response therefore includes provision for supporting UNRWA staff with who are bearing a
painful toll. Five staff members have tragically lost their lives. In addition to the violence of conflict, every week brings more stories of kidnappings, disappearances, car-jackings, including among staff and their friends and families. Over 160 national staff members have taken leave without pay and many have left the country entirely. Those that continue courageously to work on behalf of their communities suffer extreme distress and anxiety about the prospect of further deterioration in the security and economic situation and their increasing inability to cope.

Another feature of UNRWA’s approach is the emphasis on protection of civilians in the Agency’s public advocacy. Palestine refugee camps and other areas where refugees live are close areas that have seen intense conflict. This is particularly true of Homs Camp in central Syria, Dera’a Camp in the south, Yarmouk Camp in Damascus, and Ein el-Tal Camp outside of Aleppo. Refugees are being injured and killed in increasing numbers, and the Commissioner-General has stressed the need for all sides of the conflict to exercise restraint and to protect civilians.

In Jordan and Lebanon, the influx of Syrians PRS is creating enormous burden on the resources and capacities of the two countries. While the number of PRS is relatively low compared to the 300,000 Syrians in Jordan and Lebanon, it is increasing. There are now 2,600 in Jordan, up from 1,000 in September, and in Lebanon PRS have more than tripled in number, from 3,000 to 10,000 in the same period. PRS entry into Jordan is severely restricted and UNRWA’s protection and advocacy efforts on behalf of refugees trying to enter Jordan are crucial. In Lebanon, UNRWA faces multiple challenges in assisting PRS, including the lack of affordable housing for them, tensions with existing communities, difficulties in providing education due to language challenges to Syrian students, and the high cost of supporting life-saving hospitalisation and secondary health-care needs of an additional population. Due to the particular vulnerability of PRS in Jordan and Syria, and the political sensitivity of their growing numbers, the UNRWA response carries a strong protection focus in both countries.

2.2 UNRWA response to date

UNRWA’s previous response plan, launched in tandem with the UN Syria response on 6 September 2012, appealed for a life-saving humanitarian response in Syria, and food, cash, household/winter items and health services in Lebanon and Jordan for a total of USD 53.8 million. The achievements under the September appeal are considerable, and are detailed in the three field chapters.

2.3 Strategic objectives for 2013

In keeping with its mandate, UNRWA will continue to assist refugees to maintain productive and safe lives through its regular services. Through the current plan, it seeks to provide additional support to buffer the effects of conflict and economic vulnerability. The following are the Agency’s guiding principles for this plan:

Strategic objective 1: Operational continuity

Ensure the continuity of critical humanitarian services, utilising the Agency’s country-wide network of staff and installations that delivers health, relief, and education programmes.

Strategic objective 2: Strengthened resilience

Ensure that Palestine refugees in Syria have access to adequate food, basic non-food items, health care, psycho-social support and education where they currently reside to protect them against displacement, particularly across borders.

Strategic objective 3: Evidence-based response

Ensure that interventions are based on the best available information from the Agency’s network of area offices dealing directly with refugees and their changing needs.
Strategic objective 4: Support to those who flee Syria

Ensure that Palestine refugees who seek refuge across international borders have access to humanitarian assistance and services including food, health care, education, shelter, and are protected in line with international law;

Strategic objective 5: Staff safety

Ensure that measures and practices are in place that enhance staff safety and help mitigate, to the extent possible, the risks of working in conditions of conflict.

Strategic objective 6: UN inter-agency partnerships

Ensure continued and enhanced coordination and cooperation with UN agencies to optimise outcomes for refugees.

2.4 Planning assumptions for 2013

UNRWA’s main planning assumptions for the Syria crisis follow that of the wider UN:

- Continued protracted conflict;
- No political solution;
- Continued deterioration of the economy and infrastructure;
- Continued population displacement and refugee outflow.

UNRWA-specific assumptions include:

- UNRWA’s regional operations will continue to provide an effective network for expanded emergency support in Syria, Lebanon and Jordan;
- UNRWA will continue to have access to most of its facilities;
- UNRWA and Palestine refugees in Syria will continue to depend on the assistance and support of the Syrian authorities;
- UNRWA will collaborate with its humanitarian partners, particularly in planning and responding to scenarios of mass movement within Syria, or mass influx into Jordan or Lebanon;
- UNRWA will rely on the host governments and UNHCR in Turkey and Iraq where it has no operations;
- Palestine refugees will continue to benefit from Agency advocacy on their behalf with the host governments and other relevant stakeholders;
- UNRWA area staff will come under increasing economic and personal strain that must be mitigated in order for operations to continue;
- Contingency plans relying on area staff and employing remote or partially remote operations will be employed should security conditions dictate removal of core international staff from Syria;
- UNRWA will continue to improve its security and risk management system that operates in close collaboration with the UN Department of Safety and Security (UNDSS) and within the UN Security Management System.

2.5 Contingency planning

The increasing challenges of humanitarian access and likelihood of intensified conflict require careful contingency planning. UNRWA’s Syria contingency planning focuses on the continuity of operations and supply chains through various modalities of remote or partially remote management from Amman and/or Beirut. Humanitarian access to areas of insecurity will continue to be guided by UNRWA’s Syria operations centre in coordination with UN DSS. UNRWA’s emergency roster staff have received emergency training and remain prepared for deployment for the Syria response as appropriate.

In Jordan and Lebanon, contingency plans continue to be developed, and UNRWA is coordinating with UN agencies, the humanitarian community and local stakeholders for any rapid increase in the number of PRS beyond the scope of this plan.
2.6 Coordination

UNRWA coordinates closely with host governments, and particularly with assigned government counterparts, including:

- the General Authority of Palestine Arab Refugees (GAPAR) in Syria;
- the Department of Palestinian Affairs (DPA) in Jordan; and
- the Lebanese-Palestinian Dialogue Committee in Lebanon.

The Agency collaborates actively with humanitarian actors, including:

- UN Country Teams and Security Management Teams;
- Syria Humanitarian Forum, chaired by OCHA, and all technical and contingency planning working groups;
- UNHCR to address the ongoing protection and humanitarian needs;
- UNICEF in support of Education, Health and Relief and Social Services Programmes;
- WFP on transportation, storage and food delivery arrangements;
- WHO on emergency health services;
- UNFPA on special needs of conflict-affected women;
- Danish Refugee Council on vocational training, livelihoods support;
- Norwegian Refugee Council on protection and emergency support;
- Swedish Contingencies Agency on emergency coordination.

2.7 Needs assessments

Rapid, condensed emergency needs assessments were conducted in December 2012 by frontline staff in Syria, Lebanon and Jordan. In Syria, staff in the six areas of operation, Dera’a, Damascus, Homs, Hama, Latakia and Aleppo, have a wealth of information from their own direct experience, and from collected data from regular interaction with Palestine refugees in their areas of responsibility. Supplementary assessment missions by international staff were recently conducted in Homs and Dera’a.

In its assessment of current needs of refugees, UNRWA has also strived to ascertain displacement trends, including of influx of PRS into Lebanon and Jordan, and the value and impact of its interventions on refugee well-being. In all three fields, PRS populations have been profiled for specific protection criteria, such as female-headed households, and those with children, elderly and disabled family members.

3.1 Syria

3.1.1 Achievements to date

With USD 19,876,140 (45 per cent of requested funds), supported by existing capacity, the following has been accomplished since September 2012:

Cash assistance:

- Cash assistance to 54,000 families (252,000 individuals, average USD 42 per person)

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3. The intensity and wide geographic spread of the Syria conflict and the consequent threats to staff safety and limitations to staff movement preclude substantive and comprehensive needs assessments. Despite this reality, UNRWA is aware of the importance of having some empirical basis for planning its humanitarian response. The Agency addressed this by circulating to its field office across Syria a basic needs assessment form that was completed by programme staff in close contact with refugees on the ground. In this process, UNRWA field staff drew on their first-hand familiarity with the situation of Palestine refugees.
**Food assistance:**
- Food assistance to 21,600 families (97,200 individuals)

**Health care:**
(with estimated fourth quarter 2012 statistics):
- Approximately 230,000 refugees served at UNRWA clinics;
- Approximately 3,600 refugees provided secondary/tertiary care at Syrian facilities;
- Approximately 20,000 refugees provided essential and life-saving drugs;
- 20 health care staff given first-aid training.

**Environmental Health:**
- One garbage collection truck provided camps with regular garbage collection services.

**Education:**
- Approximately 67,000 children enrolled at UNRWA schools, often under flexible scheduling due to the security situation;
- Education staff trained in implementing alternative education modalities;
- Alternative education materials (home study and DVDs) developed.

**Safety and Security:**
- UNRWA 24-hr Operations Centre established;
- 36 staff members trained in emergency response and hazardous environment awareness;
- 11 staff members trained in armoured vehicle operations;
- UNRWA facilities upgraded for enhanced security.

**Capacity and management:**
- NRC-seconded Humanitarian Coordinator provided support on protection and humanitarian assessments;
- Two temporary emergency staff from Gaza supported finance and project management;
- UNRWA area staff provided support to increase their resilience and ability to stay on the job delivering humanitarian services.

### 3.1.2 Growing needs and operational challenges

Based on the December 2012 needs assessment and number of applications for assistance received, UNRWA estimates that over 360,000 or 69 per cent of Palestine refugees now require urgent assistance. This contrasts with the estimate of 225,000 that was the basis of the previous Response Plan.

Vulnerable conflict-affected Palestine refugees are in desperate need of assistance to meet their basic food, medical, and education needs. The winter season presents additional challenges, as Palestine refugees whose homes have been damaged are exposed to harsh winter conditions. Blankets, heating fuel, and warm clothes are needed to protect them from exposure to the cold. UNRWA facilities that are being used as temporary shelter by displaced Syrians as well as Palestine refugees, and health centres that continue to provide emergency medical services are in need of urgent rehabilitation due to damages caused by the conflict.

Restricted humanitarian access caused by high risk of exposure to violence remains a major challenge in the delivery of humanitarian aid. In many areas, distributions can only be accomplished during lulls in hostilities. Security upgrading of UNRWA facilities as well as rehabilitation of damaged installations including health centres and schools is being undertaken to ensure continuity of programme delivery.
As the 3,700 UNRWA area staff members in Syria are increasingly affected by the conflict, UNRWA must ensure that they have the capacity to continue to manage their lives and families as well as deliver services in support of vulnerable Palestine refugees. They are often subject to life-threatening danger on their way to work or at their places of work, they are supporting extended families and friends, and they are increasingly unable to afford food or find heating fuel, just like the rest of the population. They must be able to retain some semblance of stability and normalcy in their increasingly difficult lives if they are expected to continue to serve their communities. UNRWA’s entire network of regular services as well as its humanitarian assistance is dependent on this experienced and dedicated cadre of managers, teachers, health professionals, logisticians, finance officers, administrators and social workers.

3.1.3 January-June 2013 crisis response in Syria

UNRWA has revised its appeal to seek USD 75,087,733 for its emergency operations in Syria (1 January-30 June 2012) in the fields of:

- food;
- emergency cash for food, non food items, access to shelter and shelter rehabilitation;
- emergency health;
- non-food/winter items;
- environmental health;
- emergency education;
- emergency repair and maintenance of damaged UNRWA schools and health centres;
- safety support for UNRWA staff and refugees; and
- humanitarian response capacity.

Operationalization of the plan:

A network of UNRWA social workers conduct field monitoring visits, as the security situation permits, to ensure that Palestine refugees that require assistance are registered and informed about the procedures for obtaining such assistance. Areas Officers, social workers, health and education professionals also provide vital information on emerging humanitarian and protection needs and contribute to establishing and implementing the systems for disbursement of cash and food assistance to refugees. Additional advice is provided by the Agency Senior Protection Coordinator in promoting the rights of Palestine refugees in Syria.

The Syria Field Operations Centre works 24 hours a day, seven days a week, to support staff by:

- providing status updates and security alerts;
- maintaining contact and with UNDSS and other security counterparts;
- tracking UNRWA vehicle movements;
- serving as an emergency contact for all staff.
### Priority Interventions and Funding Requirements for Syria Response January – June 2013

<table>
<thead>
<tr>
<th>Humanitarian Intervention*</th>
<th>Outcome</th>
<th>Outputs</th>
<th>Activities</th>
</tr>
</thead>
</table>
| **Emergency cash assistance**<br>USD 37,210,732 | PRS better able to meet their food and household needs | 359,106 refugees provided with a one-time payment of approximately USD 42 /person  
USD 16,990,550 | Provision of cash assistance at a rate of USD 42/person/six months  
22,124 refugee families provided with two payments of approximately USD 150 to purchase heating fuel and non-food items  
USD 7,490,080  
22,124 families provided with three months of cash for rent at USD 150 per month  
USD 11,173,726 | - Identification of vulnerable refugee families who cannot afford adequate accommodation;  
- Conclusion of contracts with banks for the disbursement of funds;  
- Monitoring of the impact of the shelter assistance amongst refugees.  
1,858 families provided with a one-time shelter repairs assistance at a rate of USD 300  
838 families with demolished homes provided with a lump sum payment of USD 1,000  
USD 1,556,375 |
| **Food assistance**<br>USD 19,146,629 | PRS better able to meet their emergency food needs | 359,106 refugees receive monthly food parcels of approximately 1,200 daily calories or two thirds of the dietary requirements | - Identification of vulnerable PRS families in need of assistance;  
- Procurement of food parcels and distribution to refugees;  
- Monitoring of the impact of the food assistance amongst beneficiaries. |
| **Non-food and Winter Items**<br>USD 6,683,353 | PRS better able to meet their household and winterization needs | 22,124 families (99,557 individuals) receive blankets, mattresses, quilts, and jerry cans  
30,861 children receive warm clothing | - Identification of vulnerable refugee families in need of assistance;  
- Procurement of non-food and winter items and distribution to refugees;  
- Monitoring of the impact of the provision of non-food/winter items amongst refugees |
| **Health**<br>USD 2,775,000 | PRS have access to primary, secondary and life-saving health care | Up to 525,525 refugees receive essential drugs and medical supplies  
USD 1,665,000 | - Identification of vulnerable PRS in need of medical attention;  
- Monitoring of the progress of medical services on patients.  
Up to 525,525 refugees receive emergency hospital care including safe child birth for 5,818 pregnant women  
USD 1,110,000 |
## Environmental Health

- **USD 555,000**

  - Identification of camps in need of enhanced environmental health standards;
  - Procurement of environmental health supplies and implementation of work by engineering and contracted staff;
  - Monitoring of the functioning of the environmental health rehabilitation works.

  **Palestine Refugees**

  Up to 525,000 refugees provided with adequate drinking water, sanitation, and solid waste collection

  **Up to 525,000 refugees provided with adequate drinking water, sanitation, and solid waste collection**

## Education

- **USD 2,974,800**

  - Registration of PRS children;
  - Coordination with UNRWA and government schools to ensure access to education for PRS children;
  - Procurement of textbooks and supplies.

  **PRS children are able to continue their education despite displacement**

  - 67,000 children continue their education through home and distance learning materials

  **67,000 children continue their education through home and distance learning materials**

## Emergency Repair and Maintenance of UNRWA Installations

- **USD 1,332,000**

  - Identification of UNRWA installations in need of security upgrades;
  - Identification of UNRWA frontline staff in need of emergency response and security training;
  - Procurement of security supplies and contractual arrangements for training;
  - Monitoring of the impact of enhanced security initiatives on the delivery of services and safety of UNRWA staff.

  **Schools, health centres and other UNRWA installations are able to function and offer services**

  - Up to 525,525 refugees are provided services through rehabilitated UNRWA installations

  **Up to 525,525 refugees are provided services through rehabilitated UNRWA installations**

## Safety and Security

- **USD 1,495,170**

  - Identification of UNRWA installations in need of security enhancements;
  - Identification of UNRWA frontline staff in need of emergency response and security training;
  - Procurement of security supplies and contractual arrangements for training;
  - Monitoring of the impact of enhanced security initiatives on the delivery of services and safety of UNRWA staff.

  **Enhanced security of over 3,600 UNRWA staff to provide humanitarian aid to up to 525,525 refugees.**

## Management and Monitoring

- **USD 2,656,730**

  - Identification of staffing and equipment needs for enhanced project monitoring;
  - Identification of staffing, equipment and travel needs for remote management modalities;
  - Monitoring of the performance of project staff and indicators of implementation of projects.

  **Data readily available on the impact of projects with clearly identified indicators**

  **Travel and monitoring conducted by emergency staff**

## TOTAL

- **USD 75,087,733**

  - Allocations may change as situation develops
3.2 Lebanon

The escalation of violence in Syria has forced approximately 10,000 PRS to flee to Lebanon. The majority of the families are normally resident in Yarmouk Camp in Damascus. They have found temporary accommodation in the Saida area (32 per cent), as well as Beqa’a (19 per cent), Central Lebanon Area (21 per cent), North Lebanon Area (14 per cent), and Tyre area (14 per cent). Even under normal circumstances, Palestine refugees in Lebanon struggle with limited rights and little access to public services and job opportunities. The arrival of additional refugees from Syria compounds the burden on Palestinian/Lebanese communities and UNRWA services, and presents a situation that is politically sensitive to the government. Due to these reasons, PRS who have fled to Lebanon are highly vulnerable.

3.1.1 Achievements to date

With USD 966,278 (11.7 per cent of requested funds), combined with existing capacities, the following has been accomplished to date:

Non-food/winter items:

- Non-food/winter items to 1,083 vulnerable households

Emergency health:

- 452 families have accessed UNRWA health clinics (20% of PRS families to date);
- 111 refugees received life-saving hospitalisation treatments;
- Refugees provided access to dental care through UNRWA mobile dental clinics

Emergency education:

- 1247 children enrolled at UNRWA schools. 905 attend a special phased programme developed to ensure they are able to adjust and continue their education.
- All PRS students in UNRWA schools provided with school kits (joint NGO/UN effort)

Protection:

- Advocacy efforts have yielded assurances that PRS with expired transit visas will not be subject to arrest and those wishing to return to Syria would not be subject to fine;
- Emergency Response Assistant, clerk and three social workers supported humanitarian response;
- Emergency Coordination Officer seconded by the Swedish Contingencies Agency to support response.

3.1.2 Growing needs and operational challenges

As the situation continues to deteriorate in Syria, it is expected that the population of 10,000 PRS in Lebanon will double to 20,000. Escalating violence in and around Damascus may precipitate increased flows of refugees. Highly dependent on the host community and UNRWA, PRS are in need of a large range of humanitarian aid in the fields of protection, emergency cash for food and rent, non-food items, health care, environmental health, emergency education, psycho-social support, and environmental health. The winter season presents additional grave challenges with refugees in Lebanon urgently requiring heating fuel, warm clothes, and blankets.
UNRWA is facing the increasing challenges providing for a rapidly growing number of PRS in Lebanon. These challenges are compacted by Lebanon’s complex and fragile political situation, and by the constraints placed on Palestinians in terms of employment and services. Unfortunately, UNRWA has not yet been able to provide food or cash assistance, which has raised sensitivity among the PRS who feel discriminated against compared to provisions being made to Syrian refugees. UNRWA’s limited response to date also creates additional pressure on already fragile relationship between Palestine Refugees and the Lebanese community.

3.1.3 January-June 2013 crisis response in Lebanon

UNRWA has revised its appeal to seek USD 13,266,888 for its emergency services in Lebanon in the areas of protection, cash assistance, non-food winter items, health and education.

*Operationalization of the plan:*

A network of UNRWA area staff records and verifies eligibility of PRS families for emergency assistance, and along with the international operations support officers, provides vital information on emerging humanitarian and protection needs.

The Field Protection Officer advises on interventions to ensure the safety and respect of PRS rights. An Emergency Coordination Officer, seconded by the Swedish Contingencies Agency, supports the humanitarian response, as do an Emergency Response Assistant, a clerk and four social workers funded through the response plan. In addition, UNRWA Lebanon plans to recruit a monitoring and reporting officer for the Beqaa Area and a protection coordinator.

Distributions of aid have been carried out by existing staff, but future distributions will be supported by staff recruited under the response. Education staff have been recruited for adapted classes for PRS. Health interventions are supported by existing staff.
### Humanitarian Intervention*  
#### Protection  
**USD 415,446**  
Enhanced coordination of responses and assistance to PRS, including management of a database and distributions.  
Enhanced reporting on and intervention in protection cases, including allegations of refoulement, sexual and gender-based violence, and abuse against children.  
| Activity | Cost  
| --- | ---  
| Recruitment of Senior Coordinator | **USD 66,600**  
Recruitment of protection staff, 1 clerk and 3 social workers | **USD 119,195**  
Development of a database | **USD 5,550**  
Contingency, logistics and office costs | **USD 224,101**  
- Recruitment of additional staff to support emergency operations;  
- Monitoring of logistics and coordination and related costs;  
- Registration and tracking of cases.  

#### Cash assistance  
**USD 7,801,524**  
PRS better able to meet their emergency needs for food and rent  
| Activity | Cost  
| --- | ---  
| 20,000 individuals receive cash for food | **USD 3,330,000**  
4,444 families receive cash to help with rent | **USD 4,439,556**  
Recruitment of 4 staff members for monitoring | **USD 31,968**  
- Identification of vulnerable PRS families in need of cash assistance for food and rent;  
- Recruitment of 4 staff to support monitoring of impact of the project.  

#### Non-food and winter items  
**USD 1,494,122**  
PRS better able to meet their need for non-food and winter items  
| Activity | Cost  
| --- | ---  
| 800 PRS baby receive baby kits | **USD 106,560**  
15,000 PRS receive warm clothing | **USD 749,250**  
4,444 families receive kitchen sets | **USD 197,314**  
4,444 families receive mattresses, pillows, sheets and blankets | **USD 414,359**  
- Identification of vulnerable PRS families in need of non-food and winter items;  
- Procurement of items and distribution to PRS;  
- Monitoring of the impact of the provision of non-food and winter items on beneficiaries.
## Health

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>20,000 individuals provided primary healthcare</td>
<td><strong>444,000</strong></td>
</tr>
<tr>
<td>850 consultations in secondary health care provided</td>
<td><strong>111,000</strong></td>
</tr>
<tr>
<td>150 admissions for tertiary health care provided</td>
<td><strong>887,911</strong></td>
</tr>
<tr>
<td>4,444 families provided with hygiene kits</td>
<td><strong>399,600</strong></td>
</tr>
<tr>
<td>20,000 PRS provided with medical attention</td>
<td><strong>330,875</strong></td>
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<tr>
<td>20,000 PRS provided with medical attention</td>
<td><strong>330,875</strong></td>
</tr>
</tbody>
</table>

### Health Services
- Identification of vulnerable PRS in need of medical attention;
- Logistical arrangements for treatment at UNRWA or public health facilities;
- Monitoring of the progress of medical services on patients;
- Procurement of psycho-social counselors;
- Monitoring of PRS patients and the impact of the provision of hygiene kits to beneficiaries.

## Environmental Health

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>PRS families have access to adequate water and sewage/garbage collection services</td>
<td><strong>666,000</strong></td>
</tr>
<tr>
<td>20,000 PRS provided with adequate water</td>
<td><strong>399,600</strong></td>
</tr>
<tr>
<td>20,000 PRS provided with adequate water</td>
<td><strong>399,600</strong></td>
</tr>
<tr>
<td>PRS children continue their education through teaching in special classes based on the Syrian curriculum or are enrolled in regular classes.</td>
<td><strong>1,065,600</strong></td>
</tr>
<tr>
<td>PRS children receive formal education and academic assistance including textbooks and supplies.</td>
<td><strong>1,065,600</strong></td>
</tr>
<tr>
<td>Operational, administrative and salary costs of teachers are covered</td>
<td><strong>1,065,600</strong></td>
</tr>
<tr>
<td>Registration of PRS children; Coordination with UNRWA schools to ensure access to education for PRS children; Procurement of psycho-social needs of PRS children; Evaluation of psycho-social needs of PRS children; Monitoring of the progress of PRS children.</td>
<td><strong>1,065,600</strong></td>
</tr>
</tbody>
</table>

### Environmental Health Services
- Logistical and contractual arrangements for environmental health services;
- Monitoring of the impact of the project on the environmental health standards of PRS in Lebanon.

## Education

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>PRS children are able to continue their education despite displacement</td>
<td><strong>1,850,836</strong></td>
</tr>
<tr>
<td>20,000 PRS children are able to continue their education despite displacement</td>
<td><strong>1,850,836</strong></td>
</tr>
<tr>
<td>Operational, administrative and salary costs of teachers are covered</td>
<td><strong>1,850,836</strong></td>
</tr>
</tbody>
</table>

### Education Services
- Registration of PRS children;
- Coordination with UNRWA schools to ensure access to education for PRS children;
- Procurement of psycho-social needs of PRS children;
- Evaluation of psycho-social needs of PRS children;
- Monitoring of the progress of PRS children.

## Total

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td><strong>13,293,528</strong></td>
</tr>
</tbody>
</table>

*Allocations may change as the situation develops.
3.3 Jordan

There has been a steady, but slow increase in the numbers of PRS seeking assistance from UNRWA, with a total now over 2,600. Approximately 70 per cent are Jordan-registered who largely live amongst host families in Irbid, Zarqa and Amman. The remainder, including the minority registered with UNRWA in Syria, is confined to government-appointed facilities of Cyber City, Za’atari camp and King Abdallah Park. In addition to material and psycho-social needs, the area of most urgent support is protection. PRS represent a politically-sensitive group whose plight and needs must be handled with utmost care vis-a-vis the authorities. Protection issues are complex and UNRWA has not made significant headway, but the Agency’s long history in Jordan and experience in advocacy for Palestine refugees give it a good platform from which to continue to assist.

3.1.1 Achievements to date

With USD 539,422 (35.7 per cent of requested funds), combined with existing capacities, the following has been accomplished to date:

**Cash assistance:**
- Cash assistance to 1,024 refugees in urban areas.

**Food assistance:**
- Food assistance (fresh fruit and vegetables to complement WFP rations) to 420 Palestinian and Syrian refugees in Cyber City.

**NFI kits (in-kind contribution):**
- 400 families in urban areas provided with food parcels, cleaning supplies and hygiene kits.

**Health care:**
- 783 refugees served at UNRWA clinics;
- 56 refugees provided secondary/tertiary care at Jordanian facilities;
- 200 refugees in Cyber City had access to dental treatment through UNRWA’s mobile clinic
- Government health facilities serving PRS provided medicine and equipment;
- Refugees in Cyber City provided prescription drugs.

**Education:**
- 354 children enrolled at UNRWA schools.

**Psycho-social:**
- 354 children receive psycho-social support provided by 20 school counselors.

**Protection:**
- NRC-seconded protection officer assessed and addressed protection and humanitarian needs;
- Two additional social workers and one security officer provided info collection and monitoring;
- 91 cases of allegations of refoulement addressed;
- High-level advocacy conducted concerning non-refoulement and equal treatment of refugees.

3.1.2 Growing needs and operational challenges

UNRWA expects the number of PRS entering Jordan to increase by about the same rate to about 5,500 by June 2013. As 2 per cent of the population in Syria, this matches proportionally the planning figure of 300,000 Syria refugees in Jordan used in the new UN Regional Response Plan.
The protection of PRS in Jordan represents the greatest need and the most difficult challenge for this highly marginalised group of refugees. That they are not subject to expulsion and are given equal treatment to other refugees is critical. Those detained in holding areas are deprived of livelihood opportunities and all mobility. They have psycho-social needs in addition to requirements of material and protection support. Those residing with host families in urban areas live in poverty, are dependent on friends and relatives, and are unable to meet basic needs of food, medical services, and non-food/winter items. Out of a total of 594 PRS households, there are 160 female-headed households and two unaccompanied children.

UNRWA is receiving reports of a rising number of cases of *refoulement* at the border. UNRWA liaises with the Government on many such cases, but only 41 cases of 91 the Agency has been involved with were resolved successfully with the PRS able to remain in Jordan. UNRWA has unconfirmed reports of many more cases. More effort is required with individual cases as well as with overall advocacy. In addition to *refoulement*, there are numerous protection issues related to the detention of PRS in Cyber City. Tension between PRS and host communities may develop, particularly if there is further influx. Needs increase as the numbers allowed in continue to grow, and the burden on UNRWA’s existing education and health services is stretched.

### 3.1.3 January-June 2013 crisis response in Jordan

UNRWA has revised its appeal to seek USD 2,860,155 for its emergency operations in Jordan in the fields of protection, food, emergency cash, health, and education services to meet the needs of the expected 5,500 refugees.

**Operationalization of the plan:**

A network of UNRWA social workers conducts continuous assessments and field monitoring visits to determine the eligibility of PRS for emergency assistance. They also provide vital information on emerging humanitarian and protection needs. The Agency Senior Protection Coordinator advises the Jordan Field Office on interventions to ensure the safety and respect of PRS in Jordan based on principles of international law. The Deputy Emergency Coordinator, funded through the emergency appeal, leads emergency operations with the assistance of a Protection Expert seconded by the Norwegian Refugee Council. A security officer focuses on the safety of PRS in Cyber City, Irbid, Ramtha and along the Jordan-Syria border.

![Graph showing increases in the number of PRS in Jordan over the last five months.](image-url)
<table>
<thead>
<tr>
<th>Humanitarian Intervention*</th>
<th>Outcome</th>
<th>Outputs</th>
<th>Activities</th>
</tr>
</thead>
</table>
| **Protection**            | Enhanced reporting on and intervention and advocacy in protection cases, including allegations of refoulement, sexual and gender-based violence, and abuse against children. | Recruitment of Senior Emergency Coordinator USD 132,478  
Recruitment of Deputy Emergency Coordinator USD 31,638  
Recruitment of Programme Officer USD 11,322  
Recruitment of social workers USD 26,640  
Transportation and logistics USD 10,080  
Contingency for protection and coordination interventions USD 100,000  
Improved registration system in place for PRS in Jordan | - Recruitment of additional staff to support emergency operations;  
- Monitoring of logistics and coordination and related costs;  
- Registration conducted at a more rapid pace. |
| **Food assistance**       | PRS better able to meet their emergency food needs | 4,250 PRS receive monthly food parcels USD 255,000 | - Identification of vulnerable PRS families in need of assistance;  
- Procurement of food parcels and distribution to PRS in urban areas and Cyber City;  
- Monitoring of the impact of the food assistance amongst beneficiaries. |
| **Cash Assistance**       | PRS are better able to meet their household needs | 4,250 PRS receive monthly emergency cash assistance, including 200 female-headed households USD 714,000 | - Identification of vulnerable PRS families in need of assistance;  
- Distribution of cash assistance;  
- Monitoring of the project’s impact through spot check visits. |
| **Health**                | PRS have access to primary, secondary, tertiary and life-saving health care | 1,650 individuals (30 per cent of target population) receive primary healthcare every month USD 84,150  
137 individuals (15 per cent of target population) receive secondary healthcare every month USD 495,338  
5-4 individuals (0.6 per cent of target population or 28 ) receive tertiary healthcare every month USD 84,915  
PRS in Cyber City have access to mobile dental clinic USD 8,112  
2,000 PRS provided with psycho-social support USD 56,000 | - Identification and referrals of PRS to hospitals for life-saving health care;  
- Logistical arrangements for treatment at UNRWA or public health facilities;  
- Monitoring of the progress of medical services on patients;  
- Provision of psycho-social support to PRS through partner organisations and/or recruitment of psycho-social counselors. |
<table>
<thead>
<tr>
<th>Education</th>
<th>PRS children are able to continue their education despite displacement</th>
<th>1,800 PRS children receive formal education and academic assistance including textbooks and supplies. Operational, administrative and salary costs of teachers are covered USD 839,160</th>
<th>20 per cent of PRS children receive psycho-social counseling USD 11,322</th>
</tr>
</thead>
<tbody>
<tr>
<td>USD 850,482</td>
<td>- Registration of PRS children;</td>
<td>- Coordination with UNRWA; and government schools to ensure access to education for PRS children;</td>
<td>- Evaluation of psycho-social needs of PRS children;</td>
</tr>
<tr>
<td></td>
<td>- Procurement of textbooks and supplies;</td>
<td>- Psycho-social counseling of PRS children;</td>
<td>- Monitoring of the progress of PRS children.</td>
</tr>
<tr>
<td>TOTAL USD 2,860,155</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*allocations may change as the situation develops*